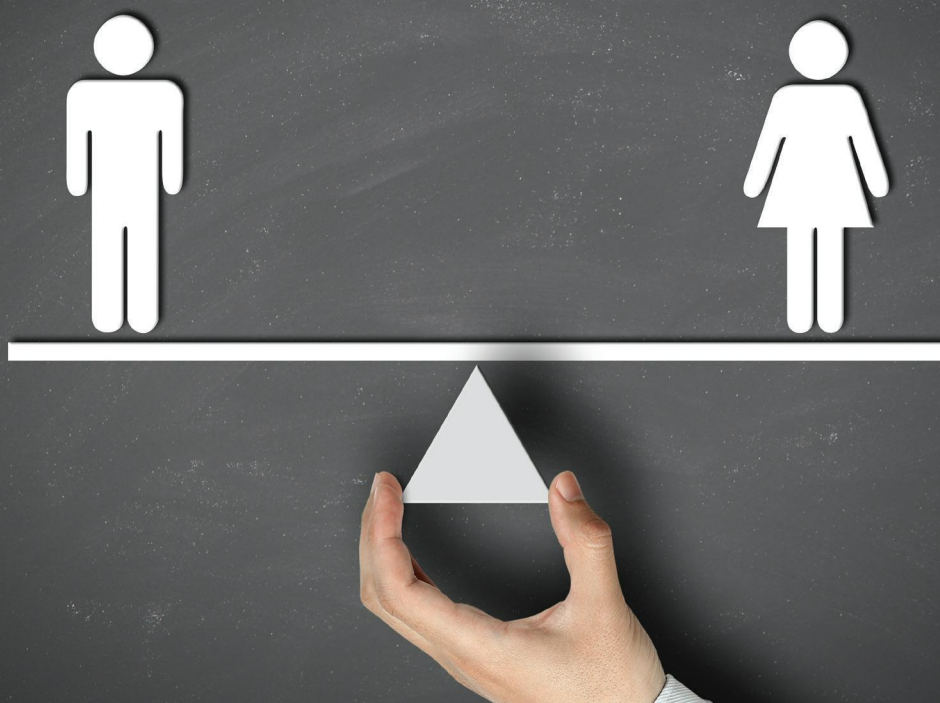


# INTERSECTIONAL GENDER ANALYSIS OF PRE-UNIVERSITY EDUCATION



INCLUDE – Building Capacity  
for Inclusion in Education

Funded  
by the European Union  
and the Council of Europe



COUNCIL OF EUROPE



Implemented  
by the Council of Europe

**Prepared by Donjeta Morina**

This publication was produced in the context of the project “INCLUDE – Building Capacity for Inclusion in Education” with the financial support of the European Union.

Its contents are the sole responsibility of the authors and do not necessarily reflect the views of the European Union or the Council of Europe.

© Council of Europe, October 2020. All rights reserved.

Licensed to the European Union under conditions.

No part of this publication may be translated, reproduced or transmitted, in any form or by any means, electronic (CD-ROM, internet, etc.) or mechanical, including photocopying, recording or any information storage or retrieval from the Directorate of Communications (F-67075 Strasbourg Cedex or publishing@coe.int).

Cover image credits: Christian Chan/shutterstock.com

All requests concerning the reproduction or translation of all or part of the document should be addressed to the Directorate of Communications. All other correspondence concerning this publication should be addressed to the Council of Europe Education Department, Co-operation and Capacity Building Division.

The Council of Europe Production Department (SPDP) is not responsible for its layout and content.

October 2020

# Contents

Acronyms	4
Executive Summary	5
Introduction	6
Methodology and Research Aims	7
Pre-University Education as a Pathway to Gender Equality	8
The Broader Context: Gender Equality in Kosovo*	9
Legal and Policy Analysis	9
Employment and Labour Market Activity	11
Gender-Based Violence	12
Inheritance and Property Rights	14
Gender Analysis of Pre-University Education	15
Gender Analysis of Students in Pre-University Education	15
Drop Out Rates in Pre-University Education	16
Gender Analysis of Teachers in Pre-University Education	18
Gender Analysis of the Education sector: Special Educational Needs	19
Pre-primary, primary, secondary level students	20
Management, executive roles, teaching profiles, and administrative roles	20
Gender Analysis of the Education Sector: Roma, Ashkali, and Egyptian Communities	21
Pre-primary, primary, secondary level students	22
Management, executive roles, teaching profiles, and administrative roles	24
Recommendations	25
Annex 1. EU Gender Action Plan II and OECD Gender Marker Screening	27
Annex 2. Persons Interviewed	28
Annex 3. Ongoing Programmes in the sector of Education	29
Bibliography	37

\* This designation is without prejudice to positions on status and is in line with the UNSCR 1244 and the ICJ opinion on the Kosovo Declaration of Independence

# Acronyms

---

<b>AGE</b>	Agency for Gender Equality
<b>DoA</b>	Description of Action
<b>EU</b>	European Union
<b>GBV</b>	Gender Based Violence
<b>GEO</b>	Gender Equality Officer
<b>GIZ</b>	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)
<b>INCLUDE</b>	Joint European Union/Council of Europe Project "Building Capacity for Inclusion in Education"
<b>KEC</b>	Kosova Education Center
<b>LGBTI</b>	Lesbian, Gay, Bisexual, Transgender, Intersex
<b>MES</b>	Ministry of Education and Science
<b>SEN</b>	Special Education Needs
<b>SOP</b>	Standard Operating Procedure
<b>UNICEF</b>	United Nations Children's Fund

# Executive Summary

---

This analysis indicates that intersecting gender inequalities may prevent girls and boys from different backgrounds in accessing quality pre-university education. The results of the analysis will be used towards formulating recommendations for the policy makers, notably the Ministry of Education and Science to mainstream gender in its policies. Moreover, the results will serve for the purposes of mainstreaming a gender perspective within the joint European Union/Council of Europe project “Building Capacity for Inclusion in Education” (INCLUDE), being implemented by the Council of Europe.

## Main findings include:

- The pre-university education sector plays a central role in promoting gender equality both in terms of empowering women as well as towards uprooting existing stereotypes and biases among all students.
- Teaching personnel in pre-university schools may not be aware of their responsibilities under the standard operating procedures against domestic violence;
- Due to several factors, including stereotypical gender attitudes, girls are underrepresented in pre-schools with only 46.2% of pre-school students being girls;
- Gender disaggregation continues in career orientation and profession selection. Women are mostly engaged in education, trade, and health (53.5% of all employed women), while men are mostly engaged in trade, construction, and manufacture (43.8% of all employed men).
- Due to stereotypical interpretations of the gendered nature of professions, girls are substantially underrepresented in vocational schools (41%) and boys are underrepresented in gymnasiums (41.6%);
- Boys drop out of pre-university schooling at much higher rates, especially in upper secondary school. In 2018/2019, 78.7% of all students who dropped out were boys. Evidence from Kosovo and elsewhere suggests that the reasons why boys and girls drop out of school differ and are related to social norms and gendered expectations.
- Girls with SEN remain heavily underrepresented in pre-University education (41%). This is particularly problematic since census data shows that there are more women and girls with special needs in Kosovo than men. So far, an in-depth gender analysis of students with SEN in Kosovo does not exist.
- Overall, children with Roma, Ashkali, and Egyptian backgrounds remain under-represented in pre-university education. Roma and Ashkali girls are heavily underrepresented in upper-Secondary education while Egyptian girls are underrepresented throughout all levels of pre-university education.
- Early marriages may play a heightened role in girls with Roma, Ashkali, or Egyptian communities dropping out of pre-university education.

# Introduction

---

Gender inequality remains pervasive across different sectors in Kosovo. Women and girls continue to face discrimination, marginalisation, and underrepresentation in several fields. In addition to persisting gender inequality, several other intersecting inequalities exist. This includes inequalities based on ethnic background, ability status, and sexual orientation. The situation remains particularly grave for Roma, Ashkali, and Egyptian communities in Kosovo, who continue to face discrimination and marginalisation, especially among women.<sup>1</sup> Poverty and unemployment levels remain alarmingly high, even when compared to other communities in Kosovo.<sup>2</sup> The situation spills over to education, with an enrolment rate that continues to be significantly below the average, with many Roma, Ashkali, and Egyptian youth not reaching higher levels of education.<sup>3</sup> A high drop-out rate across primary and secondary education is also an alarming trend.<sup>4</sup> In addition, persons with special needs also comprise a very vulnerable group facing several intersecting inequalities. Many persons with special needs largely rely on their family for daily assistance and financial support.<sup>5</sup> Data confirms that around 33% of women with special needs and 23% of men have never been enrolled in school.<sup>6</sup> For those children who do attend education, inadequate infrastructure, lack of personal assistants, and lack of suitable learning material continue to undermine their successful participation in education.<sup>7</sup>

Above data illustrates how challenging access to quality education can be, especially for vulnerable groups such as Roma, Ashkali, Egyptians and children with SEN. That said, local and international efforts to alleviate the situation are imperative at this point in Kosovo's developmental process. As a response to the situation, the joint European Union/Council of Europe project "Building Capacity for Inclusion in Education" (INCLUDE) is being implemented by the Council of Europe. The project's aim is to improve access to quality education for students from disadvantaged groups. It targets improved access to education and support services of Roma, Ashkali and Egyptian children as well as of children with special educational needs in pre-primary, primary, and secondary education. The project operates under two outcomes: 1) the capacity of the Kosovo education system to improve participation for Roma, Ashkali and Egyptian children in pre-primary, primary and secondary education is strengthened; and 2) the capacity of the Kosovo education system to improve participation of and support services for children with special education needs in pre-primary, primary and secondary education is strengthened.

Both the European Union (EU) and the Council of Europe are aware that gender inequality continues to be a persisting developmental process for Kosovo, throughout different sectors and geographical areas. Women and men have different needs, opportunities, and priorities overall, but also when it comes to access to education. These differences are further exacerbated by intersecting inequalities, especially faced by ethnic minorities or students with SEN. Accordingly,

---

1 European Commission, Commission Staff Working Document, Kosovo 2019 Report, at: <https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20190529-kosovo-report.pdf>

2 Embassy of Sweden in Pristina, Multidimensional Poverty Analysis, Kosovo 2017, at: <https://www.sida.se/globalassets/sida/eng/partners/poverty-toolbox/kosovo-mdpa.pdf>

3 European Commission, Commission Staff Working Document, Kosovo 2019 Report

4 Ibid

5 Embassy of Sweden in Pristina, Multidimensional Poverty Analysis, 2017

6 Ibid

7 Farnsworth, Morina, and Nuhiu, "Gender, LGBTI, and Persons with Disabilities Assessment", 2018, at: <https://www.edu-links.org/sites/default/files/media/file/Gender-LGBTIPWD%20assessment%20Kosovo%202018.pdf>

the Council of Europe commissioned a gender analysis to be conducted during the inception period of the INLCUDE project. The objective of this analysis will be to provide an examination of the situation of women, men, girls and boys in the education sector in Kosovo. Similarly to the project itself, the analysis will also have a specific focus on women, men, girls, and boys with SEN, and on Roma, Ashkali and Egyptian communities.

## Methodology and Research Aims

---

This gender analysis involved mixed methods. Initially, in order to establish an overview of existing socio-cultural norms and policies, a desk-review of existing policies and studies on gender equality in pre-university education was conducted. The desk analysis included a gender analysis of domestic and international laws and conventions in order to evaluate their gender sensitiveness. Existing studies and statistics were then summarised in order to examine the roles of women and men in the education sector and to identify and examine key gender inequalities and social barriers that may hinder girls and boys from different backgrounds (Roma, Ashkali and Egyptian and SEN) towards attaining pre-primary, primary, and secondary education. Subsequently, nine key-informant interviews with experts in gender equality, access to education, Roma, Ashkali, and Egyptian rights, SEN rights were conducted.<sup>8</sup> The experts were purposefully selected based on their knowledge, experience, and available information in said topics.<sup>9</sup> The analysis foresees to complete several different aims, the most important of which are:

- 1) Analyse the education sector in Kosovo from a gender perspective, including applicable laws, policies, and strategies;
- 2) Identify the potentially different needs and key economic and social barriers towards girls' and boys' access to pre-primary, primary, and secondary education;
- 3) Identify and examine key gender inequalities and social barriers that may hinder girls and boys from different backgrounds (Roma, Ashkali and Egyptian and children with SEN) towards attaining pre-primary, primary, and secondary education;
- 4) Provide recommendations for the Ministry of Education, with the aim of supporting their quest towards mainstreaming gender in its policy making.

---

<sup>8</sup> A detailed list of persons interviewed can be found in the Annex. Two additional interview requests were sent out but received no response.

<sup>9</sup> At the time that this Gender Analysis was being drafted, Kosovo had been in relative lockdown due to the global pandemic CoVid19. In order not to endanger interviewees, all interviews for this study were conducted remotely, depending on the interviewees' circumstances. Some were conducted by phone, some via the platform Zoom, and others in writing.



