

# Improving the integration of women in Kosovo's labor market:

## What can the Public Employment Agency do?



**Stakeholder workshop**  
**June 21, 2018**  
**Prishtina**



Organized by:  
The Ministry of Labor and Social Welfare  
The Public Employment Agency of Kosovo  
The World Bank



**If you have any questions about this report, please contact:**

**Stefanie Brodmann,**  
[sbrodmann@worldbank.org](mailto:sbrodmann@worldbank.org)

**Kevin Hempel,**  
[khempel@prospera-consulting.com](mailto:khempel@prospera-consulting.com)

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## 1. Background and rationale

**Kosovo faces one of the lowest female labor force participation rates in the world** (18% in 2016) - significantly below participation rates of men in Kosovo (53%) and the lowest participation rate of women in Western Balkan countries (average of 41%).<sup>1</sup> Moreover, among those women participating in the labor market, unemployment rates are higher than those of men (32% vs. 26% respectively) - the highest rate in the Western Balkan region (average of 19%). This underutilization of human potential represents a strain on Kosovo's development.<sup>2</sup>

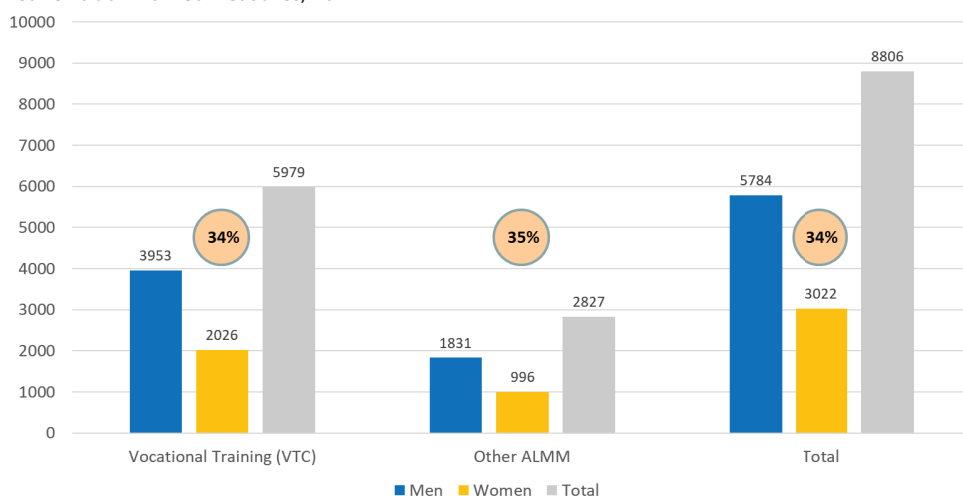
**Against this background, increasing women's participation in the labor market has become a public policy priority for Kosovo.** For instance, [Kosovo's European Reform Agenda \(ERA\)](#) from 2016 highlights the need for measures to increase the labor market participation of women. Similarly, the sector strategy 2018-2022 of the Ministry of Labor and Social Welfare aims at reducing the level of unemployment and economic non-activity with particular focus on women (in addition to young people and other marginalized groups).

**In recent years, substantial research has focused on understanding the obstacles to women's integration in Kosovo's labor market.** Key explanations include: family responsibilities in combination with limited access to quality and affordable child and elderly care, conservative social norms and discrimination, lower levels of education and work experience among women, legal barriers to women's employment (e.g., high cost of maternity leave for employers), and women's limited access to assets and productive inputs.

**Despite consensus on the need to improve women's status in the labor market, there is still limited understanding on how the Employment Agency of the Republic of Kosovo could operationalize this agenda.** Although key barriers to women's employment lie outside the labor market (e.g., childcare, social norms), the importance of strengthening Active Labor Market Policies (ALMPs) to facilitate women's access to work has also been emphasized. Indeed, the sector strategy 2018-2022 of the Ministry of Labor and Social Welfare states that "improved employment of women will be achieved through more intensive inclusion in [Active Labor Market Measures, ALMM]." Yet, concrete measures on how this could be done have not yet been identified.

**At the same time, women remain underrepresented among the Employment Agency's beneficiaries.** While women represent around 45% of all registered job-seekers, they only represent 34% of participants in active labor market measures (see Figure 1). Even though this represents an increase from 2016 (29%), there remains a gender-gap in service provision. Moreover, given the lack of systematic monitoring and evaluation in the past, the effectiveness of the different programs on both men and women is not yet well understood.

