

# Millennium Foundation Kosovo Social and Gender Integration Plan

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## ACRONYMS

AGE	Agency on Gender Equality
CLE	Contract Law Enforcement Program of the USAID
CMIS	Case management information system
D4D	Democracy for Development
DH	District heating
DOE	Department of Energy
DV	Domestic violence
EBRD	European Bank of Reconstruction and Development
EE	Energy efficiency
ECFE	Electricity-consuming, female (-headed) enterprise
ERO	Energy Regulatory Office
EU	European Union
FLFP	Female labor force participation
FHH	Female-headed household
GBV	Gender-based violence
GEO	Gender Equality Officers
GoK	Government of Kosovo
GSI	Gender and social inclusion
HH	Household
IE	Implementing entity
IFC	International Finance Corporation
IPP	Independent power producer
KAS	Kosovo Agency of Statistics
KCGF	Kosovo Credit Guarantee Fund
KEDS	Kosovo Energy Distribution Services Company
KEEA	Kosovo Energy Efficiency Agency
KEK	Kosovo Energy Corporation
KEPA	Kosovo Environmental Protection Agency
KESCO	Kosovo Electricity Supply Company
KHMI	Kosovo Hydro Meteorological Institute
KIPH	Kosovo Institute of Public Health
KIPRED	Kosovar Institute for Policy Research and Development
KODC	Kosovo Open Data Challenge
KOSME	Kosovo SME Promotion Program
KOSTT	Kosovo Transmission System and Market Operator
KRK	Kosovo Rural Credit
kWh	Kilowatt-hour
KWN	Kosovo Women's Network
LFP	Labor force participation
LFPR	Labor force participation rate

LGE	Law on Gender Equality
MCA	Millennium Challenge Account
MCC	Millennium Challenge Corporation
MESP	Ministry of Environment and Spatial Planning
MFK	Millennium Foundation Kosovo
MOEST	Ministry of Education, Science, and Technology
NGO	Non-governmental organization
OECD	Organization for Economic Co-operation and Development
OPM	Office of Prime Minister
PIE	Pilot Incentives for Household Investment in Energy Efficiency Activity
PUE	Productive use of electricity
PV	Photovoltaic
PwDs	People with Disabilities
RAE	Roma, Ashkali, and Egyptian
RELP	Reliable Energy Landscape Project
SME	Small and medium enterprise
SGIP	Social and Gender Integration Plan
STEM	Science, Technology, Engineering, and Math
TIP	Trafficking in Persons
UNDP	United Nations Development Program
USAID	United States Agency for International Development

## DEFINITIONS

The Government of Kosovo's Law on Gender Equality (LGE) includes the following relevant definitions and clauses (Republic of Kosovo 2015):

1.1. Gender Equality – shall be the entire and equal exercise of women and men, of their human rights. It is the non-presence of gender-based discrimination, in opportunities, sharing of resources or benefits, as well as access to services;

1.7. Sex- refers to the biological and physiological characteristics that define men and women;

1.8. Gender- is socially-constructed roles assigned to women and men, which is an acquired identity that is learned, changed over time, and varies widely within and across cultures;

1.10. Equal opportunity- ensuring full participation and equal to men and women in all areas of political, social, cultural, educational, economic and other areas established by the present or any other law;

1.12. Sexual harassment – shall mean any form of unwanted verbal, non-verbal or physical conduct of a sexual nature occurs, with the purpose or effect of violating the dignity of a person, in particular when creating an intimidating, hostile, degrading, humiliating or offensive environment;

1.15. Unequal representation- is when the participation or representation of one gender is less than fifty percent (50%) at any level of decision-making body in political and public life;

1.16. Gender mainstreaming - is the inclusion of a gender perspective into every stage of the process, planning, approval, implementation, monitoring and evaluation of legislation, policies or programs and budgets, in all political, economic and social areas, considering the promotion and advancement of equal opportunities between men and women;

In addition, the following definitions are of relevance:

Vulnerable or marginalized groups: While the government of Kosovo does not have an overarching definition of vulnerable groups, in the context of government programs the vulnerable have been defined as beneficiaries of social assistance schemes, persons with disabilities (PwD), and the very poor. Research studies and international reports also identify Roma, Ashkali, and Egyptian (RAE) communities, female-headed (FHH) or elderly-headed households, as vulnerable, etc. For the purpose of this Threshold Program, these existing definitions will be further elaborated on and refined in the context of specific program activities.

Minority communities: The Law on the Protection and Promotion of the Rights of Communities and their Members in Kosovo (Republic of Kosovo 2008a) and its amendment 04/L-020 (Republic of Kosovo 2011a) includes the following definition of communities in Kosovo: "National, ethnic, cultural, linguistic or religious groups traditionally present in the Republic of Kosovo that are not in the majority. These groups are Serb, Turkish, Bosnian, Roma, Ashkali, Egyptian, Gorani, Montenegrin, Croatian and other

communities. Members of the community in the majority in the Republic of Kosovo as a whole who are not in the majority in a given municipality shall also be entitled to enjoy the rights listed in this law.”

## Introduction

Kosovo was selected by the Millennium Challenge Corporation's (MCC) Board of Directors for a Threshold Program in June 2017. On 12 September 2017, the Governments of Kosovo (GoK) and the United States signed the Threshold Program Agreement, providing \$49 million to Kosovo over four years to address two key constraints to economic growth: an unreliable supply of electricity and real and perceived weakness in rule of law, government accountability and transparency:

- a) **Reliable Energy Landscape Project (RELP):** This project encourages greater household energy efficiency and facilitates the switch to non-electric sources of heating through a pilot activity. MCC's investments also work to bolster private sector participation in the power sector by exploring barriers to finance for independent power producers, and creating opportunities for women to participate in the energy sector through both employment and entrepreneurship through a sub-activity titled, Ensuring Equal Economic Opportunities in the Energy Sector.
- b) **Transparent and Accountable Governance Project:** This project supports the implementation of a case management system to make judicial information publicly available, and improvements in the collection and reporting of environmental data to the public. An open innovation competition will let the government pose their challenges to civil society and private sector stakeholders to propose creative, data-grounded solutions, which can be a model for more productive partnerships between government and civil society. The project emphasizes disaggregation and analysis of data by meaningful categories, such as gender, ethnicity, or region, as well as efforts to ensure the participation of women's organizations and minority group organizations. The Open Data challenges include a focus on time and labor force data with an emphasis on analysis of gender-specific barriers. This activity may also support the implementation of some of the solutions identified by the competition.

These priorities are consistent with the GoK's commitment to investing in the health and well-being of its citizens and aims to foster a more market-driven approach to energy consumption, as well as to help the GoK fulfill its policy commitments as part of the EU accession process.

Attention to social and gender inequalities has informed the development of Threshold Program activities. In particular, early compact development identified the low participation of women in the labor market as a critical, cross-cutting concern that could limit the equitable participation of Kosovar citizens in the benefits of Threshold Program investments. Opportunities to strengthen the economic participation of women are therefore integrated as a cross-cutting issue into both of the above projects. Both projects also include requirements for outreach and pay particular attention to low-income households, minority groups, and women.



## Purpose of the SGIP and Methodological Approach

MCC recognizes that gender inequality can be a significant constraint to economic growth and poverty reduction and commits to promoting gender equality. MCC's work on gender and social inclusion is guided by the following policies and requirements: MCC Gender Policy, MCC Milestones and Operational Procedures for Gender and Social Inclusion, Anti-Trafficking in Persons Policy, and Sexual Harassment Guidance Note, among others. Various other compact development and implementation guidance documents also reflect social and gender requirements. The Threshold Program will be implemented in compliance these requirements. In the Threshold Program Agreement, the Millennium Foundation Kosovo (MFK) commits to:

*Prior to the second Disbursement, the Accountable Entity will have developed and approved a comprehensive Program-wide Social and Gender Integration Plan.*

The Social and Gender Integration Plan (SGIP) is an operational tool designed to systematize and ensure social inclusion and gender integration across Threshold projects and activities in Kosovo. It serves as an activity guide, monitoring tool, and central location for consolidation and synthesis of all social and gender analysis, background research, due diligence analysis, activity designs, project plans, and implementation guidelines. The SGIP ensures that sustainable social and gender analysis and integration and capacity building for MFK, Implementing Entities (IEs), contractors, partners, and grantees, take place during implementation, monitoring, evaluation and closure of the Threshold Program. It is also intended to highlight particular social constraints and opportunities that may be relevant across sectors as well as risks that need to be mitigated.

A substantial amount of background research, analysis, assessments, and consultations have been carried out during Threshold Program development and were used for drafting the SGIP. These have included social and gender analysis carried out as part of the Constraints to Growth Analysis, subsequent social and gender sectoral assessments, a nation-wide labor force survey that focused on women's labor market participation, and due diligence reports by consulting firms hired to help assess and develop projects. This plan has summarized that information and built upon it. In preparing the plan, additional consultations were carried out with relevant donors, possible implementing entities, and NGOs. MCC and MFK project leads consulted other sector specialists who supported the drafting of the action matrices. The early draft of the plan was presented to various stakeholders for input and validation. Relevant suggestions were incorporated into a final version. These consultations were also used as a training opportunity on the SGIP, MCC's social and gender requirements, and relevant national trends.

To the extent possible, initial recommendations and issues are expected to be incorporated into ongoing project plans, terms of reference, bidding documents, and other project documentation and arrangements. However, given the early completion of this document and the still evolving nature of project development, it will be important to further refine the action matrices of this plan as project development continues, and to ensure that relevant provisions outlined in this plan continue to be reflected in project development and implementation modalities, such as implementing entity agreements, bidding documents, and project manuals.

Progress on SGIP implementation will be communicated periodically to relevant stakeholders, in line with the overall Millennium Challenge Account (MCA) Communication and Outreach strategy. As a critical MFK milestone document, this plan will be shared with all relevant implementation partners, including government and contractors. Clauses on compliance with the plan should be reflected in contractual arrangements with key entities implementing the program. As per MCC’s requirements, this plan is to be reviewed and updated annually to take into account project changes, lessons with gender integration, and emerging priorities.

## Social and Gender Situational Analysis Underpinning Threshold Activities

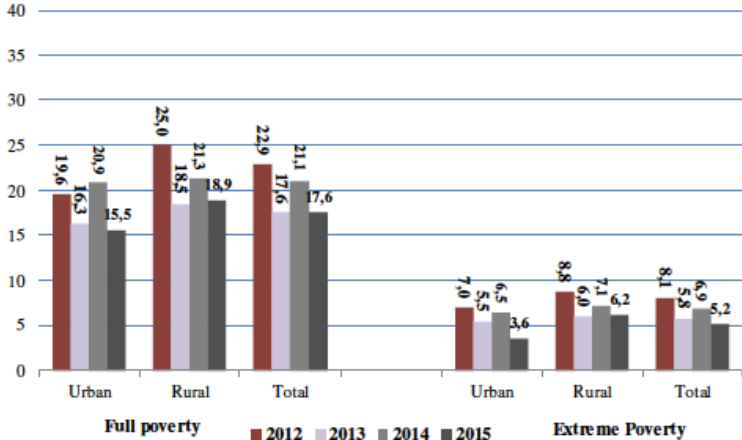
### Brief Summary of the Overarching Social and Gender Issues in Kosovo

Since obtaining independence, Kosovo has worked to strengthen institutions, mechanisms, and legal frameworks that assimilate social and gender inclusion best practice. However, challenges remain. Some are described briefly below.