# Pre-University Education as a Pathway to Gender Equality

---

The education sector, especially pre-university education, plays a central role in promoting gender equality in several manners. First, research has shown a clear correlation between increased education and women's empowerment.<sup>10</sup> Women who are educated have been shown to be more effective at improving their well-being. Overall, they are better prepared to access services, opportunities, but also to self-generate alternative support structures and opportunities.<sup>11</sup> These effects have several positive outcomes for women including decision-making autonomy, public participation, and increased income-earning potential etc.<sup>12</sup> Second, by having access to young girls and boys at an early stage of their social and mental development, the sector of education provides a good pathway to tackle social inequalities overall, especially gender inequality.<sup>13</sup> Several studies point out that early childhood education plays a central role in the formation of gender stereotypes, prejudices, and even gender identity.<sup>14</sup> Gender biases transmitted through the education system can continue to reproduce existing inequalities and stereotypes, especially through textbooks and curricula.<sup>15</sup> However, the education system can play an important role in refuting existing stereotypes, biases, and educating future leaders who will then create gender-sensitive policies. Mainstreaming a gender perspective in curricula development and textbooks is therefore a precondition for having a more equal society. This is also a legal requirement in Kosovo, according to Article 21 of Law 05/L-020 on gender equality which stipulates that gender equality should be included in school curricula, and that the design and implementation of all school materials should include a gender perspective.<sup>16</sup>

---

10 Pande, Malhotra, and Grown, "Impact of Investments in Female Education on Gender Equality, paper prepared for presentation at Session 3: Schooling, XXV IUSSP International Population Conference, Tours, France, 2009, at: [www.demoscope.ru/weekly/knigi/tours\\_2005/papers/iussp2005s51014.pdf](http://www.demoscope.ru/weekly/knigi/tours_2005/papers/iussp2005s51014.pdf)

11 Grown, Gupta, and KES for the UN Millennium Project: "Taking Action: Achieving Gender Equality and Empowering Women", 2012, page 37, at: <https://books.google.com/books?hl=en&lr=&id=dP-SRE4WCJEC&oi=fnd&pg=PR3&dq=Education+and+gender+equality&ots=OpUc2wFODW&sig=TJK1vmf-OqpMS1a4R0hTSIKmKF8#v=onepage&q&f=false>

12 Ibid

13 Morina and Farnsworth, "Budgeting for Betted Education: A Gender analysis of expenditures and services in the Ministry of Education, Science, and Technology, 2015, at: <https://womensnetwork.org/wp-content/uploads/2018/10/20160607151528942.pdf>

14 Jin Chi, Pathways for gender equality through early childhood teacher policy in China, 2018, Discussion Paper, at: <https://files.eric.ed.gov/fulltext/ED592783.pdf>

15 Rae L. Blumberg, "Gender Bias in Textbooks: A hidden obstacle on the road to gender equality in education, 2008, at: [https://pdfs.semanticscholar.org/d193/38b08a8aa5c6c647e9582a78c77276387478.pdf?\\_ga=2.146834167.1163171261.1589284959-572287538.1589284959](https://pdfs.semanticscholar.org/d193/38b08a8aa5c6c647e9582a78c77276387478.pdf?_ga=2.146834167.1163171261.1589284959-572287538.1589284959)

16 Law 05/L-020 on Gender Equality, Article 21, 2015, at: [https://equineteurope.org/wp-content/uploads/2019/10/Annex-LAW\\_NO\\_05\\_L-020\\_ON\\_GENDER\\_EQUALITY.pdf](https://equineteurope.org/wp-content/uploads/2019/10/Annex-LAW_NO_05_L-020_ON_GENDER_EQUALITY.pdf)



# The Broader Context: Gender Equality in Kosovo

---

Before engaging in an intersectional analysis of the education sector in Kosovo, it is important to assess the broader context of gender (in) equality. Existing policies and unwritten socio-cultural norms could be detrimental to accessing education and reaping its benefits for both Roma, Ashkali, Egyptian students as well as students with SEN. This chapter provides an overview of the overall situation of gender equality in Kosovo. It uses existing data and information in order to highlight the main gender inequalities in sectors such as labour market activity, gender-based violence, inheritance and property rights, and of course education. Moreover, it analyses factors contributing to these inequalities, including political, social, economic, and socio-cultural. Overall, the analysis in the chapters below aids us in understanding widespread gender inequalities in Kosovo. The analysis begins with a gender analysis of policies applicable to the education sector in Kosovo.

## Legal and Policy Analysis

---

This section contains a gender analysis of domestic and international policies that are applicable to the education sector in Kosovo. The list is largely based on the EU commissioned Kosovo gender analysis published in 2018,<sup>17</sup> but has been adapted to include changes that occurred in 2019 and 2020. Overall, Kosovo has a strong legal and institutional framework pertaining to gender equality, human rights, and protection from discrimination. Gender equality is deeply enshrined in the Constitution of Kosovo.<sup>18</sup> Moreover, Kosovo has a specific law on gender equality, Law No. 05/L-020 on Gender Equality<sup>19</sup> with the objective of guaranteeing and promoting equality between men and women in Kosovo. It has requirements on equal representation,<sup>20</sup> affirmative measures in order to increase representation,<sup>21</sup> as well as the implementation of gender mainstreaming<sup>22</sup>. While being very progressive and all-encompassing in nature, the law on gender equality does have some shortcomings and faces challenges in its implementation, most notably un-alignment with other laws and policies<sup>23</sup>, a lack of strong teeth, and incorrect terms and concepts in Albanian and Serbian.<sup>24</sup> Additionally, the Law No. 05/L-021 on the Protection from Discrimination, strictly prohibits both direct and indirect discrimination based on gender.<sup>25</sup> Several other laws and policies directly impact the situation of men and women in Kosovo. Among others, this includes

---

17 Kosovo Women's Network, *Kosovo Gender Analysis*, 2018, at: <https://womensnetwork.org/wp-content/uploads/2018/10/womens-network.pdf>.

18 Article 7.2 of the Constitution firmly establishes equality between men and women as a fundamental value of Kosovo. More at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=3702>

19 Law No. 05/L-020 on Gender Equality, 2015, at: [equineteurope.org/wp-content/uploads/2019/10/Annex-LAW\\_NO\\_05\\_L-020\\_ON\\_GENDER\\_EQUALITY.pdf](https://equineteurope.org/wp-content/uploads/2019/10/Annex-LAW_NO_05_L-020_ON_GENDER_EQUALITY.pdf)

20 Article 6.8 states that "Equal gender representation in all legislative, executive and judiciary bodies and other public institutions is achieved when ensured a minimum representation of fifty percent (50%) for each gender, including their governing and decision-making bodies"

21 Ibid. Article 6.2

22 Ibid. Article 6.1.3

23 Most notably the Laws on General and Local Elections.

24 Morina and Farnsworth, "Kosovo's New Law on Gender Equality: The Good, The Bad, the Questionable, 2015, at: <https://womensnetwork.org/kosovorsquos-new-law-on-gender-equality-the-good-the-bad-the-questionable/>

25 Law No. 05/L-021 on Protection from Discrimination, 2015, at: [equineteurope.org/wp-content/uploads/2019/10/Annex-LAW\\_NO\\_05\\_L-021\\_ON\\_THE\\_PROTECTION\\_FROM\\_DISCRIMINATION.pdf](https://equineteurope.org/wp-content/uploads/2019/10/Annex-LAW_NO_05_L-021_ON_THE_PROTECTION_FROM_DISCRIMINATION.pdf)

Law No. 05/L-019 on the Ombudsperson<sup>26</sup>, the law on protection from domestic violence,<sup>27</sup> the Kosovo programme for gender equality etc. Moreover, there are institutional mechanisms aimed at protecting and promoting gender equality within the central and local level. Most notably, this includes the Agency for Gender Equality (AGE) based in the Office of the Prime Minister (OPM), and Gender Equality Officers (GEO's) based in all municipalities and ministries of Kosovo. The duties and responsibilities of AGE and GEO's are outlined in the Law on Gender Equality. Among others, AGE is responsible for coordinating, supporting, and promoting the implementation of the law on gender equality, proposing amendments to existing and new policies and legislation, cooperating with CSO's and inhabitants towards ensuring gender equality in all sectors, ensure the implementation of Gender Responsive Budgeting (GRB) and Gender Mainstreaming, coordinate the work of GEO's, and draft the Kosovo Programme for Gender Equality.<sup>28</sup> On the other hand, GEO's are responsible towards ensuring the implementation of the Law on Gender Equality in their own ministries or municipalities, ensure the implementation of GRB and gender mainstreaming in local/ministerial policies and documents. A GEO is also based in the Ministry of Education, Science, Technology, and Innovation (MESTI), whose responsibility is to include a gender perspective in policies of MESTI and the education sector in Kosovo. GEO's, including the MESTI GEO, face several difficulties, including insufficient political will to include them in policy processes, despite this being a legal requirement.<sup>29</sup> This undermines their role in mainstreaming a gender perspective in all MESTI policies, and may lead to gender-blind policies. A lack of executive power and being given tasks outside of their responsibility also undermines GEO's work.<sup>30</sup>

Ultimately, several laws and policies related to education have a gender perspective as well. Specifically:

The Constitution guarantees the right to free basic education and that public institutions should ensure equal opportunities to education for everyone in accordance with their abilities and needs.

Convention for the Elimination of all forms of Violence against Women (CEDAW). Article 22 of the Constitution concerns the direct applicability and prioritisation of several international agreements and instruments in Kosovo. According to Article 22, CEDAW focuses substantially on the education of women and girls as a precondition for gender equality. Concretely, Article 10 highlights that all states should take measures to ensure equal rights and eliminate discrimination in the field of education. It further states that the girls, boys, women, and men should have the same access, and conditions, and opportunities to all forms of education, career and vocational guidance, and benefits from scholarships and other study grants.<sup>31</sup> Moreover, CEDAW general recommendation No.3 requires all states to adopt public information and education programmes that will help eliminate prejudices and practices hindering the social equality of women.<sup>32</sup>

The Council of Europe addresses gender equality issues through its support programmes. Specifically to gender mainstreaming in education there is the Council of Europe Recommendation CM/Rec(2007)13 of the Committee of Ministers to member States on gender mainstreaming in

26 Law No. 05/L-019 on the Ombudsperson, 2015, at: [www.kuvendikosoves.org/common/docs/ligjet/05-L019%20a.pdf](http://www.kuvendikosoves.org/common/docs/ligjet/05-L019%20a.pdf) Law No. 03/L-007

27 Law No. 03/L-182 on Protection Against Domestic Violence, 2010, at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2691&langid=2>

28 Law on Gender Equality, Articles 7,8,9,10, and 11

29 Kosovo Women's Network, Gender Analysis, 2018, at: <https://womensnetwork.org/wp-content/uploads/2018/10/womens-network.pdf>

30 Kosovo Women's Network, Gender Analysis, 2018, at: <https://womensnetwork.org/wp-content/uploads/2018/10/womens-network.pdf>

31 UN Office of the High Commissioner for Human Rights, Convention for the Elimination of all Forms of Violence Against Women, Article 10, 1981

32 UN Office of the High Commissioner for Human Rights, CEDAW, General Recommendation No.3

education<sup>33</sup>, which provides the framework and aims for the activities of the Organisation on this topic. The Recommendation suggests actions in all areas pertaining to the organisation and content of education. Combating gender stereotypes in education is also one of the priorities of the Council of Europe Strategy on Gender Equality 2018-2023<sup>34</sup>. In addition; Member states are introducing measures in order to integrate a gender equality perspective in their educational system. The final objective is to integrate a gender equality perspective in all Council of Europe activities in the field of education: from higher education to teachers' training, education for democratic citizenship and human rights, history teaching or language policy.

The UN Convention on the Rights of the Child recognises the right of all children to education. The constitution renders this convention directly applicable in Kosovo.

The law on pre-school education provides for inclusive participation of boys and girls in pre-school.

The law on education in the municipalities of Kosovo obliges MESTI to promote a non-discriminatory educational system in which each person's right to education is respected, and quality learning opportunities are available to all.

The law on pre-university education ensures participation of girls and boys in the education system. It guarantees access to pre-university education without discrimination on any ground, including sex and marital status, among others. The law requires pre-university education to include preparing the pupil for a responsible life in the spirit of gender equality. The promotion of gender equality must be considered in the planning, managing and delivering of pre university education.

