





# Gender Audit of European Union Projects in Kosovo

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## List of acronyms

AGE	Agency for gender Equality
ACDEI	Agency for Coordination of Development and European Integration
AER	Agency for European Integration
AIE	Agency for European Integrations
BASILEUS	Balkan Academic Scheme for Internationalization of Learning together with EU Universities
BE	European Union
CARDS	Community Assistance for Reconstruction, Development and Stabilization
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CSDP	Common Security and Defence Policy
DCI	Development and Cooperation Instrument
DG	Directorate General
ECHO	European Community Humanitarian Office
EIDHR	European Instrument for Democracy and Human Rights
ECLD	European Commission Liaison Office
ECOSOC	Economic and Social Committee
EDF	European Development Fund
ENPI	European Neighbourhood and Partnership Instrument
EUSR	European Union Special representative
EULEX	European Union Rule of Law Mission in Kosovo
KCSF	Kosovo Civil Society Fund
ICO	International Civilian Office
IPA	Instrument for Pre-Accession
ISPA	Instrument for Structural Policies for Pre-Accession
JoinEu SEE	Join European Union – South-eastern Europe
MTEF	Mid-Term Expenditure Framework
EC	European Commission
MDG	Millennium Development Goals
MIDP	Multi-annual Indicative Planning Document
MIE	Ministry of European Integrations
MIFF	Multi-annual Indicative Financial Framework
SAA	Stabilization and Association Agreement
NGO	Non-Governmental Organizations
OSCE	Organization for Security and Cooperation in Europe
CSO	Civil Society Organizations
UNMIK	United Nations Interim Administration Mission in Kosovo
P2P	People to People
PHARE	Poland and Hungary: Assistance for Reconstruction of their Economies
PSA	Process of Stabilization and Association
EPAP	European Partnership Action Plan
SAPARD	Special Accession Programme for Agriculture and Rural Development
SIGMA	Support for Improved Governance and Management
TAIEX	Technical Assistance Information Exchange Instrument
ToR	Terms of Reference
TAFKO	European Commission Task Force for Reconstruction of Kosovo
TACSO	Technical Assistance for Civil Society Organizations
TEMPUS	Trans-European Mobility Program for University Studies
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNHCR	United Nations High Commissioner for refugees
CC	Candidate Countries
WB	World Bank
WFP	United Nations World Food Programme
WHO	World Health Organization
HRGO	Human Rights and Gender Office

## Conclusions

- In spite of a significant EU presence in Kosovo (through EULEX and other institutions), the gender agenda is not reflected sufficiently part of the political agenda. As a result, the Kosovo Government has failed to see it among the accession priorities in spite of the frequent references in the annual progress reports.
- In general, in all EU programmes gender equality is considered a cross cutting issue together with human rights, good governance and the protection of environment.
- The approach applied by the Instrument for Pre-Accession (IPA) towards the gender issues as cross-cutting ones is too weak and minimalist compared to the situation and problems that women are faced with in Kosovo.
- Bureaucratic application procedures, lack of knowledge among women's organizations on the ways to apply for EU programmes in issues of interest to Kosovo women, lack of gender dimension assessment as a cross cutting issue when planning EU programmes, and failure to target gender issues as part of trainings related to application for EU programmes, are according to Kosovo women's organizations representatives major obstacles to receiving grants by EU programmes.
- Kosovo women's organizations hold high regards about the role and mission of international donors in improving the position of women in Kosovo. However, they emphasize that many organizations are forced to end their activities because of the above obstacles to apply for EU funds, which

is considered to be the number one multilateral donor present in Kosovo. Over 50 per cent of respondents consider inclusion of gender issues in the strategic planning as a very important issue.

- Respondents state that: “If gender issues are not seen as a priority in the EU agenda, then women’s organizations will cease existing” They go on to say that whereas a series of mechanisms have been built to promote gender equality in Kosovo, still cooperation between government institutions of the Republic of Kosovo and the organizations dealing with women issues is still feeble.
- Around 95 percent of the respondents think that it is necessary to attend and benefit from trainings organized by TACSO on application procedures for IPA projects in Kosovo, whereas only 5 percent do not speak in favour of increasing the number of these events.
- The matrix presented in the Action Plan for European Partnership for 2010 drafted by the Ministry of European Integrations, 98 percent of the priorities deal with other issues, whereas the remaining 2 percent address gender issues. Women are addressed specifically only in Point 39 of this Plan: “To define and approve government programmes for promoting women’s rights in Kosovo”. This ranking of priorities was done by the National Programme for Achieving Gender Equality, drafted by the Agency for Gender Equality.
- Key issues tackled by all progress reports during the 2007 – 2009 period are those of domestic violence and weak capacities of central and local authorities to address gender issues in Kosovo.
- However, it must be pointed out that government institutions responsible for gender equality have not been heeding calls by EC progress reports to

improve issues and situations portrayed negatively therein. Therefore, one notices slight differences in nuances between the different progress reports, with domestic violence, small number of women in decision making positions and the low capacity of Kosovo local and central authorities to deal with gender issues continuing to be the main sources of concern.

- In general, progress reports lack assessments with a gender perspective. In most of the facts presented there one gets the impression that the primary source of were government institutions in stead of civil society organizations directly involved in the field of gender issues
- Completion of EU interventions that supported reconstruction programmes in the immediate post-war period did not include also addressing of women's issues, whereas this same post-war period brought about phenomena such as human trafficking, domestic violence and other social pathologies in which women were the victims in ever growing numbers.
- During 2001, the Kosovo Foundation for Civil Society supported 89 non-governmental and civil society organizations. However, compared to the total number of projects supported by AER, this grant of 1.000.000 € remained an insignificant contribution.
- The report "Social inclusion in EU development" identified an immense gap between rhetoric and reality in the CARDS projects, but also in general in EU projects.
- As a result of the lack of policies and strategies for inclusion of gender perspective during the 1999-2020 periods, allocation of funds for gender inclusion in projects funded by ECHO was done only on ad hoc basis. The Special Report on management

of humanitarian aid for war victims in Kosovo by the European Commission and ECHO does make any mention of women's issues in any of its chapters.

- On the other hand, national or country programmes of IPA funded projects include gender issues and some other issues as cross cutting issues.
- An analysis of IPA projects' annual reports shows that the only concrete, prioritised and measurable support of gender perspectives by IPA projects is contained in funds granted for EIDHR.
- Gender issues are included in IPA project descriptions as cross-cutting issues, but due to the lack of concrete and direct assessments of their impact for every single project, the gender perspective gradually diminishes during the project implementation to vanish altogether in the end.
- Experts familiar with IPA projects tell about the lack of evaluation of these projects from a gender perspective. They state many reasons for treating gender perspective as a cross-cutting issue. In the first place, it comes as a result of the comparison with other immense problems of the Kosovo society. Secondly, they think that this is due to the small number of gender experts involved in EU projects in Kosovo.
- Grant application forms designed and used by EIDHR do not include gender issues as cross-cutting issues. At the same time, gender aspects are not included among indicators for evaluation of submitted project proposals.
- "EU Instrument for Democracy and Human Rights (EIDHR) is granting significant funds for project proposals coming from civil society organizations that serve to strengthen democracy and human rights – including gender rights.

- However, despite the verbal commitment in favour of gender inclusion there is a lack of concrete programmes that would address it. Thus, of the €1,773,000 allocated by MIDP programme in support of civil society, only €374,130 were granted for four project supporting women's rights.
- There are two projects - "**Basileus**" and "**JoinEuSEE**" – financed within the "Erasmus Mundus" programme. During 2009, 86 percent of participants in the "JoinEuSEE" programme were men, whereas only the remaining 14 percent were women. This ratio does not improve much in 2010 either with the majority or 69 percent of participants again being men and the remaining 31 percent women.
- Gender composition of the European Union Rule of Law Mission in Kosovo (EULEX) is dominated by men. 79 percent of members of this mission are men, whereas only 21 percent are women. Both in numbers and in terms of holding decision making, men are in general in a more favourable position than women.
- The only institution with a different gender composition of its staff members is the European Commission's Liaison Office with 59 percent of its staff being women and 41 percent men. However, here too, decision-making positions are occupied by men.<sup>1</sup>

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<sup>1</sup> European Commission Liaison Office in Kosovo <http://www.delprn.ec.europa.eu/?cid=2,111>. Taken from internet on March 20, 2010.



## Recommendations

- A review of all EU projects in which gender issue is included as a cross-cutting issue is recommended in order to see the extent of implementation of the gender dimension. This would also serve to ascertain the level of implementation of obligations coming from European Union gender policies and strategies. These reports should then be made available to research institutions and to relevant stakeholders.
- Whereas EU policies and strategies are sufficiently inclusive of gender issues, their practical implementation leaves a lot to be desired and should be given more importance, including periodical reviews of implementation of gender policies and strategies of EU mechanisms active in Kosovo.
- It is crucial to include women and their needs in all planning and distribution of emergency aid in conflict and post-conflict countries. Therefore, lack of gender strategies and policies and lack of evaluation of projects containing gender dimension (such as TAFKO and ECHO programmes) in Kosovo should serve as an experience and a lesson for future interventions.
- Instrument of Pre-Accession – IPA should build mechanisms that will directly evaluate implementation of gender dimension in its projects in order to eliminate the possible “disappearance” of gender inclusion during the implementation phase of its projects.
- Formal treatment of gender issues by the Government of the Republic of Kosovo is different from their practical implementation. For this reason, further steps are needed for its adequate prioritization.

sation and inclusion in three main fields: politics, economy and EU standards.

- The Government of the Republic of Kosovo should address issues identified and presented in Progress Reports and take adequate measures to solve problems and to meet needs related to women, especially since some of them keep being repeated in progress reports over years.
- To include the gender dimension in all areas treated in Progress Reports as cross-cutting issues and to ensure coherence of women related data and statistics in a way that will allow evaluating and measuring accomplishments in the field of gender issues.
- Including gender issues as a cross-cutting issue in the same group with environmental and minority issues in EU policies and strategies needs to be thoroughly reviewed. Gender Issues is recommended to be considered as a separate category.
- The European Instrument for Democracy and Human Rights (EIDHR) should set up a separate programme for gender issues and put aside a specific fund dedicated for project proposals coming from women organizations from Kosovo.
- The European Commission should provide that implementing organizations take in consideration inclusion of gender perspective in their projects and evaluation of gender dimension in their monthly and annual reports.
- Documents like Enlargement Strategy, Progress Reports and the Action Plan for European Partnership need to include gender issues among priority areas and funds should be allocated for these issues aside of funds allocated for projects that include gender as a cross-cutting issue.

- Target women organizations to increase their capacities for application for grants issued by EU instruments in trainings organized by the Technical Assistance for Civil Society Organizations (TACSO).
- Increase participation of women in local and regional activities organized by various EU programmes (such as JoinEUSEE, etc.) in order to achieve equal participation.
- According to the Law on Gender Equality, every ministry is expected to recruit an officer for gender equality; the Ministry for European Integrations should therefore also take under consideration this Law so that gender issues are related to the issue of European Union and to treat institutional mechanisms within this position.



## INTRODUCTION

While all other countries in the region have been in some way included in the process of enlargement, Kosovo is connected to it through a specific “Tracking Mechanism of Stabilization and Association”. In fact this model is a modification of the Stabilization and Association Agreement signed by other countries of the region. With this specific status, Kosovo has more limited opportunities to participate in EU assistance programmes and schemes.

“European Commission is in search of forms that would allow Kosovo to fully benefit from all SAP instruments, and while waiting for recognition of its independence – to enter into concrete contractual relations”<sup>2</sup>.

The situation is made more complex by the fact that the state of Kosovo has been recognized by 70 countries, whereas five EU member states continue not to recognize the youngest nation in the world.<sup>3</sup>

However, the process has not been halted in a standstill, since Kosovo has benefited from several European Union financing schemes and programmes. These schemes include: ECHO EC – Humanitarian Office, for the period 1992-1999; EU support to assistance programmes 1999-2000 (112 million Euro), CARDS Programme 1999-2006 (€ 1, 635, 70 Mn). Currently, EU funds are distributed using some assistance schemes such as Instrument of Pre-Accession (IPA), Twinning, TAIEX, Financial Contributions for participation in community projects, Civil Society Grants, Central Budget Support (in exceptional cases) and the European Instrument for Democracy and Human Rights (EIDHR).

Donors have made significant influence in introducing changes and progress in the Kosovo society.

“Donors kept channelling their assistance and support through government institutions in efforts to help Kosovo in building its institutions and infrastructure.”<sup>4</sup>

However, very little has been done at the same time to

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<sup>2</sup> Hajrullahu, Venera. Report: “Current situation and main challenges for Kosovo on its road to EU membership.” 2008.