#### Poverty

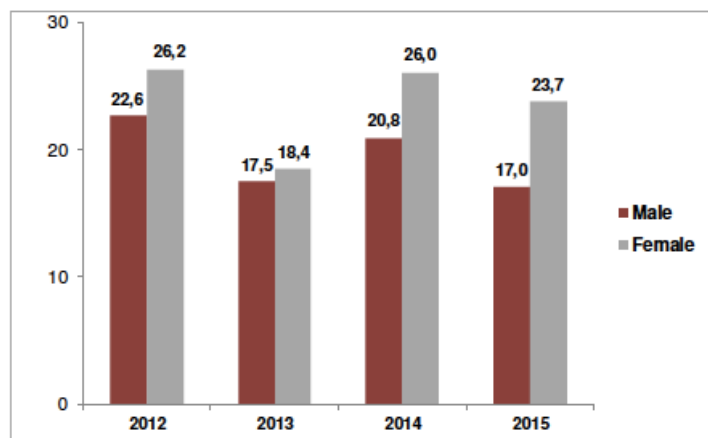
Kosovo is the poorest country in the region. Seventeen percent of Kosovars live in poverty, with 5.2% of the population in extreme poverty (KAS 2017). Poverty remains higher in rural areas, among female-headed households (FHH), the elderly, households with a person with disability (PwD), and ethnic minority households (Färnsveden et. al. 2014; World Bank 2015) (see figures 1 and 2). Poverty and joblessness have incentivized migration. Among respondents aged 18-36, around half desire to migrate (UNDP 2014). While returning individuals are susceptible to impoverishment, over 20% of households receive remittances and 40% of households with a migrant member are lifted above the poverty threshold (Möllers& Meyer 2014).

Figure 1: Poverty and Extreme Poverty by Settlement, 2012-2015, %



Source: Directly extracted from KAS (2017, p.111)

Figure 2: Poverty and Gender by Household Head, 2012-2015, %

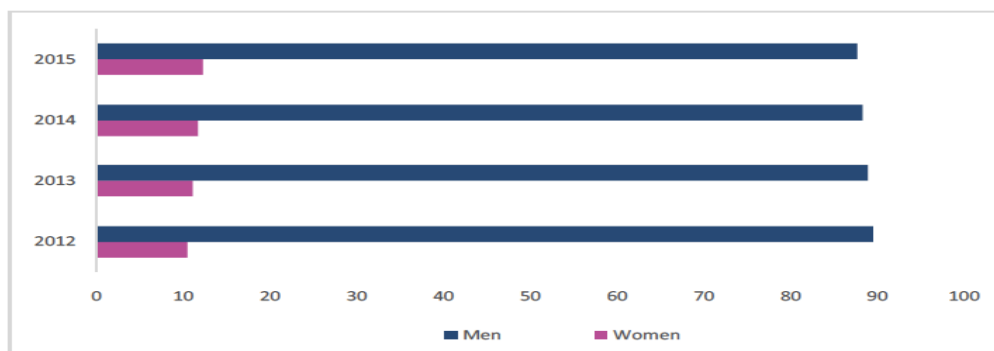


Source: Directly extracted from KAS (2017, p.111)

### Age (Children, Youth, Elderly)

Kosovo's population is young; just under 40% are under 19 years old and in 2011, 67.6% were of working age (15- 64). For youth, employment is the greatest challenge and young females are far more likely to be unemployed (71.7% compared to 56.2% of young men) (KAS 2015c). At the same time, approximately 10.7% children between 5-17 years are employed, among whom 6.8% of work in hazardous conditions (European Commission 2016).

Figure 3: % of Pension Recipients by Gender, 2012-2015



Source: Statistics of Social Welfare according to years, KAS

Source: Directly extracted from KAS (2016a)

In 2016, 8% of Kosovars were elderly. In 2011, of the elderly 13.2% of men and 18.5% of women were extremely poor (Jerliu et. al. 2012). Marginality is reflected in pensions. Of women 67% receive the basic pension (€75/month) and only 14.5% receive a contributory pension (€138/month) (Farnsworth et. al. 2016).

## Ethnic Inequities

In 2011, 92.9% of Kosovars were Albanians, 1.6% Bosniaks, 1.5% Serbs, 1.1% Turks, 0.9% Ashkali, 0.7% Egyptian, 0.6% Gorani, and 0.5% Roma.<sup>1</sup> The Roma, Ashkali, and Egyptians (RAE) are considered the most disadvantaged (Krasniqi 2013). Due to a lack of land, capital and education, their employment prospects remain low and vulnerability to impoverishment high (UNDP 2016). RAE women are particularly disadvantaged, facing vulnerabilities on the basis of both gender and ethnicity. Among minorities, Serbs receive special attention due to the legacy of conflict, challenges of integration, and the influence of Serbia. Legal protections for group-differentiated rights are enshrined in the constitution and protected through multiple laws, strategies, and policies (see below). However, weaknesses remain due to failures in implementation, financing interventions, and counteracting persistent social and cultural discrimination (Beha 2014; US Department of State 2015). Further, many mechanisms to protect minority rights are gender-blind.

**Table 1: Select Social and Economic Indicators, RAE vs. Kosovar Average**

	RAE	Kosovo Average	Source
Infant Mortality	41	12	MICS 2013-2014 (KAS 2015a); RAE MICS 2013-2014 (KAS 2015b)
Full immunization coverage (24-35 months)	30.2%	78.5%	
Upper Secondary Net Attendance	30.3%	82%	
Primary Completion	80.5%	97.3%	
Child Labor	16.6	10.7	
Unemployment	98%	35%	
Percent living in extreme poverty (less than USD \$1/day)	36.7%	3.9% (K. Serbs) 12.9% (K. Albanian)	2004 UNDP figures in Kosovo RAE Strategy (Republic of Kosovo 2008b)

## Persons with Disabilities (PwDs)

There are approximately 150,000-200,000 PwDs in Kosovo. In 2013 the government created a strategy and action plan and there is a Kosovo Council of Persons with Disabilities. Unfortunately, institutions have insufficiently implemented laws ensuring access to public services and equity in economic life. Discrimination also remains a barrier. PwDs report facing difficulties in employment (59%), education

<sup>1</sup> The census did not include the heavily-Serb populated northern Kosovo and some minority communities boycotted.

(39%), and social participation (31%) (Republic of Kosovo 2011b). Women PwDs face greater obstacles than men. This includes in education. While 23% of male PwDs have never been enrolled in school, this figure reaches 33% for women (Republic of Kosovo 2011b).

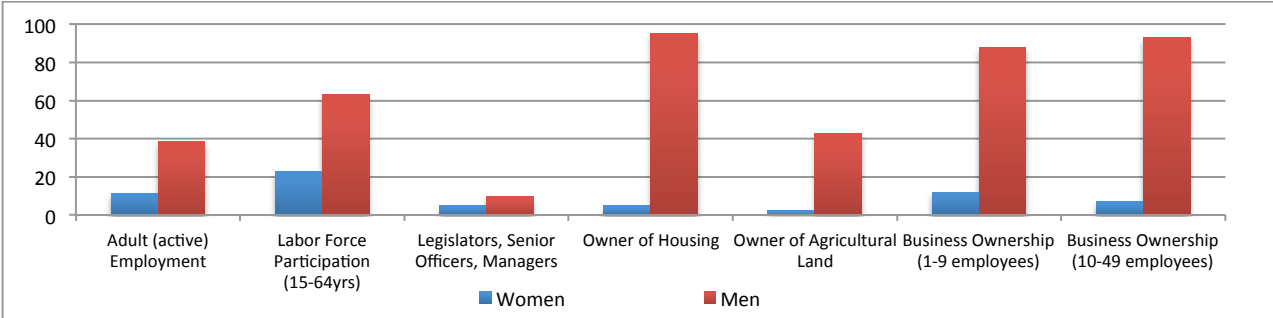
**Gender Inequities**

The position of women and girls in Kosovo is often defined by traditional gender roles and patriarchal family structures that promote male leadership and female caregiving. Practices based on these norms can heighten vulnerabilities. Some of the most significant challenges include susceptibility to gender-based violence (GBV), low labor force participation (LFP), barriers to entrepreneurship, low asset ownership, and social norms that inhibit equitable participation of women in political life.

Domestic violence (DV) the most widespread form of GBV in Kosovo. Around 1000 cases are reported annually; the vast majority of victims are female. It is believed that reporting rates are very low due to social pressure, the low status of women, the association of family honor with women’s subordination, a lack of trust in the ability of institutions to offer adequate protection or recourse, a fear of losing child custody, and limited livelihood options for survivors (Farnsworth et. al. 2015). Trafficking in persons (TIP) is another form of GBV. Kosovo is a source, transit and destination country. While improvements have been made, the nation is ranked a TIP Tier II country, indicating weakness in prevention and response (US Department of State 2017). Early marriage, another form of GBV, is believed to occur in some rural areas among minority groups but data is lacking.

Although multiple laws contain provisions against sexual harassment, around 64% of women and girls have experienced it (Council of Europe 2017). Social norms contribute. According to one survey, 74% of respondents believe that women are to some degree responsible if they dress or behave provocatively (2017). On these and other issues of GBV, the collection of statistical data remains sporadic, a barrier to measuring the nature and scale of the problem.

**Figure 4: Select Indicators of Gender Equity, % of the Population, 2014-2016**



Source: Data from KAS (2016a)

Labor market indicators in Kosovo are among the worst in the world, particularly for women. According to World Bank analysis, women are 30% less likely than comparable males to be employed, even when controlling for age, education, and residence (Cojocar 2017). The 2016 employment rate was only 11.5% for women and 38.7% for men (KAS 2016b). MCC-commissioned research further confirmed a

wide gender-gap in LFP. Empirically and relative to men, women's LFPR has been decreasing overtime and is rated 176 of 188 on the World Bank's FLPR rankings. Youth also face high unemployment (57.5%), and among them females (67.2%) (KAS 2016b). Rural residence is correlated with the reduced LFP of women and youth and there is higher unemployment among minorities. As disadvantages compound, young RAE women likely face the greatest inactivity.