## Employment and Labour Market Activity

Kosovo Labour Market Indicators, Q4, 2019			
Indicator	Total	Men	Women
Labour Force Participation	41.4%	60.2%	22.4%
Inactivity Rate	58.6%	39.8%	77.6%
Unemployment Rate	25.9%	22%	36.6%
Youth Unemployment	49.1%	44.8%	57.6%
Youth (15-24) NEET <sup>35</sup>	34.1%	33%	35.4%

Pre-university education attendance is a pre-requisite for successful labour market participation for boys and girls from different backgrounds. However, Labour market inactivity and unemployment are alarmingly

***“Girls may even drop out of school because of care-responsibilities at home, early engagements, and early marriages”***

**MES Official**

high in Kosovo. In the fourth quarter of 2019, the unemployment rate in Kosovo was 25.9%, while the inactivity rate was 58.6%.<sup>36</sup> Unemployment among youth is even more alarming, amounting to 49.1%

33 [https://search.coe.int/cm/Pages/result\\_details.aspx?ObjectID=09000016805d5287](https://search.coe.int/cm/Pages/result_details.aspx?ObjectID=09000016805d5287)

34 <https://rm.coe.int/prems-093618-gbr-gender-equality-strategy-2023-web-a5/16808b47e1>

35 Youth (15-24) not in Education, Employment, or Training

36 Kosovo Agency for Statistics, Labour Force Survey Q4 2019, at: <https://ask.rks-gov.net/media/5365/afp-tm4-2019.pdf>

of all youth being unemployed, and 35.4% not in education, employment or training. However, while the labour market situation is alarming for everyone, women and girls suffer from unemployment and labour market inactivity at higher rates than men.<sup>37</sup>

For instance, while men's unemployment rate is 22%, 36.6% of women are unemployed.

Similarly, while 39.8% of men are inactive, the percentage of women is alarmingly higher, at 77.6%<sup>38</sup>. Such gender differences are noticeable across all labour market indicators. Data shows that reasons for labour market inactivity differ between men and women. The principal reason why men remain economically inactive, is the fact that they are attending training, school, or education. On the other hand, the main reason why women are inactive are care responsibilities at home, primarily childcare.<sup>39</sup> This data confirms that unequal care-responsibilities strongly contribute to women's labour market inactivity. This statement is reiterated by the first Time Use Study published in Kosovo in 2018. The study confirms that women spend 300% more time on care activities in the household than men, while men spend 400% more time on employment than women.<sup>40</sup> There is also a noticeable difference concerning the economic activities men and women are engaged in. Women are mostly engaged in education, trade, and health (53.5% of all employed women), while men are mostly engaged in trade, construction, and manufacture (43.8% of all employed men).<sup>41</sup> This data and information on employment indicates that even if successfully participating in pre-university education, students will continue facing serious difficulties in thriving in the labour market.

***“There are many misconceptions on what constitutes “women’s professions” and “men’s professions”. This is leading to gender disaggregation in schools and stereotypical career orientations which constrain both boys’ and girls’ career choices”***

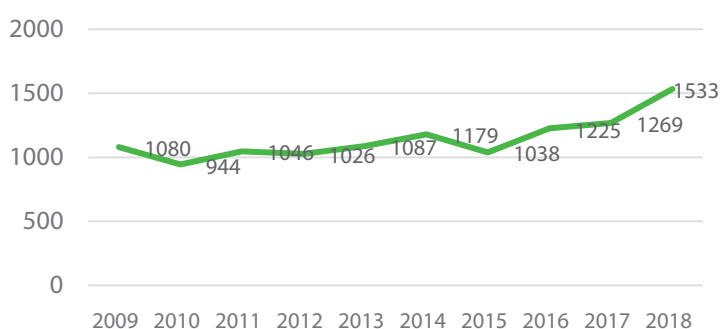
***Pre-University Education Expert***

## Gender-Based Violence

Gender-Based Violence (GBV) remains one of the most common human-rights violations in Kosovo. Nevertheless, all forms of GBV remain heavily underreported. While only 1269 cases have been reported to the Kosovo police in 2017, anonymous surveys with men and women show that the actual incidence rate is as high as 68% for women and 56% for men.<sup>42</sup> On a more positive note, recent data shows that the past two years have

marked an increase in reporting rates on domestic violence. In total, 1533 cases were reported in 2018, marking a 20.8% increase from 2017, marking such an increase for the first time in the past

**Graph 1. Domestic Violence Cases Reported to the Kosovo Police 2009 - 2018**



<sup>37</sup> Ibid

<sup>38</sup> Ibid.

<sup>39</sup> Kosovo Women's Network, Kosovo Gender Analysis,

<sup>40</sup> Millennium Challenge Corporation, Kosovo Labour Force and Time Use Study, Page 18, 2018, at: <https://millenniumkosovo.org/wp-content/uploads/2018/11/MCC-Kosovo-Labor-Force-and-Time-Use-Study-Final-Research-Report-1.pdf>

<sup>41</sup> Kosovo Agency for Statistics, Labour Force Survey Q4 2019

<sup>42</sup> Kosovo Women's Network, No more Excuses: An Analysis of Attitudes, Incidence, and Institutional Responses to Domestic Violence in Kosovo, 2015, at: <https://womensnetwork.org/wp-content/uploads/2018/10/20151124105025622.pdf>

10 years.<sup>43</sup> This increase largely stems from more coherent coordination policies between relevant institutions, more trained police, prosecutors, and judges, and pressure and advocacy by women's rights CSO's and activists.<sup>44</sup> Nevertheless, despite an improvement in the situation several problems continue to persist regarding the institutional response towards domestic violence. Widespread perceptions on domestic violence being a private matter that should not be reported to the police remain high. A recent survey shows that 48% of women in Kosovo believe that "domestic violence is a private matter and should be handled within the family".<sup>45</sup> This is particularly alarming since only 14% of women across the EU believe the same.<sup>46</sup> Other problems include institutional tendencies towards reconciliation, victim-blaming, a lack of separate interview rooms for victims of domestic violence, etc.<sup>47</sup> Educational institutions have an important role towards the protection of children from domestic violence. According to the standard operating procedures against domestic violence (SOP's), pre-university education institutions are in close contact with children and are in a very good position to identify cases of domestic violence.<sup>48</sup> Their role lies in notifying other actors (including police and a custody body) when they suspect that a child is experiencing domestic violence.<sup>49</sup> However, it has been noted that many pre-university teachers are not aware of their responsibilities under the SOP's, which could contribute to a lack of protection for children from different backgrounds.<sup>50</sup> A lack of reporting by teachers has also been questioned due to teachers themselves physically violating their students.<sup>51</sup> Sexual violence also continues to be widespread yet underreported. While there is a lack of incidence data regarding sexual violence, police reports shows that fewer than 30 cases of rape and attempted rape are being reported annually.<sup>52</sup> Researchers and activists unanimously agree that sexual violence is heavily underreported in Kosovo.<sup>53</sup> Several factors contribute to this, including widespread victim-blaming among institutions, societal victim stigmatisation, and a lack of trust in judicial institutions.<sup>54</sup> MES has taken several steps towards enabling education institutions to report cases of sexual violence.<sup>55</sup> Among others, this includes capacity and awareness raising trainings, as well as

***"It's very unlikely that a teacher who physically violates their students themselves will report suspected domestic violence to authorities"***

***Pre-University Education Expert***

***"Mechanisms for reporting sexual violence are in place. However, we continue to see that not all educational personnel have all information on these mechanisms and procedures. We need continuous training and awareness raising on this topic"***

***MES Official***

43 Donjeta Morina for ERAC, "Gender-Based Violence in Kosovo: A critical review of Police response, December 2019, at: [http://kgscenter.net/site/assets/files/1742/gender\\_base\\_violence\\_eng-1.pdf](http://kgscenter.net/site/assets/files/1742/gender_base_violence_eng-1.pdf)

44 Ibid.

45 OSCE Mission in Kosovo, Survey on Well-Being and Safety of Women in Kosovo, <https://www.osce.org/mission-in-kosovo/439781?download=true>

46 Ibid.

47 For more see Qosaj-Mustafa and Morina, "Access to Justice for Victims of Gender-Based Violence: Ending Impunity for Perpetrators, 2018, at: [https://eeas.europa.eu/sites/eeas/files/accessing\\_justice\\_for\\_victims\\_of\\_gender\\_based\\_violence\\_in\\_kosovo\\_eng.pdf](https://eeas.europa.eu/sites/eeas/files/accessing_justice_for_victims_of_gender_based_violence_in_kosovo_eng.pdf)

48 Agency for Gender Equality Standard Operation Procedures for Protection from Domestic Violence in Kosovo, page 20, 2013, at: [https://www.psh-ks.net/repository/docs/Procedurat\\_Standarde\\_te\\_Veprimit\\_per\\_Mbrojtje\\_nga\\_Dhuna\\_ne\\_Familje.pdf](https://www.psh-ks.net/repository/docs/Procedurat_Standarde_te_Veprimit_per_Mbrojtje_nga_Dhuna_ne_Familje.pdf)

49 Ibid.

50 Kosovo Women's Network, No More Excuses, page 78, 2015.

51 Interview with Pre-University Education Expert, Conducted in April 2020.

52 Donjeta Morina for ERAC, "Gender-Based Violence in Kosovo: A critical review of Police response, December 2019, at: [http://kgscenter.net/site/assets/files/1742/gender\\_base\\_violence\\_eng-1.pdf](http://kgscenter.net/site/assets/files/1742/gender_base_violence_eng-1.pdf)

53 Ibid.

54 Qosaj-Mustafa and Morina, "Access to Justice for Victims of Gender-Based Violence: Ending Impunity for Perpetrators,

55 Interview with MESMES Official, April 2020.



drafting inter-institutional regulations. This includes the Regulation for the Prevention of Violence in Pre-University Education, which includes definitions and procedures related to sexual violence as well.<sup>56</sup>

Since September 2020, the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention) is directly applicable in Kosovo through the Constitution. The Convention is the most far-reaching international treaty to tackle this serious violation of human rights, and its applicability in Kosovo is an important step towards offering institutionalised protection for the victims of gender – based and domestic violence.

## Inheritance and Property Rights

---

Women in Kosovo continue to be unequal to men in terms of ownership, both personal and commercial. In 2017, only 17% of all properties in Kosovo were women owned.<sup>57</sup> This is an alarmingly low percentage, even when taking into account that this actually marks an increase from 2016, when women owned only 14% of all properties. Research shows that many inhabitants still believe that women should not inherit property from their birth families. A total of 35% of the respondents of a study believed that women should not inherit property, including 38% of women, and 44.6% of men.<sup>58</sup> Commercial ownership is also a problem for women in Kosovo. Data from 2017 shows that women own only 13% of enterprises in Kosovo, and that women-led enterprises receive only 17% of subsidies by the Kosovo Investment and Enterprise Support Agency.<sup>59</sup> Moreover, only 15% of women business owners have previously used commercial bank loans in Kosovo.<sup>60</sup> This problem is further exacerbated by women's low ownership of property, which makes acquiring bank loans more difficult. This lack of commercial ownership is also evident in the sector of agriculture, where women account for only 4.9% of all agricultural landowners.<sup>61</sup>

---

56 Kosovo Government, Regulation No.21/2013 for Protocol for the Prevention and Reference of Violence in Institutions of Pre-University Education, 2013, at: [kryeministri-ks.net/repository/docs/RREGULLORE\\_QRK-\\_NR\\_\\_21\\_2013\\_PER\\_PROTOKOLLIN\\_PER\\_PARANDALIMIN\\_DHE\\_REFERIM....pdf](https://kryeministri-ks.net/repository/docs/RREGULLORE_QRK-_NR__21_2013_PER_PROTOKOLLIN_PER_PARANDALIMIN_DHE_REFERIM....pdf)

57 Kosovo Women's Network, Kosovo Gender Analysis, Page 16, 2018

58 Property Rights Program (PRP), National Baseline Survey for Property Rights in Kosovo, 2015, at: <https://www.usaid.gov/sites/default/files/documents/1863/1.%20National%20Baseline%20Survey%20for%20Property%20Rights%20in%20Kosovo.pdf>

59 Kosovo Women's Network, Gender Analysis, Page 41, 2018

60 Ibid.

61 Promoting Private Sector Employment, Women of Resilience and Vision-Rural Women in Kosovo Creating Jobs and Better Lives, 2019, at: [https://ppse-kosovo.org/women-of-resilience-and-vision-rural-women-in-kosovo-creating-jobs-and-better-lives-/](https://ppse-kosovo.org/women-of-resilience-and-vision-rural-women-in-kosovo-creating-jobs-and-better-lives/)

# Gender Analysis of Pre-University Education

## Gender Analysis of Students in Pre-University Education

**Table 1. Gender-Disaggregated data on Pre-University Education**

School Level	Boys	Girls	Total
Pre-school (0<5)	53.8%	46.2%	4117
Pre-Primary(5-6)	51.8%	48.1%	22.051
Primary and Lower Secondary	51.4%	48.6%	235.161
Higher Secondary	50.8%	49.2%	81.041

According to the most recent population census conducted in Kosovo in 2011, 1,739,825 inhabitants live in Kosovo, 50.34% of whom are men and 49.66% women.<sup>62</sup> This difference is similar across age groups, including age-groups of pre-university education students. Overall, girls and boys are relatively proportionally represented in pre-university education. In the school year 2018-2019, 51.3% of all students were boys, and 48.7% were girls.<sup>63</sup> However there are some differences according to level of education. Girls are underrepresented in pre-schools across Kosovo, with only 46.2% of pre-school students being girls. (Table 1).<sup>64</sup> This underrepresentation of girls in pre-school education may be attributed to several factors, including insufficient affordable pre-school institutions, weak understanding of the importance of pre-school and stereotypical gender attitudes,<sup>65</sup> etc. However, there are differences between municipalities with some municipalities having an almost equal number of girls and boys in pre-school education (Municipality of Fushë Kosova/Kosovo Polje with 69 boys and 62 girls), some having more girls than boys (the municipality of Peja/Peć with 98 boys and 109 girls); and most having a much higher number of boys than girls (for example, the Municipality of Vushtrri/Vučitrn with 70 boys and 29 girls attending pre-school).<sup>66</sup> On the other hand, when it comes to pre-primary education, girls and boys are represented rather proportionally (See Table 1). Girls and boys are also proportionally represented in primary, lower secondary, and upper