<sup>3</sup> Shekulli daily “Five EU member states block Kosovo” Downloaded from internet on 20 July 2010. <http://www.shekulli.com.al/2010/07/28/kryeministri-thaci-5-vendet-e-be-se-bllokojne-kosoven.html>

<sup>4</sup> Luljeta Vuniqi, a presentation given in the meeting “Dialogue with civil society,” organized by the European Commission Liaison Office on 7 July 2010

channel this support in addressing issues related to women and gender equality. Thus, one part of the donor community viewed gender very low in their list of priorities. Nevertheless, EU supported several projects that addressed gender issues in the past, but their implementation and impact have never been evaluated. More so, the level of inclusion of gender in the planning and programming of EU projects still remains unknown. Again, in spite of the significant EU presence in Kosovo through EULEX and other EU institutions, gender issues have not been sufficiently included in the political agenda or raised by European Commission institutions in Kosovo. As a result, the Kosovo Government has failed to see it as a priority of its accession agenda despite the clear references to gender equality in the annual progress reports.<sup>5</sup>

## **Development of the European Union Assistance for Kosovo**

Kosovo has benefitted from Community Assistance since 1998, through several instruments, including regular technical assistance, humanitarian aid, emergency financial assistance and financing of UNMIK Pillar Four. Before 1998-1999, the entire EU assistance for Kosovo was managed by the Federal Republic of Yugoslavia (FRY), which Kosovo was constitutive part of. Practically, Kosovo was supported by EU in exceptional cases of crises. During 1999 and later, however, these funds were allocated based on needs and developments on the ground in Kosovo. Since then, Kosovo benefitted from DG ECHO and for the 1998-2002 period € 400<sup>6</sup> million were spent. Apart from these, the European Union has also given funds in emergency assistance programmes (including budget support) in the total amount of € 115<sup>7</sup> million for projects in Kosovo.

On the other hand, the biggest financial programme for Kosovo after year 2000 started to be deployed by the programme

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5 Forum 2015 - Mrak, Mojmir & Tilev Dragan "Absorption of EU Pre- Accession Funds – Concept and Implipactions for Kosovo," 2008

6 Court of Auditors: Special Report No 2/2001 - Concerning the management of emergency humanitarian aid for the victims of the Kosovo crisis (ECHO), together with the Commission's replies.

7 EU Pre-accession instruments: Development of absorption capacities in Kosovo, policy paper (Kosovo Civil Society Foundation), policy paper.

known as Community Assistance for Reconstruction, Development and Stabilisation – CARDS. By the time it was completed in 2006 this programme, together with other EU support for Kosovo totalled the amount of € 1,174 Mn. These CARDS programme projects were managed by the European Agency for Reconstruction through its operational office in Prishtina. Several of CARDS projects are still in the process of their implementation.<sup>8</sup> Significant funds were given separately to support operations of UNMIK Pillar Four, which spent € 126, 43 Mn until 2006.

Based on the above-mentioned amount, the financial aid for Kosovo in the period between 1998 and 2006 amounted to € 1, 814, 93 Mn.

After launching of Instrument of Pre-Accession – IPA, all financial support coming from the European Commission was consolidated under this instrument (thus replacing all other programmes, such as CARDS, ISPA, SAPARD, and Instrument of Turkey). This instrument has become the main promoter for candidate and potential candidate countries for accession in the European Union. Only for the period 2007-2012, € 565.1 million have been allocated for Kosovo, whereas the amount mobilized for the period 2007-2009 totals € 359.1 million.<sup>9</sup>

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<sup>8</sup> Ibid.

<sup>9</sup> European Commission Liaison Office in Kosovo. "Pre-Accession Instrument for Assistance." Downloaded from internet on 25 May 2010; <http://delprn.ec.europa.eu/?cid=2,94>

## Gender equality as a cross-cutting issue

In general, all European Union programmes view gender equality as a cross-cutting issue, together with human rights, good governance and protection of environment. The same as other cross-cutting issues, gender equality is essentially an important objective and is closely linked with other goals that influence the sustainable social development. Gender equality should be considered crucial and cutting across several sectors including those pertaining to primary education, health, economy, etc.

“The approach of the Instrument for Pre-Accession (IPA) applied towards gender issues as cross-cutting issues is very weak and minimalistic, especially when compared with the problems facing women in Kosovo.”<sup>10</sup> More so, according to Igballe Rogova “gender perspective is included in EU projects only as a lip service on paper.”<sup>11</sup>

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*“Gender issue is considered a cross-cutting issue; it should be much more than that: it should be incorporated in the philosophy of the European Commission.”*

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If gender is a social determination efficiently functioning in all aspects of an individual’s life, then gender equality would always find itself in an endless quest to adapt to new aspects and elements of everyday life.

Strategic documents of the European Union treat gender issue as a cross-cutting issue. “Cross-cutting issues require actions in multiple fields and therefore need to be integrated in all donor programme areas and addressed in all policy dialogues for development.”<sup>12</sup>

Position of women’s organizations regarding European Union projects in Kosovo and funds allocated for women

According to representatives of women’s organizations, bureaucratic application procedures, lack of knowledge on application procedures for EU programmes among women’s organizations, lack of knowledge on ways to increase impact of their projects after their approval, lack of evaluations on the gender dimension as a cross-

<sup>10</sup> Interview with Flora Macula, Advisor for Peace and Governance, UNIFEM, Office in Prishtina.

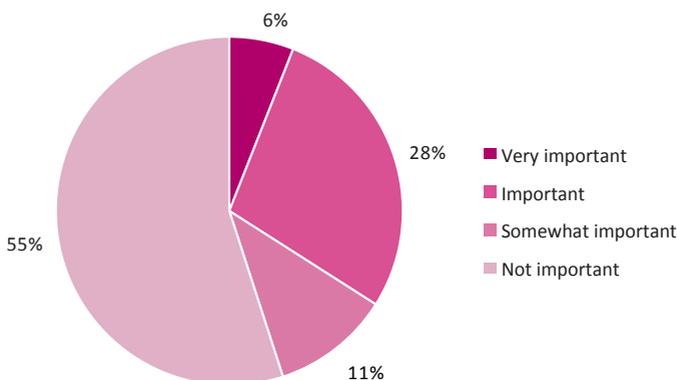
<sup>11</sup> Interview with Igballe Rogova

<sup>12</sup> Luljeta Vuniqi, a presentation delivered at the “Dialogue with the civil society” event held on July 7, 2010

cutting issue in EU planning and programming, and non-targeting of gender issues in trainings on application procedures represent the biggest obstacles on the way to receiving EU grants in Kosovo.<sup>13</sup>

As a result of above mentioned factors, women's organizations are not in a position to plan or foresee initiatives related to improving social life of women in Kosovo.

Women's organizations in Kosovo appreciate the important role of international donors in accomplishing their mission for improving the position of women in Kosovo. However, they emphasise that numerous organizations have had to stop their activities because of the obstacles mentioned before standing between them and EU financial instruments, as the biggest multilateral donor present in Kosovo. Over 50 percent of respondents consider that it is very important to include gender issues in their strategic plans<sup>14</sup>



**Graph 1:** Position of respondents on the issue of including gender issue in donor strategic plans

Even more so, some of the respondents have stated that: "If gender issues do not become a priority in the EU agenda, women's organizations will cease existing"<sup>15</sup> They think that despite numerous institutional mechanisms set up to achieve gender equality in Kosovo, the level of cooperation between the Government of the Repub-

<sup>13</sup> A survey carried out with a quota sample of representatives of women's organizations in Kosovo.

<sup>14</sup> For more see Graph 1.

<sup>15</sup> A survey carried out with representatives of Women's Organizations in Kosovo

lic of Kosovo and organizations active in the field of women's rights remains still at a minimum level. Regarding the issue of benefitting from grants coming from EU instruments, women's NGO-s maintain that there should receive further training in this area.

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*We need to participate in training events for IPA projects, since such projects help in implementation of standards for European integrations. It is worthwhile to mention the experience of some organizations that have participated in such training, who maintained that the training was too abstract in offering theoretical information and not very easy to grasp by the participants.*

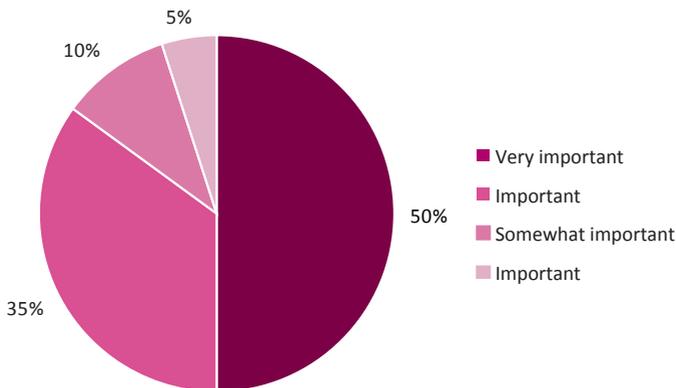
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*Respondent answer from the survey*

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Around 95 percent of the respondents stated that they would need to be included in training events organized by TACSO on the theme of application procedures of IPA projects in Kosovo. 5 percent of the respondents did not report any increased need for such training.

Most of the respondents are aware of these trainings organized by TACSO. More so, most of them when talking about EU programmes in Kosovo, refer to the European Instrument for Democracy and Human Rights (EIDHR) and TACSO trainings.

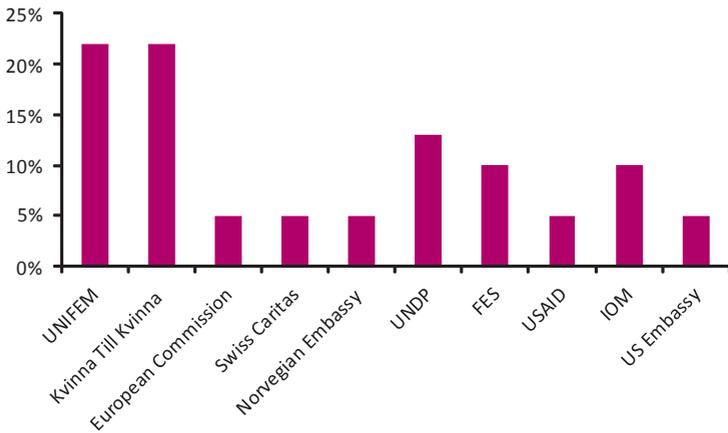


**Graph 2:** *How important is it to attend trainings on ways to apply for European Union funds in Kosovo?*

85 percent of respondents think that trainings organized by TACSO are critical for building capacities of their staff to apply for funds made available by EU instruments in Kosovo.<sup>16</sup>

*I think that training events should be organized in writing project proposal for EU funds offering concrete models and analysing real projects.<sup>17</sup>*

Respondents maintain that difficulties to raise funds from EU programmes in Kosovo are also linked to the lack of interest among decision to support the development of civil society in Kosovo, and in particular development of women’s organizations. As a result, overtly bureaucratic application procedures lead to a reduced number of organizations dealing with gender issues.



**Graph 3:** Respondents’ opinion about donors supporting women’s organizations in Kosovo (in percentages)

Regarding respondents opinion about the donors who allocated specific funds for women, the survey results showed that United Nations Women’s Fund - UNIFEM and the Swedish foundation Kvinna Till Kvinna are the two main organizations providing the

<sup>16</sup> Whereas 10 percent of respondents stated that trainings on application for European Union funds in Kosovo are “somewhat important”, another 5 percent considers these to be “of no importance”.

<sup>17</sup> Answers to open questions by respondents.

biggest share of funds with 22 percent each. According to women's organizations the second biggest donor for women in Kosovo is the United Nations Development Programme – UNDP.<sup>18</sup>

As can be seen in Graph 3, respondents pointed out that in general "An inclusive approach towards civil society (women's organizations) has been a common feature of international community in Kosovo. International organizations have played an important role in efforts to support priorities identified by the leaders of local women's organizations - most often yielding impressive results."<sup>19</sup>

### **Action Plan for Implementation of European Partnership for Kosovo and Gender Inclusion (2007-2010)**

Kosovo Plan for Implementation of the European Partnership specifies sub-sectors that could benefit from IPA assistance and ways to coordinate it with the support coming from other donors and from the Kosovo budget. "Any further development is measured based on the implementation of key Mid- and Long-term Priorities of the European Partnership."<sup>20</sup>

This Plan is at the same time also the key planning document of the Kosovo Government serving to outline activities needed for the implementation of the European agenda and move forward the process of EU integration of Kosovo. Kosovo authorities, similar to those of other countries in the region participating in the Stabilization and Association Process, have been asked to draw an action plan that will address implementation of European Partnership objectives and priorities. A gender perspective analysis of the Action Plan for 2010 offers very little information on the ranking of priority issues related to women in Kosovo.

The matrix of the Action Plan 2010 shows that only 2 percent of priorities belong to gender issues with the vast majority of 98 percent of measures dedicated to other issues. Only paragraph 39 addresses women specifically: "Define and adopt a government program to promote women's rights in Kosovo."<sup>21</sup> This ranking of

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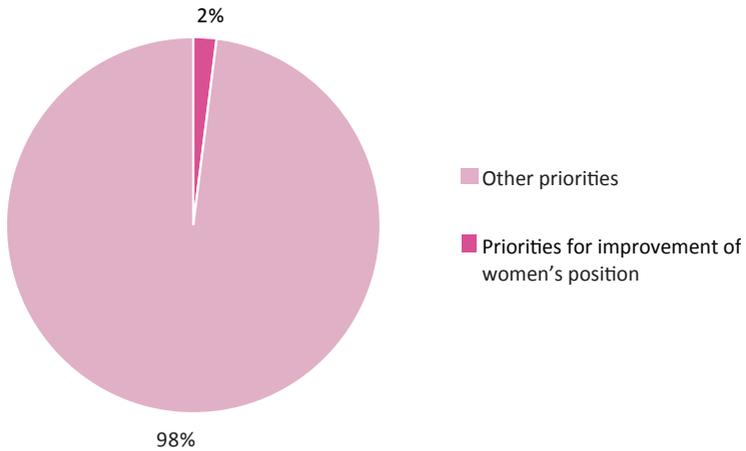
18 For more see Graph 3.