Women's employment tends to be more marginal. They are more likely to work part time and without pay and are less likely to enjoy employment contracts or training opportunities. Women are also paid less. World Bank analysis shows an 11% wage gap after accounting for education and region. Little of the gap can be attributed to occupation or sector, though some might be due to hours worked (Cojocarú 2017). Women are also underrepresented in senior management. Only 4% of employed women attain management positions and, of these, most work in government or state-owned companies (Davalos et. al. 2012). Thus, although women's participation in public administration has increased (33% in 2008 to 41.8% in 2015), their representation in decision-making positions in the public sector has not been commensurate and is only 5.2% (Kosovo Gender Studies Center 2017).

The reasons for women's disadvantage in the labor market include discrimination, care work, and the misallocation of labor. With regards to discrimination, research indicates that perceptions of gender play a role in recruitment and many employers rate men as possessing more positive employee characteristics (Cojocarú 2017). Further, extensive maternity leave provisions place high burdens on employers, dis-incentivizing the hiring of women. Burdens of care also heavily influence participation. In one survey, 17.8% of women cited that they were not involved in paid labor due to caregiving responsibilities; a figure that rose to 39% when women could choose multiple reasons. However, 91% of unemployed women responded that were interested in paid employment and the same number stated that if they had childcare they would seek jobs (Farnsworth et. al. 2016). Finally, women's choices of study and subsequent career paths are less likely to align with 'in demand' sectors; it is in these latter fields that men are concentrated (Alled 2015; MOEST 2015). In addition to social norms regarding the suitability of certain fields, even among women who have an educational background in male-dominated fields, many prefer working in the public sector and as educators because these positions require fewer hours to help balance caregiving, have greater security, and are more likely to offer maternity leave and other benefits, such as pensions.

Among eight regional comparators, Kosovo also scored the lowest in "entrepreneurial learning, women's entrepreneurship, and enterprise skills" (OECD 2016). Women account for only 9% of individual entrepreneurs (Davalos et. al. 2012), between 5-11% of formal businesses owners (USAID 2014), and 13% of sole SME owners (KOSME 2014). According to recent government data, 257 (13.4%) of the total 1,921 registered enterprises in Kosovo are owned by women, and another 219 (11.4%) are registered under both male and female owners (KAS 2017). This compares poorly with the global average of female firm ownership of 34.5%. Kosovo figures might also inflate the number of women who control businesses. Among women who own businesses, just under 30% are the primary managers and in 59% daily operations are conducted by male spouses (CLE 2014). Further, women-owned businesses are demonstrably smaller than those of men and there is evidence that female owners have greater barriers in contract enforcement, taxation, procurement, and navigating the regulatory

environment. For example, according to the World Bank, states firms with female ownership are more likely to perceive tax administration as a severe obstacle, and firms with female ownership are inspected twice as often by tax officials as those owned by men (Davalos et. al. 2012).

One of the reasons for their low rate of entrepreneurship is women's low rate of asset ownership. Of all individual income earned in Kosovo, 20% was women's and 80% men's (KAS 2015a). Further, in Kosovo, collateral requirements are higher than in neighboring countries (USAID 2014), as are the barriers to women's access. Women own approximately 5% of their apartments/homes and men 95% (KAS 2016a), women are 4.9% of agricultural land holders and men are 95.1% (KAS 2015b), and women comprise only 15.3% of individual or joint property owners (MESP 2016 in Farnsworth et. al. 2016). At the root is women's inequitable access to inheritance. Although legal provisions guarantee the equal rights of men and women, discrimination in the judicial process and social pressures mean that many lack the opportunity to access this right. However, women's access to loans is even less than their asset ownership would imply. Only 3% of all loan credits are granted to women (ERBD 2013 in CLE 2014) and women have a higher rate of rejected loan applications than men (Färnsveden et. al. 2014).

## Legal and Policy Frameworks on Gender and Social Inclusion

The Constitution specifies that "no one shall be discriminated against on grounds of race, color, gender, language, religion, political or other opinion, national or social origin, relation to any community, property, economic and social condition, sexual orientation, birth, disability or other personal status." International and European human rights conventions are directly applicable in Kosovo and supersede national legislation. The principles of social inclusion are also reflected in national legislation such as the Law on Anti-Discrimination, Law on the Use of Languages, Law on Access to Official Documents, Law on the Protection and Promotion of the Rights of Communities and their Members, Law on Gender Equality (LGE), Labor Law, Law on General Elections, Law on Prevention and Combating Trafficking in Persons, Law on Protection and Domestic Violence, Family Law, Law on Inheritance, Law on the Civil Service, and Law on Social Services.

Key policies for addressing gender equality in Kosovo include the Gender Equality Program (2008-2013), the Action Plan for the Implementation of Resolution 1325 on Women, Peace and Security (2013-2015), and the National Strategy for Development (2016-2021). The Agency on Gender Equality (AGE) within the Office of the Prime Minister (OPM) is in the process of drafting a second National Program on Gender Equality. Kosovo has also recently approved the Kosovo Program for the Implementation of the Stabilization and Association Agreement between Kosovo and the European Union (2017-2021), which includes a gender review. The government has drafted and adopted a new Strategy against Domestic Violence and Action Plan (2016-2020) and the Third Strategy and Action Plan for Combating Trafficking (2015-2019). In addition, reform is ongoing to harmonize the LGE's provision for equal gender representation (50%) with electoral rules. With regards to minority groups, one key document is the Strategy for the Inclusion of Roma and Ashkali Communities in Kosovo 2017-2021. While there are many

policy documents drafted on inclusion, they are often described as a “wish list,” lacking proper implementation plans, funding, human resources, coordination, and civil society involvement.

There are a number of key actors that support laws and policies for equality. AGE is mandated to promote, coordinate, and support the implementation of the LGE, review all draft laws and policies, and monitor implementation. There are also Gender Equality Officers (GEOs) at the central and municipal levels mandated to coordinate with civil society, disseminate knowledge, devise gender indicators, execute gender budgeting, coordinate and monitor national equality activities, draft public policies, collect and analyze disaggregated data, and conduct policy advocacy. Unfortunately, few are given the resources, support, capacity, or authority to implement their extensive mandates. Other offices within the OPM include the Office of Good Governance, Human Rights, Equal Opportunity and Nondiscrimination and the Office of Community Affairs which contributes to the coordination of efforts to implement the national legal framework on the rights of communities.<sup>2</sup>

## **Reliable Energy Landscape Project and Action Plan**

RELP will include two main activities: 1) “Pilot Incentives for Household Investment in Energy Efficiency (“PIE”), and 2) District Heating (DH) Metering. To address the unequal participation of women in the labor market and the energy sector, RELP also features the “Ensuring Equal Economic Opportunities in the Energy Sector” sub-activity, which aims to promote women’s employment and entrepreneurship in the energy sector. RELP also includes an “IPP Project Finance Facilitation” sub-activity to help increase power supply by reducing barriers to independent power producer (“IPP”) entrants to the market.

## **Gender and Social Inclusion Concerns Relevant to the Reliable Energy Landscape Project and Action Plan**

Initial social and gender analysis identified a number of exclusions and gender inequities that merited attention in project design. A subsequent, more detailed social and gender assessment of the energy sector in Kosovo was conducted in late 2017/early 2018 to support the design of RELP. The aim was to identify how to ensure the inclusion of vulnerable groups (such as the poor, excluded minorities, PwD, the elderly, youth, and FHHs) in RELP activities and benefits, as well as to safeguard their interests and

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<sup>2</sup> Other notable central government mechanisms to address inclusion are the Consultative Council Communities; the Office of the Language Commissioner; the Advisory Office on Good Governance, Human Rights, Equal Opportunity and Gender Issues; and, the Committee on Rights and Interests of Communities and Returns of the Kosovo Assembly. Further, there are units assigned to monitor discrimination within ministries and at the municipal level. Finally, ministries with extensive equity mandates include the Ministry for Communities and Return; the Ministry of Education, Science and Technology; the Ministry of Finance; and, the Ministry of Labor and Social Welfare. All have mainstreaming initiatives and dedicated programming for inclusivity. Finally, there is an independent Ombudsperson mandated to review human rights violations or abuse of authority by public bodies.



address their special needs. The assessment identified a number of issues and produced recommendations for pro-poor, inclusive approaches across the range of implementation activities.

### **Female employment and entrepreneurship in the energy sector**

Only about 7% of energy sector jobs (in government agencies DOE, ERO, KEEA and operating companies KEK, KEDS, KESCO, KOSTT) in Kosovo are occupied by females. Though not equitable in number, there is a higher number of women managers in the sector, at 26% (USAID 2016). While the low presence of women in the sector could be partly explained by the very low shares of women participating in the workforce in general, employment opportunities have also been constrained by discriminatory gender norms and stereotypes about the suitability of female employment in an historically male dominated sector. Both private and public sector organizations working in the energy sector reported that few qualified female candidates apply for jobs, revealing that the recruiting process could be better directed to attract females.

STEM occupations are perceived as being not family-friendly, and female engineering students – in some areas, consistently at the top of their class – pick teaching or other jobs that will accommodate family care responsibilities better than jobs in applied energy or engineering industries. Nonetheless, many energy and engineering organizations highly value female candidates, citing the belief that women have greater attention to detail, more responsible attitudes, better fine motor skills, an enhanced ability to see colors (for color-coded equipment in PV production), and are able to carefully calibrate measurements. On the other hand, barriers that women face as job candidates include employer concerns (especially in the private sector) about the high cost of legally required maternity leave and benefits, anticipated absenteeism due to family care needs, lack of practical experience, and lack of relevant qualifications.

Assessments identified few women working in the energy sector. For instance, of the 13 females trained as energy auditors among 52 participants in 2010, most were already working in energy sector institutions and a few were in private firms, indicating that few women outside the field were attracted to, or included in, the program. In the construction industry, which is undertaking energy efficiency (EE) retrofits as well as constructing new buildings with DH-compatible systems, female workers in technical jobs are nearly invisible.

Regarding female entrepreneurship in energy, the assessment identified only a handful of women-led or -owned small firms which provide energy-related, architectural, or engineering services, or energy products such as lighting and solar panels. Their under-representation also reflects women's low representation in entrepreneurship more generally. As noted above, only 13.4% of registered enterprises in Kosovo are owned by women, and another 11.4% are registered under both a male and female owners. Further, it reflects general limitations on private participation in energy. The energy market in Kosovo is not yet evolved enough in the sector frameworks to foster greater private participation and investment without considerable risk, and there are not many private firms operating in the energy space.