*“With overcrowded classrooms and few affordable pre-school institutions families (especially poor families) are frequently faced with the decision of which child to send to pre-school. Due to gender stereotypes they more often choose their sons”*

*Pre-University Education Expert*

*“The lack of qualitative career orientation has led students towards making career decisions based on gender stereotypes”*

*Pre-University Education Expert*

<sup>62</sup> Agency of Statistics of Kosovo, ASKData Platform, “Population by Gender in the Republic of Kosovo, 2011”, at: [https://askdata.rks-gov.net/PXWeb/pxweb/en/askdata/askdata\\_\\_09%20Population\\_\\_Population%20Structure/Population%20by%20sex%20and%20years%201921-2011%20in%20Kosovo.px/table/tableViewLayout1/?rxid=6c75a9aa-627c-48c6-ae74-9e1b95a9c47d](https://askdata.rks-gov.net/PXWeb/pxweb/en/askdata/askdata__09%20Population__Population%20Structure/Population%20by%20sex%20and%20years%201921-2011%20in%20Kosovo.px/table/tableViewLayout1/?rxid=6c75a9aa-627c-48c6-ae74-9e1b95a9c47d)

<sup>63</sup> Ministry of Education, Science, and Technology, “Education Statistics in Kosovo”, 2018-2019, at: <https://masht.rks-gov.net/uploads/2019/08/education-statistics-2018-2019.pdf>

<sup>64</sup> Ibid.

<sup>65</sup> Kosovo Women’s Network, Kosovo Gender analysis, 2018, and Interview with Pre-University Education Expert, April 2020.

<sup>66</sup> Ministry of Education, Science, and Technology, “Education Statistics in Kosovo”, 2018-2019,



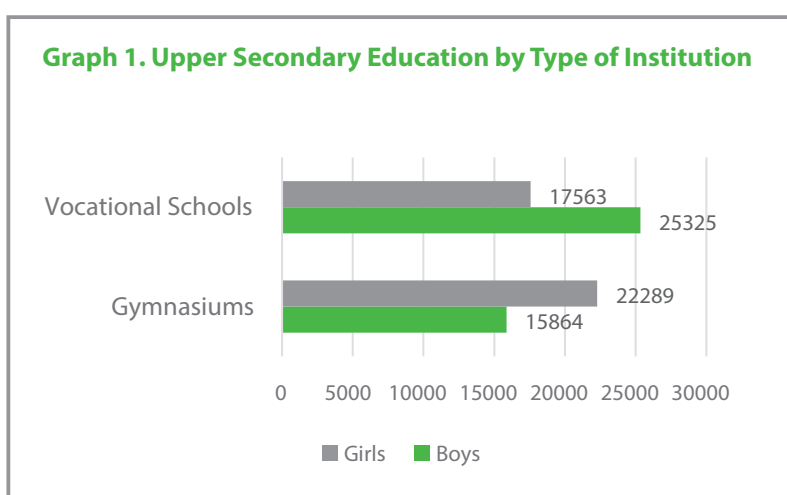
secondary education. However, while the overall representation of girls and boys is proportional in upper secondary education, it differs substantially when analysed as disaggregated by type of institution (Graph 1.).<sup>67</sup> Girls are substantially underrepresented in vocational schools (41%) and boys are underrepresented in gymnasiums (41.6%). This large difference can be attributed to several factors, including girls' higher academic

success in primary and upper secondary education, lack of institutional career orientation<sup>68</sup>, but also widespread gender stereotypes and traditional gender roles.<sup>69</sup> Girls may frequently believe that they are not suitable for certain professions and only attempt to register in gymnasiums.<sup>70</sup> In fact, global evidence does suggest that labour markets are deeply gender disaggregated.<sup>71</sup> Recent research in Kosovo has uncovered that educational choices are in fact made based on stereotypical views on what constitutes more appropriate professions for women versus for men.<sup>72</sup> Girls have preferred professions such as psychology, education, and medicine which require less maths skills (despite having better grades in all subjects) and are related to "helping others". Boys, on the other hand, preferred professions that are perceived to require more "masculine" traits like agriculture, computer science, and physical education.<sup>73</sup> The overall lack of an in-depth study of what professions we will need in the future is posing serious harm towards both girls' and boys' career orientations.<sup>74</sup>

A gender-sensitive analysis of what careers/professions will be needed in the future may help towards devising career-orientation plans for students and minimise gender stereotypes in career selection.

## Drop Out Rates in Pre-University Education

Gender disaggregated data on school drop-out rates is not regularly and publicly made available by MESTI. This data needs to be manually requested by MESTI staff, which leads to lower levels of transparency. Drop-out rates for students in primary and lower secondary school are rather low. For instance, in the academic year 2017/2018 only 0.09% of students had dropped out, and only 0.07% of students have dropped out in the academic year 2018/2019.<sup>75</sup> However, overall, more boys than girls drop out of primary and lower secondary school in Kosovo. In 2018 57.9% of all students who



<sup>67</sup> Ibid.

<sup>68</sup> Interviews with Pre-University Education Expert, MESMES Officials, and CSO working with vulnerable children

<sup>69</sup> Ibid. See: Shelley Correll, Gender and the Career Choice Process: The Role of Self-Assessments, 2001, Chicago Journals, at: [https://sociology.stanford.edu/sites/g/files/sbiybj9501/f/publications/gender\\_and\\_the\\_career\\_choice\\_process\\_the\\_role\\_of\\_biased\\_self-assessments.pdf](https://sociology.stanford.edu/sites/g/files/sbiybj9501/f/publications/gender_and_the_career_choice_process_the_role_of_biased_self-assessments.pdf) and Center for Gender in Organizations, Dreaming Big: What's Gender Got to Do with It? The Impact of Gender Stereotypes on Career Aspirations of Middle Schoolers, 2012, at: <https://www.simmons.edu/sites/default/files/2019-03/Insights%2035.pdf>

<sup>70</sup> Interview with Pre-University Education Expert

<sup>71</sup> European Commission, "A new Method to Understand Occupational Gender Segregation in European Labour Markets, 2015, at: <https://op.europa.eu/en/publication-detail/-/publication/2f6938c9-86ac-11e5-b8b7-01aa75ed71a1/language-en>

<sup>72</sup> Center for Social Studies and Sustainable Development, Gender Stereotypes and Educational Choices in Kosovo, 2019, at: [helvetas-ks.org/eye/file/repository/LEAP\\_projekti\\_eng\\_print\\_v1\\_3\\_.pdf](https://helvetas-ks.org/eye/file/repository/LEAP_projekti_eng_print_v1_3_.pdf)

<sup>73</sup> Ibid.

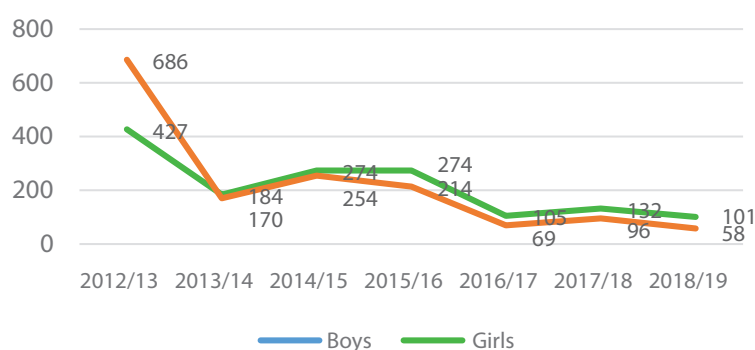
<sup>74</sup> Ibid.

<sup>75</sup> Data submitted by MESMES for the purposes of this research, April 2020.

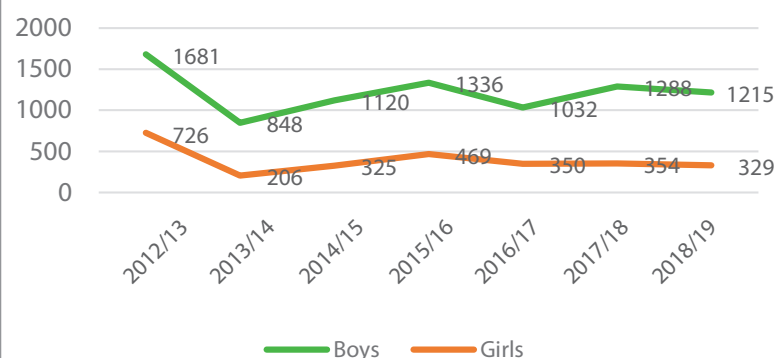
dropped out were boys, and in 2019 63.5% of all students who dropped out were boys. Upper Secondary school sees much higher drop out levels. For instance, in 2018/2019, a much higher portion of boys drop out of mandatory schooling. Since the academic year 2013/2014, over 70% of all students who have annually dropped out from upper secondary education have been boys. The difference between boys and girls is growing annually with

an all-time high difference noted in the academic year 2018/2019 where 78.7% of all student who dropped out were boys. Evidence from around the world shows that that reasons for dropping out differ among boys as opposed to girls.<sup>76</sup> In several countries, girls have been observed to drop out of school because of unpaid care-activities and house chores.<sup>77</sup> Boys, on the other hand have been observed to dropping out because of gender stereotyping against boys in performance settings and pursuit of employment.<sup>78</sup> Unfortunately, no such analysis has been conducted in Kosovo, but prior research has speculated that girls and boys may drop out of mandatory schooling for different reasons.<sup>79</sup> Basing it on their experience as experts and practitioners, interviewees did highlight that this is true in Kosovo as well. Young men may be dropping out of school at higher rates due to economic and financial reasons, including seeking employment.<sup>80</sup> Young women on the other hand may be dropping out because of issues related to mentality as well as early engagements or marriages.<sup>81</sup> This, however, is based on the experience and expertise of experts and practitioners. Further quantitative and qualitative research is essential towards examining the potentially different reasons as to why girls and boys drop out of school and designing preventive, gender-sensitive policies.

**Graph 2. Primary and Lower Secondary School Drop out rates 2012/2013-2018/2019**



**Graph 3. Upper Secondary Education Drop Out Rates 2012/2013 - 2018/2019**



<sup>76</sup> Ingvild Almas Alexander et al. What explains the gender gap in High school Drop Out Rates? Experimental and administrative Evidence, 2015, and Victor Lavy, Do Gender Stereotypes reduce girls' or boys' human capital outcomes? Evidence from a natural experiment, Journal of Public Economics, 2008, at: <https://www.sciencedirect.com/science/article/abs/pii/S0047272708000418>

<sup>77</sup> See for example Jennifer Rothchild, "Gender Trouble Makers Education and Empowerment in Nepal", page 92, 2007, Hardcopy and National Colloquium Report, "Vocational and Life Skills Training of Out-of-School Adolescent Girls in the age group 15-18, 2015, <https://ncpcr.gov.in/showfile.php?lang=1&level=1&&sublinkid=1357&lid=1558>, and SIDA, Gender perspectives on causes and effects of school dropouts, 2016, at: [www.ungei.org/Final\\_Paper\\_on\\_Gender\\_perspectives\\_C2.pdf](http://www.ungei.org/Final_Paper_on_Gender_perspectives_C2.pdf)

<sup>78</sup> See Victor Lavy, Do Gender Stereotypes reduce girls' or boys' human capital outcomes? Evidence from a natural experiment, Journal of Public Economics, 2008, and Alabdulrazzaq et al, Determinants of middle class school dropout among boys in the Riyadh province of Saudi Arabia, 2019,

<sup>79</sup> Morina and Farnsworth, Budgeting for Better Education, 2015

<sup>80</sup> Interview with MES official and Pre-University Education Expert, April 2020

<sup>81</sup> Ibid.