19 Maquire, Sarah- Summary Report "Implementation of Security Council Resolution 1325 in Kosovo", September 2008.

20 Kosovo Plan for Implementation of European Partnership, July 2010, page 10.

21 For more, see Kosovo Plan for Implementation of European Partnership 2010, page 76.

priorities was done by the National programme for Achieving Gender Equality, drafted by the Agency for Gender Equality.



**Graph 4:** *Priorities of the Action Plan for European Partnership for 2010*

Source: Kosovo Action Plan for Implementation of European Partnership

Apart from being under-represented, gender issues are also referred to in the Kosovo Action Plan for Implementation of European Partnership in very general terms, such as "Gender equality perspectives should also be taken in consideration."<sup>22</sup>

Unlike in Action Plan for Partnership for 2010, the document of 2006 included women in the section of Democracy and Rule of Law. Drafting and implementation of the policy on gender equality in the Kosovo Protection Corps (KPC) was included among the key priorities.

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<sup>22</sup> Kosovo Plan for Implementation of European partnership, 2006, page 32.

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*The Agency for Gender Equality can serve well as an illustration of the lack of commitment and political will on the part of our institutions towards these issues. Even though placed within the Prime-Minister's Office, as the most important institutional mechanism for achieving gender equality, this Agency is understaffed and poorly budgeted. For the financial year 2009, their budget was only € 208,924 and it was supposed to serve for the implementation of the very ambitious and very costly National Programme for Achieving of Gender Equality in Kosovo.*<sup>23</sup>

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Whilst, implementation of the Law on Gender Equality, domestic violence and human trafficking are the only priorities outlined in the document on European Partnership for 2006, but again they are overshadowed in importance by minorities and other groups at risk.

An analysis of all Action Plans for EU Partnership for the period 2006-2010 clearly indicates that gender issues are viewed as cross-cutting issues and tagged as "other issues", where they are grouped together with minorities and persons with disabilities.

Implementation of the European Partnership for Kosovo is monitored by the process of the stabilization and association and its mechanisms. In more concrete terms, the European Commission drafts and presents its annual report called Progress Report for Kosovo.

## **Presentation of gender issues in Progress Reports – Case of Kosovo**

Progress Reports are drafted and issued every year by the European Commission for every country of the Western Balkans included in the Process of Stabilization and Association (PSA). These reports are usually made public in autumn of every year showing progress of these countries on their way towards European Union within the PSA. "The purpose is to use Progress reports to assess the concrete situation in the field of European integrations for ev-

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<sup>23</sup> Luljeta Vuniqi, a presentation given in the meeting "Dialogue with civil society," organized by the European Commission Liaison Office on July 7, 2010.

ery country, where candidate or potential candidate country for EU membership.”<sup>24</sup>

By analysing these Progress Reports it is possible to see the differences in EU priorities and objectives regarding gender issues and to keep track of differences in approaches to and understanding of these issues by the European Union and National Plans.

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*Progress Report on Kosovo started to be published since 2005. Before that, Kosovo was monitored within Serbia.*

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The analysis of Progress Reports shows only minimum conditions for inclusion of equal opportunities in national documents pertaining to instruments of pre-accession.

Progress Reports for years 2007-2009 address gender issues within the section on “Economic and social rights.” Negative aspects of the gender issues in the Progress report for 2007 focus on political criteria such as legislation and weak operation and functioning capacities of the Agency for Gender Equality. Regarding legislation, it is stated that the legislation on domestic violence is not efficient, whereas the Law on Gender Equality should be modified to be more responsive to the current requirements. Referring to the Agency for Gender Equality, the Progress Report stresses the need for building of capacities, legitimacy and a clearer status. As a consequence of the resignation in the same year by the Head of this Agency, it is still being run by an acting director.

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*“A deeper analysis of the Progress report will show that gender issues are completely absent; they are usually considered as part of social issues or human rights.”<sup>25</sup>*

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Later, Progress Report for 2008 focuses more on issues of human trafficking, which is seen as the key source of concern. Nevertheless, concerns over domestic violence and lack of action to appoint the head of the Agency for Gender Equality are repeated in the reports for years 2008 and 2009. Additionally, the Progress Report for 2008 expresses concern about the “frequent violation of women’s rights.”<sup>26</sup>

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24 Ministry of European Integration in Kosovo

25 Intervistë me Flora Macula, Këshilltare për Paqe dhe Qeverisje, UNIFEM, zyra në Prishtinë.

26 Raporti i Progresit 2008.

The main issues dealt with in Progress Reports of the period 2007 – 2009, are those of domestic violence and weak capacities of local and central institutions dealing with gender issues in Kosovo. These reports also point out the low level of awareness on gender issues and express concern about the weak promotion of gender equality in the society. However, it needs pointing out that government institutions responsible for gender issues have not sufficiently taken in consideration progress reports' calls for improvements in identified weak areas. As a result there are only minor differences between the Progress Reports, which continue to express concern about domestic violence, insufficient inclusion of women in decision-making, as well as weak capacities of local and central institutions responsible for gender issues in Kosovo.

In general, gender issues as addressed in the Progress reports lack evaluation from a gender perspective and coherence in addressing of issues. Looking at the facts presented therein one gets the strong impression that government institutions rather than civil society organizations directly dealing with these issues have served as the sole source of information for these Progress Reports.

Even more so, analyses of Progress reports show that issues related to women in Kosovo are clearly not a priority. Thus, even though Progress Report for 2007 makes mention of the need to "Implement training measures based on Convention for Elimination of All Forms of Discrimination Against Women" the three Progress Reports of 2007-2009 miss to explain that Kosovo Government has failed to report to the CEDAW Committee. The Government was expected to submit a report until June 1<sup>st</sup> 2008, but it did not happen. The priority list of Kosovo government also missed to include the Approval of the Programme on Gender Equality<sup>27</sup> by the Kosovo Assembly and a report on achievements in the field of gender equality in this Assembly. Neither of these important tasks was ever made evidence of in the Progress reports.

It was because gender issues are not part of the agenda of the Kosovo Government and because they are superficially elaborated and only included as part of the social and economic rights of the Progress Report that cooperation was initiated between UN Agencies and Kosovo women's organizations in order to ensure that their data and information are made available for the progress report 2010.

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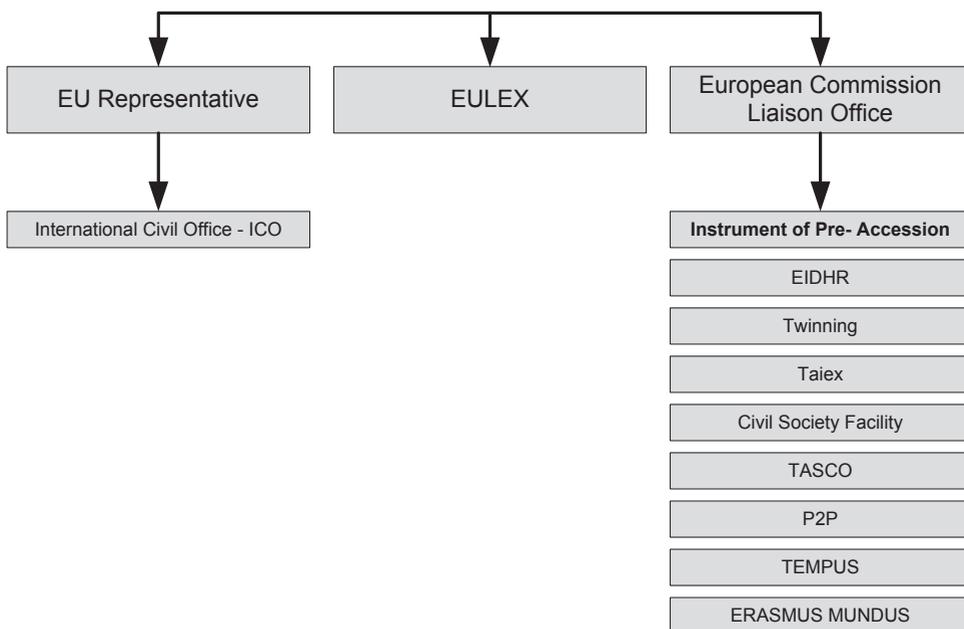
<sup>27</sup> Approval of the Programme for Gender Equality by the Kosovo Assembly was done only later on 6 April 2010.

## Presence of European Union in Kosovo

### Previous instruments



### Current presence



## **European Agency for Reconstruction (EAR) – Programmes TAFKO and CARDS (Community Assistance for Reconstruction, Development and Stabilization)**

European Agency for Reconstruction (EAR) was deployed in Kosovo in circumstances of post-war period. Before this, EU assistance was coordinated and distributed through TAFKO programme, which was established at the end of summer 1999 for emergency situations. From 2000 until 2006, the Agency operated within the Community Assistance for Reconstruction, Development and Stabilization (CARDS) Programme, which was a wider EU intervention that included also Albania, Bosnia and Herzegovina and Croatia. In fact, this programme is part of the Stabilization and Association Process of the EU – a key element of the EU policy for the conflict stricken region over a protracted period.

This programme of the European Commission provided € 127.000.000 that focused more on reconstruction efforts including economic reconstruction (€ 62.5 million), general public services (€ 5 million), transport and local administration (€ 6 million), the regional hospital in Mitrovica (€ 1 million) and Rehabilitation and Integration Programmes (€ 35.5 million).

Compared to efforts to rebuild the country, women's issues remained out of plans for reconstruction, even though the post-war period brought various new phenomena such as trafficking in persons, domestic violence and several other social pathologies of which women were constant victims and in growing numbers. "Due to porous borders in the south of the former Yugoslavia, the instability of the entire region after a decade of conflicts, and due to a heavy military and civilian international presence, human trafficking started to thrive in this part of the region, frequently including women as their victims."<sup>28</sup>

This phenomenon gained in vigour in 1999 and even though it started in the East and found easy passageways through Serbia, Macedonia and Bosnia, only Kosovo found itself in newspaper headlines. And again, women were in need of protection from a criminal and primitive society – overlooking the fact that the real

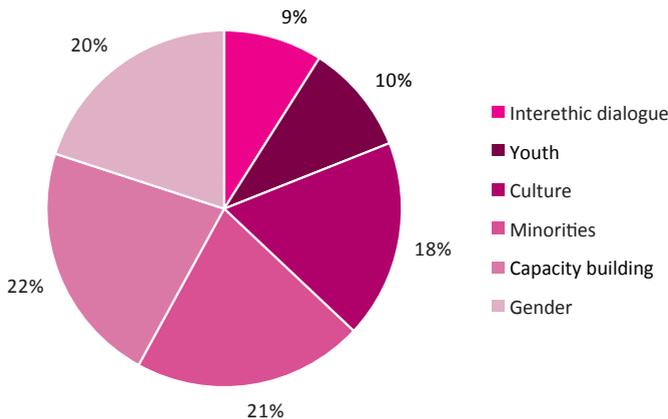
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28 Center for Gender Studies "Lecture On Gender Issues" - Narratives of Women in War: the Kosovo case, Di Llellio Anna, page 7 – 14.

owners of the brothels were the same members of international missions who were sent to play the role of protectors.”<sup>29</sup>

From the total amount of € 127 million, € 500.000 were allocated for project proposals coming from civil society, but data are missing to confirm if women’s organizations benefited directly from these funds.

It was only during 2001 that € 1.000.000 were allocated to the programme for support of civil society and the Kosovo Foundation for Civil Society was assigned to manage the fund. Thus, gender issues started to be part of plans for allocation of funds that would support better treatment of the position of women in the society. “During 2001, Kosovo Foundation for Civil Society supported 89 nongovernmental and civil society organizations.”<sup>30</sup> However, this grant of 1 million € remained a tiny drop in the ocean of projects funded by the EAR.



**Graph 5:** Funds allocated to NGOs 2001 – 2003 (in percentages)

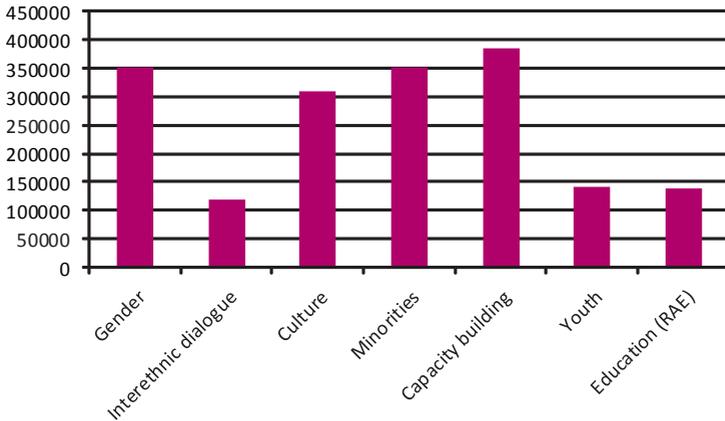
Source: Kosovo Foundation for Civil Society “EAR funds in support of civil society 2001 – 2005”.

During 1999-2001 period women’s issues were not included in EAR programmes. However, the situation changed when KFCS undertook to manage funds. As a result, gender issues and other groups at risk, including minorities, became part of their priorities and strategic plans. “The main focus of KFSC work will be to give

<sup>29</sup> Ibid.

<sup>30</sup> Kosovo Foundation for Civil Society “EAR Funds in support of civil society 2001 – 2005.”

grants to civil society organizations active in the following sectors: gender issues, culture (cultural exchange), youth, minorities and capacity building.”<sup>31</sup>



Graph 6: Funds allocated for NGOs 2001 – 2003 (in Euros)

Source: Kosovo Foundation for Civil Society “EAR funds in support of civil society 2001 – 2005.