Despite the limited current role of females in the energy sector, the assessment found that females may have particularly relevant skills in new activities and market areas of the energy sector, in renewable energy, EE, green building design, the new Kosova e Re generating plant, and new or upgraded DH plants and extended networks. Activities in these areas will require more customer information and collaboration, with associated marketing, connection, customer service, and billing/ collection activities and fine motor skills or attention to detail (operating system controls, production lines in PV and elsewhere). With regard to non-STEM opportunities, as legal, customer, and financial services become more valued in modern utility strategies, as they have elsewhere in the world, opportunities for women will arise in these areas as well. Providing practical job experience and mentoring of students and young females working in the sector will help them face gender-related barriers (male dominant workplaces, cultural antipathy to females working outside of the home, sexual harassment, etc.) and have better career development support to succeed in the sector.

### **GSI Issues in the Energy Sector**

More than 90% of Kosovars have access to electricity from the grid. However, it is generally unreliable (due to outages) and is expensive relative to income levels. The current time-of-use flat tariff applies a subsidized tariff for the first 200 kWh of use per month, at 3 Euro cents/kWh in the 10 p.m. to 6 a.m. period, and 7 Euro cents/kWh for the 6 a.m. to 10 p.m. period. Among respondents in the “poor” income groups consulted, electricity costs about 20 Euros a month. Interviews during the December 2017 Kosovo mission with several women and some men from low-income Kosovar families revealed that the families use coping mechanisms to avoid spending too much on electricity, such as not heating more than one or two rooms in the household. This practice restricts family activities, congregates members in a more confined spaces, and leads to more winter illnesses. This can have a greater impact on housewives, young children, and the elderly who are in the home during a significant portion of the day, when tariffs are their highest. Additionally, as lower income persons try to keep daytime electricity consumption low, ironing and running dishwashers (or other appliances) are commonly done after 10 p.m., with implications for an extended workday among home and caregivers, most often women. Finally, dangerous (and often illegal) cost-saving practices are likely to be found among Kosovo’s poor and socially excluded populations. Examples of these practices include unauthorized connections to electricity grids, unlicensed wiring installations, and the burning of unsafe fuels for home heating.

Although households may be aware that the electricity tariff was changed in 2017, households are not well informed on the structure and potential benefits of the current time-of-use electricity tariff rate. KESCO has energy-saving tips on its website, but households may still lack the information on ways they could adapt their consumption patterns to minimize costs. Also, many families simply lack the funds to pay their bills regularly or to repair unsafe connections.

Paying for weatherization measures and to upgrade appliances to more energy efficient models is especially difficult for poor households. Kosovo Rural Credit (KRC), a credit agency serving mainly lower income and rural clients, charged an interest rate of around 22% for energy efficiency loans. Repayment averaged around 4,200 Euros over a three-year term. This is too costly for many households. For households that could be able to afford these costs, there is a lack of information on the benefits of

energy efficient investments. Encouraging greater uptake will require greater access to affordable credit, incentives to stimulate investments today, as opposed to in the future, and need-based grants of 80-100% for families that cannot afford to make the required changes themselves.

In addition, GSI issues in the energy sector extend to a diverse set of businesses and enterprises owned and/or run by women that consume considerable amounts of electricity and other energy sources to produce end products (referred to here as “electricity-consuming, female enterprises,” or ECFEs). Many of these business activities, or productive uses of electricity (PUE), take place in the home. The vast majority are microenterprises, and many never grow beyond subsistence production. However, some are able to expand and even achieve the volume and cash flow required to move to separate production facilities. And there are now numerous examples of these business exporting their products.

Among ECFEs, energy costs impose a considerable burden, often only second to labor as a cost component. As they grow, generally their electricity costs increase, but they often lack knowledge on how to evaluate or manage this input for their businesses. They also generally lack information on energy efficiency, energy management, and viable alternative supply options relevant to their activities. Many do not know where to go to get advice or technical assistance on energy matters or how to assess the cost-benefits associated with the purchase of more energy efficient equipment or appliances, which could improve their productivity while lowering energy costs. These costs, and the inability to manage them, limits the enterprises’ potential to improve their productivity or profit margins, and thus constrains business growth.

Various associations, NGOs, and donor projects have become involved in supporting social businesses and value chain management. Yet, providing specific and accessible information on electricity efficiency and energy savings in production is generally not part of the assistance being provided.

District heating revamping and metering could reduce bills by as much as 30%. It could thus mitigate affordability concerns, with particular importance for the poor; for populations that reside home during the day, including women, PwDs, and the elderly; and, for ECFEs who often run PUEs in their homes. It is important that such populations are targeted in information provision that helps clarify the importance of the DH metering activity, how it will be accomplished, and how beneficiaries might change their energy consumption habits to take advantage of the benefits of metering and extended (new) DH coverage, if relevant. The report also identified a number of risks that will need to be addressed during project implementation. It found that the RELP project, as currently envisaged, would likely result in a low to medium level of risk for Trafficking in Persons (TIP) across the range of activities, though it suggested a further review when the final design and participating entities are known, to confirm the level of risk. It also identified safety risks. Technical teams will have to enter individual houses in several visits. Therefore, mitigation measures are recommended to ensure the safety of those staying home, particularly women and children, during the DH metering installation. The SGIP action matrix outlines the key recommended activities and actions to address these issue and strengthen gender and social inclusion in RELP.

## Social and Gender Integration Action Plan: Reliable Energy Landscape Project

Threshold Program Activities	Key GSI objectives	Outputs	Responsible parties
<b>Cross-Cutting RELP Requirements</b>			
Grant Manager Selection	The Grant Manager is responsible for relevant aspects of the SGIP and has the capacity to manage GSI interventions and to carry out GSI integration objectives.	TOR for Grant Manager requires evidence that Grant Manager understands and has capacity to apply the GSI provisions or requirements for implementing entities, contractors, or partners (including grantees).	MFK, grant manager
Implementing Entity (IE) and Partner Agreements	<p>IEs are thoroughly briefed on GSI approaches and goals and are contractually obligated to adhere to these approaches, and to specifically comply with the SGIP.</p> <p>Structure for the implementing entities and other types of partners (.e.g. municipalities, financial institutions) established to implement program include GSI clauses and requirements.</p>	<p>GSI clauses included in agreements with implementing partners and other types of partners (.e.g. municipalities, financial institutions).</p> <p>Briefing packets &amp; orientation events help clarify GSI provisions in IE and other partner agreements.</p>	MFK, IEs
Agreements/TORs	<p>Procurement language, contract clauses, agreements, responsibilities (e.g. for installers, auditors, outreach firms) include specific targets and other measures to promote the inclusion of female professionals as employees or female owned/managed firms in bids on RELP activities (e.g. ensuring at least one female on all teams conducting household interactions).</p> <p>TOR provisions specify IE and partner commitment to ensure that women and poor, vulnerable and/or disadvantaged households will be targeted and risks of exclusion addressed through contractor</p>	<p>TORs have gender and social inclusion employment targets and strategies specified.</p> <p>Contractor team composition and skillset includes female staff.</p>	MFK, Grant Manager, Contractors

Threshold Program Activities	Key GSI objectives	Outputs	Responsible parties
	activities (such as in energy audits or EE information campaigns).		
Contractor capacity building and training	All implementing teams (IEs, contractors, and partners) organize and carry out gender and social behavior orientation training, with oversight by MFK, to ensure sensitivity to and appropriate behavior with females, minorities, and vulnerable groups on teams and in consumer households.	All staff have undergone basic gender and customer sensitivity orientation, and have passed an assessment demonstrating knowledge.	IEs/contractors
<b>Main Activity: Pilot Incentives for Household Investment in Energy Efficiency (PIE)</b>			
Technical assistance provider: targeting	<p>Selection of municipalities for inclusion in the program include among criteria a mix of municipalities with appropriate diversity in poverty levels, presence of minority populations, and urban/rural mix.</p> <p>Within chosen municipalities, specifically target inclusion of vulnerable HHs (poor, FHH, minority).</p> <p>TA facility structure, mechanisms, and provider teams establish defined beneficiary targets established for FHH, minorities, and the poor.</p>	<p>Municipal selection reflects diverse criteria.</p> <p>Target # of FHH, minority and poor/vulnerable HH benefit from the project.</p>	Grant manager, IEs and/or contractor teams, MFK
Technical assistance provider: Determination of Incentives	<p>Establish a transparent process for defining the appropriate level of incentive (through technical assistance and grant/TA/incentive package) to ensure participation of vulnerable HHs. Tailor incentives to ability to pay while accounting for appropriate safeguards required to avoid abuse of the program.</p> <p>Income, ethnicity and the gender of household head should be explicitly considered when the appropriate incentive level is defined.</p>	Incentives are established which account for ability to pay and mitigate risk of program abuse, and these take into consideration gender of household head, income and ethnicity of households.	Grant manager, IEs and/or contractor teams, MFK

Threshold Program Activities	Key GSI objectives	Outputs	Responsible parties
Behavior change campaign	Contractor conducting HH outreach to adopt inclusive and gender-sensitive practices and educational/ informational/ outreach campaigns for women, and poor, minority and/or disadvantaged households to optimize their participation in the EE program. Behavior change campaign in particular targets women as primary household energy managers and users in household.	BCC reflects an understanding of differential consumer preferences and includes targeted outreach.	Grant manager, IEs and/or contractor teams, MFK
Female-friendly pilot policies	Consider opportunities to support a pilot for gender equitable, pro-family policies and practices, more specifically: (a) childcare pilot and (b) flexible work hours with a selected partner entity or business in the energy sector.	Childcare and flexible working hours program pilot assessed and considered.	MFK, Energy organizations that agree to pilots
<b>Sub-Activity: Ensuring Equal Economic Opportunities in the Energy Sector</b>			
Grant Targeting	Grants activity structure is focused on supporting a) female energy sector entrepreneurs and b) female-led enterprises that could benefit from EE savings and upgrades. The support would include a mix of technical assistance to help enterprises understand critically needed EE upgrades, business development assistance, and partial grants to make needed investments in their operations to reap efficiencies and grow their businesses.  Define criteria for participation, including level of grant or subsidy to be provided by enterprise. Design mechanism for validating firm ownership and management.	The target # of female entrepreneurs benefit from the program.  Criteria for participation are drafted.  Female enterprises make investments in EE.	Grant facility Manager/IE/ MFK/female entrepreneurs
Grant outreach	Design outreach program to encourage women to apply for grants.	Outreach program designed.	Grant facility Manager