**Figure 1:** Absolute number of participants and share of women in Vocational Training and other Active Labor Market Measures, 2017



**Source:** Based on Employment Agency of the Republic of Kosovo, Annual Report 2017

<sup>1</sup> South East Europe Jobs Gateway Database. <https://www.seejobsgateway.net/charts>.

<sup>2</sup> For instance, it has been estimated that Kosovo's GDP could be over 20% higher if female labor force participation was equal to men. See [Cuberes and Teignier \(2015\)](#).

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*Active Labor Market Policies can play an important role in facilitating women's transition to the labor market.*

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*Active Labor Market Policies consist of:*

- 1) Employment Services: Services and activities of the public employment service (PES), e.g. career guidance and counseling, job placements, services to employers, administrative functions.
  - 2) Active Labor Market Measures: Activation measures for the unemployed and other target groups, including training, start-up incentives, public works and wage subsidies.
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## 2. Objective of the workshop

The objective of this workshop was to identify concrete steps and measures that could be adopted by the Employment Agency to foster the integration of women in Kosovo's labor market. To this end, the workshop convened local stakeholders from Kosovo with substantial experience in women-targeted employment programs to discuss international and local best practice on gender-sensitive design of employment services and active measures. See Annex 1 for the agenda and Annex 2 for a list of workshop participants.

The conclusions of this workshop are expected to inform the policies and programs of the Ministry of Labor and Social Welfare and the Public Employment Agency. Specifically, recommendations from the workshop can inform the drafting of the Ministry of Labor and Social Welfare's Employment Policy 2019-2021 as well as revisions to the Operations Manuals of employment services and active labor market measures.

## 3. Summary of women's barriers in Kosovo's labor market

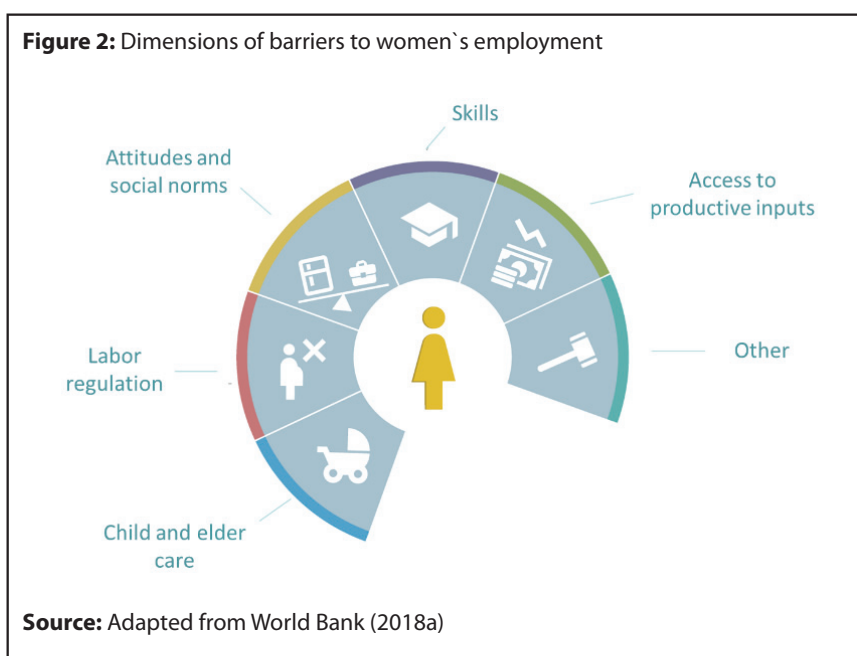
Multiple factors constrain the participation of women in Kosovo's labor market. In line with global patterns, research from Kosovo suggests that the primary barriers to women's employment include (see Figure 2):<sup>3</sup>

- **Child and elderly care:** The ability to work is contingent on an environment that allows for the sharing of caretaking responsibilities. In Kosovo, however, access to high quality, affordable child and elder care is limited, particularly outside the capital and in rural areas. As a result, over 50% of inactive women in Kosovo report personal or family obligations as the primary reason for not working outside the home.<sup>4</sup>

- **Labor regulation:** While intended to protect women, Kosovo's labor regulation has resulted in disincentives to hire women. Indeed, Kosovo's maternity leave is long in global and regional comparison and the financial burden related to maternity leave is borne mostly by employers (as opposed to contribution-based or government-funded). Additionally, the labor law does not forbid some discriminatory practices (e.g., asking about family status during job interviews).