# Gender Analysis of Teachers in Pre-University Education

Table 2. Teachers in Pre-University Education, 2018-2019

Preschool			Pre-primary, primary, and lower secondary			Upper Secondary		
Men	Women	Total	Men	Women	Total	Men	Women	Total
0	100%	548	42.5%	57.5%	17.404	58.5%	41.5%	5.261

Men are underrepresented as teachers in lower levels of education, while women are underrepresented in higher levels of education. During the academic year 2018-2019, but also prior years, the higher the education level, the lower the percentage of women teachers. Concretely, in 2018-2019, 100% of all teachers in pre-school education were women, 57.5% of all teachers in pre-primary, primary, and lower secondary were women, and 41.5% of teachers in upper secondary school were women.<sup>82</sup>

As mentioned above, educational choices in Kosovo are made based on stereotypically gendered views.<sup>83</sup> This includes girls choosing professions linked to stereotypically “feminine traits” and oriented towards “helping others”<sup>84</sup>, with boys choosing more stereotypically “masculine” professions as detailed above.<sup>85</sup> These stereotypes are a big factor in why few men study education and are involved as educators. These stereotypes may deter men from studying pre-university teaching in the first place as well as entering the profession.<sup>86</sup> However, this poses a serious problem, since it continues to reinforce traditional perceptions of what constitutes appropriate professions for men (a professor, teaching upper secondary school), and a woman (a care-taker, teaching pre-school education).<sup>87</sup>

Table 3. Administrative and Support Staff, 2018-2019

Administrative Staff								
Preschool			Primary and lower Secondary			Upper Secondary		
Men	Women	Total	Men	Women	Total	Men	Women	Total
17%	83%	100	72.48%	27.52%	1225	76%	24%	350
Support Staff								
Preschool			Primary and lower Secondary			Upper Secondary		
Men	Women	Total	Men	Women	Total	Men	Women	Total
36.9%	63.1%	206	88.4%	11.6%	2467	86.9%	13.1%	521

<sup>82</sup> Ministry of Education, Science, and Technology, “Education Statistics in Kosovo”, 2018-2019,

<sup>83</sup> Center for Social Studies and Sustainable Development, Gender Stereotypes and Educational Choices in Kosovo, 2019,

<sup>84</sup> Ibid.

<sup>85</sup> Ibid.

<sup>86</sup> Kosovo Women’s Network Kosovo Gender Analysis, 2018

<sup>87</sup> Kosovo Women’s Network Kosovo Gender Analysis, 2018 and Interview with Pre-University Education Expert, April 2020

Women continue to be underrepresented as administrative and support staff throughout all levels of pre-university education, except for pre-school education. While women make up 83% of pre-school administrative staff, they make up 28.5% of primary and lower secondary administrative staff, and 24% of upper secondary administrative staff. Similarly, they make up 63.1% of pre-school support staff, compared to only 11.6% of primary and lower secondary support staff, and 13.1% of upper secondary support staff.<sup>88</sup>

## Gender Analysis of the Education sector: Special Educational Needs

As highlighted above, persons with special needs also comprise a very vulnerable group facing several intersecting inequalities. Many persons with special needs largely rely on their family for daily assistance and financial support.<sup>89</sup> Data confirms that around 33% of women with

special needs and 23% of men have never been enrolled in school.<sup>90</sup> For those children who do attend education, inadequate infrastructure, lack of personal assistants, and lack of suitable learning material continue to undermine their successful participation in education.<sup>91</sup> Children with SEN continue to face stigma and prejudice from their peers because of their needs.<sup>92</sup>

*“Stigma towards persons with SEN is widespread in Kosovo. Boys and girls with SEN continue to face stigma and prejudice from their peers”*

*CSO working with persons with special needs*

Type of Disability	Deafness or severe hearing impairment	Blindness or severe visual impairment	Basic physical disability	A learning or intellectual disability	A long-standing psychological or emotional difficulty	Other
Total	9935	9435	31567	5607	8133	28611
Men	53%	49%	46%	47%	52%	42%
Women	47%	51%	54%	53%	48%	58%

Census data shows that overall, there are more women and girls with special needs living in Kosovo. Out of the 93,288 people with special needs, 51.8% were women and 48.3% were men. There were differences according to the type of special need, with more men having deafness or severe hearing impairment, and a long standing psychological or emotional difficulty as compared to women. However, more women had blindness or severe visual impairment, a basic physical disability, a learning or intellectual disability, and others (See table 4).

<sup>88</sup> Ministry of Education, Science, and Technology, “Education Statistics in Kosovo”, 2018-2019,

<sup>89</sup> Embassy of Sweden in Pristina, Multidimensional Poverty Analysis, 2017

<sup>90</sup> Ibid

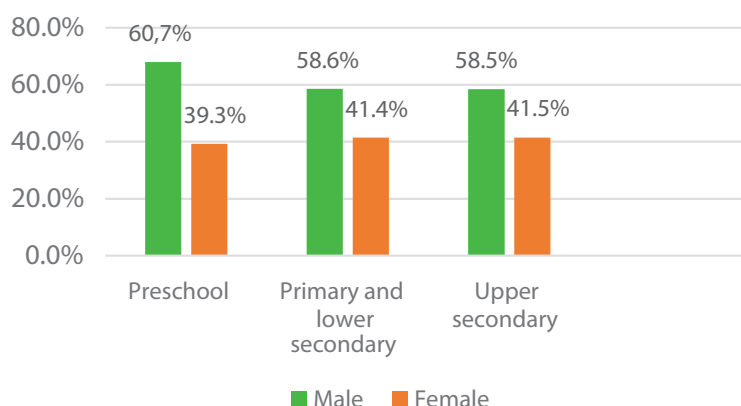
<sup>91</sup> Farnsworth, Morina, and Nuhui, “Gender, LGBTI, and Persons with Disabilities Assessment”, 2018, at: <https://www.edu-links.org/sites/default/files/media/file/Gender-LGBTIPWD%20assessment%20Kosovo%202018.pdf>

<sup>92</sup> Kosovo Youth Council, “Mos Supozo Nevojat e Mia” - Do not assume my needs, Hard Copy, currently only in Albanian, 2018, Interviews with Pre-University Education Expert and Interview with CSO working with persons with Special Needs, April 2020

## Pre-primary, primary, secondary level students

Kosovo has two special schools and five resource centers for children with SEN.<sup>93</sup> During the academic year 2018/2019, a total of 365 students attended resource centers and special schools, 59% of whom were boys and 41% of whom were girls. In fact, data clearly indicates that girls with SEN are heavily underrepresented across all levels of pre-university education. This becomes even more alarming when we consider that census data indicates that overall there are more women and girls with special needs in Kosovo. Reasons for this underrepresentation remain unclear, but it has been assessed that families might decide to send their sons with special needs to school when faced with limited resources, as opposed to their daughters.<sup>94</sup>

**Graph. 4 Pupils in Resource Centers / special schools**



***“Because of overall gender stereotypes, girls with SEN face double-discrimination by their families, including in accessing education. Unfortunately there have been no in-depth analyses on this topic so far”***

***CSO working with persons with special needs***

Boys and girls with SEN face several difficulties when attending education, including the lack of personal assistants, overcrowded classrooms, lack of physical infrastructure for students, lack of materials for hearing and visual disabilities.<sup>95</sup> Data from around the world shows that girls with disabilities face double discrimination in all above mentioned areas.<sup>96</sup> So far an in-depth gender analysis of students with SEN in Kosovo does not exist.

## Management, executive roles, teaching profiles, and administrative roles

**Table 5. Gender disaggregated data on staff in resource centers and special schools**

Gender	Directors	Admin. Staff	Teachers	Technical Staff
Women	4	1	119	21
Men	3	3	24	28
Total	7	4	143	49

<sup>93</sup> Interview with several MESMES Officials

<sup>94</sup> Interviews with MESMES Officials, Interview with CSO working with persons with special needs, and Farnsworth, Morina, and Nuhui, “Gender, LGBTI, and Persons with Disabilities Assessment”, 2018, at: <https://www.edu-links.org/sites/default/files/media/file/Gender-LGBTIPWD%20assessment%20Kosovo%202018.pdf>

<sup>95</sup> Ibid

<sup>96</sup> Harilyn Rouso, Education for All: A gender and Disability Perspective, 2003, at: <https://unesdoc.unesco.org/ark:/48223/pf0000146931>

Out of the seven schools working with children with SEN, four have women directors and three have men directors.<sup>97</sup> Men are underrepresented as teachers in resources centers and special schools. Men may be underrepresented due to the fact that traditional gender roles according to which women are the primary care-takers of family members, have spilled over to the education sector as well.<sup>98</sup> Overall research on the impact of gender stereotypes on education in Kosovo has assessed that due to gendered stereotypes, girls do tend to seek professions related to “helping others” much more than boys do.<sup>99</sup> These stereotypical career decisions have an impact on the overall labour market in Kosovo, including education, and explain the large discrepancies between men and women as teachers in resource centers and special schools.

## Gender Analysis of the Education Sector: Roma, Ashkali, and Egyptian Communities

Kosovo is inhabited by several different ethnicities, including Albanian, Serbian, Turkish, Bosniak, Roma, Ashkali, Egyptian, Gorani, Croatian and others. For the purposes of this study we are only focusing on Roma, Ashkali, and Egyptian communities. Census data shows that 0.51% of Kosovo’s population is Roma (0.25 men, and 0.25 women), 0.89% are Ashkali (including 0.45 men and 0.44 women), and 0.66% are Egyptian, (including 0.33% men and 0.33% women).<sup>100</sup>

Table 6. Roma, Ashkali, and Egyptian Communities in Kosovo, disaggregated by gender. <sup>101</sup>								
Roma			Ashkali			Egyptian		
Total	Men	Women	Total	Men	Women	Total	Men	Women
0.50%	0.25%	0.25%	0.89%	0.45%	0.44%	0.66%	0.33%	0.33%

As indicated above, the situation pertaining to access to education remains particularly grave for Roma, Ashkali, and Egyptian communities in Kosovo, who continue to face discrimination and marginalisation, especially among women.<sup>102</sup> While this has led to reduced access to public services for all communities, the situation is particularly serious for women, who have very little access to public services particularly health services.<sup>103</sup> Additionally, bad housing conditions add to this public health risk, affecting particularly women who spend more time inside the home compared to men from these communities.<sup>104</sup>

<sup>97</sup> Data obtained by MESMES Officials for the purposes of this research, April 2020

<sup>98</sup> Interview with Pre-University Education Expert, April 2020

<sup>99</sup> Ibid.

<sup>100</sup> Agency of Statistics of Kosovo, ASKData Platform, “Population by Gender in the Republic of Kosovo, 2011”

<sup>101</sup> Ibid.

<sup>102</sup> European Commission, Commission Staff Working Document, Kosovo\* 2019 Report, at: <https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20190529-kosovo-report.pdf>

<sup>103</sup> Kosovo Center for Gender Studies, Position of Roma, Ashkali and Egyptian Women in Kosovo, 2003, at: <https://womensnetwork.org/wp-content/uploads/2018/10/20130529134917547.pdf>

<sup>104</sup> Ibid.



Poverty and unemployment levels remain alarmingly high, even when compared to other communities in Kosovo.<sup>105</sup> Quarterly employment and labour market activity reports of the Kosovo Agency of Statistics do not track employment rates of Roma, Ashkali and Egyptian men and women. However,

*“Employment possibilities are scarce, especially for women, so they see no reason as to why they should continue schooling and rather see a more concrete future in early marriages and attending to children”*

*Executive director of Roma, Ashkali, and Egyptian Rights CSO*

rendering to the last census conducted in 2011, 2,053 Roma, Ashkali, and Egyptian inhabitants were employed formally, and only 260 of whom were women.<sup>106</sup> Compared to population data, this shows that barely 4.2% of women with Roma, Ashkali, and Egyptian communities were employed.<sup>107</sup> The situation spills over to education, with an enrolment rate that continues to be significantly below the average, and many Roma, Ashkali, and Egyptian youth not reaching higher levels of education.<sup>108</sup> As detailed in the chapter below, a high drop-out rate across primary and secondary education is also an alarming trend.<sup>109</sup>

## Pre-primary, primary, secondary level students

Table 7. Students in Pre-school and Pre-primary school disaggregated by ethnicity			
Ethnic Background	Roma	Ashkali	Egyptian
Preschool	0.10%	0	0
Pre-Primary	0.51%	1.12%	0.35%
Primary and Lower Secondary	0.64%	1.46%	0.36
Upper Secondary	0.20%	0.32%	0.20%

Overall, children with Roma, Ashkali, and Egyptian backgrounds are heavily underrepresented in pre-school education throughout all municipalities of Kosovo. Only 4 children with Roma background attended pre-school education during the 2018-2019 academic year. They represented 0.10% of all students attending pre-school education in Kosovo. All four children were in the Municipality of Gjakovë/Đakovica. No children with Ashkali or Egyptian background attended pre-school education during this academic year. This includes all municipalities, including municipalities with high numbers of Ashkali and Egyptian inhabitants such as Fushë Kosovë/Kosovo Polje, Pejë/Peć, and Gjakovë/Đakovica. There is no publicly available gender-disaggregated data on pre-school attendance of different ethnicities.