Threshold Program Activities	Key GSI objectives	Outputs	Responsible parties
Female Internship-to-jobs program	<p>Implement a female internship/ apprenticeship and mentoring program for tertiary-level students and recent graduates.</p> <p>Select scholarships/stipends are offered for energy relevant studies at the tertiary level locally or at vocational schools, using a competitive selection process, to select females focused to upgrade technical skills in areas critical to RELP employment needs.</p> <p>All partners hosting interns ensure that female interns are adequately protected from harassment, violence, and discrimination in the workplace or in field activities.</p> <p>Use established female energy sector professionals to provide mentoring support to young females in the energy sector (e.g. young graduates).</p> <p>Consider cooperation to support module and educational content on women in energy/STEM with interested educational institution</p>	<p>The target # of female interns/apprentices supported</p> <p>Target # of women receive scholarships/stipends.</p> <p>Target # of females participating in mentoring program.</p>	<p>Grant facility manager, Internship Coordinator, universities, educational institutions, host institutions, energy sector partners who hire interns</p>
Media Campaign	<p>Media campaigns are carried out to enhance interest of young females in applying for energy sector jobs and the internship/apprenticeship program.</p> <p>Showcase successful females in the energy sector to inspire younger women to pursue energy sector studies (STEM programs) &amp; careers.</p>	<p>“Women in Energy” campaign implemented.</p> <p>Females and female energy enterprises are attracted to participate in tenders for RELP activities.</p>	<p>Grant facility manager, Internship Coordinator, universities, educational institutions, host institutions, energy sector partners who hire interns</p>

**Main Activity: District Heating Metering**

<b>Threshold Program Activities</b>	<b>Key GSI objectives</b>	<b>Outputs</b>	<b>Responsible parties</b>
Performance Requirements	GSI considerations and performance requirements are integrated in IE Agreement with Termokos and TORs for contractors.	GSI considerations and performance requirements are defined in IE Agreement with Termokos.	MFK
Outreach and BCC/IEC Campaigns	Contractor(s) conducting HH outreach to adopt social inclusive & gender sensitive practices & educational/ informational/ outreach campaigns for women and poor, minority and other disadvantaged households to optimize their participation in district heating metering program and to enable them to understand usage, control and savings practices.  Behavior change campaigns directed at all HH includes targeting of women in particular, as often they are the main managers of household heating practices.	Inclusive/gender informed BCC and outreach is launched.	MFK, grant manager, contractors, IEs
Support for beneficiary EE investments	DH beneficiaries to be offered participation in additional EE measures, with vulnerable HHs informed of and supported with additional subsidy options for EE measures..	FHH, minority, and poor HHs are assisted undertake EE investments in tandem with DH metering activities.	MFK, grant manager
Beneficiary selection criteria	If the DH intervention cannot be offered to all buildings in Pristina served by the system, a process for selecting households for participation will be adopted. Selection criteria should include poverty/income, and FHH status as factors.	Household selection process includes GSI criteria – income/poverty/FHHs.	MFK, grant manager
GSI Capacity Building	Implementers/contractor teams interacting with HHs will have to participate in gender and social behavior orientation training to ensure sensitivity to and appropriate, professional behavior (e.g. on sexual harassment) with females and vulnerable groups on teams and in consumer households.	Contract/TOR requirements provide IEs/ contractors/ partners with training, female employment and workplace policy requirements	MFK, contractors, IEs
Female	Agreements and contracts for contractors to	Target # of females hired	MFK,



Threshold Program Activities	Key GSI objectives	Outputs	Responsible parties
employment promotion	require participation of females on teams visiting households and to require appropriate workplace policies and practices.	through MFK contracts.	contractors, IEs
District Heating Tariff	TA supporting district heating tariff framework should take into account poverty and social criteria and support disaggregated analysis of consumer behavior.	Tariff redesign includes poverty criteria, disaggregation.	MFK, tariff redesign consultant, ERO
Metering and control technology	Consider appropriateness and accessibility of meter or control technologies, for less educated and PwD groups.	Metering and control technologies include accessibility concerns.	ERO, Termokos, contractors
<b>Sub-Activity: IPP Project Finance Facilitation</b>			
IPP Project Finance Facility	To expand development impacts under the renewable energy window within the Kosovo Credit Guarantee Fund (KCGF) and to reduce barriers to independent power producer (IPP) entrants to the market, consider providing more flexible and/or incrementally favorable terms to extend guarantees to women-owned, vulnerable, and/or minority projects or project sponsors.  In determining awardees, apply relevant lessons on inclusion and gender equity requirements currently being supported by the KCGF.	Agreement between MFK and credit guarantee fund includes relevant conditions.	MFK, Facility Manager, IPPs
<b>RELP Social and Gender Risks</b>			
Contractor clauses on safety and GSI	Contracts to include clauses and required conduct and training for contractors on safety measures to address personal safety risks to participating HHS and professional	Contractors provide basic training to their staff that will be engaging with customers inside their homes and develop	MFK, implementers

Threshold Program Activities	Key GSI objectives	Outputs	Responsible parties
	<p>conduct requirements with clients especially females and vulnerable groups, such as those with disabilities that may require extra assistance.</p> <p>MFK and contractor ESMS to include GSI issues and relevant mitigation measures outlined in the Environmental and Social Performance section of this SGIP.</p>	<p>relevant policies.</p> <p>Contractor TOR include appropriate clauses.</p> <p>MFK and contractor ESMS includes key GSI safeguards.</p>	
Inclusion of minority communities across RELP activities	<p>Program outreach conducted to make consumers aware of the offerings. A behavior change campaign on project activities &amp; offerings should be rolled out to minority communities via language-appropriate communications and should focus on outlets through which these groups receive news.</p> <p>Outreach could be done in partnerships with NGOs or other organizations/ companies that have good local presence and can identify and secure support in minority communities.</p> <p>Outreach to and communications with minority groups could be done by minority groups themselves as a means of fostering trust and buy-in and using culturally appropriate messaging.</p>	<p>Appropriate information &amp; educational programs developed &amp; disseminated in relevant written, verbal, &amp; visual formats in all regions of country.</p> <p>NGO partnerships established.</p> <p>Culturally appropriate outreach conducted.</p>	Grant manager, contractors, NGOs

## **Transparent and Accountable Governance Project and Action Plan**

The Transparent and Accountable Governance Project has three key components: a publicly accessible judicial case management information system (CMIS), improvement in the collection and sharing of environmental data, and an open innovation competition that engages civil society, private sector actors, and the government in proposing creative, cooperative solutions.

## **Gender and Social Inclusion Concerns Relevant to the Transparent and Accountable Governance Project and Action Plan**

### **Judicial data**

Since the proclamation of independence, there has been progress in drafting policies and laws that accommodate EU best practices in order to help the country progress towards EU integration. However, weak enforcement of legislation to prevent and fight corruption and crime, as well as challenges in institutional capacity building in the field of the rule of law, remains an obstacle to economic and social development in Kosovo.

Deficiencies in enforcement legislation and the rule of law not only impede dynamic economic development, but disproportionately impact women and specific communities such as the poor, youth, minorities groups, rural dwellers, and PwDs. These groups are more heavily disadvantaged as weaknesses in legal enforcement open the door for greater discretion on the part of judicial actors and other law enforcement officials. In the absence of mechanisms for transparency, greater discretion can make it easier for discrimination to play a part in judgments, and for patronage or social network-based privileges to disadvantage the less well-connected. Further, vulnerable groups lack access to information that can mitigate the opportunity for bias, such as information on the nature of court proceedings and the conventional outcomes.

With regards to gender, stakeholders have provided a wealth of examples in which women's access to their legal rights were hampered by discriminatory treatment by judges. For instance, numerous stakeholders have asserted that judges recurrently question women's desire to claim inheritance or their right to formally register purchased property. In other cases, women who challenged their denial of property rights were castigated for creating family strife and were subsequently dismissed by judges. Others recounted instances in which women subjected to GBV were dismissed from the courts without securing justice, or women whose labor rights were violated never had the opportunity for a proper hearing. In sum, "women tend to have reduced access to justice and proper legal remedies guaranteed by law and compensation for crimes suffered are inadequate. Similar patterns seem to exist for persons with disabilities and Roma, Ashkali and Egyptians (women particularly) who do not benefit from adequate human rights protection" (UNKT 2016).

MFK will support the implementation of an electronic case management information system (CMIS) to make judicial information publicly available. One outcome of the Kosovo Judicial Council's implementation of the CMIS is that there will be a host of new statistics available on the functionality of the judiciary. This will enable disaggregation and analysis of data by meaningful categories, such as gender, region, or ethnicity. Depending on the level of functionality of CMIS system, it should be possible to explore issues of equal access to justice such as whether court decisions exhibit gender bias, or whether different regions or different communities have different access to justice or routinely experience different outcomes in cases.. The need for such intervention is critical in order to mitigate the perception and potential practice of bias. In supporting improvement in communications and outreach by the judiciary and other rule of law institutions, attention could be paid to outreach to disadvantaged groups, on issues of particular concern to them.

### **Environmental data**

This activity will support Government institutions involved in environmental protection and health, such as the Kosovo Environmental Protection Agency (KEPA), the Kosovo Hydro Meteorological Institute (KHMI), and the Kosovo Institute of Public Health (KIPH) to effectively monitor and report on select environmental indicators to stakeholders, as well as strengthen the ability of civil society to interpret the data in order to engage more productively with the GoK on environmental and health issues.

At present, there is limited of data or understanding of differential impacts of pollution to inform the policies, plans or assessments of environment-related interventions. This is a critical weakness as different groups face different environmental challenges, needs, and impacts. For instance, with regards to gender, women tend to be more greatly affected by pollution, as they tend to be poorer, use less clean technologies, and suffer a greater health and livelihood-related impacts. Women are also more heavily exposed to some pollutants, such as the smoke from indoor stoves. Additionally, studies have associated air pollution with greater likelihood of miscarriages, preterm birth complications, and low birth weight (World Bank & IHME 2016). Children are also more vulnerable to the effects of air pollution than adults and many die from diseases caused or exacerbated by the effects of indoor and outdoor air pollution. Respiratory disease further diminishes children's resilience and effects their physical and cognitive development (UNICEF 2016). By improving the collection of data and making such data publicly available and interactive, the government and civil society can contribute to helping different stakeholders understand and minimize exposure risks. This activity will make efforts to ensure the participation of women's civil society organizations and those of social minority groups, and to highlight environmental risks of particular relevance to these groups. This could be done through capacity building efforts for relevant entities, including civil society groups, in understanding and communicating risks to citizens.