## CARDS programme (Community Support for Reconstruction, Development and Stabilization)

Between 2000 and 2006, 4.6 billion € in assistance were pledged for the Western Balkans through the CARDS Programme (Community Support for Reconstruction, Development and Stabilization), approved through the European Council Regulation No. 2666/2000, of 5 December 2000.

*Technical implementation of CARDS programmes was carried out by the European Agency for Reconstruction that ended its mandate at the end of 2008. By that time the European Commission Office is established and the responsibility for management of CARDS and new IPA*

<sup>31</sup> Kosovo Foundation for Civil Society “EAR funds in support of Civil Society 2001 – 2005.”

*programmes is handed over to the staff of ECLO.*

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The overall objective of the programme was to support countries of the Western Balkans (Albania, Bosnia and Herzegovina, Croatia, Former Yugoslav Republic of Macedonia and Serbia and Montenegro, including Kosovo) in the Process of Stabilization and Association.

The evaluation report “Retrospective Evaluation of the CARDS Programme” clearly specifies recommendations to increase attention for gender issues and minorities. The Report also stresses lack of sensitivity towards gender issues, in particular in public administration. “Cross cutting issues must be made operational through clear instructions regarding requirements of project partners. A clear strategy should be drafted with operational guidelines and Terms of Reference should give clear instructions on specific requirements from each of the project stakeholders regarding cross-cutting issues.

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*More should be done at the policy level, especially having in mind lack of sensitivity for gender issues and minorities in the administration.*

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Further more, one of the findings of the report deals with the lack of adequate approaches to the gender issues in CARDS programmes in general. The report “Social inclusion in EU development aid”<sup>32</sup> gender issues are seen as a wide gap between rhetoric and reality in CARDS projects and in general in EU programmes.

## **European Commission Humanitarian Office**

The mandate of ECHO, according to EC Regulation number 1257/96 is to provide emergency assistance to support victims of natural disasters or armed conflicts. The assistance is usually intended to those in distress irrespective of race, religion or political affiliation.

ECHO is tasked to swiftly provide goods and services to the crises areas. Goods may include essential supplies, specific food, medical equipment, medicines and fuel. Services may include med-

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<sup>32</sup> Dr. Chandler, David “Social inclusion in EU development aid – Chapter Ten”, 2009.

ical teams, water purification teams and logistical support. Goods and services reach areas in need via ECHO partner organizations.

Since 1992, ECHO funded and provided humanitarian aid to crises areas in more than 85 countries through its partners. ECHO grants cover emergency aid, food supplies and assistance for refugees and displaced persons in an amount exceeding € 700 million every year.

Table 1: Ranking of years according to total amounts allocated for Kosovo<sup>33</sup>

Year	1999	2000	1998	2001	2002	Total
Amount	378 million	38.4 million	22 million	14 million	2 million	454.4 million

The total amount allocated for Kosovo, according to Paul De Spiegeleer <sup>34</sup> is 454,4 million Euros. The largest amount was allocated in 1999, totalling 378 million Euros, followed by year 2000 with 38.4 million, 1998 with 22 million and 2001 with 2 million.

The Commission took six decisions to disburse funds for humanitarian aid. There were in total 378 million Euros pledged for 1999. On December 31, 1999, only 299,5 million Euros (79 %) were accounted in terms of contracts. Additional contracts in value of 16.3 million Euros were signed on March 6, 2000.

On April 15, 1999, the Commission transferred € 150 million from contingency reserves. The decision for € 150 million aims to cover the period from April 1<sup>st</sup> until September 30<sup>th</sup> 1999. In reality, funds were contracted very slowly during these quarters to be distributed by the end of every given quarter. For instance, only 61 percent of the € 196 million were contracted by December 31<sup>st</sup> 1999. According to ECHO, complexity of the crises and the massive return of refugees to Kosovo justified the decision of the 30<sup>th</sup> September 2000 for disbursement of € 150 million and the decision of 31<sup>st</sup> August 2001 for disbursement of € 196 million.<sup>35</sup>

Most of the funds were disbursed for projects implemented by UN partners such as UNHCR, WFP, WHO, UNIFEM and UNDP. For part of funds even there was no strategy for monitoring

<sup>33</sup> The amounts presented in this table were taken from an interview via electronic mail with Paul De Spiegeleer - (information correspondent - ECHO team);

<sup>34</sup> Interview with Paul De Spiegeleer via email.

<sup>35</sup> A summary from Court of Auditors Special Report for emergency crisis in Kosovo during 1999-2002

or evaluation of implementation of such projects, thus leaving an information gap on assessment of basic needs, including those of women.

Having in mind that ECHO funds for Kosovo were disbursed during 1999-2002, when there were no strategies or policies for inclusion of the gender dimension in its projects, it can be argued that gender inclusion was only addressed on ad-hoc bases. On rare cases, such interventions were carried out by partners spending ECHO funds. Apart from general irregularities with management of funds during this period, there was usually a serious deviation from the gender component of the projects. This resulted in significant lack of inclusion of gender perspective in projects of the abovementioned period in Kosovo.

The Special Report of the European Commission and ECHO on management of emergency humanitarian aid for victims of the crisis in Kosovo does not include women's issues in any of its chapters.

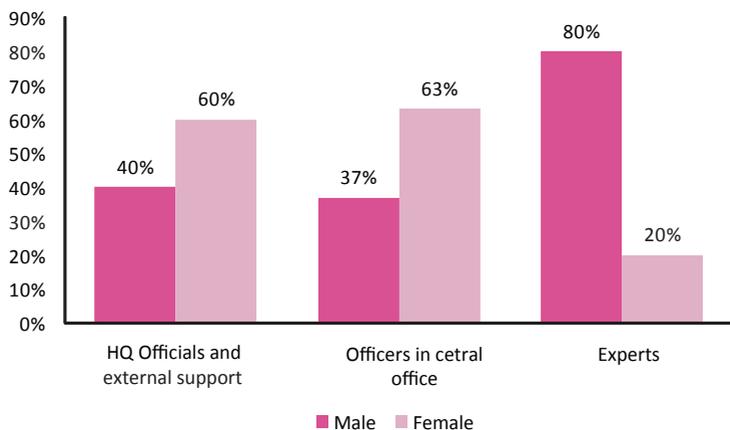
A number of strategies drafted by the European Union provide that participation of women in distribution of humanitarian aid is crucial and should be promoted as such. However, at the time when Kosovo women needed most support, DG ECHO did not pay due attention to gender aspects and extended its support for women only in specific projects and on an ad-hoc basis, without having developed any gender based strategies or policies.<sup>36</sup> A review of gender issues that included strategies against sexual and gender based violence in humanitarian interventions started to be developed only in 2008, to be finalized only in 2009<sup>37</sup>. Regarding recommendations that came from this review, DG ECHO has already engaged in drafting a policy document that aims to outline its gender approach. A draft policy document is expected to be ready by end of 2010.<sup>38</sup> However, these policies are already too late for Kosovo, since the phase of emergency humanitarian aid has long ended here.

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36 Humanitarian Aid & Civil Protection "Gender Considerations" Downloaded from internet on May 15, 2010. [http://ec.europa.eu/echo/policies/sectoral/gender\\_en.htm](http://ec.europa.eu/echo/policies/sectoral/gender_en.htm)

37 This review is written by O'Gorman, Eleanor & Everest Clifton Ian "Review of Gender Issues Including Strategies Against gender - Based Violence in Humanitarian Interventions", 2009.

38 O'Gorman, Eleanor & Everest Clifton Ian "Review of Gender Issues Including Strategies Against gender - Based Violence in Humanitarian Interventions", 2009.



Graph 7: Gender composition of ECHO staff<sup>39</sup>

In the end of 2008 the EU Comprehensive Approach was drafted for implementation of UN Resolutions 1325 and 1820, which emphasize protection of women and their direct participation in responding to conflicts. The European Commission has made all efforts to include such an approach in all its instruments, including that on humanitarian aid for countries in conflict. For this purpose a Task Force has been established for Security, Peace and Women with a mandate to oversee implementation of the EU Comprehensive Approach.

The commitment of DG ECHO for inclusion of gender issues in its activities in countries of intervention came to life only after the establishment of the Task Force, which also became part of the “Relex” working group on gender issues.

The extent to which there is a lack of strategies and policies for gender inclusion in efforts of DG ECHO in response to crises and conflicts can best be seen in their document on inclusion of gender perspective and future steps in this regard. “A clear action plan and a policy statement by DG ECHO on gender dimensions would serve as a drive to determine parameters for action and would allow for increased participation to ensure coordination and coherence in European Commission and EU activities with special attention on boundaries of humanitarian activities as set in the Humanitarian Consensus”<sup>40</sup>

<sup>39</sup> Ibid

<sup>40</sup> European Commission “Gender Annual Review”, 2009

## Instrument of Assistance for Pre-Accession (IPA)

Instrument of Pre-Accession (IPA) is a new financial instrument established by the European Commission Regulation No 1085/2006<sup>41</sup> of 17 July 2006. Starting from 2007, IPA replaces all existing instruments by simplifying and focusing EU external support in the process of pre-accession of relevant countries. The new Instrument of Pre-Accession became effective on 1<sup>st</sup> January 2007, bringing all pre-accession support under one roof. "The EC Regulation on establishment of IPA was approved on 17 July 2006, by replacing previous financial pre-accession instruments of the 2000 – 2006 period PHARE, ISPA, SAPARD, the Turkish Financial Instrument and the Financial Instrument for Western Balkans (CARDS).

"Financial support by IPA is conditioned by the progress made to meet the Copenhagen Criteria, whereas monitoring is ensured through STM mechanisms, primarily by that of annual Progress Reports by the European Commission."<sup>42</sup>

"IPA covers countries with candidate status (Croatia, the Former Yugoslav Republic of Macedonia and Turkey), but also countries with the potential candidate status (Albania, Bosnia and Herzegovina, Montenegro, Serbia, including Kosovo as referred to in UNSCR 1244)"<sup>43</sup>.

The main goal of IPA is to support institution building and rule of law, human rights, including fundamental freedoms, minority rights, gender equality and anti-discrimination, administrative and economic reforms, economic and social development, reconciliation, reconstruction and regional and cross-border cooperation.<sup>44</sup>

In order to ensure a more focused, coherent and effective action, IPA consists of five components, each of them including priorities defined according to the needs of beneficiary countries. Two first components include all beneficiary countries (candidate and potential candidate for EU accession), whereas the three other components include only candidate countries:

41 For more information see the document

[http://ec.europa.eu/enlargement/pdf/financial\\_assistance/cards/general/2666\\_00\\_en.pdf](http://ec.europa.eu/enlargement/pdf/financial_assistance/cards/general/2666_00_en.pdf)

42 Hajrullahu, Venera, Raport: "Current situation and key challenges of Kosovo on its way towards EU membership." 2008.

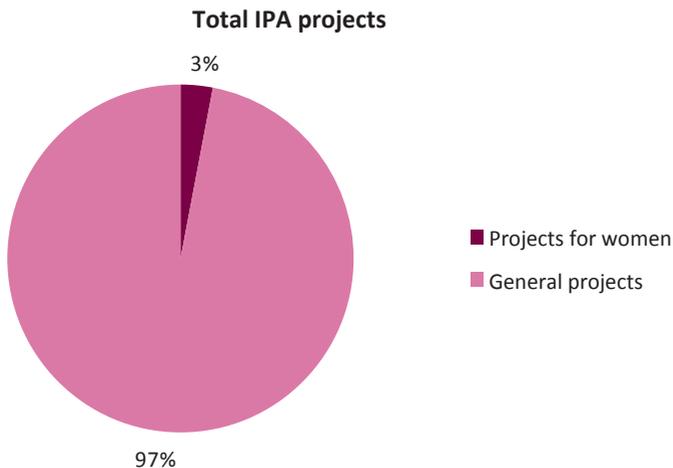
43 European Union, European Commission Liaison Office in Kosovo – Instrument of Pre-Accession (IPA). Fact sheet.

44 See the document published by Mojmir Mrak and Dragan Tilev: "Absorption of EU pre-accession funds: concept and implications for Kosovo" (March 2008, Prishtina)

1. Transition assistance and institution building;
2. Cross-border cooperation;
3. Regional development;
4. Development of human resources and
5. Rural development.
6. Part of priorities requiring special attention for European Partnership, Kosovo needs to meet several of key criteria, such as: political, economical and meeting of European standards.

### Inclusion of gender perspective in IPA priorities

Even though many of the IPA priorities were meant to deal with women as a cross-cutting issue, none of these however, specifically makes mention of women, which has resulted in gender issues being included in the respect for human rights. On the other hand, the issue of minorities living in Kosovo and other similar issues are widely included in priorities.



Graph 8: Contacts signed by ECLO 2007 – 2009 (in percentages)

In order to assess the gender dimension in the context of IPA projects in Kosovo, it is important to review the issue of equality between men and women in EU policies, collected in the national legislation under the title of “Action Plan 2009 for Implementation of European Partnership for Kosovo.” This is a key document that focuses in establishing basic principles between EU and institutions of the Republic of Kosovo.

An important indicator of the level of inclusion of the gender perspective in the Instrument of Pre-Accession (IPA) can be found in the proportion of allocations between various programmes in each country and the amount of funds allocated for multi-beneficiaries that include projects that imply regional cooperation between involved countries.