- **Attitudes and social norms:** Traditional social norms in Kosovo assign family responsibilities almost exclusively to women. In combination with a lack of affordable child and elderly care options, large family sizes and legal disincentives to hire women, these norms effectively discourage women from participating in the labor market. Traditional gender roles also fuel occupational segregation (e.g., some industries with more abundant jobs, such as construction, manufacturing, and wholesale/retail trade are mostly staffed by men).

- **Education and skills:** Despite improvements among younger cohorts, women in Kosovo have significantly lower levels of education than their male counterparts (e.g., 50% of working-age women have lower-secondary education or below, compared to 27% of men). Women are also more likely to lack work experience than men (e.g., at reentry to work after having children). That said, among working women and men a recent World Bank skills survey (STEP) found no significant measurable gap in skill levels with respect to literacy and skill use on the job.<sup>5</sup>



<sup>3</sup> See for example <http://www.worldbank.org/en/events/2018/03/13/gender-in-the-western-balkans#3>; [Democracy for Development \(2017\), Women's inactivity in the labor market: Factors hindering women's participation in the labor market.](#)

<sup>4</sup> [World Bank \(2017\), Promoting Women's Access to Economic Opportunities, Kosovo, Policy Note.](#)

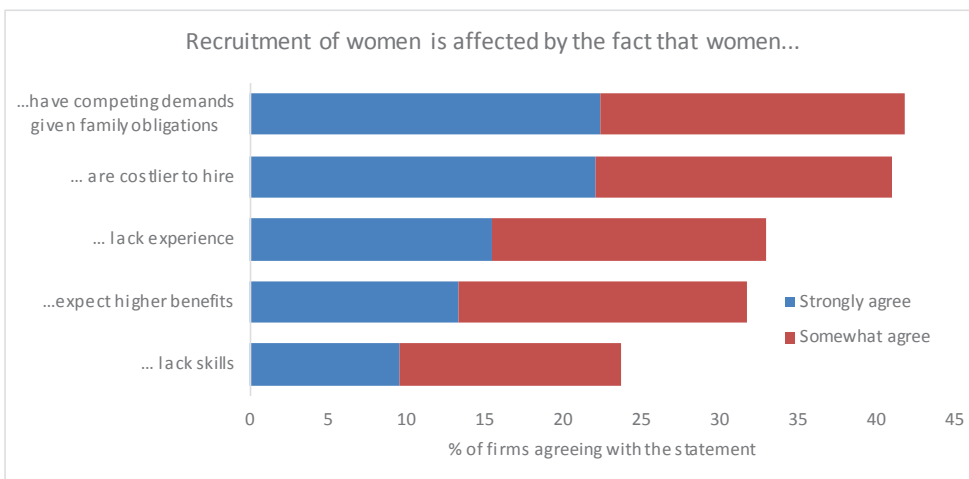
<sup>5</sup> World Bank (2018b), Kosovo Skills Towards Employment and Productivity (STEP) Report.

- **Access to productive inputs:** The property ownership rate of women in Kosovo is significantly lower than that of men, especially in rural areas. Indeed, prevailing discriminatory practices and social norms can undermine women's access to productive resources (e.g., property registration and inheritance). As a result, due to the absence of collateral, women also face obstacles in accessing the financial market (indeed, mortgage rates among women are 10 times lower than for men), thus negatively affecting women's entrepreneurship.<sup>6</sup>
- **Other:** In addition to the above, other barriers for women in Kosovo include limited access to critical job-related information (e.g., about job vacancies, services at employment offices), lack of professional networks, distance to work and inadequate transport infrastructure (especially in rural areas), and high reservation wages (influenced in part by remittances). Moreover, working conditions in the private sector are often not amenable, especially for women with children (e.g. unsuitable work hours, lack of flexibility), making it unattractive for many to seek work.

*Traditional social norms in combination with a lack of adequate care options are the main factors discouraging women's participation in the labor market.*

**Some of the largest barriers lie outside the scope of labor market policy.** When comparing the different constraints, it appears that care responsibilities are the main factor negatively affecting women, while lack of skills is a less severe constraint (see Figure 3).