### **The Open Data Challenge Activity**

Currently, much of civil society – NGOs, the media, think tanks – act in a “watchdog” fashion. While this can be a useful role, what is lacking is the experience of working as partners. This activity aims to foster

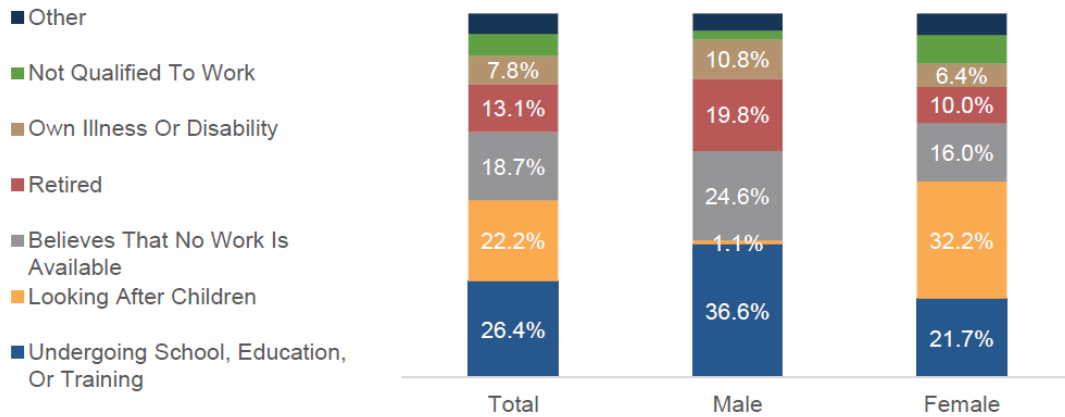
productive partnerships between government and civil society, to support innovation in data use and analysis, and to cultivate a culture of information sharing and evidence-based decision-making. Kosovo Open Data Challenge (KODC) will award grants through multiple challenge windows to individuals or organizations who have creative ideas about how to use, analyze, and present data to support government's analytical and public communication needs in the areas of: time and labor force data, with a particular emphasis on analysis of gender-specific barriers; judicial data; and, environmental and energy data. The activity will emphasize the identification of potential inequalities related to gender, ethnicity, region, or other relevant disaggregation, solution-oriented analysis of data, and adoption of those solutions. The activity could also include support for implementing or planning implementation of solutions. This is significant from a social and gender perspective. The labor force survey funded by MCC during Threshold Program development identified a number of gender-specific barriers in the labor market. By supporting data sharing or joint solutions around this theme, MCK could make a positive contribution to addressing the unequal participation of women in the labor market in creative ways. By engaging with civil society and others to identify and propose solutions to inequalities around the key themes, this activity could both build the capacity of stakeholders to engage on these issues, further dialogue on critical inequities, and pilot creative solutions. One of the early challenges planned is around labor force data, and it is hoped that this challenge will include a gender focus, creating a promising starting point on inclusion and equity for MFK early on in threshold implementation.

### **Key Relevant Results from the Kosovo Labor Force and Time Use Study**

In the course of compact development, MCC commissioned a nationwide labor force and time use study to help fill empirical gaps in the understanding of labor market dynamics and to address questions of validity in earlier studies. The study had a significant gender focus, given the extremely low stated participation of women in the labor market, and included critical modules that shed further light on key gender issues, including time use, gender norms, and decision making. During Threshold Program implementation, these survey findings are expected to help inform various activities, including in particular the Open Data Challenge under the Transparent Governance Project. The remainder of this section highlights some key data from this survey, from a gender perspective.

The study found that women's participation in the labor market was higher than the official statistics collected through the Kosovo Agency of Statistics but males were still more than twice more likely to be in the labor force than females (67.9% and 31.3%, respectively). Reasons for inactivity varied greatly by gender. Males were much more likely to cite education or training, belief that no work is available, or retirement as their reason for inactivity while the leading reason for females was due to their childcare duties (30.2%) (Siddiqui et. al. 2017).

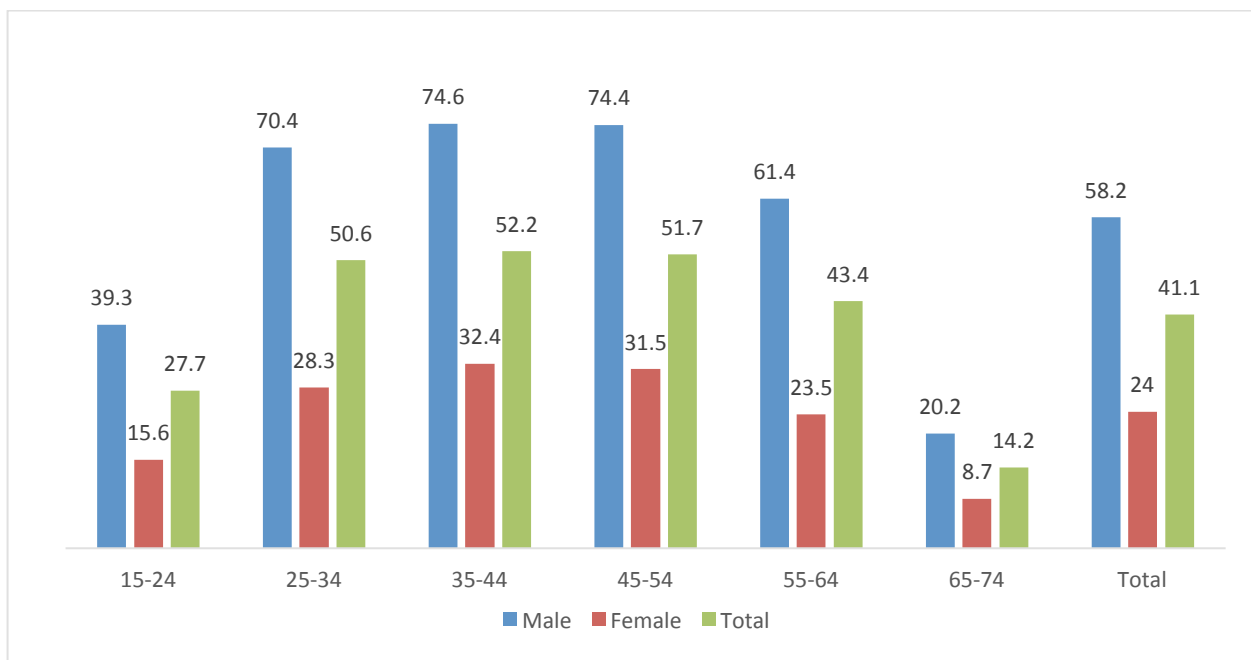
**Figure 5: Inactivity Reasons, by Sex**



Source: Siddiqui et. al. (2017)

Employment trends also evidenced a stark gender divide, with males employed at 2.4 times the rate of females (58.3% and 24.1%, respectively). Youth unemployment was especially low, with only one in four persons aged 15-24 employed at the time of the survey. The gender differences were even more pronounced among this sub-population, with female youth almost twice as likely to be unemployed as male youth. The employment rate for male youth which stood at 39.3% was more than twice the employment rate of female youth which was only 15.6%.

Figure 6: Employment Rate (%) by Age and Sex

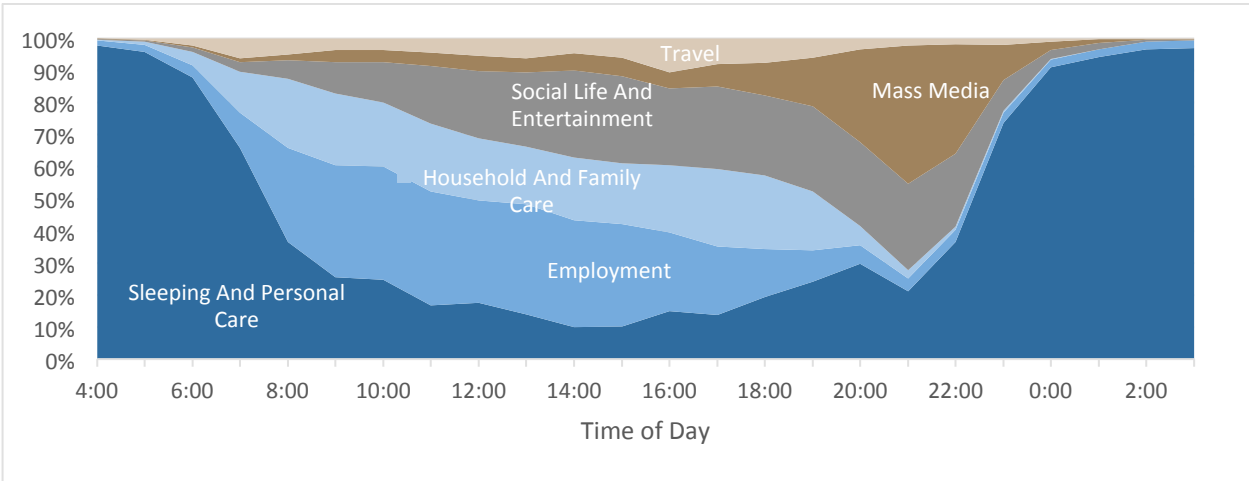


Source: Siddiqui et. al. (2017)

Among the employed, 60.8% were employees of other firms or individuals, 23% reported doing unpaid family work, and 16.2% were self-employed. One in three employed individuals was found to be in a

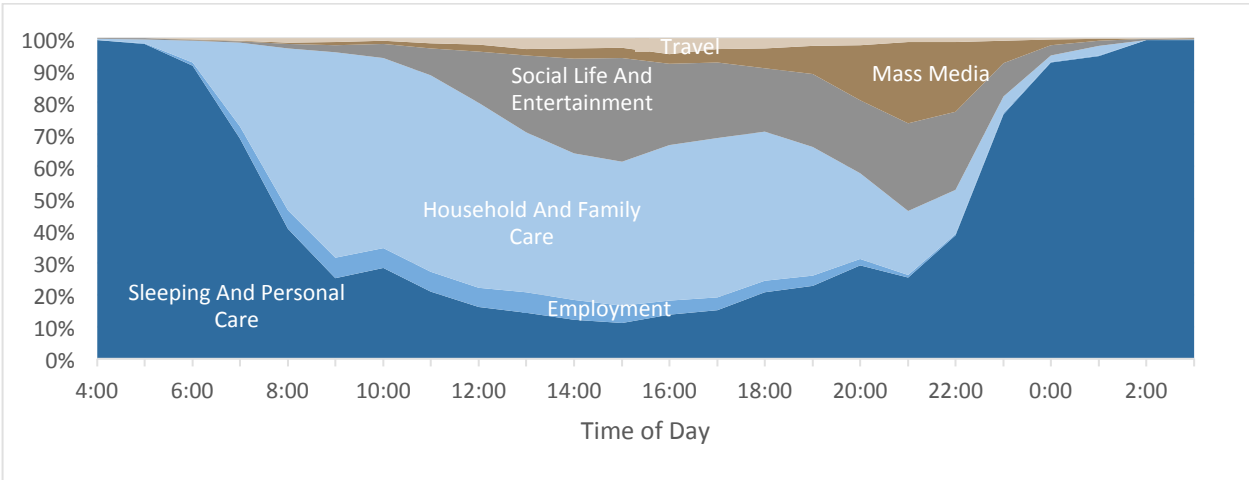
state of vulnerable employment, defined as being either an unpaid family worker or self-employed without employees. This situation was fifty percent more common among females than males (46.0% and 30.7%, respectively). The study also found that males earned an additional €64, almost twenty percent more, than females. Finally, the data show substantial variation in time use by sex. Males spend, on average, 400% more time on employment than females (3.9 hours and 0.9 hours, respectively). In contrast, women spend 300% more time on household and family care than men (7.1 hours and 2.3 hours, respectively).