The situation becomes much more alarming at the upper secondary level, with all three ethnicities being heavily underrepresented. This indicates that drop-out rates between lower-secondary and upper secondary education are

*“We should never underestimate how much discrimination by peers and teachers contributes to Roma, Ashkali, and Egyptian girls and boys not attending pre-university education”*

*Pre-University Education Expert*

<sup>105</sup> Embassy of Sweden in Pristina, Multidimensional Poverty Analysis, Kosovo 2017, at: <https://www.sida.se/globalassets/sida/eng/partners/poverty-toolbox/kosovo-mdpa.pdf>

<sup>106</sup> Lamaxhema, Donika “Roma, Ashkali, and Egyptian Women’s Invisible Lives in Society’s Outskirts”, 2019, at: <https://kosovotwopointzero.com/en/roma-ashkali-and-egyptian-womens-invisible-lives-in-societys-outskirts/>

<sup>107</sup> Ibid

<sup>108</sup> European Commission, Commission Staff Working Document, Kosovo\* 2019 Report

<sup>109</sup> Ibid



very high for both boys and girls. However, girls with Roma, Ashkali, and Egyptian backgrounds are underrepresented in upper secondary education (Table 9).<sup>110</sup> The high drop in percentage compared to primary and lower secondary education indicates that drop-out rates at this level are particularly high, and particularly high for girls from all three ethnicities.

**Table 9 Gender Disaggregated data on Pre-University School Attendance of Roma, Ashkali, and Egyptian Students**

School level	Roma		Ashkali		Egyptian	
	Boys	Girls	Boys	Girls	Boys	Girls
Pre-School and Pre-Primary	52%	48%	49%	51%	62%	38%
Primary and Lower Secondary	54%	46%	51%	49%	52%	48%
Upper Secondary	61%	39%	58%	42%	58%	42%

Additionally, Egyptian girls are underrepresented throughout all levels of pre-university education. Several factors play into account towards higher dropout rates for girls. This includes an overall patriarchal mentality, intersectional discrimination based on race and gender, deeply-rooted

*“There has been no in-depth research on this, but I believe that boys drop out more because of child-labour, while girls tend to drop out because of early marriages, and taking care of younger siblings. We need more research on this”*

*CSO working with vulnerable children*

perceptions of traditional gender roles, as well as economic and social conditions.<sup>111</sup> However, early marriages may play a heightened role in girls from Ashkali, Egyptian, and Roma communities dropping out of education.<sup>112</sup> In fact, it has been recognised that early marriages are indeed common practices among the communities under analysis. Prior analysis has uncovered that roughly 12% of Roma, Ashkali, and Egyptian children, the majority of whom are girls marry before they turn 15.<sup>113</sup>

Overall the qualitative education of Roma, Ashkali, and Egyptian girls and boys faces several difficulties, including insufficient registration in mandatory schooling, high drop-out rates, and lack of school texts in the Roma language.<sup>114</sup> These problems have, among others, led to irregular attendance and late school enrolment.<sup>115</sup> Facing continuous discrimination by peers as well as teachers in some cases contributes to an overall underrepresentation in pre-university education.<sup>116</sup> During the academic year 2018/2019, MESTI has provided 600 Roma, Ashkali, and Egyptian students with scholarships to attend upper secondary education, 53% of whom were

<sup>110</sup> Data submitted by MESMES for the purposes of this research, April 2020.

<sup>111</sup> Kosovo Center for Gender Studies, “Position of Roma, Ashkali, and Egyptian Women in Kosovo, 2013, at: <https://womensnetwork.org/wp-content/uploads/2018/10/20130529134917547.pdf>

<sup>112</sup> See European Centre for Minority Issues, “Communities in Kosovo: A guidebook for professionals working with communities in Kosovo, 2013, at: [www.ecmikosovo.org/uploads/ECMIKosovoDec2013GuidebookforProfessionalsENG.pdf](http://www.ecmikosovo.org/uploads/ECMIKosovoDec2013GuidebookforProfessionalsENG.pdf) and Kosovo Center for Gender Studies, “Position of Roma, Ashkali, and Egyptian Women in Kosovo, 2013; a connection between early marriages and school-drop outs for girls from Roma, Ashkali, and Egyptian communities was also a recurring theme through many interviews including interviews with MESMES Official and Executive Director of Roma Ashkali, and Egyptian Rights CSO, and CSO working with vulnerable children, and with CSO working with Roma, Ashkali, and Egyptian Communities. April 2020

<sup>113</sup> Government of the United States, Kosovo 2019 Human Rights Report, 2019, at: <https://www.state.gov/wp-content/uploads/2020/02/KOSOVO-2019-HUMAN-RIGHTS-REPORT.pdf>

<sup>114</sup> Interview with MESMES Official, April 2020.

<sup>115</sup> European Centre for Minority Issues, “Communities in Kosovo: A guidebook for professionals working with communities in Kosovo, 2013,

<sup>116</sup> Interview with Pre-University Education Expert, April 2020

girls and 47% were boys.<sup>117</sup> There were different selection criteria including affirmative measures for girls. Other criteria included prior success and school grades, location (whether the students lived far away from the school and had to travel); no parents; and a statement from Social Welfare Centers stating that the child lives in difficult social and economic conditions.

## **Management, executive roles, teaching profiles, and administrative roles**

---

Roma, Ashkali, and Egyptian teacher are heavily underrepresented throughout all levels of pre-university education in Kosovo. Only 0.03% of teachers are Roma, only 0.03% are Ashkali, and only 0.02% are Egyptian. This data is not available as disaggregated by gender. There is no available data on support and administrative staff as disaggregated by ethnicity nor gender and ethnicity. Widespread poverty, lack of access to education, and lack of employment opportunities have been highlighted as potential reasons for an overall underrepresentation in employment, including in education.<sup>118</sup>

---

<sup>117</sup> Interview with MESMES Official, April 2020

<sup>118</sup> Interview with Pre-University Education Expert and Interview with CSO working for Minority Rights in Kosovo, April 2020

# Recommendations

---

**1)** MES should consider prioritising steps that will encourage young men to pursue career as teachers in early education school level, such as pre-school, pre-primary and lower primary levels. This can be done in several manners.

- a)** Through secondary schools and career counseling, encourage young men to study education in university, so that they can qualify to become preschool teachers.
- b)** Consider installing incentives for young men entering a career in early education. Provisions on Equal Representation under the Law on Gender Equality allow for affirmative actions to be used towards increasing the percentage of young men enrolled. This could, for example, come in the form of earmarked scholarships or additional points for young men during the application process.

**2)** In collaboration with the Agency for Gender Equality and Women's Civil Society Organizations, MES should analyze the capacities and knowledge of teachers in pre-primary, primary, and secondary school across Kosovo on their responsibilities under the SOP's. Such an analysis has never been conducted, and we do not entirely know whether teachers know their responsibilities, and how they are acting upon them. There are scattered expert opinions who believe this is not the case, but more detailed information is needed.

- a.** Following the analysis consider taking serious capacity building on the SOP's for teachers across Kosovo in the pre-primary, primary, and secondary levels. This can be in the form of workshops and regular mentoring. Knowledge on the SOP's and actions to be taken in case of suspected/identified domestic violence cases should be added to regular teacher evaluations.

**3)** In collaboration with donors and international organizations, MES should consider conducting a gender-sensitive study on violence in schools, which would analyse the types and frequency of violence experienced by diverse children, including boys and girls with SEN, and non-majority communities. This will help with future policy making and programmes on violence against children

**4)** The Ministry should sternly avoid gender-blind programmes/campaigns to prevent school dropout. Reasons for school dropout differ substantially between boys and girls overall, but also between different communities, and boys and girls within those different communities. Among others, initiatives to prevent school drop-outs should be informed by several evidence-based facts, including:

- i.** Considerably more boys than girls drop out of pre-University schooling;
- ii.** Boys and girls have very different reasons and motivations as to why they drop out of school;
- iii.** Early marriages might play a heightened role in girls with Roma, Ashkali, and Egyptian backgrounds dropping out of pre-University schooling.

**5)** Evidence shows that in lack of proper career counselling, young men and women and their parents base their career choices on stereotypes, including gender stereotypes. Several steps should be taken by MES in order to ameliorate this issue:

- a.** Improve career counselling services in all secondary schools, and conduct gender-sensitive training for all counsellors across Kosovo
- b.** In close collaboration with the Ministry of Labour and Social Welfare, set resources aside to conduct a gender-sensitive "Professions of the Future" analysis of the labour market. It would help familiarise boys and girls with career opportunities and enable them to make informed decisions regarding their careers, as opposed to decisions based on ingrained gender stereotypes.

- c. Organize targeted outreach campaign targeting young women and girls and encouraging them to take advantage of professional schools
  - d. Consider devising mentorship programs with successful women role-models in “non-typical” women’s professions.
  - e. As recommended by [Helvetas](#), consider developing a “Parent Guidebook for Career Planning”. This could help parents in supporting their children in selecting interests and future careers, free from gender stereotypes.
- 6) Before devising future policies or programmes on the access of SEN to education, conduct a targeted inquiry into why fewer girls with SEN are being send to education compared to boys with SEN. All future policies should be based on the findings of that inquiry.
- 7) MES should take evidence-based and targeted actions into girls’ underrepresentation in pre-school education. Concrete activities should be planned after a situation analysis but may include awareness raising activities with parents as well as providing free-of-charge transportation for students living in remote areas.

# Annex 1. EU Gender Action Plan II and OECD Gender Marker Screening

---

## Gender Action Plan II

---

The Staff Working Document “Gender Equality and Women’s Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020” was adopted in 2015.<sup>119</sup> The document, referred to as Gender Action Plan (GAP II) provides an accountability, monitoring, and evaluation framework to be used for measuring gender equality progress. GAP II has four thematic priorities with several objectives and indicators each. All projects funded or implemented by the EU or Member States, must report against objectives and indicators within GAP II, relevant to their project.

## OECD Gender Marker

---

The OECD gender marker is a statistical tool used for monitoring and accountability purposes. The gender marker uses a three-point scale (0, 1, and 2) towards evaluating projects and programmes that target gender equality as a policy objective.<sup>120</sup> According to GAP II, the gender marker needs to be applied systematically, avoiding unjustified gender marker 0 scores.<sup>121</sup> In fact, a target has been set that 85% of all new EU funded programmes need to have a score of G1 and G2.

***Gender Marker 0: The project/programme has not been found to target gender equality.***

***Gender Marker 1: Gender equality is an important and deliberate objective, but not the principal reason for undertaking the project/programme.***

***Gender Marker 2: Gender equality is the main objective of the project/programme and is fundamental in its design and expected results. The project/programme would not have been undertaken without this gender equality objective.***

---

---

<sup>119</sup> European Commission, “Gender Equality and Women’s Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020”, 2015, at: [https://ec.europa.eu/europeaid/sites/devco/files/staff-working-document-gender-2016-2020-20150922\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/staff-working-document-gender-2016-2020-20150922_en.pdf).

<sup>120</sup> OECD-DAC Network on Gender Equality, Definition and Minimum Recommended Criteria for DAC Gender Equality Policy Marker, 2016, at: <https://www.oecd.org/dac/gender-development/Minimum-recommended-criteria-for-DAC-gender-marker.pdf>

<sup>121</sup> Indicator 5.3.1 and Indicator 5.3.2 under Objective 5

## Annex 2. Persons Interviewed

Persons Interviewed			
Organisation/Institution	Position	Name	Date
MES	Human Rights Coordinator	Merita Jonuzi	21.4.2020
MES	Division for Education of Communities	Nazan Safqi	20.4.2020 and 22.4.2020
Save the Children	Programme Implementation Coordinator	Valid Zhubi	23.4.2020
Save the Children	Coordinator	Rrita Limaj	23.4.2020
Former Director of Kosovo Youth Council	Expert on Pre-University Education	Agnesa Qerimi	22.4.2020
HandiKos	Programme Manager	Durim Gashi	22.4.2020
Balkan Sunflower	Executive Director	Muhamet Arifi	21.4.2020
Roma, Ashkali, and Egyptian Women's Network	Executive Director	Shpresa Agushi	23.4.2020
Roma, Ashkali, and Egyptian Women's Network	Project Manager	Adelina Qorraj	23.4.2020

## Annex 3. Ongoing Programmes in the sector of Education

Self-Reported Impact on Gender Equality through Projects in the Education Sector				
Organisation	Project	Timeline	Short Description	How does the project take into account men and women/girls' and boys' different needs?
Balkan Sunflower	Learning Centres Network	2007 - Ongoing	<p>The LCN began in 2008 with three centres in Fushe Kosova, Gracanica and Plemetina. In 2009 Shtime Learning Center opened and in 2013 the LCN added a second centre in Plemetina. Programs are offered in both Albanian and Serbian languages. In addition to Preschool, curriculum support, literacy and science programs, each centre has an education mediator who works with schools and families to decrease dropouts and increase enrolment. Thanks in large part to our education mediators, 93% of eligible children in the areas where we work enrol in first grade.</p>	<p>Balkan Sunflower has ensured that the girls and boys benefit equally from this project throughout its implementation. Balkan Sunflower staff estimates that girls' and boys' participation rates stand at 50% for each. Balkan Sunflower conducts gender mainstreaming through all activities of the Learning Centres. In 2009 Women's Literacy programmes were initiated in two centres, using curriculum designed by UNICEF and MES. Women's literacy programmes are now active in 3 centres. In addition to a focus on literacy, the women receive capacity building in handicraft and hairdressing classes.</p> <p>The learning centres are currently struggling for financing and are approaching various different donors.</p>
Caritas Switzerland	Setting High-quality Preschool Standards Reinforcing Education, Science and Economy – SHPRESE	2018-2022	<p>SHPRESE project aims at improving the quality of education and service provision in pre-primary education in Kosovo. Our vision focuses around a functioning, quality education system in accordance with international standards and the Curriculum Framework and Core Curriculum. Additionally, SHPRESE builds the capacities of public institutions, mainly the Kosovo Pedagogic Institute in offering training and other services in PPE; the Association of Kosovo Municipalities in advocating for quality education in PPE; MEDs officials for our target group; and Faculties of Education in Gjakova, Gjiilan, Mitrovica and Prizren;</p>	<p>CaCH bases all its actions on the premise that equal access to economic, social and political resources form a basic human right. Men and women, boys and girls, should have equal opportunities for personal development and shaping their own lives. CaCH's projects are also conscientious to avoid reinforcing or perpetuating gender inequalities. Consequently, SHPRESE project was elaborated and developed taking this fully into account. Considering that the majority of pre-primary educators are women, the project has encouraged the engagement of Master Trainers who are men (and currently two of them are engaged), and will seek opportunities to involve in internships offered by the project in PPE classrooms for men students who are enrolled at faculties of education.</p>