*Table 2: Projects implemented based on annual IPA programmes for the period 2007-2009:*

Period	Number of projects	Cost in €	Implementing agencies	Gender inclusion
2007	10	69.625 <sup>1</sup>		
Political criteria	3	22.914	ECLO	Cross-cutting
Economic criteria	4	36.963	ECLO	Cross-cutting
European standards	3	6.335	ECLO	Cross-cutting
Support activities	n/a	3.413	n/a	N/A
2008 I	20	122.7 <sup>2</sup>		
Political criteria	6	32.0	ECLO & the Council	Cross-cutting
Economic criteria	8	69.1	ECLO	Cross-cutting
European standards	5	10.02	ECLO	Cross-cutting
Support activities	1	11.58	ECLO	Cross-cutting
2008 II	3	60		
Political criteria	1	25	ECLO	Cross-cutting
Economic criteria	2	35	EBRD & World Bank	Cross-cutting
European standards	-	-	-	-
Support activities	-	-	-	-
2009	13	103.6 <sup>3</sup>		
Political criteria	6	42.675	ECLO	Cross-cutting
Economic criteria	4	30.8	ECLO	Cross-cutting
European standards	2	19.8	ECLO	Cross-cutting
Support activities	1	10.325	ECLO	Cross-cutting
Total	46	355.925		

In general, projects funded by IPA in the so called national programmes view the gender perspective and some other issues as cross cutting issues. And once defined as horizontal in nature, they become of second-hand importance in the European agenda and priorities set by the EU instruments fail to include the gender perspective as a vertical component.

Multi-beneficiary programmes include projects of re-

gional character, which deal with more general issues than national projects. As such, these IPA programmes do not leave much room for addressing issues such as gender perspective. These programmes are widely focused on solving problems within the civil society. These issues are then treated from a regional perspective, whereas cross-cutting issues such as environment, minorities and gender issues, again, remain of second-hand importance.

“Treating gender issues as cross-cutting issues by the Instrument of Pre-Accession (IPA) is a minimalistic approach which is not in accord with the problems faced by women in Kosovo.”<sup>45</sup>

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*Gender issues are included as cross-cutting issues in the terms of reference of IPA projects, but since there is no specific evaluation of the implementation of this perspective by every project, it diminishes during the project implementation so that there is nothing left of it by the end of the project.*

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As part of multi-beneficiary programmes an amount of funds are allocated for the European Instrument for Democracy and Human Rights – EIDHR, which directly tackles issues of the civil society. Among other things, these projects address aspects such as gender issues, equality between women and men and equal opportunities for all; thus, being part of the civil society, women’s organizations often benefit directly from these projects.

Experts familiar with IPA programmes tell about the lack of evaluation of IPA projects from the gender perspective. “There are more reasons why gender perspective is treated as a cross-cutting issue. The first is to ensure that the gender perspective is included in projects even if only as a cross-cutting issue; the second, brought up in conferences, seminars and in consultations with our European colleagues, maintains that there are not enough experts of gender issues.”<sup>46</sup> Analysis of annual IPA projects shows that the only concrete support that treats gender perspective as a priority issue, and which can also be measured, is by giving funds through the EIDHR – based on annual multi-beneficiary programme (€ 0.9 million every year). Therefore, it is more than necessary to implement adequate monitoring and evaluation of programmes and

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45 Interview with Flora Macula, Advisor for Peace and Governance, UNIFEM, Office in Prishtina.

46 Interview with Lida Kita, European Training Foundation, Operations Department, interviewed on 01. 07. 2010.

projects, both by beneficiaries and by the Commission, as the key to ensure the wanted results or for adapting activities to the fast changing environment

## European Instrument for Human Rights and Democracy (EIDHR)

*“Even though equal opportunities still remain a cross-cutting issue within the EU assistance, seen from another aspect we find that there are not so many programmes in gender issues.”<sup>47</sup>*

European Instrument for Democracy and Human Rights (EIDHR) is a European Union programme that strives to promote and support human rights and democracy all over the world. Country based Support Scheme is one of the components of this programme, whereas Kosovo was for the first time made eligible to apply for its funds in 2007. The purpose of this Scheme is to support the role of civil society in promoting human rights and democratic reforms, supporting conflict prevention and in consolidating political participation and representation. It is implemented by the European Commission Liaison Office in Kosovo.

Strategic documents drafted for the European Instrument for Democracy and Human Rights (EIDHR) identify specific objectives and formulate strategies for given periods. So far there are two strategic documents since the time EIDHR instrument was put in operation (strategy paper 2007-2010 & strategy paper 2011-2013), which contain main EIDHR objectives. These documents outline strategies for supporting and financing projects in areas and regions most in need, which witness violations of human rights and low level of democracy.

Based on the overall situation and the basic needs of the societies around the globe, the European Instrument has elaborated a strategy for the period 2007-2010 in response to the needs in respective countries and has set the main objectives for meeting the needs over the same period. This strategy is in line with the objectives of the European Instrument for Democracy and Human

<sup>47</sup> Interview with Tatiana Jančárková, manager in the social development section, European Commission Liaison Office in Kosovo. Interviewed on 26. 07. 2010.

Rights and the basic EU policies and directives on human rights. EIDHR Strategy paper for 2007-2010 is designed to support an integrated approach in democracy building and in supporting and promoting human rights and the opportunity to contribute to the European Consensus for Development. The specific objectives set in the EIDHR strategy paper of 2007 still remain as basic objectives of this Instrument,<sup>48</sup> which have served as a platform for launching various projects for different regions – always striving to achieve these objectives.

The specific EIDHR position on women is defined within the general objectives in support of projects against domestic violence: “Support of actions in areas covered by EU directives: dialogue on human rights, protection of human rights, torture, children and armed conflicts, and violence against women.”<sup>49</sup>

Allocation of funds for gender issues, respectively for women, was done through a special fund of this instrument. This fund is dedicated to gender issues, nonetheless within the area of human rights, which includes women as a cross-cutting issue.

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*“The European Commission does not set specific targets for projects on women’s issues – they are instead included as cross-cutting issues.”<sup>50</sup>*

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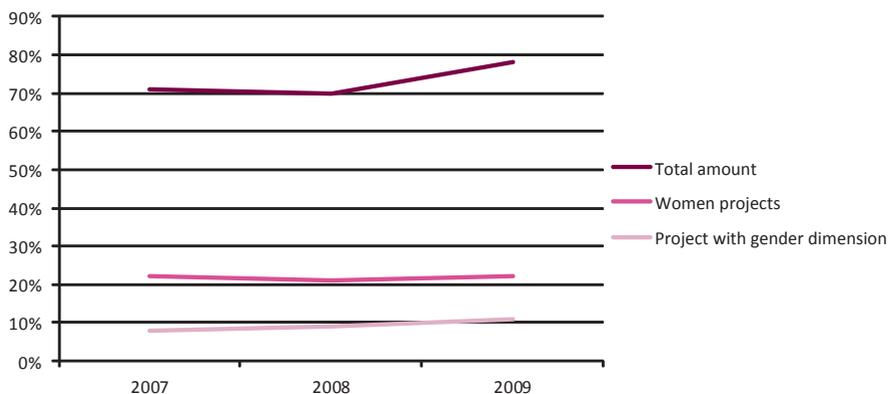
The Kosovo Centre for Gender Studies has analysed all projects financed by the EIDHR from the time it was made operational on January 1<sup>st</sup> 2007, with the aim to have a clearer picture on the inclusion of the gender perspective in EIDHR funded projects.

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48 For more details please see European Instrument for Democracy and Human Rights: Strategy paper 2007-2009

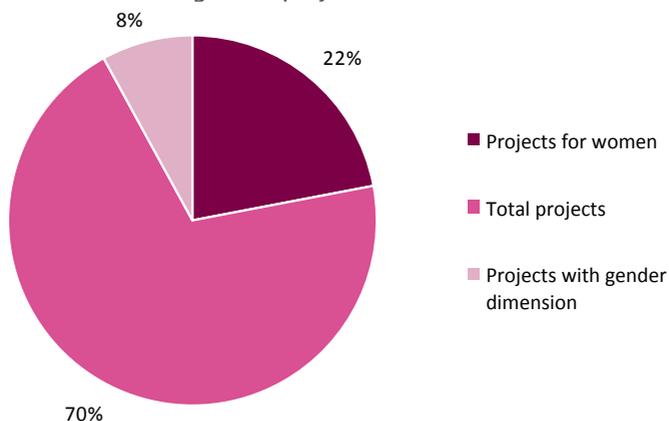
49 Ibid

50 Interview with Tatiana Jančárková.



*Graph 9: EIDHR funds for Kosovo for the 2007-2009 period and inclusion of gender perspective:*

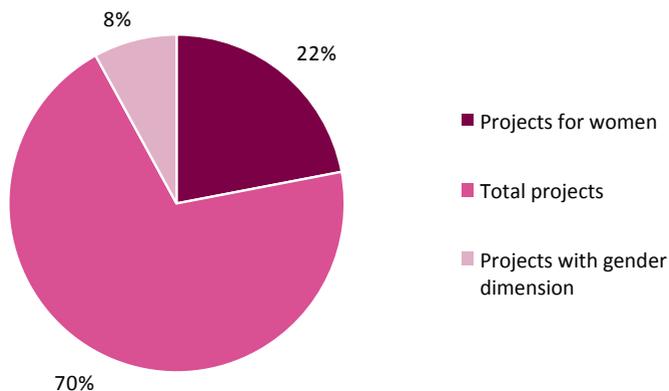
Women’s organizations in Kosovo have benefited directly from EIDHR funds for 2007. Thus, out of the total amount of funds allocated for projects in this year, 22 percent of them targeted women and were implemented by women’s organization, whereas in 7 percent of projects women were included only as cross-cutting issues within various general projects.



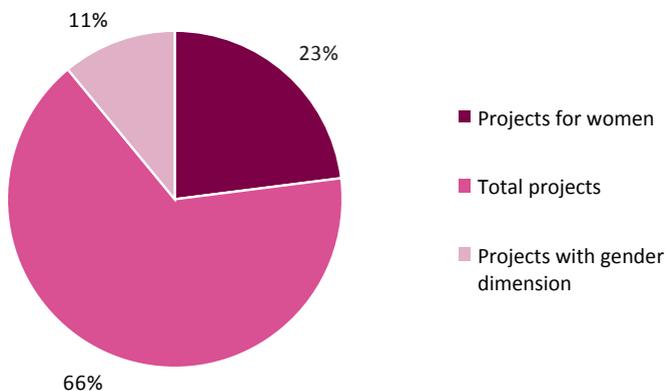
*Graph 10: Financing of projects in Kosovo by EIDHR 2007*

Almost the same amount of direct funds was allocated for women's organization in again in 2008 (see the graph). For 2009 there was an increase of funds by 1 percent. Even general projects that included gender perspective as a cross-cutting issue saw an increase of funds by 3 percent compared to 2008 (for more see the following graph).

### Financing of EIDHR projects in Kosovo 2008



### Financing of EIDHR projects in Kosovo 2009 (in %)



Graph 11: Financing of women's projects in Kosovo 2008, 2009

Representatives of the European Commission in Kosovo have not done any evaluation of projects for women. Moreover, representatives of this mechanism saw women as integral part of the civil society.

"I do not know, this is relatively deceitful and I do not know how one can evaluate this, since when speaking about EIDHR in relation to women's organizations this implies civil society."<sup>51</sup>

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*You can see projects that have been supported every year and what basis they have been implemented and perhaps based on that you could draw some conclusions, but I really do not think that this would be so representative.*<sup>52</sup>

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## **Procedures for application for grants in the European Instrument for Democracy and Human Rights (EIDHR)**

In application procedures of the European Instrument for Democracy and Human Rights (EIDHR) women usually occupy bottom part of the lists. Category of "profile" asks for the organization's sector of involvement - "Women's equality organisations and institutions" - whereas on the other hand it requests to specify the target group of the organization / institution. Moreover, women are ranked after "victims of trafficking" and before 'youth'.

The application form for EIDHR grants does not include gender issues even as cross-cutting issues. Also the stage of evaluation of the submitted project proposals fails to make use of gender aspect as an indicator for inclusion of this perspective.

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*Regarding inclusion of gender perspective in application procedures we cannot do that since this would again mean discrimination against somebody else*<sup>53</sup>

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Women's organizations argue that inclusion of gender issues as cross-cutting issues in EU funded projects in Kosovo serves more as an illustration of their strategies and projects than for effec-

51 Interview with Tatiana Jančárková

52 Interview with Tatiana Jančárková

53 Interview with Tatiana Jančárková

tive implementation of the same. “All EU projects face significant difficulties when evaluated against gender perspective and, as a result, it is difficult to assess and trace the level of gender inclusion.”<sup>54</sup>

*“Application procedures for projects of the European Instrument for Democracy and Human Rights are overtly bureaucratised showing that the way an application is filled is more important than implementation of a project that directly affects women’s lives in Kosovo.”<sup>55</sup>*

Most of women’s organizations in Kosovo complain against their inclusion within indigenous groups. “It is a huge mistake that EIDHR strategies categorise women with other groups of the society when it is widely known that women are over fifty per cent of the population.”<sup>56</sup>

Table 3: Specific women issues funded by EIDHR

Project themes	Research on monitoring of implementation of the Law on Gender Equality	Strengthening the role of women farmers in the social and political life	Improving of human rights of women, youth and minority groups in the Peja region through awareness raising and education	Prevention of trafficking for vulnerable women and youth in Kosovo	Women Together for human rights
Description	Research on monitoring of implementation of the Law on Gender Equality	Strengthening the role of women farmers in the social and political life	Improvement of human rights of women, youth and minority groups in the Peja region through awareness raising and education	Prevention of trafficking in groups at risk among women and youth in Kosovo	Women of the Mitrovica region working for their human rights
Project implementation by women’s organizations	√	√	√	√	X
Target groups	Inclusion of women within the frame of human rights	Women, in particular widows and traumatised women	Women, youth and minority groups	Women and youth groups	Inclusion of women in five ethnic groups

Most of the women projects funded by EIDHR do not help in improving the position of women in Kosovo. More so, some NGOs have engaged in projects with multidimensional results tar-

54 Interview with Igballe Rogovën, Executive Director of Kosovo Network of Women’s Groups. 29 July 2010.

55 Interview with Igballe Rogova.

56 Interview with Igballe Rogova.

getting women, youth and minorities at the same time.