**Figure 3:** Employer perceptions on factors affecting the recruitment of women



Source: World Bank (2018b)

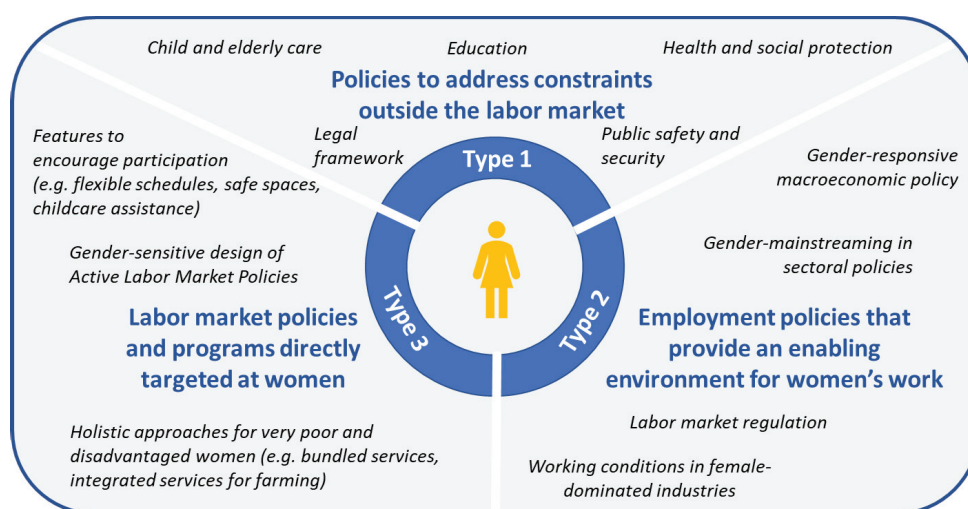
**While Active Labor Market Policies cannot address structural barriers to women's employment such as social norms and the lack of adequate care infrastructure, these barriers must be taken into account to increase participation and success rates among women.** Indeed, employment services and active labor market measures can adopt a variety of design and implementation features to make programs more "women-friendly". The remainder of the document presents international and local experience from Kosovo for women-sensitive employment programming.

<sup>6</sup> Only 9.5 percent of firms have a woman as top manager and only 14 percent are owned by women, figures that are far lower than the regional averages of 21.1 and 32.4 percent, respectively (see World Bank, 2017).

## 4. International experience in women-sensitive employment programming

Given the myriad of potential gender-specific constraints, countries must consider a policy-mix that addresses barriers at different levels (e.g., norms and beliefs, institutions, individuals). International experience suggests that such policies, allowing for variation across local contexts, may include policies to address constraints outside the labor market (Type 1), employment policies that provide an enabling environment for women's work (Type 2), and labor market policies and programs directly targeted at women (Type 3). Each of these are discussed in greater detail below. Further policy dialogue in Kosovo should contribute to determining which of these types of policies are the most needed given the specific country context.

**Figure 4:** Overview of policies to address women's disadvantage in the labor market



**Source:** Authors

### Type 1: Policies to address constraints outside the labor market

These types of policies are not directly related to employment and are typically outside the scope of Ministries of Labor but can have indirect effects on women's participation and success in the labor market. Potentially relevant policies include:

- **Child and elder care policies** to make affordable care services widely available. For instance, Mexico introduced demand- and supply-side incentives: grants for individuals and civil society organizations to facilitate setting up and running childcare institutions, as well as targeted subsidies to low-income mothers who enroll their children.
- **Education policies** to improve women's education which in turn increases their likelihood to work and their quality of employment. Depending on the local context, this can include measures such as reducing distance and mobility barriers to schools, providing gender-sensitive facilities (e.g. separate sanitation facilities), removing gender bias in curricula (such as gender-stereotypical illustrations in textbooks), etc.
- **Health and social protection policies and systems** to, for example, ensure adequate access to sexual and reproductive health services (to prevent teen pregnancies) and provide adequate health and social benefits to women (to reduce vulnerability in case of illness or job loss).
- **Public safety and security policies** to reduce gender-based violence at work and when traveling to work. For instance, in 2010 Pakistan passed a law prohibiting sexual harassment in the workplace, the Protection Against Harassment of Women at Workplace Act.