<p>Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)</p>	<p>Basic Education Sector Development</p>	<p>2019-2021</p>	<p>The project operates under the objective of improving the preconditions for the provision of inclusive and qualitative education in Kosovo. It takes a systemic, multilevel approach towards tackling core problems in basic education in Kosovo, covering four fields of activities: 1) Transparency, accountability and public participation; 2) University Education of teachers and school directors; 3) Integrated school development approach; 4) Promoting inclusion, particularly for ethnic minorities and returnees</p>	<p>Actions taken towards gender equality and men and women's different needs:</p> <ul style="list-style-type: none"> <li>-Suggested to MES to conduct sector specific capacity building trainings on gender issues;</li> <li>-Supported MES in drafting the monitoring report of the implementation of KESP for year 2017. Gender is consistently considered in the report and the achievement of gender sensitive indicators assessed;</li> <li>-Ensured equal representation of women in trainings, workshops, conference and other activities etc.;</li> <li>-Ensured that capacity development activities are gender sensitive through such as the development of gender sensitive teaching and learning materials;</li> <li>-Initiated and support gender initiatives of schools particularly in the rural areas (with the focus on participation of women).</li> <li>-Conducted gender sensitive impact monitoring: disaggregation according to gender and gender reflected in outcome/ output indicator framework;</li> <li>-Supported and strengthened the focus on women and girls from rural areas, particularly from Roma, Ashkali and Egyptian communities.</li> <li>-In terms of experts, which have offered expertise for the project activities, CDBE has provided equal opportunity for all.</li> </ul> <p>Requested from implementing partners, when engaging staff to implement component activities to consider gender equality.</p>
--	---	------------------	--	---

Kosova Education Center (KEC)	After School Support for Teens (ASSET), funded by USAID <a href="http://asset-ks.org/">http://asset-ks.org/</a>	June 7, 2017 – June 6, 2022	<p>ASSET's main aim is to develop employability and entrepreneurial skills in Youth and a positive attitude to their future. ASSET's slogan is: "Preparing Kosovo Youth for 21st Century Life and Work." Developing Life &amp; Work Competences. It is a 5-year USAID programme, managed by Kosova Education Center (KEC), in partnership with FHI 360 and Crimson Capital Corp.</p>	<p>The Programme's Gender Implementation Plan, in support of full programme gender integration, focuses on four separate areas:</p> <ul style="list-style-type: none"> <li>• Design and development: A gender and equity clause is inserted in the scopes of work of all consultants. The Programme will collect data on a number of outcome indicators, including qualitative ones, concerning gender integration. If a statistically significant difference is found, appropriate action will be taken. In addition, the Programme has a course development checklist, including a section on gender and equity (e.g. "Have stereotypes been avoided in examples given?") and apply in all materials to be developed.</li> <li>• Professional development: The gender awareness of all target audiences will be monitored. The standards courses for facilitators and teacher mentors will be used. This Programme includes a module on gender and gender equality. The Programme will monitor attendance of men and women and teachers of diverse nationalities in all professional development activities and take appropriate actions if required.</li> <li>• Youth and other activities: The work with schools will promote the active participation of both girls and boys in activities such as refurbishment of hubs, school projects, challenges, clubs, sports, and competitions. An issue for girls traveling from rural areas is personal safety when travelling home from student activities. The Programme will work with municipality and partner organisations to set-up a transportation system to address this issue. The same approach will be taken in case students of certain minority groups will have issues with transportation.</li> </ul> <p>Gender specific activities: Based on annual local or international events (e.g. International Day of the Girl Child) the Programme will organise related events, in coordination with its local partners.</p>
-------------------------------	--	-----------------------------	--	--

KEC	Expanding access to quality early childhood education and primary education, funded by Roma Education Fund (REF)	October 1 2018 - August 31 2021	The Project aims to improve the ECD outcomes and school readiness for 1st and 2 grade of disadvantaged Roma children from six neighbourhoods aged 4-6 and 6-8 attending schools in two locations by improving the parenting skills of the parents, strengthening the link between parents and pre-primary and school institutions, expanding the access to integrated ECD services and raising the quality of teaching and learning.	<p>The following aspects are targeted in terms of gender integration:</p> <ul style="list-style-type: none"> <li>• Data on children beneficiaries: the database of children beneficiaries will be disaggregated by gender. If a significant statistical difference is found, appropriate action will be taken.</li> <li>• Design and development: A gender and equity clause will be inserted in the scopes of work of all consultants. The Project will collect data on a number of outcome indicators, including qualitative ones, concerning gender integration.</li> <li>• Professional development: The gender awareness of all target audiences will be monitored. The Project will monitor attendance of men and women and teachers of diverse nationalities in all professional development activities and take appropriate actions if required.</li> <li>• Children and other activities: The work with schools and the Roma community will promote the active participation of both girls and boys in intercultural activities, and of female and male parents in project activities.</li> </ul> <p>Project materials and publications: The Project will make sure there is gender aspect addressed in published materials. For example, it will make sure to include equal number of boys and girls in promotional materials, pictures and reports, and especially to make sure stereotypes have been avoided. The Project will make sure to provide gender neutral didactic materials for children participating in the project activities.</p>
KEC	Together Against Child Abuse, funded by European Union <a href="http://www.childrights-ks.org">www.childrights-ks.org</a>	February 1 <sup>st</sup> , 2020- Januari 31 <sup>st</sup> 2023	The project aims to protect children from abuse and, as such, to contribute directly to the promotion of children's rights. It will be focused on protecting children from abuse and minimise the effects of abuse experience by improving individual and institutional capacities for abuse prevention and support to victims.	Gender sensitivity: The project activities will fit to the needs and perspectives and will ensure gender equality in project implementation and evaluation. Project activities will be sensitised to the needs of both men and women and will examine differential impact of education initiatives on social relations between them.

KEC	Empowering Youth for a Peaceful, Prosperous, and Sustainable Future in Kosovo	2019 - 2020	Through this project, we aim to create efficient and effective methodologies to deal with conflicts in schools by implementing them in 20 schools where the entire school community would benefit. The selection of the schools will be done in cooperation with MEDs from selected municipalities	All project indicators will be reported disaggregated by gender. This means that in all project activities, gender mainstreaming is a key element that will be considered during the project implementation.
KEC	Action for Reducing Inequalities in Education (ARISE)	2020-2024	Overall objective: To strengthen the capacities of CSOs for policy development and advocacy in the area of educational equity through regional cooperation and building local coalitions Specific objectives: To support inclusion of students from low socio-economic status (SES) background by building local and regional partnerships of civil society organisations from six IPA beneficiary countries to engage in advocacy and constructive policy dialogue with governments, raise awareness among education stakeholders and pilot interventions targeting low SES students at school level	This project has some indicators that were drafted based on the gender sensitive approach. Moreover, gender mainstreaming is a cross-cutting topic in all activities. Implementation progress will be followed and corrective action taken by collecting data disaggregated by gender, social background, disability, etc. In addition, all materials produced with support from the project will use gender specific language and promote gender inclusion.
KEC	KRAEEYN (Kosova Roma, Ashkali and Egyptian Early Year Network)	2016-2020	KRAEEYN is a network of professionals and pre-professionals for Development in Early Childhood of Roma, Ashkali and Egyptian communities in Kosovo. So far KRAEEYN network has member individuals and organisations who advocate for children's welfare of Roma, Ashkali and Egyptian communities and their involvement in quality and inclusive education.	Project activities are designed to be gender-sensitive whenever possible, including: -setting indicator targets for gender equity for training and other professional development opportunities for tutors and facilitators from learning centres. - prepare promotional materials and advocacy campaigns by promoting gender inclusion

Roma, Ashkali, and Egyptian Women's Network	Community Mobilisation Towards Social Accountability	January – December 2020	The project is being implemented in cooperation with Save the Children and is financed by SIDA. The project is being implemented in three municipalities, including Prishtina, Ferizaj, and Mitrovica. It's goal is to enhance the participation of both students and parents in decision-making and accountability processes	RROGRAEK ensures that a gender perspective is mainstreamed throughout the design and implementation of project activities. The project focuses on increasing girls' participation in decision making and requiring social accountability from schools and municipal structures.
Save the Children in Kosovo	Early Childhood Care and Development in Kosovo	2020-2022	Through this project, Save the Children aims for children aged 0-6 in Kosovo to enjoy their rights to physical, mental, moral, and social development, directly enabling them to grow to their fullest potential.	<p>This project was designed to be gender sensitive, as per Save the Children's Gender Marker.</p> <p>Whenever possible, activities are designed to be gender sensitive. This includes setting indicator targets that account for equity, providing gender-sensitive training to preschool educators, organising mother – toddler sessions in rural areas and preschool institutions, and designing gender-sensitive communications and awareness-raising campaigns.</p>
Save the Children in Kosovo	Action for Inclusive Education	2018 - 2020	The project targets children from vulnerable backgrounds, including children with SEN and from Roma, Ashkali, and Egyptian communities and their access to education	<p>This project was designed to be gender sensitive, per Save the Children's Gender Marker.</p> <p>This project's indicator targets are set to account for equity. Furthermore, the project primarily works with increasing the capacities of women in the education sector.</p>
UNICEF Kosovo	Inclusive Education – In service teacher training focusing on Children with disabilities	2018-2019	The project goal was to increase the capacities of teachers at the school level in selected municipalities to deliver inclusive education with an emphasis on children with disabilities.	<p>All UNICEF Supported programme activities, including this one, are gender sensitive and are incorporated as part of equity dimension.</p> <p>The strong partnership between UNICEF and central level Institutions such as the Ministry of Education (MEST) and its local level structures has enabled over 500 girls and boys from 14 primary and lower secondary schools across seven selected municipalities to benefit from the increased capacities of 200 teachers to deliver inclusive education with an emphasis on boys and girls with SEN.</p>

UNICEF Kosovo	Prevention of Drop -out and out of school children	2018-2020	The project aims to increase capacities at the school, municipal and central level institutions to prevent, respond and refer cases at risk to drop - out from school (targets girls and boys from Roma, Ashkali and Egyptian communities, poor families, rural areas, CWD...)	<p>All UNICEF Supported programme activities, including this one, are gender sensitive and are incorporated as part of equity dimension.</p> <p>With UNICEF's continued technical and financial support, MEST and municipal officials strengthened the functionality of the 100 existing Prevention Response Teams Against Abandonment and Non-registered children (PRTANs) in 10 municipalities. As a result, 500 students at risk of dropping out from school were identified during 2019. Of these, 109 students (22 per cent) successfully addressed their personal challenges and remained in school. All children identified at risk of dropping out have been captured by the MEST EMIS Early Warning System (EWS).</p>
UNICEF Kosovo	Accreditation of the skills for life programme	2019-2020	Accreditation and integration of UNICEF skills for life and work programmes (UPSHIFT, PONDER and PODIUM) into the existing secondary education curriculum.	<p>All UNICEF Supported programme activities, including this one, are gender sensitive and are incorporated as part of equity dimension.</p> <p>Girls and boys in their second decade of life continue to struggle to successfully navigate the complex employment market in Kosovo. To reduce the mismatch between the outputs of the education system and labour market opportunities, UNICEF, in close collaboration with MEST, initiated the process of accreditation and integration of UNICEF skills for life and work programmes (UPSHIFT, PONDER and PODIUM) into the existing secondary education curriculum. The project itself emphasise to reach and engage young girls and boys from most vulnerable groups Kosovo wide.</p>