Inclusion of gender issues as cross-cutting issues in EU projects has influenced also projects that address women and minorities. Such an approach has made for several women's organizations to review their strategies. A number of organizations have been given to implement projects that address women's issues, even though women issues are not at the focus of their activities or mission. However, playing with the multidimensional character, they have incorporated in their mission and activities a wide range of interventions that include "women, minorities and youth."

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*"It is true that we support vulnerable groups, which may include women, children and minorities; then it also depends on the project proposals, but we will not give our funds for a project that targets women if we know that it is not a good project."*<sup>57</sup>

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At the European Commission they claim that gender integration is systematic and in line with respective situations, priorities and needs of men and women relative to policies that aim to promote gender equality. However, projects funded by EIDHR tell about lack of adequate information about priority needs of women in Kosovo.

"Financial EU Instrument for Democracy and Human Rights (EIDHR) is allocating significant financial supports for project proposals that aim strengthening of democracy and human rights – including gender rights – by civil society organizations. However, in spite of a declared commitment for gender inclusion, there are not many specific programmes addressing women issues. Thus, during the period of 2008 – 2009 of implementation of MIDP programme out of €1,773,000 spent in grants for civil society (in the part of political criteria), only €374,130 were given to support four projects dealing with women's rights."<sup>58</sup>

EIDHR instrument does not have a separate fund that is dedicated to women organizations or specifically for women issues. Nevertheless, according to Luljeta Vuniqi, one of the keynote presenters on women's issues in the meeting on the "Dialogue with civil society", "The low level of access to these grants can partially be explained by the lack of resources and capacities of women's organiza-

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57 Interview with Tatiana Jančárková

58 Luljeta Vuniqi, presentation given in the meeting "Dialogue with civil society," organized by the European Commission Liaison Office on 7 July 2010.

tions in Kosovo.”<sup>59</sup>

“Unfortunately, our resources are limited! We only have a given amount of funds, which can be given to all organizations and in this regard, if there is a good project proposal by women, then we will definitely support it.”<sup>60</sup>

In a study by Sonia Herrero, carried out in 2009, regarding the increase of EIDHR funds, several factors have been identified that hinder a more robust increase of budget. One of the key factors pointed out by interviewed Commission and member states’ officials rests in the overall distribution of budget in all external cooperation instruments.

“In this case, it is worthwhile noting that a significant part of the European Parliament maintains that there has not been an increase in budget because of the weaknesses identified in the implementation of EIDHR by the Commission, as well as due to serious difficulties with spending of currently available funds.”<sup>61</sup>

In general, based on European Commission data for the period 2007-2013, the external EU cooperation in the field of gender equality and empowering of women is financed through: geographic instruments (EDF, DCI and ENPI) at the regional and national level.

“The focus is in improving basic knowledge among men and women, addressing of inequalities in countries where women’s life is adapted to customary laws, strengthening of women in conflict situations and ensuring better coordination between donors and national governments in support of progress towards gender equality.”<sup>62</sup> There are no data in EU sources that would show that a certain amount is allocated specifically for women’s issues despite the stated principle that these issues are important for democratization.

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59 Luljeta Vuniqi.

60 Interview with Tatiana Jančárková

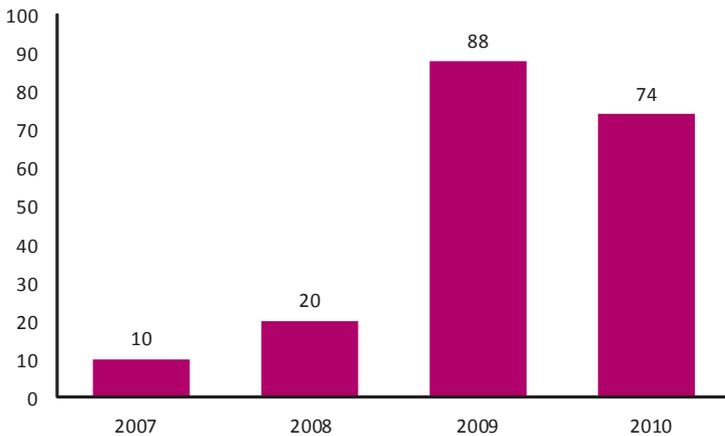
61 Herrero, Sonia “A decade of Democracy Promotion Through the European Initiative for Democracy and Human Rights”, 2009

62 Ibid.

## Technical Assistance Instrument for Exchange of Information (Taiex)

TAIEX is the Technical Assistance Instrument for Exchange of Information of the Unit for Institution Building of the Directorate General for Enlargement of the European Commission. TAIEX provides short-term technical assistance and advice to beneficiary countries in the field of accession and application and strengthening of *acquis communautaire* in legislation.

TAIEX support includes: sending experts to beneficiary countries, study visits to see the way in which member states manage practical issues, seminars and workshops to present and explain various issues, training in needed technical skills, progress monitoring and analysis, products of information and data bases.



Graph 12: Number of TAIEX activities for years 2007-2010 based on official web-site archives<sup>63</sup>

63 TAIEX projects for Kosovo downloaded from official web page archives: [http://ec.europa.eu/enlargement/taix/dyn/taix-events/library/index\\_en.jsp?EventTypes=&LibMonths=&LibCountries=56&Keywords=&Speakers=&submit=Submit](http://ec.europa.eu/enlargement/taix/dyn/taix-events/library/index_en.jsp?EventTypes=&LibMonths=&LibCountries=56&Keywords=&Speakers=&submit=Submit)

## Civil Society Facility (CSF)

In line with the European Commission (EC) Communication “Countries of the Western Balkans: strengthening of the European Perspective” of 5 March 2008, EC Directorate General for Enlargement launched a new strategy for civil society known as the “Civil Society Facility” (CSF). This initiative foresees support both at the national and multi-beneficiary level of more countries and consists of three programmes, which together aim to strengthen the civil society in the democratic process:

- o **Technical assistance (TACSO)**, as an instrument of civic initiatives and for building of capacities to strengthen the role of civil society and
- o **People 2 People programme (P2P)**, which supports visits to EU institutions and bodies for the purpose of exchanging experiences and good practices between beneficiaries, EU and civil society organizations of member countries (CSOs).

Even though both these programmes play an important role in strengthening of civil society, gender inclusion is promoted as a cross-cutting issue and is really not a priority in either of these. Inclusion of women’s organizations, even as individual female persons, remains very low compared to other organization and the males. This situation does not improve in other more general activities organized by these two programmes and which included the participation of Kosovo.

## Technical Assistance for Civil Society Organizations (TACSO)

The general objective of the TACSO (Technical Assistance for Civil Society Organizations), project is to provide technical assistance to civil society organizations of IPA countries, in order to endure a sustainable role for them in the democratic process. However, main goals of the EU programme are the following:

- To increase and improve capacity of civil society organizations
- To improve the role of civil society organizations in the democratic process

The National Training Programme TACSO, Office in Kosovo, was developed in harmony with the Needs Assessment Report<sup>64</sup>, National Work Plan and Conclusions derived from the Local Advisory Group. This programme also includes experiences from the implementation of regional training events.

This project of the European Commission started to be implemented in 2009 and consists of four components, which aim to address key issues related to civil society at the national and regional level.

“In the regional dimension we have organized advanced training of trainer programmes in specific fields, such as fundraising, development and implementation of European Union projects, advocacy and lobbying, participation of citizens at the decision-making level, and self-management of civil society organizations.”<sup>65</sup> Regarding the issue of gender inclusion in these training efforts, the project does not have any sub-strategy or sub-objective that refers to gender issues.

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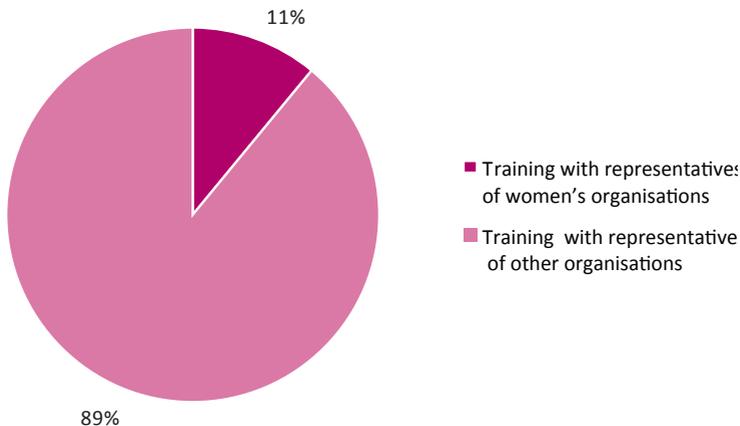
*“We do not have a specific number of participation of organizations dealing with gender issues.”<sup>66</sup>*

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<sup>64</sup> Technical Assistance to Civil Society Organizations in the IPA Countries TACSO. “KOSOVO-Needs Assessment Report”, Prishtina 28 February 2010

<sup>65</sup> Interview with Ardita Metaj Dika. Resident Advisor. Technical Assistance for Civil Society Organizations Regional European Commission Project Kosovo Office. 18 June 2010.

<sup>66</sup> Interview with Ardita Metaj Dika



Graph 13: Participation of organizations in training of PADOR67 from the gender perspective

Source: Technical Assistance for Civil Society Organizations in the IPA Countries (TACSO)

## Needs Assessment Report

The “Needs Assessment Report” is an initiative implemented before TACSO training modules were designed. It is seen as a preliminary activity within this EU funded project.

“The purpose of this study is to provide a full assessment of the civil society in Kosovo by focusing in environments where these organizations operate, in their weaknesses and strengths, the impact they have had since their establishment and the challenges they are faced with during the implementation of their activities.”<sup>68</sup>

This research primarily points out the success of several women’s organizations in the past within the initiative of “Women’s literacy”. There we find a description of the story of financing of

67 PADOR (Potential Applicants Data Online Registration) is an “on line” service for registration of civil organizations used to simplify the process of application on open calls. It contains information related to entities/organizations. Registration is done once and is valid for calls issued by EU. Only persons authorised by European Commission have access to information of PADOR. For more information see the following link:

[http://ec.europa.eu/europeaid/work/onlineservices/pador/index\\_en.htm](http://ec.europa.eu/europeaid/work/onlineservices/pador/index_en.htm)

68 Po aty, faqe 4.

adult education projects and the accomplishments of women's organizations in increasing attendance of women and girls in schooling. Secondly, the research presents a map of all donors addressing women's issues in Kosovo. However, it lacks identification of specific needs and problems faced by women's organizations in Kosovo at a time when due to the reduced number of donors and as a result of lack of funds a number of organizations dealing with women issues have had to end their activities.

In this respect, the analysis has missed the point by completely ignoring the gender issues. "Gender perspective is not specifically tackled in this report, but it was given due attention in general in the sections about persons with disabilities and minorities."<sup>69</sup>

## People 2 People Programme (P2P)

People to People Programme (2008) is one of the start ups of the Civil Society Facility that provides primary opportunities to civil society organizations (CSO) in candidate and potential candidate countries and in EU enlargement territories in order to increase their knowledge on EU and on the process of accession. This is enabled by various visits to European Institutions, meetings with European organizations for civil society and through the opportunity to set up networks at regional and international level.

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*We try to respect equal rights wherever possible, even though achieving gender equality through these programmes is not always easy since, things not always depend on us.*<sup>70</sup>

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When themes, target groups and study trip programmes are determined DG enlargement engages with organizational, logistical and financial aspects of the trip, such as transport and accommodation (if required).<sup>71</sup>

Table 4: Number of activities organized by the People 2

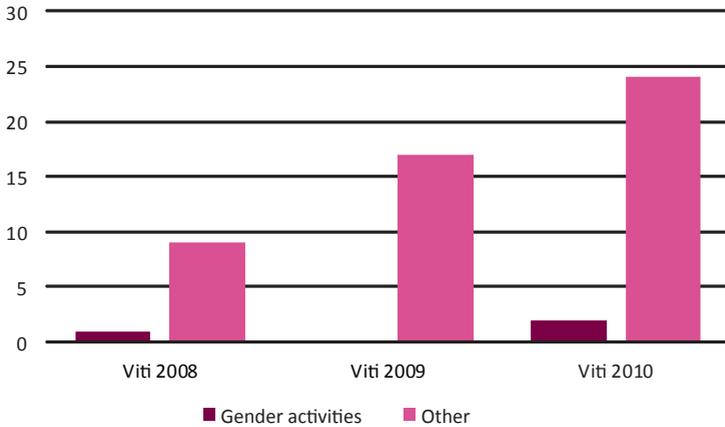
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69 Interview with Ardita Metaj Dika, Resident Advisor, Technical Assistance for Civil Society Organizations; Regional European Commission Project Kosovo Office. 18 June 2010.