*Promoting women's employment requires a policy mix that goes beyond the responsibility of Ministries of Labor and Public Employment Agencies*

- **Policies to remove legal barriers** faced by women (e.g., related to land ownership or other property rights). For example, Bosnia and Herzegovina eliminated several restrictions on women's employment in jobs deemed arduous, hazardous and in underwater work.

## Type 2: Employment policies that provide an enabling environment for women's work

These types of policies are intended to provide the necessary environment at the national level for job creation and adequate working conditions for women. They are partly under the responsibility of Ministries of Labor (e.g., related to labor law), but also involve other important stakeholders (e.g., Ministry of Finance, Ministry of Economy).

- **Gender-responsive macroeconomic policy**, including monetary policy to stimulate growth and channel credit to sectors in which women predominately work; and fiscal policy to provide incentives through taxation and family benefits. For instance, the Reserve Bank of India has a non-binding mandate requiring commercial banks to direct a certain percentage of their loan portfolio to employment-intensive sectors such as agriculture and micro/small enterprises.
- **Gender mainstreaming in sectoral policies** to address the specific needs of women (e.g., related to occupational safety and health, pregnancy, stress, and harassment). For example, Ukraine, in addition to removing legal barriers for women to work in the transport and logistics sector, has started to address "soft" barriers that continue to impede women's access to employment in the sector, including gender stereotypes that influence study choices, the prevalence of a male-dominated working culture, inflexible and unattractive terms and conditions of employment, and workplace health and safety issues.
- **Adequate labor market regulation** that ensures decent working conditions while avoiding disincentives to hire women (e.g., funding maternity leave through a contributory social insurance system or taxes instead of primarily by employers). For instance, Albania introduced paid paternity leave and the labor code was changed to mandate equal remuneration for men and women who do work of equal value.
- **Enhance working conditions in female-dominated industries** (e.g., textiles, agriculture, domestic services). For instance, the *Better Work*<sup>7</sup> initiative seeks to enhance working conditions in the garment industry in countries like Bangladesh, Jordan and Ethiopia.

## Type 3: Labor market policies and programs directly targeted at women

These types of policies and programs seek to actively promote women's integration in the labor market through short-term support measures designed by and implemented through the Ministry of Labor, the Public Employment Agency, and potentially other ministries. They typically include employment services, skills training, entrepreneurship support, and subsidized employment (public works and wage subsidies) - also called Active Labor Market Policies. The following design and implementation features emerge from international experience on facilitating women's access to these types of programs as well as their success in promoting employment.

- **Regardless of the type of intervention, employment services and active measures should consider the need for the following cross-cutting features which have been shown to matter for program effectiveness in a wide range of countries.**<sup>8</sup>
  - **Outreach:** Involve husbands and other family members during beneficiary outreach to foster a supportive environment; ensure communication/outreach campaigns are gender sensitive (e.g., inclusion of photos of women, use of appropriate language).
  - **"Safe spaces":** Consider measures that build trust and put women at ease (e.g., female trainers and counselors, or women/girls-only classes when needed)
  - **Flexible schedules:** Provide schedules that accommodate household and care responsibilities to foster women's participation.

<sup>7</sup> <https://betterwork.org/>

<sup>8</sup> For instance, the World Bank's Adolescent Girls Initiative highlighted the importance of these factors in countries such as Jordan, Nepal, Lao and Liberia.

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*Gender-sensitive  
Active Labor Market  
Programs should be  
part of the policy mix*

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- o **Agency:** Enhance women's decision-making capacity and self-esteem (e.g., through soft skills training, coaching).
- o **Information:** Prioritize giving information and proper career guidance (e.g., on wages by occupation to influence women's/girls' aspirations and address occupational segregation).
- o **Networks:** Strengthen social and professional networks (e.g., through mentors, participation in self-help or other interest groups).
- o **Support to encourage women's participation:** Provide assistance with childcare and transportation needs and/or stipends to cover the expenses associated with program participation.

• **Moreover, employment services and active measures can adopt gender-sensitive aspects depending on the type of intervention. For instance:**

- o **Employment services** can emphasize information aimed at deconstructing gender stereotypes and guiding women towards attractive sectors and occupations.
- o **Skills training programs** should emphasize on-the-job training (to expand contacts and increase experience of female job seekers) and ensure strong employer engagement (which can minimize discrimination).
- o **Self-employment programs** should focus on helping women access land, credit, and productive inputs, while strengthening soft skills (e.g., self-esteem, perseverance) and expanding social networks (e.g., through mentoring, self-help groups, access to business associations, etc.)
- o **Public works** need to offer suitable work options for women (e.g. in social and environmental services, such as health promotion and awareness campaigns) as well as gender-sensitive work environments (e.g. bathroom facilities) and work schedules.