Figure 7: Time Use among Males



Source: Siddiqui et. al. (2017)

Figure 8: Time Use among Females

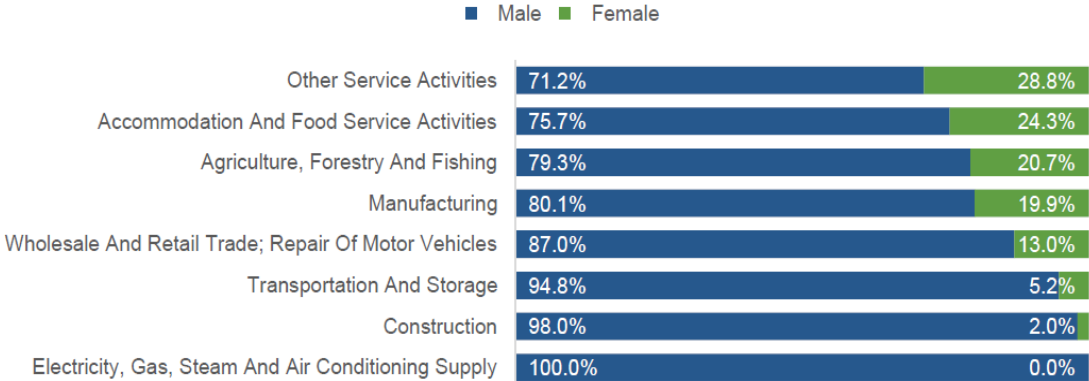


Source: Siddiqui et. al. (2017)

Females were statistically less likely to report ownership across all fifteen asset categories, including land, livestock, and durable goods. Having constructed an asset index, the research team found female entrepreneurs to have higher ownership rates than non-entrepreneurial females (9 percentage point difference).

In the 8 most popular business sectors, accounting for 95% of businesses, all sectors were dominated by males, especially the electricity, gas, steam, air conditioning supply, construction, transportation and storage sectors. The highest proportion of female entrepreneurs were in service activities, accommodation, and agriculture.

**Figure 9 Proportion of Businesses Owned, by Sector and Sex**



Source: Siddiqui et. al. (2017)

When it comes to gender norms, female respondents were found to hold more traditional gender norms than males. The proportion of women who believe that “Women should leave politics to the men” was nearly double that of men who responded to the statement, indicating that negative gender norms may be more internalized by females than they are by males. Negative gender norms were more common in rural areas and among less educated respondents.

When it comes to household decision making in all decisions, a larger proportion of males reported having a major say except for small consumer durables, where a larger proportion of females reported having a major say. All differences were statistically significant.

**Table 2: Decision-Making Power for Household Expenditures (%), by Sex**

Who has a major say in how much to spend on:	Male	Female	Difference
Land Purchase or Sale	83.2	30.6	52.6
House Purchase or Sale	83.4	35.7	47.7
Major Home Repairs	84.4	45.3	39.1
Type of Energy	83.9	47.7	36.2



Minor Home Repairs	83.6	51.3	32.3
Large Consumer Durables	80.6	55.6	25.0
Education	81.9	57.4	24.5
Health	83.7	65.0	18.7
Clothing	82.8	64.2	18.6
Food	76.9	59.8	17.1
Small Consumer Durables	64.0	67.0	-3.0

Source: Siddiqui et. al. (2017)

These survey findings will help inform the design of activities focused on strengthening women’s employment and entrepreneurship in the energy sector. They will also help understand the gendered dynamics of asset ownership and decision making within households, which is particularly relevant to understanding household decision making around the purchase of new assets and appliances. Finally, the data will be used in the Open Challenge activity, soliciting innovative solutions around issues facing women in the labor market.

## Social and Gender Integration Action Plan: Transparent and Accountable Governance Project

Compact project or activity	Key GSI objectives	Outputs	Responsible parties
<b>Public Access to Judicial Information</b>			
CMIS Disaggregation	Ensure that the CMIS system allows for and collects data that is disaggregated by meaningful categories, such as gender, region, or ethnicity.	CMIS includes disaggregation boxes in system.	MFK
Data analysis	Engage civil society organizations and other users to support analysis of disaggregated data derived from the CMIS across a critical set of categories.	Target # of reports/pieces of analysis carried out on disaggregated data from the CMIS demonstrating affects on women, minorities, vulnerable groups.	MFK, civil society

Outreach activities	Provide incentives and outreach to ensure that civil society organizations analyze data to identify barriers/shortcoming in effective access to justice for women, vulnerable groups, and minorities.	Target # of outreach activities organized.	MFK, civil society
Implementing entity agreements	Implementing entity agreements with organizations that will support the above activities should include explicit requirements on gender and social inclusion.	Signed implementing entity agreements reflect GSI objectives	MFK, IEs

**Environmental Data Collection**

Targeted Outreach and Data Dissemination	Prioritize outreach and dissemination of data to those demographic groups that are particularly affected by air pollution, including pregnant women, the elderly, children, and those with respiratory issues.	Targeted outreach events, information sessions, materials, leaflets etc.	
Training for IEs	Ensure training efforts for IEs include capacity building for tailoring outreach to groups that are particularly vulnerable to air pollution.	GSI module within the capacity building and training program.	
Toolkit Development	Develop a toolkit for civil society, academics and media to understand how to use air quality data. This includes analysis of the differential impacts on certain demographic groups as a specific topic.	Toolkit drafted, inclusive of a section on differential impacts of air pollution.	

**Open Data Challenge**

Challenge outreach	Carry out targeted outreach to encourage women’s NGOs and other civil society organizations to apply for grants in order to analyze available data disaggregated by gender, ethnicity or region in the time use survey, judiciary CMIS, and environmental data (e.g. specific language on this to be included in advertisement of grant opportunities).	Leaflets, outreach events, and advertisements target women’s, vulnerable, minority groups.	
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Competition rules/ criteria for grant selection	Ensure the process used to analyze and award grants includes criteria to enable equity of grant access by gender and inclusion of disadvantaged groups.  Oversee grant implementation to ensure that grantees analyze, identify inequality, and produce creative solutions to respond to governmental needs.	Inclusive and gender-aware grant criteria are incorporated into the selection process.	
Communications	Publicize the products and solutions developed by grantees that address inclusion and gender issues and facilitate dialogue to support the adoption of innovative solutions among public and private stakeholders.	Seminars, events, and/or outreach sessions highlight grantee products and solutions with a GSI component.	
Linkage with Equal Opportunity sub-activity	Assess feasibility of using the Open Data Challenge as a vehicle to implement components of the Equal Opportunity sub-activity.	A decision on this is made in the course of implementing the Open Data Challenge.	

## Monitoring and Evaluation

### The Relevance of Program Logics to Gender and Social Inclusion

**Reliable Energy Landscape Project:** The Equal Opportunities sub-activity includes a focus on women’s employment as well as entrepreneurship. The program logic for the energy sector project currently includes several boxes that speak to GSI concerns, namely an outcome level indicator “Female Entrepreneurs Invest in EE.” While the program logic includes one indicator that may capture the ‘female employment’ component of the sub-activity, namely “more trained energy auditors,” this sub-activity, as worded, leaves room for a variety of employment opportunities for women. Some of these opportunities could be employment as energy auditors, but they could include others well. Therefore, an indicator should be created to respond to the broader employment objective of this sub-activity.

**Transparent and Accountable Governance:** The logic for this program includes a focus on labor force data sharing and use, an issue of critical concern from a gender perspective given women’s low participation in the labor market. The logic also includes outcome indicators on the use and consumption of this data by organizations including civil society. From a GSI perspective, it is intended that entities representing women, minorities, and vulnerable groups will be among these groups, and encouraged to take advantage of the disaggregated data that will be made available, as well as engage as partners in dialogue.

## M&E Plan

The M&E policy notes the following in regards to gender:

*Since gender inequality can be a constraint to economic growth and poverty reduction, and because gender issues can be a determining factor in the effectiveness of an intervention, relevant gender considerations should be incorporated into the M&E Plan and M&E activities in accordance with MCC's Gender Policy. The M&E Plan must specify which indicators will be disaggregated by sex. Specifically, indicators that quantify participants and beneficiaries (e.g., number of farmers trained, number of farmers adopting new technology) should be sex-disaggregated to provide information about the number of men and women being served by an activity. MCAs should report sex-disaggregated information to MCC every quarter when data are available.*

The table below notes the indicators in the current M&E plan of relevance to GSI and notes any additional recommended disaggregation.

<b>Indicators for the Reliable Energy Landscape Project</b>	<b>Current Disaggregation</b>	<b>Additional recommended disaggregation</b>
More trained energy auditors	Gender and Certification Body	NA
Female entrepreneurs invest in energy efficiency	None	NA
Incentives provided to HH	None	Gender of HH head, income, ethnicity
Number of Households Using District Heating	None	Gender of HH head, income, ethnicity
<b>Indicators for the Transparent and Accountable Governance Project</b>	<b>Current Disaggregation</b>	<b>Additional recommended disaggregation</b>
Public perception about judicial ministry performance based on UNDP Pulse Survey	Gender, Age, Ethnicity, Income	None
Public perception about judicial government performance as measured by Kosovo Mosaic Survey	Gender, Age, Ethnicity, Income	None
Public data used (environmental data)	None	Recommend disaggregating to measure # of reports that include attention to gender, minorities, vulnerable groups as well as a definition change (see text below)
KODC Grants Awarded	None	By organizational focus (e.g.

		female, minority, vulnerable group organizations)
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In the current indicators in the M&E plan for the Transparent and Accountable Governance project no indicators are provided to capture the labor force data aspect of the project.

The current M&E plan includes the following indicator, meant to capture increased judicial, environmental and labor force data use by civil society and the private sector: “number of analytical articles/reports generated by domestic civil society and academic sector based on *judicial* data has been made public.”

This indicator definition should be expanded to include labor force and environmental data.

The following additional indicators are recommended for inclusion in the M&E plan:

Transparent and Accountable Governance Project:

- New indicator to add: Public data used (labor force data). Definition: # of civil society organizations, academia, media and private sector and using labor force data to understand social and gender inequities. .

RELP:

- Define the females investing in energy efficiency as: # of female entrepreneurs undertaking EE investments (baseline 0; target 50)
- Introduce new indicator: More females engaged in energy sector employment. Definition: # of females that receive internships/apprenticeships and other employment through RELP (baseline 0; target 200)

**Evaluations**

The evaluations that are planned for the two projects should include the following evaluation questions to capture social and gender inequalities in access to benefits:

- RELP: Do household energy consumption and savings associated with project interventions vary by gender of household head, income, region, or other characteristic?
- Transparent and Accountable Governance: Does access to data, and the increased analysis and awareness of data trends on key issues of interest to women and minorities increase trust and understanding among them of government functions?