70 Interview with Ardita Metaj Dika

71 Compilation from the P2P brochure: [http://ec.europa.eu/enlargement/ta/ex/pdf/p2p/p2p-leaflet\\_en.pdf](http://ec.europa.eu/enlargement/ta/ex/pdf/p2p/p2p-leaflet_en.pdf)

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Graph 14: Gender inclusion in P2P activities<sup>74</sup>

Based on general activities of the “People2People” programme it becomes clear that there is a lack of inclusion of gender issues. There are no activities organized that would specifically promote gender equality. This comes as a result of the fact that gender issues are not even close to being seen as a priority neither in general programmes, nor in concrete instruments and programmes dealing with civil society, of which gender is considered to be a key component. Even more so, it is mixed with other issues, such as minorities, and even there it receives inadequate treatment by sidelining it to ‘other’ issues.

## “Tempus” Trans-European Mobility Program for University Studies

“Tempus” Program is one of EU programs that aims to support social and economic reform processes in partner countries. The program enables cooperation between universities of EU member states and universities of Western Balkans, Eastern Europe, Central

<sup>72</sup> European Commission - TAIEX [http://ec.europa.eu/enlargement/taieux/dyn/taieux-events/library/index\\_en.jsp?EventTypes=45&submit=Submit](http://ec.europa.eu/enlargement/taieux/dyn/taieux-events/library/index_en.jsp?EventTypes=45&submit=Submit)

<sup>73</sup> [http://ec.europa.eu/enlargement/taieux/dyn/taieux-events/library/index\\_en.jsp?EventTypes=45&submit=Submit](http://ec.europa.eu/enlargement/taieux/dyn/taieux-events/library/index_en.jsp?EventTypes=45&submit=Submit)

<sup>74</sup> Statistics downloaded from the TAIEX web-page about People2People and about planned activities for 2010 by P2P

Asia and Mediterranean countries, through projects that modernize higher education systems in these countries.

“One of the main goals of this program is to support implementation of the Bologna Process that aims at creating a European Higher Education Area by 2010. Tempus program coordinates cooperation through bottom up initiatives, when the application initiative belongs to specific university, with comparison to top down approach, when each partner country sets its state priorities in order to reinforce program’s impact in the reform process.”<sup>75</sup>

“Tempus” program was introduced in 2000 in Kosovo, and since then 25 common European Projects and 8 Projects of structural and complementary measures were developed, with a support of around 7 million Euros. These projects have provided institutional cooperation with EU countries and countries in the region, with the aim of reforming and advancing Kosovo Higher Education Institutions (HEI). These projects have also promoted intercultural dialogue and agreement with HE institutions in EU. “Tempus” office in Kosovo was established in 2003 as a result of an agreement between European Commission and Ministry of Education, Science and Technology (MEST), to provide opportunities for Kosovo HE institutions to apply in this program as an independent unit within 1244 Resolution.

Gender dimension in TEMPUS projects is mainly linked with selection of students for Bachelor, Masters and PhD studies. Implementation of these projects is linked with higher education institutions and selection of candidates.

“Tempus seeks to promote gender equality within its activities, but our reality determines a situation which favours men”<sup>76</sup>.

“TEMPUS” promotes higher education and deals especially with financing of projects dealing with curricula reform, new syllabuses, profession stereotyping etc.

On the other hand, another difficulty that has impact on the decrease of number of women benefiting from “TEMPUS” and “Erasmus Mundus” is the small number of women in decision-making positions in higher education in Kosovo.

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75 Ministry of Education, Science and Technology (MEST). Trans-European Mobility Program for University Studies.

76 Interview with Kimete Canaj. Coordinator of TEMPUS program. Interview done on 30.06.2010.

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*“Women are not present in decision-making positions in higher education. They mainly come from social sciences and, as it is already known, the highest number of positions of rector or dean is practiced by men, while only one woman is a dean of a faculty”<sup>77</sup>.*

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“Erasmus Mundus” program promotes cooperation and mobility in the field of higher education. It supports Master quality programs in Europe organized jointly by a consortium of European universities and attracts students from all over the world. “There is a lack of motivation from higher education institutions for women to attend these programs since these programs last from 1 – 4 months and very often women don’t apply<sup>78</sup>”

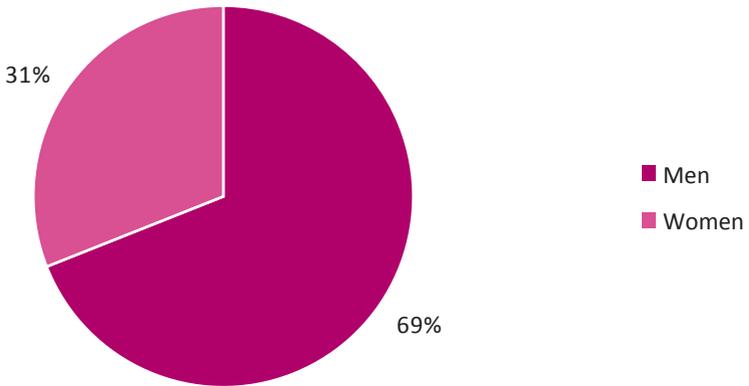
There are two projects financed by European Commission, “Basileus” and “JoinEuSEE”, within the program “Erasmus Mundus”. The first project of “Erasmus Mundus” Action 2 is “BASILEUS” that implies Balkan Academic Scheme for Internationalization and studying in EU universities. This project started in May 2008 when all partner institutions (8 EU Universities/ 12 WB Universities) jointly signed a Memorandum of Understanding in Becici/Montenegro, with Ghent University, Belgium as the main coordinator of the project. The main objective of this project was to achieve an understanding for mutual benefit between European Union and Third Countries in the field of higher education through promotion, exchange of people, knowledge and skills in higher education level. Until now, this was achieved through promotion of institutional partnership and cooperation between European Higher Education Institutions and institutions of Third World Countries and a mobility scheme for addressing academic and student exchange. During academic year 2008/2009, 69 percent men and 31 percent women participated in mobility programs. While, in 2010 the participation percentage is equal.

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77 Interview with Kimete Canaj.

78 Interview with Kimete Canaj

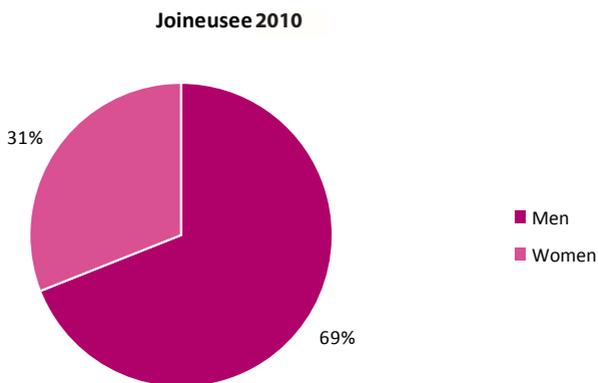
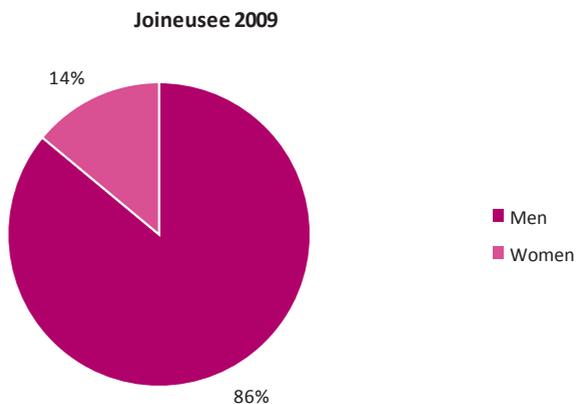
## Basileus 2009



*Graph 15: Gender structure in Basileus mobility programs*

The second project for mobility in Higher Education is "JOINEUSEE". The project started in June 2009 when all partner Institutions (10 EU Universities/ 9 WB Universities) jointly signed a Memorandum of Understanding in Graz with the main coordinator of this mobility project being University of Graz in Austria. This project has the same objectives as program "BASELIUS". 28 mobility schemes were implemented within "JOINEUSEE" (17 exchange programs in BA, 10 exchanges in MA and 1 PhD exchange program).

During 2009, 86 percent of men participated in "JoinEu-SEE" program, while only 14 percent were women. This situation continued also in 2010, where 69 percent of participants were men and only 31 percent were women.



*Graph 16: JOINEUSEE 2009-2010*

## **Dialogue with Civil Society**

The first meeting of the European Commission and civil society of Kosovo was held for the first time within the Dialogue of the Process for Stabilization-Association in Kosovo, where the discussions were focused in the fight against corruption, freedom

of expression, women's rights, etc. Economic and environmental challenges were also mentioned during this meeting, as well as the NGO general status.

"Dialogue with civil society is an important parallel with dialogue with political and institutional structures"<sup>79</sup>, said Pierre Mirel, director for Western Balkans in the European Commission General Directorate for Enlargement, who together with Metka Roksandiq, president of the contact group of European Economic and Social Committee (ECOSOC) for Western Balkans led this meeting"<sup>80</sup>

"An active civil society is the key element of all modern democracies. When dealing with European integration, we highly encourage civil society of Kosovo to have a more powerful role in social and economic development of Kosovo. All the citizens benefit from activities of civil society, therefore, it is important to engage in a constructive dialogue with them", said Pierre Mirel"<sup>81</sup>. During the 3<sup>rd</sup> session of the meeting "Women's qualification and protection" representatives of women organizations in Kosovo presented the overall position of women in decision-making positions and processes, the aspect of women protection that is linked with transitional justice and reintegration of women following violence.

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*It is necessary to strengthen position of women in practice and in key institutional positions. There is a need for support of minority women. There is a lack of support from donors for shelters*<sup>82</sup>.

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Activists of civil society in Kosovo have viewed "Dialogue with Civil Society" as a huge opportunity to advocate for improvement of the situation of women. Activists are aware that the process of integration of Kosovo in EU, as well as the accession will not improve automatically the position of women in Kosovo society. But, women view this process as an important opportunity to adapt national mechanisms to the EU ones with the aim of achieving gender equality.

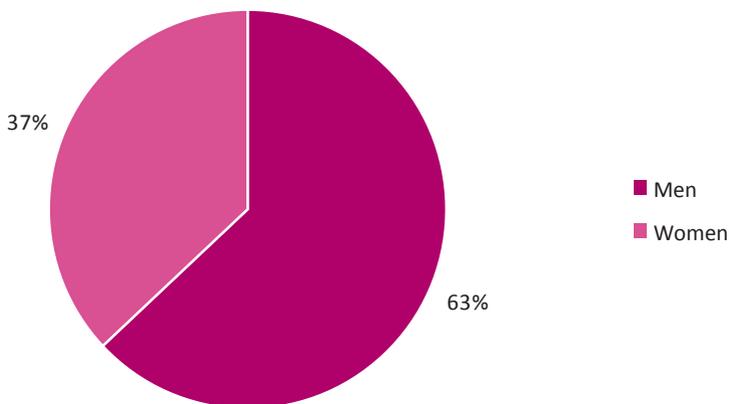
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79 Pierre Mirel, Director for Western Balkans in the European Commission General Directorate for Enlargement. Taken from <http://www.koha.net/index.php?cid=1,7,27379/>.

80 "Civil society should be more active in the process of European integration", taken from <http://www.koha.net/index.php?cid=1,7,27379/>.

81 Ibid.

82 Technical Assistance for Civil Society Organizations Kosovo Office "First SAP Civil Society Dialogue in Kosovo" 7 July 2010.



*Graph 17: Gender participation of civil society representatives in "Dialogue with civil society"*

"Despite prevailing mentality, not only the Government of Republic of Kosovo, but all the governments have started to consider EU directives, standards, opinions and recommendations regarding the equal status of women and men. In this context "dialogue with civil society" is an important request from EU impacting on Government's attention shift to conclusions and recommendations offered by women organizations.

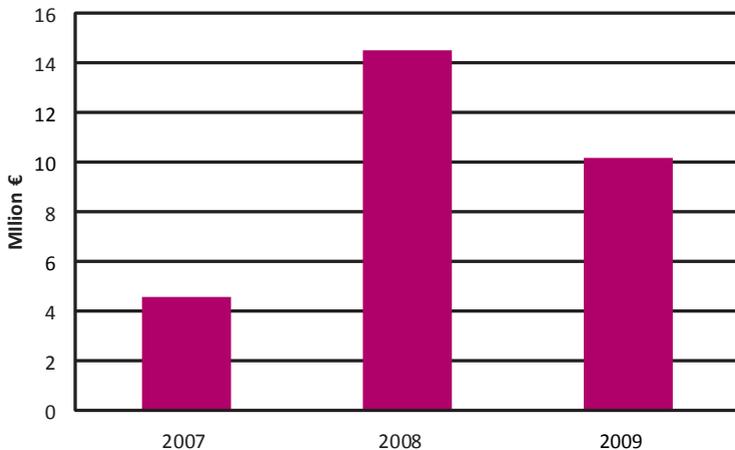
Despite the fact that women organizations have played an important role in development of a democratic society, role of NGO's in social and political life in post-communist countries was not prominent, moreover it was ignored. Therefore, EU request for "dialogue with civil society" gave legitimacy to NGO's in the eyes of governments.

Even though some women organizations regarded this initiative as valuable, they nevertheless emphasized that consultations sometimes had a mere formal character and hoped that the meeting would impact prioritization of gender issues in Kosovo.