• **Holistic approaches are needed for very poor and disadvantaged women.** This can include:

- o **Linking employment-related activities with other relevant topics** (e.g., maternal and reproductive health, gender-based-violence), possibly through a phased approach whereby empowerment issues are addressed prior to a focus on livelihood support, since basic empowerment is often a precondition to successfully engage in the labor market.
- o **Bundled services**, such as providing cash stipends and access to savings, training and technical assistance, large (often in-kind) capital transfers, health information and life skills coaching (e.g. BRAC's graduation model<sup>9</sup>).
- o **Integrated services for farming**, consisting of access to farmer groups, financial services, extension and training on agricultural technologies and practices.

In summary, international experience suggests that policies and programs must take women-specific barriers into account and make adaptations to program design and implementation as needed (see [Annex 3](#) for selected literature on promoting women's employment). That said, a standard formula for gender-sensitive programs does not exist and the effectiveness of measures depends on the local context.

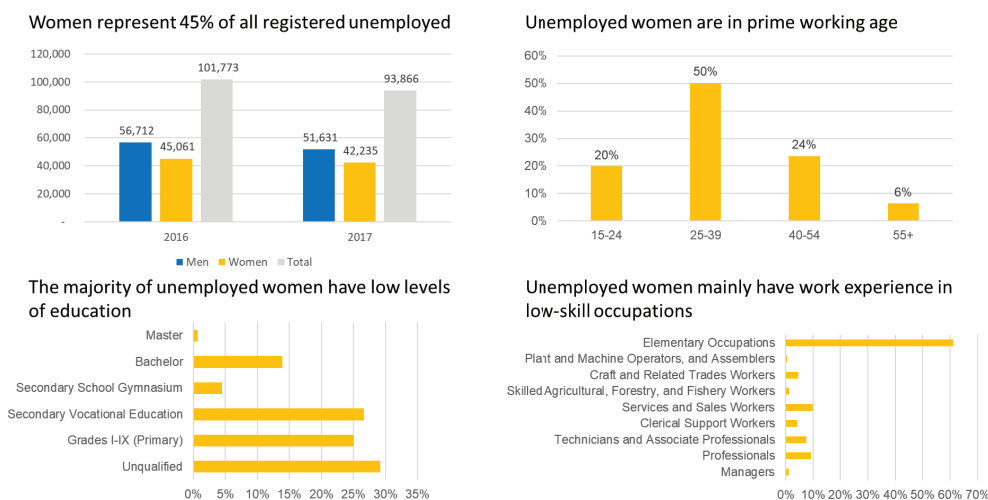
<sup>9</sup> For more information, see <http://tup.brac.net/images/understanding%20graduation%2020151201%20web.pdf>

## 5. Recommendations from local stakeholders to increase the gender sensitivity of Active Labor Market Policies in Kosovo

The main purpose of the workshop was to identify good practice at the local level that can inform the future design of employment services and active measures in Kosovo. To this end, participants worked in small groups to discuss a set of questions on how to increase women's participation in labor market programs and how to increase the sensitivity of these programs to the needs of inactive and unemployed women. Figure 4 presents an overview of the socioeconomic profile of registered unemployed women in Kosovo, showing that they are largely in prime working age and that the majority have lower levels of education than their male counterparts as well as limited work experience in medium- to higher skill occupations.

*The majority of registered unemployed women in Kosovo are in prime working age and have low levels of education*

**Figure 5:** Profile of registered unemployed women in Kosovo, 2017



**Source:** Employment Agency of the Republic of Kosovo, Annual Report 2017

A summary of the recommendations made by the workshop participants is presented below.