UNICEF Kosovo	Revision of preschool Law	2019-2020	Through this support UNICEF ensures that the rights of all children (girls and boys, children from minority ethnic groups, children with disabilities) are respected and addressed	<p>All UNICEF Supported programme activities, including this one, are gender sensitive and are incorporated as part of equity dimension.</p> <p>sfasfs</p> <p>UNICEF provided technical assistance to MEST to draft the preschool law which is aligned with relevant provisions of the CRC. The law has the objective of providing a safe and protective environment for children (girls and boys) at preschool education. At domestic level, an early childhood development coordination mechanism was established to advocate for increased human and financial resources for early childhood development interventions - including outreach services for vulnerable children such as those from Roma, Ashkali and Egyptian communities and children with disabilities. Through new partnerships with local NGOs and direct technical support to MEST and local institutions, four new ECD community-based centres were established in four selected municipalities. These new ECD centres will be accessible to girls and boys from Roma, Ashkali and Egyptian communities and children with SEN.</p>
---------------	---------------------------	-----------	--	--



# Bibliography

---

- Agency for Gender Equality Standard Operation Procedures for Protection from Domestic Violence in Kosovo, 2013, at: [https://www.psh-ks.net/repository/docs/Procedurat\\_Standarde\\_te\\_Veprimit\\_per\\_Mbrojtje nga Dhuna ne Familje.pdf](https://www.psh-ks.net/repository/docs/Procedurat_Standarde_te_Veprimit_per_Mbrojtje nga Dhuna ne Familje.pdf)
- Agency of Statistics of Kosovo, ASKData Platform, "Population by Gender in the Republic of Kosovo, 2011", at: [https://askdata.rks-gov.net/PXWeb/pxweb/en/askdata/askdata\\_\\_09%20Population\\_\\_Population%20Structure/Population%20by%20sex%20and%20years%201921-2011%20in%20Kosovo.px/table/tableViewLayout1/?rxid=6c75a9aa-627c-48c6-ae74-9e1b95a9c47d](https://askdata.rks-gov.net/PXWeb/pxweb/en/askdata/askdata__09%20Population__Population%20Structure/Population%20by%20sex%20and%20years%201921-2011%20in%20Kosovo.px/table/tableViewLayout1/?rxid=6c75a9aa-627c-48c6-ae74-9e1b95a9c47d)
- Constitution of the Republic of Kosovo, 2008, at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=3702>
- Law No. 05/L-019 on the Ombudsperson, 2015, at: [www.kuvendikosoves.org/common/docs/ligjet/05-L019%20a.pdf](http://www.kuvendikosoves.org/common/docs/ligjet/05-L019%20a.pdf)
- Law No. 05/L-020 on Gender Equality, 2015, at: [equineteurope.org/wp-content/uploads/2019/10/Annex-LAW\\_NO\\_05\\_L-020\\_ON\\_GENDER\\_EQUALITY.pdf](http://equineteurope.org/wp-content/uploads/2019/10/Annex-LAW_NO_05_L-020_ON_GENDER_EQUALITY.pdf)
- Law No. 05/L-021 on Protection from Discrimination, 2015, at: [equineteurope.org/wp-content/uploads/2019/10/Annex-LAW\\_NO\\_05\\_L-021\\_ON\\_THE\\_PROTECTION\\_FROM\\_DISCRIMINATION.pdf](http://equineteurope.org/wp-content/uploads/2019/10/Annex-LAW_NO_05_L-021_ON_THE_PROTECTION_FROM_DISCRIMINATION.pdf)
- Law No. 03/L-182 on Protection against Domestic Violence, 2010, at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2691&langid=2>
- Center for Gender in Organizations, Dreaming Big: What's Gender Got to Do with It? The Impact of Gender Stereotypes on Career Aspirations of Middle Schoolers, 2012, at: <https://www.simmons.edu/sites/default/files/2019-03/Insights%2035.pdf>
- Donjeta Morina for ERAC, "Gender-Based Violence in Kosovo: A critical review of Police response, December 2019, at: [http://kgscenter.net/site/assets/files/1742/gender\\_base\\_violence\\_eng-1.pdf](http://kgscenter.net/site/assets/files/1742/gender_base_violence_eng-1.pdf)
- Embassy of Sweden in Prishtina, Multidimensional Poverty Analysis, Kosovo 2017, at: <https://www.sida.se/globalassets/sida/eng/partners/poverty-toolbox/kosovo-mdpa.pdf>
- European Commission, "A new Method to Understand Occupational Gender Segregation in European Labour Markets, 2015, at: <https://op.europa.eu/en/publication-detail/-/publication/2f6938c9-86ac-11e5-b8b7-01aa75ed71a1/language-en>
- European Commission, "Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020", 2015, at: [https://ec.europa.eu/europeaid/sites/devco/files/staff-working-document-gender-2016-2020-20150922\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/staff-working-document-gender-2016-2020-20150922_en.pdf)
- European Commission, Commission Staff Working Document, Kosovo\* 2019 Report, at: <https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20190529-kosovo-report.pdf>
- Farnsworth, Morina, and Nuhui, "Gender, LGBTI, and Persons with Disabilities Assessment", 2018, at: <https://www.edu-links.org/sites/default/files/media/file/Gender-LGBTIPWD%20assessment%20Kosovo%202018.pdf>
- Kosovo Government, Regulation No. 21/2013 for Protocol for the Prevention and Reference of Violence in Institutions of Pre-University Education, 2013, at: [kryeministri-ks.net/repository/docs/RREGULLORE\\_QRK-\\_NR\\_21\\_2013\\_PER\\_PROTOKOLLIN\\_PER\\_PARANDALIMIN\\_DHE\\_REFERIM....pdf](http://kryeministri-ks.net/repository/docs/RREGULLORE_QRK-_NR_21_2013_PER_PROTOKOLLIN_PER_PARANDALIMIN_DHE_REFERIM....pdf)
- Grown, Gupta, and KES for the UN Millennium Project: "Taking Action: Achieving Gender Equality and Empowering Women", 2012, page 37, at: <https://books.google.com/books?hl=en&lr=&id=dP-SRE4WCJEC&oi=fnd&pg=PR3&dq=Education+and+gender+equality&ots=OpUc2wFODW&sig=TJK1vmf-OqpMS1a4R0hTSIKmKF8#v=onepage&q&f=false>

- Ingvild Almas Alexander et al. What explains the gender gap in High school Drop Out Rates? Experimental and administrative Evidence, 2015
- Jennifer Rothchild, "Gender Trouble Makers Education and Empowerment in Nepal", page 92, 2007, Hardcopy
- Jin Chi, Pathways for gender equality through early childhood teacher policy in China, 2018, Discussion Paper, at: <https://files.eric.ed.gov/fulltext/ED592783.pdf>
- Kosovo Agency for Statistics, Labour Force Survey Q4 2019, at: <https://ask.rks-gov.net/media/5365/afp-tm4-2019.pdf>
- Kosovo Center for Gender Studies, Position of Roma, Ashkali and Egyptian Women in Kosovo, 2003, at: <https://womensnetwork.org/wp-content/uploads/2018/10/20130529134917547.pdf>
- Kosovo Women's Network, Kosovo Gender Analysis, 2018, at: <https://womensnetwork.org/wp-content/uploads/2018/10/womens-network.pdf>
- Kosovo Women's Network, No more Excuses: An Analysis of Attitudes, Incidence, and Institutional Responses to Domestic Violence in Kosovo, 2015, at: <https://womensnetwork.org/wp-content/uploads/2018/10/20151124105025622.pdf>
- Millennium Challenge Corporation, Kosovo Labour Force and Time Use Study, Page 18, 2018, at: <https://millenniumkosovo.org/wp-content/uploads/2018/11/MCC-Kosovo-Labor-Force-and-Time-Use-Study-Final-Research-Report-1.pdf>
- Ministry of Education, Science, and Technology, "Education Statistics in Kosovo", 2018-2019, at: <https://masht.rks-gov.net/uploads/2019/08/education-statistics-2018-2019.pdf>
- Morina and Farnsworth, "Budgeting for Betted Education: A Gender analysis of expenditures and services in the Ministry of Education, Science, and Technology, 2015, at: <https://womensnetwork.org/wp-content/uploads/2018/10/20160607151528942.pdf>
- Morina and Farnsworth, "Budgeting for Betted Education: A Gender analysis of expenditures and services in the Ministry of Education, Science, and Technology, 2015, at: <https://womensnetwork.org/wp-content/uploads/2018/10/20160607151528942.pdf>
- Morina and Farnsworth, "Kosovo's New Law on Gender Equality: The Good, The Bad, the Questionable, 2015, at: <https://womensnetwork.org/kosovorsquos-new-law-on-gender-equality-the-good-the-bad-the-questionable/>
- National Colloquium Report, "Vocational and Life Skills Training of Out-of-School Adolescent Girls in the age group 15-18, 2015, at: <https://ncpcr.gov.in/showfile.php?lang=1&level=1&&sublinkid=1357&lid=1558>, and SIDA, Gender perspectives on causes and effects of school dropouts, 2016, at: [www.ungei.org/Final\\_Paper\\_on\\_Gender\\_perspectives\\_C2.pdf](http://www.ungei.org/Final_Paper_on_Gender_perspectives_C2.pdf)
- OECD-DAC Network on Gender Equality, Definition and Minimum Recommended Criteria for DAC Gender Equality Policy Marker, 2016, at: <https://www.oecd.org/dac/gender-development/Minimum-recommended-criteria-for-DAC-gender-marker.pdf>
- OSCE Mission in Kosovo, Survey on Well-Being and Safety of Women in Kosovo, <https://www.osce.org/mission-in-kosovo/439781?download=true>
- Pande, Malhotra, and Grown, "Impact of Investments in Female Education on Gender Equality, a paper prepared for presentation at Session 3: Schooling, XXV IUSSP International Population Conference, Tours, France,, 2009, at: [www.demoscope.ru/weekly/knigi/tours\\_2005/papers/iussp2005s51014.pdf](http://www.demoscope.ru/weekly/knigi/tours_2005/papers/iussp2005s51014.pdf)
- Promoting Private Sector Employment, Women of Resilience and Vision-Rural Women in Kosovo Creating Jobs and Better Lives, 2019, at: <https://ppse-kosovo.org/women-of-resilience-and-vision-rural-women-in-kosovo-creating-jobs-and-better-lives/>

- Property Rights Program (PRP), National Baseline Survey for Property Rights in Kosovo, 2015, at: <https://www.usaid.gov/sites/default/files/documents/1863/1.%20National%20Baseline%20Survey%20for%20Property%20Rights%20in%20Kosovo.pdf>
- Qosaj-Mustafa and Morina, "Access to Justice for Victims of Gender-Based Violence: Ending Impunity for Perpetrators", 2018, at: [http://www.kipred.org/repository/docs/Accessing\\_Justice\\_for\\_Victims\\_of\\_Gender\\_Based\\_Violence\\_in\\_Kosovo\\_Ending\\_Impunity\\_for\\_Perpetrators\\_820425.pdf](http://www.kipred.org/repository/docs/Accessing_Justice_for_Victims_of_Gender_Based_Violence_in_Kosovo_Ending_Impunity_for_Perpetrators_820425.pdf)
- Rael L. Blumberg, "Gender Bias in Textbooks: A hidden obstacle on the road to gender equality in education", 2008, at: [https://pdfs.semanticscholar.org/d193/38b08a8aa5c6c647e9582a78c77276387478.pdf?\\_ga=2.146834167.1163171261.1589284959-572287538.1589284959](https://pdfs.semanticscholar.org/d193/38b08a8aa5c6c647e9582a78c77276387478.pdf?_ga=2.146834167.1163171261.1589284959-572287538.1589284959)
- Shelley Correll, Gender and the Career Choice Process: The Role of Self-Assessments, 2001, Chicago Journals, at: [https://sociology.stanford.edu/sites/g/files/sbiybj9501/f/publications/gender\\_and\\_the\\_career\\_choice\\_process-\\_the\\_role\\_of\\_biased\\_self-assessments.pdf](https://sociology.stanford.edu/sites/g/files/sbiybj9501/f/publications/gender_and_the_career_choice_process-_the_role_of_biased_self-assessments.pdf)
- UN Office of the High Commissioner for Human Rights, Convention for the Elimination of all Forms of Violence Against Women, Article 10, 1981
- Victor Lavy, Do Gender Stereotypes reduce girls' or boys' human capital outcomes? Evidence from a natural experiment, Journal of Public Economics, 2008

### More information

[www.coe.int/education](http://www.coe.int/education)

### Contact

Council of Europe Office  
17/18 Bedri Pejani Street  
10000 Pristina

Email: [coe.pristina@coe.int](mailto:coe.pristina@coe.int)

Tel: 383 (0) 38 407 750

Fax: +383 (0) 38 407 751

ENG

The member states of the European Union have decided to link together their know-how, resources and destinies. Together, they have built a zone of stability, democracy and sustainable development whilst maintaining cultural diversity, tolerance and individual freedoms. The European Union is committed to sharing its achievements and its values with countries and peoples beyond its borders.

**[www.europa.eu](http://www.europa.eu)**

The Council of Europe is the continent's leading human rights organisation. It comprises 47 member states, including all members of the European Union. All Council of Europe member states have signed up to the European Convention on Human Rights, a treaty designed to protect human rights, democracy and the rule of law. The European Court of Human Rights oversees the implementation of the Convention in the member states.

**[www.coe.int](http://www.coe.int)**