## Twining

Twinning is a European Commission initiative launched in 1998 in the context of preparations for enlargement of European Union. This action was perceived as an instrument for administrative cooperation targeting help for Candidate States (CS) to empower their administrative and judicial capacity to implement Communities' legislation as Future Members of European Union. Since 1998 more than 1500 projects were implemented by the Twinning programme, financed by different instruments of neighbourhood and pre-accession.<sup>83</sup>

Since 2006 Kosovo was given the opportunity to participate in the Twinning program.<sup>84</sup>



*Graph 18: Twinning Projects for the period 2007-2009*

However, only in 2007 Kosovo started to benefit from Twinning projects, including two such projects: fulfilment of EU standards on safety of food and veterinarian services, and strengthening of rule of law – borders and boundary police.

<sup>83</sup> Twinning Manual – SIDA, 2009. Taken from internet on 24.02.2010 <http://www.sida.se/PageFiles/19416/TwinningManualSIDA.pdf>

<sup>84</sup> European Commission Liaison Office in Kosovo "Twinning" Taken from internet on 20.02.2010. <http://www.delprn.ec.europa.eu/?cid=2,100>

On the other hand, Twinning projects for Kosovo for 2008 with the total sum of 14 million euro include: preparation for implementation and management of policies for rural development and agriculture in Kosovo, support to the General Auditing Office for meeting EU standards, strengthening of rule of law in Kosovo through return and asylum, reform of legal education system, European Standards for Ministry of Justice, support to the health sector – Kosovo Health Agency, support for participation in the European Common Aviation Area and support for the Agency for European Integration.<sup>85</sup> Since the Twinning project falls within IPA, the gender dimension as well is included in projects only as a cross-sector issue.

Moreover, inclusion of gender issues is done mainly in formal basis in a short chapter of the respective project thus diminishing even more the importance and treatment this sphere deserves.

Gender treated as a cross-cutting issue is included in the same chapter with issues dealing with environment and minorities and in many cases such an issue is not even treated in the project. This is a result of the lack of evaluation of gender inclusion in the whole structure of such projects throughout implementation period or following project's implementation. It has resulted in taking away the importance of gender inclusion in these projects, even by coming into contradiction with European Union policies and strategies for addressing gender issues.

One of the Twinning projects "Instructions on Instrument for Assistance for Pre-accession in Kosovo"<sup>86</sup> published by the Ministry of European Integration, treats the gender issues under article 16 'Equal opportunities and non-discrimination'. According to the definition every project will be developed in consultation with the Agency for Gender Equality and the existing network of officers for gender equality in ministries and municipalities. In this context, consultations with civil society are foreseen, which will be helped to make sure that gender equality is adequately integrated in legislation and in government strategies and policies. However, such help is not put into practice until now. Therefore gender issues remain the usual part of project rhetoric in general.

In general, women's rights organizations and the sector for gender equality, respectively women and their needs were a low priority for financial support from donors or they were not present

85 EU Member States Apply for IPA Twinning Projects in Kosovo. Prishtina November 2008.

86 Twinning Project Kosovo – Netherlands – United Kingdom 2009 – 2012"

at tall as specific targets in their plans and programs. "Furthermore, very often men and women have not consulted prior or during planning phase of programs and projects of donor assistance. Instead, donors applied a top-down approach and ready made initiatives implemented in other countries"<sup>87</sup>.

## **Gender composition of the staff in EU institutions in Kosovo and the Ministry of European Integrations**

Gender literature suggests several indicators that can be organized in the following categories:

- Political environment
- Institutional environment
- Critical policy indicators

An important indicator of the political environment is the gender composition of the staff members in the Ministry of European Integrations and in the Commission for European Integrations.

As can be seen from Table 5, there is a significant discrepancy in the inclusion of women in the Ministry of European Integrations. 77 percent of the total staff are men, whereas women present only the remaining 23 percent of the staff. Despite the provisions of the Law on Gender Equality that foresee an officer for gender equality in every ministry, the Ministry of Human Rights and Protection of Minorities. At the same time, even though the Commission on European Integrations is chaired by a woman, the vast majority of 78 percent of its members are men and only 22 percent women.

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<sup>87</sup> Luljeta Vuniqi, presentation given in the meeting "Dialogue with civil society". Organized by European Commission Liaison Office on 7 July 2010

*Table 5: Gender composition of the staff in EU institutions in Kosovo and in other institutions engaged in EU related issues*

	European Union Rule of law Mission in Kosovo (EULEX)	European Commission Liaison Office	Ministry of European Integrations	International Civilian Office ICO/EUSR	Commission for European Integrations
Men	79 %	41 %	77 %	69 %	78 %
Women	21 %	59 %	23 %	31 %	22 %

Gender structure of the staff members of the European Union Rule of Law Mission in Kosovo is dominated by men. 79 percent of the members of this mission are men, whereas only 21 percent are women. According to explanations given by EULEX officials “Police is traditionally e profession dominated by men.”<sup>88</sup>

International Civil Office (ICO) is mandated to support Kosovo in the process of European integrations. Gender structure of the members engaged in this institution is 69 percent men and 31 percent women.

The only institution with a different picture of the staff structure is the European Commission Liaison Office, which employees 59 percent women and 41 percent men among its staff.

However, another important indicator can also be gender inclusion in decision-making structures. The gender structure of the European Commission Liaison Office is in favour of women, but the decision-making powers are largely in favour of men.<sup>89</sup> On the other hand, decision making positions in the Commission on European Integrations of the Assembly of the Republic of Kosovo are covered by women. Nevertheless, this Commission, which is responsible for setting the agenda of coordination of policies for the European integration processes, has more male than female members. As we saw earlier, the European Union Rule of Law Mission in Kosovo has both more men within its ranks and they hold the most decision-making positions in this institution. A similar situation is encountered in the Ministry of European Integrations, with key decision-making positions occupied by men.

88 Interview with Alexander Hug, Head of Operations in the Office for Human Rights and Gender Issues in the EU Mission for Rule of Law (EULEX). 11 November 2010

89 <http://www.delprn.ec.europa.eu/?cid=2,111>

## European Union Rule of Law Mission in Kosovo (EULEX Kosovo)

European Rule of Law Mission (EULEX) is the largest civilian mission so far of the Common Security and Defence Policy (CSDP). Its main goal is to assist and support Kosovo authorities in the rule of law and, in particular, in the fields of police, justice and customs.

“This is a technical mission, which will engage in monitoring, guiding and advising while retaining a limited number of executive powers. EULEX operates within the 1244 UNSCR and has a unique commanding point in Brussels.”<sup>90</sup>

### Gender dimension in EULEX

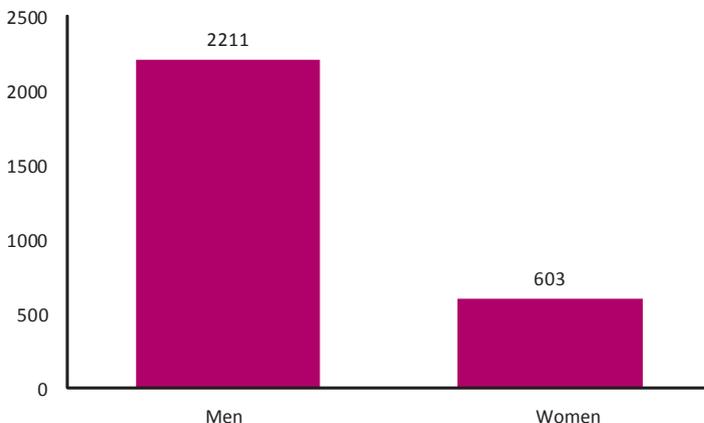
Seen from the gender perspective, EULEX employs 2211 men and only 603 women. Among these, there are 1462 men and 251 women international members of staff. Even among local staff there are 749 men and 352 women only adding to the unfavourable position of women.

“The mandate of EULEX is to support Kosovo in its road towards security and sustainable stability. Police is traditionally a profession dominated by men. As a result, most of the seconded staff are men. It should be borne in mind that responsibility for the seconded staff remains with Member States.”<sup>91</sup>

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<sup>90</sup> What is the mission of EULEX? Downloaded from internet on 05.07.2010. <http://www.eulex-kosovo.eu/al/info/whatisEulex.php>.

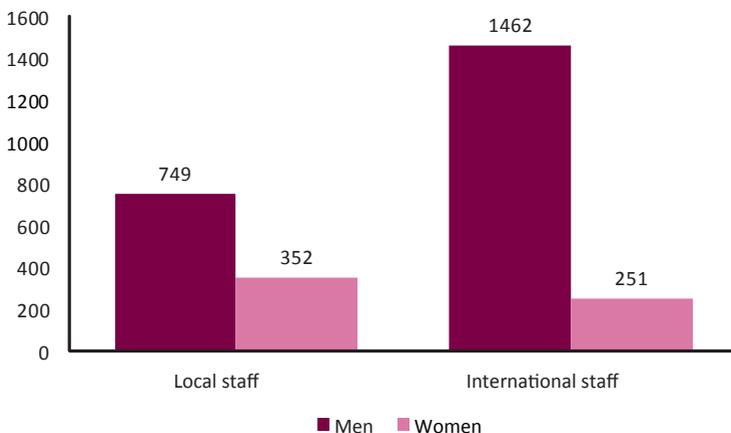
<sup>91</sup> Interview with Alexander Hug, Acting Head of the Office for Human Rights and Gender Issues in the European Rule of Law Mission in Kosovo (EULEX). 11. 08. 2010



Graph 19. Gender structure of the EULEX staff in Kosovo

Source: Information on EULEX staff (European Mission for Rule of Law (EULEX))

The graphic presentation shows the both staff categories (local and international), are in a significant disproportion. Apart from this, there is a lack of level and position specific data for men and women in this mission.



Graph 20. Gender structure of local and international staff of EULEX

Source: Information on EULEX staff (European Mission for Rule of Law (EULEX))

In the European Rule of Law Mission, gender issues are included within one department, which deals in general with human rights in Kosovo. Therefore, all issues monitored by this mission are viewed through two perspectives, which are not necessarily in harmony with identified needs.

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***An example of a recommendation addressed to the Customs of Kosovo by EULEX:***

*“It could also include efforts to increase the number of employees from the ranks of minorities and women, as well as providing support for their career development.”<sup>92</sup>*

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In reports launched by EULEX for year 2009, reporting on gender issues is only tackled superficially and do not provide findings or recommendations as they do for other issues. At the same time, when presenting EULEX activities in support of civil society, no concrete data are provided regarding issues related to Kosovo women even when giving a detailed description of the role and position of civil society in Kosovo. The category of women in the EULEX Report for 2009 is mentioned in the frame of addressing the issue of domestic violence. To make things worse, this part refers to a research carried out by the Women’s Welfare Centre of 2006 in the EULEX Report of 2009.

While explaining phenomena of domestic violence the Report points out the cooperation opportunities between EULEX and women organizations, but does not present any data on any meetings held.

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*“The coalition holds regular meetings, which could be of interest for participation by EULEX officials interested in civil society initiatives related to gender issues.”<sup>93</sup>*

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Whereas the main motto of the EULEX report for 2010 is *“together we build sustainable change”*, it seems that women have been left outside - starting from EULEX staff where one witnesses a

<sup>92</sup> EULEX “Programme Report,” July 2009

<sup>93</sup> EULEX “Programme Report,” July 2009, page 208.

gender structure in favour of men.<sup>94</sup> The Programme Report for 2010, gender issues have been limited down to reporting about functioning of an Office for Human Rights and Gender Issues (HRGI), which has carried out monitoring of the Kosovo Police to find that the KP do not keep “combined statistics that would serve to compare categories of victims, of perpetrators and of crimes (specified by gender, ethnic affiliation or by crime sub-categories)<sup>95</sup>. Differently from previous reports, the one for 2010 offers more specific conclusions related to gender issues, namely several practices witnessed during the monitoring of court sessions. Thus, this report points out that “EULEX judges did not monitor court cases on trafficking in persons.”<sup>96</sup> The report further states that these monitoring efforts were observant of the gender perspective, but their results were never made public. EULEX addresses gender issues also through various training events organized by this organization.

## Implementation of the research - Methodology

For the implementation of the research on “Auditing of European Union Projects in Kosovo” a combined methodology has been applied by focusing more on the qualitative method.

Initially annual reports of EU projects in Kosovo were collected and an analysis done of various data, including relevant statistics and information available on European Union and gender issues.

Then non-standardised interviews were carried out with representatives of EU institutions in Kosovo, representatives of international organizations, as well as with those of local and international non-governmental organizations. The KGSC also implemented a survey with a quota sample of representatives of Women’s Organizations in Kosovo during March – July 2010.

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94 See the Graph.

95 EULEX “Programme Report”, July 2009, page 11.

96 EULEX “Programme Report”, July 2009, page 11.

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## List of interviewed persons

No.	Surname	Name	Position	Institution	Date	Place of interview
1.	Sällström	Hana	Coordinator for Kosovo	Kvinna Till Kvinna	28. 06. 2010	Prishtina
2.	Kíta	Lida	Operations department	European Training Foundation	02. 07. 2010	Prishtina
3.	Macula	Flora	Advisor for peace and governance	UNIFEM	01. 07. 2010	Prishtina
4.	Cana	Kimete	Coordinator	Program TEMPUS	30. 06. 2010.	Prishtina
5.	Jančarková	Tatiana	Task Manager / Social development	European Commission Liaison Office	26. 07. 2010	Prishtina
6.	Rogova	Igballë	Executive Director	Network of Women's Groups of Kosovo	30. 07. 2010	Prishtina
7.	Hug	Alexander	Head of Operations	EULEX – Office for Human Rights and Gender Issues	12. 08. 2010	Prishtina

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