### Question 1) How can women's participation in Active Labor Market Policies be increased?

#### 1. How can we encourage women's job searching and registration as unemployed (i.e., reduce inactivity)?

- Conduct proactive outreach to women and their families
- Provide more information about the services offered at the Employment Agency, including to NGOs who can act as intermediaries for sharing information with the women they serve
- For broader outreach, leverage various communication channels, including
  - Information sessions
  - Social media
  - Mass-media (e.g., through television during times of high female viewership)
- Ensure that outreach material is gender sensitive (e.g., include photos of women)
- Publish positive outcomes from the Employment Agency to encourage participation in services
- Cooperate with partner organizations in outreach efforts (e.g., civil-society organizations, youth-action councils, youth centers)
- Properly sequence outreach efforts according to the availability of job vacancies and services to improve effectiveness and decrease unrealistic expectations
- Collaborate with other service providers to increase their recruitment of beneficiaries

*To enhance outreach to women, the Public Employment Agency could cooperate with partner organizations (e.g. local NGOs)*

- from registered unemployed, which will encourage women to register as job seekers
- For poor and vulnerable women, connect them to holistic empowerment initiatives that can set the foundation to connect them to the labor market (see Box 1 for an example)

## Box 1:

### SOCIAL EMPOWERMENT TRAINING, BY KOSOVA - WOMEN 4 WOMEN

The Social Empowerment Training consists of life skills training sessions facilitated by local trainers who deliver training in women's groups of approximately 20 - 25 women. The training curriculum is designed to align with basic principles of adult learning that focus on the "real world" issues; i.e. sessions emphasize how the learning can be applied through topics related to women's past experiences and future goals. The trainers utilize case studies, structured exercises, role plays, and facilitated group discussions to promote learning. Participants receive training in the following four modules:

- 1. Sustaining an Income:** module is designed to help women overcome stereotypes and inequities that prevent them from gaining economic self-sufficiency. Topics address the benefits of savings, building assets, managing household finances, and the types of income generation opportunities available.
- 2. Health and Wellness:** This module provides information on the prevention, treatment, and management of key health issues, including communicable diseases, nutrition, sexual and reproductive health, mental health and stress, personal hygiene, and environmental health. The module also provides women with referrals for health services provided by local partners.
- 3. Family and Community Decision Making:** In this module, women learn about human and legal rights, and what they can do as individuals and as a group to exercise their rights in their families and communities.
- 4. Social Networks and Safety Nets:** The module introduces women to the value of working with each other in groups, or social networks. Social networks allow individuals to share ideas, resources, and information, as well as to help support and protect each other and solve problems collectively.

**Source:** Kosova - Women 4 Women

## 2. What role can career guidance and intermediation services play to match women with adequate active measures?

- Provide a one-stop shop for information (not exclusive to services from the Employment Agency, but also about other organizations) and link job seekers to services according to need (for instance, empowerment-related activities). To this end, collaborate with other organizations to remain aware of their services
- Advertise success stories of women who found work through Agency's support measures (inspiration)
- Promote non-traditional work opportunities for women (e.g. through examples of women in these positions)
- Foster realistic expectations about the labor market (e.g., start small, and progress on the job)
- Provide career guidance early in life (e.g. through secondary schools)
- Offer online services (e.g., information and self-assessments) to reach a greater number of women and as an entry point for face-to-face counseling

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*Employment counsellors should help promote work opportunities for women in non-traditional sectors*

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- Ensure that counselors are equipped to provide gender-sensitive orientation (e.g., through evaluation of counselors' gender-related beliefs and biases and subsequent capacity building) and increase the number of female counselors
- Cooperate with specialized organizations to provide in-depth intermediation services for difficult-to-place women
- Provide support during application for ALMMs, jobs, agricultural subsidies, etc.; for instance, on filling out application forms properly

### 3. How can we increase the attractiveness and ease of participating in training and other active measures?

- Provide flexible schedules and different time options for participation in services (e.g., mornings, evenings, weekends)
- Offer modular/compressed trainings
- Offer flexible location settings (bring services to beneficiaries to facilitate access)
- Promote networking within services/trainings (e.g., through self-help groups)
- Adapt profiles of counselors/trainers to profiles of target groups (e.g., pair younger trainers for young job seekers)
- Ensure easy and safe accessibility of training locations (e.g., with public transportation, transportation provided by women)
- Facilitate transportation and/or cover travel expenses as needed
- Allow women to join services with friends (to enhance motivation and perceived safety)
- Provide child-care assistance at training facilities, or offer childcare stipends
- Offer preparatory/additional courses to ease access to ALMMs (e.g. for self-employment/ entrepreneurship training, which requires submission of a business idea); for instance, in cooperation with women's organizations who have strong outreach
- Open public works programs to organizations/activities that (can) employ women

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*Active measures should have flexible schedules and be easily accessible*

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### Question 2) How can we increase the gender sensitivity of ALMPs?