In addition, the evaluation work within RELP project should include a focus on capturing the results and learnings from the Equal Opportunities sub-activity. If it is not possible to add relevant questions to the larger study, a special study to evaluate the Equal Opportunities sub-activity is recommended. The need for other supplementary special studies will be reevaluated as further details regarding the scope and

research questions of current evaluations become available and any gaps are identified from a social and gender perspective. Some tentative questions that such as a study could explore include:

- Do internships/apprenticeships result in greater employment of women in the energy sector?
  - Do incentives provided to female entrepreneurs enable growth of their businesses and reduce their costs of energy?
- What are the lessons learned from the implementation of this sub-activity?

## **Environmental and Social Performance**

A number of the International Finance Corporation (IFC) Performance Standards (World Bank 2012), which are to be addressed in the ESMS, have particular relevance from an inclusion and gender perspective. As of the time of the writing of this SGIP, environment and social risks for the two projects have not been fully assessed, and limited information has been made available on environmental and social impacts. Nonetheless, out of the 8 performance standards, the most relevant in the context of Threshold Program GSI concerns include Performance Standard 1, 2, 3, 4 and 5. Regarding Performance Standards 6 and 8, once full designs are available and environment and social assessments have been completed, social and gender risks within those will be assessed. Below is a high level list of key GSI issues of relevance to particular performance standards that the ESMP system should take into account:

### **Performance Standard 1: Risk Management**

- Make sure that the grievance mechanism that will be adopted is legible and accessible to less well educated people, both women and men, and also people from different ethnicities and that the process is easy to understand and not intimidating.
- Communities affected by the project should have access to relevant information and disclosures on the purpose, nature, and scale of the project to understand the risk, impacts, and opportunities of the project. The information should be easily accessible and in a format that is both culturally appropriate and in the local language(s) of different groups residing in Kosovo.
- In certain instances, the consultation process should include separate consultations with women, vulnerable groups and minorities. Therefore the ESMS should include a requirement for separate consultations for different demographic groups and for consultations in different languages.
- Since the project implementation for the EE activity will affect both direct beneficiaries but also residents of apartment buildings who will not be direct beneficiaries, outreach to affected non-beneficiaries will need to be guaranteed in order to minimize disturbance.

### **Performance Standard 2: Labor and Working Conditions**

- For all contracts that MFK will enter into, ensure that the principle of equal opportunity and fair treatment and non-discrimination will apply to workers.

- In order to address sexual harassment, intimidation, and/or exploitation, especially in regard to women, contractors will need to put in place measures to prevent and respond to sexual harassment.
- The contractor will need to ensure that employment relationships will be based on compliance with national legislation such as the Labor Law, the Law on Anti-Discrimination, and Law on Gender Equality, among others, as well as draw upon international best practice.

#### Performance Standard 3 Resource Efficiency and Pollution Prevention

- The RELP project as a whole is consistent with the objectives of Performance Standard 3 and the objective of using resources more sustainably and efficiently, including energy.
- By seeking to address air pollution, the environmental data activity also directly contributes to a key objective of Performance Standard 3, in regard to its pollution prevention goals, including through communicating on air quality issues with communities that are particularly impacted by pollution, such as children, the elderly, or pregnant women.
- The project implementation for the EE activity could generate waste through installation activities which could increase safety risks to households, including in particular women, children, and the elderly who are more likely to be at home while the installations and works are performed. The contractor should ensure to reduce the generation of waste, recover and reuse waste in a manner that is safe for human health and the environment, and clauses addressing this will be included in contracts.

#### Performance Standard 4: Community Health, Safety, and Security

In regard to the RELP project, GSI due diligence has identified the following risk that will need to be addressed through specific mitigation measures:

- Low to medium level of risk of Trafficking in Persons (TIP). The TIP risk may need to be re-evaluated once project design is finalized.
- Gender specific risks, including safety risks for women and children residing in homes where EE installations and DH metering will be happening.
- Risk of sexual harassment of women residing in homes where installations and works will be occurring. One way to mitigate this risk is by ensuring that all teams entering in apartments and houses have one woman, as it is mostly women who stay at the house and also women who will prefer to interact with other women.
- Risks of accidents to household members, if there will be equipment outside, around, or near areas where children are playing.
- The need to be mindful of weather patterns when doing remodeling, especially for vulnerable people such as elderly or PwD who may not be able to relocate during the works.
- Sufficient advanced notice will be needed when works or installations are performed in a house to ensure proper participation and oversight of the family involved. In the case of Kosovo,

families may want the presence of males from the family inside the home when contractors are entering the house, particularly in small cities and villages.

#### Performance Standard 5 Land Acquisition and Involuntary Resettlement

- The implementation of the EE measures inside individual homes, such as changing apartment building windows or roofs, may require that people living in the household move to another location temporarily, or that adjacent and nearby businesses temporarily shut down. In the case of such temporary disturbances, particular attention will need to be paid to the needs of vulnerable groups, such as PwD who might be mobility constrained even if disturbances are limited. While no physical resettlement or land acquisition is foreseen currently, if some occurs, it will be important to take into account the gender imbalance in asset and land ownership in Kosovo, including through compensation.

## Current and Potential Partnerships

In order to implement its social and gender objectives, MFK will engage in various partnerships. The IEs for each project will be critical partners. It will be important to detail in IE agreements the specific expectations of the implementers in regard to social and gender objectives, and their role in meeting the goals of this SGIP. The Agency for Gender Equality, as the main government entity responsible for gender, is a critical stakeholder, with which continued coordination will be sought.

For the Transparent and Accountable Governance, engagement of civil society representing women, minorities and vulnerable groups will be sought. Examples of these organizations include the Kosovo Women Network (KWN), Kosovo Gender Studies, Riinvest, KIPRED, D4D, NORMA, the Network of Roma, Ashkali and Egyptian Women's Organizations, Women for Women International, and women entrepreneurs' organizations. For the Equal Opportunities sub-activity, partnerships are possible with some of the same entities above, as well as educational institutions and employers in the energy sector.

## Communications

Consultations and communication conducted at appropriate times throughout the Threshold Program will promote realistic public understanding, through awareness and expectations of the MFK- Threshold projects and activities, including SGIP implementation. It will also reinforce broader support. The two components – social inclusion and gender mainstreaming -- will be communicated through tactics developed by MFK, in line with MCC branding guidelines. To ensure this, the annual communications and outreach plan will be regularly shared with the gender specialist for input.

From the outset of all Threshold Program activities, the Communication and Outreach strategy will integrate social and gender considerations, ensuring a gender sensitive approach in all communications and messaging, including avoiding the use of stereotypes and using non-sexist language. Given the negative gender attitudes that exist in Kosovo society, as evidenced by the results of the Social Impact



Survey, additional awareness will be needed to produce materials, brochures, and any other outreach to stakeholders to promote gender equality and non-discrimination. MFK outreach will include tailored messages and campaigns to each targeted audience, such as women and vulnerable groups. To ensure that messages about Threshold Program activities reach minority groups, additional outreach may be required, including communicating in ethnic minority languages on different mediums. In targeting certain demographic groups, in addition to traditional media, it will be important to use certain channels and social media, which is widely used in Kosovo.

Specific products to ensure outreach to women in the energy sector are necessary to facilitate implementation, given the significant gender barriers and low representation of women in the sector currently. Communication should include wide dissemination of examples and success stories of women integrated into projects through employment or entrepreneurship.

The behavior change campaign to be undertaken as part of the energy sector activities will need to specifically target vulnerable or socially excluded consumers, especially women, with tailor-made, targeted messages. Messages should be clear and easy to understand and contain examples of energy efficiency applications. For instance, these can include examples of using energy efficiency measures to be able to calculate energy savings estimates. Measures targeting women users of home appliances may be very effective.

Specific inputs for the Communications Plan will be identified during the first year of SGIP implementation and reviewed in a more detailed manner in subsequent SGIP versions. The Communications Plan should be informed by: MCC's Gender Policy and Integration Milestones, the Kosovo GSI Deep Dive, the labor force survey, the SGIP, and other studies carried out in the course of Threshold Program design and implementation.

The tools for communication could include:

- The GSI section of the MFK website, with links to the resources above and other relevant links;
- Printed materials targeting women, minority groups and vulnerable populations for outreach purposes;
- Separate brochures communicating the approved SGIP, summarizing its main components;
- Press releases emphasizing of the results of MFK efforts on social inclusion and gender equality through features or interviews, a press release once the SGIP is approved, other press releases at key project milestones, or events such as International Women's Day.

Regarding events, International Women's Day can be an ideal moment to host events, conduct outreach, or add website content focused on gender equality within MFK's work. International Women's Month offers an additional opportunity. During this time, MFK can feature relevant success stories or interviews. Possible collaboration events with women NGO's or other international and national organizations that are partners in implementing activities will be organized, as needed. Opportunities for other events, such as events to launch the Equal Opportunities sub-activity, will be assessed in the course of implementation.

## **Training and Technical Support Needs**

Basic gender training will be developed and provided for staff and also implementers, as needed. This will include information on concepts such as gender, gender equality, equal opportunity, and gender mainstreaming. Once the MCA is fully staffed, and implementing partners and contractors are in place, GSI will assess the capacity of personnel to understand and meet the GSI requirements under the threshold program, and to implement their respective portions of the SGIP. Based on this, a more detailed training plan will be developed. The training needs will continue to be re-assessed during the course of implementation, with a view towards improving knowledge, particularly in areas where it is anticipated that contractors and implementers will have little prior experience, such as hiring women in a male-dominated arena like energy. In addition, the process of developing and updating the SGIP has been used as a training opportunity on MCC requirements for gender and social inclusion, and how these have been applied to Threshold activities. The process of annual updates for the plan may be used for capacity building and training as well.

In regard to project specific needs, since the energy sector is very male dominated, it is anticipated that specialized and targeted training will be particularly needed for implementers and project partners such as audit or construction companies. Sexual harassment training may also be required when employing more women in a male-dominated sector, especially considering the project objective of increasing female employment in the sector.

## **SGIP Review and Update Process**

At the time of the development of the SGIP, many of the project activities lacked significant definition. As such, as the plan is revised, it will need to take into account additional project development and any issues and opportunities that will arise in that context, and reflect these in the action matrices for each project.

The plan will be updated annually, with updates due one calendar year post completion of the original plan, as per the following schedule:

- First annual update: April 2019
- Second annual update: April 2020

The final update will be a completion summary report that synthesizes lessons, experiences, accomplishments and challenges with social and gender inclusion throughout the term of threshold implementation. This report will be prepared and published in advance of threshold program closeout.

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