#### **Vocational training:**

- Ensure that VTCs offer courses that are attractive to women while responding to labor market needs
- Encourage women and girls to register for trainings outside female dominated occupations with greater employment potential
- Cooperate with non-public training providers for relevant trainings not offered in VTCs
- Provide flexible training times/schedules (to allow for family responsibilities)
- Emphasize soft-skills training as part of the curriculum (e.g., how to search for jobs)
- Involve female trainers, especially for soft skills trainings
- Facilitate transportation and/or cover travel expenses as needed
- Link trainings with job placement support (i.e., provide job search assistance during/after training)
- Link classroom training with on-the-job training to foster practical work experience (which women often lack)
- Consider use of affirmative measures (e.g., quotas for women)

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*Emphasize soft-skills training as part of curricula and link classroom training with on-the-job training and job placement support*

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#### **On-the-job Training, Internships, Wage-subsidies:**

- Engage employers to offer vacancies suitable for women, including in non-traditional areas
- Make vacancy announcements in traditional male jobs attractive to women
- Provide opportunities for contact between employers and female job seekers to enhance women's networks and reduce hiring bias
- Encourage employers to provide women-friendly work environments (e.g., part-time and flexible hours, stipends for child-care, occupational safety and health)
- As needed, provide coaching during on-the-job training (e.g., through occasional visits)

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*Encourage employers to provide women-friendly work environments (e.g. part-time and flexible hours)*

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- to identify and mitigate potential problems between trainees and employers
- Highlight the benefits to businesses of providing job training to women
- Provide capacity building to employers for fostering gender-equality in the workplace

### **Self-employment promotion:**

#### **Outreach:**

- Conduct community outreach that also targets men (for enabling environment towards women's employment, e.g. by husbands and other family members)
- Involve strong female role models (successful women entrepreneurs, especially successful women from diverse (similar to participants') backgrounds, i.e. rural and relatively less educated women)

#### **Training:**

- Emphasize soft-skills training (e.g., to increase motivation, self-esteem, agency/decision-making, negotiation skills, resilience/perseverance, etc.)
- Foster financial literacy/business management skills (e.g., the importance of establishing bank accounts in women's names)

#### **Advisory services:**

- Provide mentoring/coaching, especially by women
- Encourage peer networking (incl. through online collaboration platforms)
- Targeted support to facilitate women's access to markets (e.g., preparation for trade fairs, conducting business with men)

#### **Other:**

- Institutional advocacy efforts to promote recognition of women entrepreneurs (e.g., with chambers of commerce, banks, national fora)

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*For self-employed women, provide suitable follow-up assistance to help overcome challenges and access markets (e.g. through coaching, peer networking)*

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## **6. Conclusions**

In summary, the stakeholder workshop allowed for several important take-aways.

- **Participation quotas are not enough. When designing ALMPs, policymakers need to consider the specific needs of women.** Women face additional barriers that render their participation in the labor market and in employment programs more difficult. Hence, the Public Employment Agency and other service providers must pay particular attention to these constraints and adjust existing programs accordingly. In many cases, relatively simple measures can be a good starting point, such as providing additional information on opportunities in non-traditional areas as well as flexible training schedules.
- **Get the basics right.** Gender-sensitive features aside, women will benefit as equally as men from employment programs that are well designed and implemented. Therefore, remaining weaknesses in employment services and active measures, regardless of the gender of the beneficiaries, need to be addressed (e.g., high client-to-counselor ratio, insufficient employer engagement in design and implementation of training).
- **Public Employment Services cannot do it alone.** Even the strongest Public Employment Services across the globe partner with non-public organizations (e.g., private providers, NGOs) in service delivery. The Employment Agency of the Republic of Kosovo could benefit from stronger partnerships with NGOs experienced in women economic empowerment programs, for instance in terms of outreach to women as well as in the implementation of targeted measures. Indeed, NGOs can act as a bridge between women and the Public Employment Agency.
- **The Public Employment Agency requires sufficient resources to fulfil its mandate.** The government budget allocated to the Employment Agency is small by international standards (0.08% of GDP, compared to the OECD average of 0.56%). The budget for active measures (exclusive of vocational training) is limited to around 2 million Euros, making the coverage of ALMPs highly dependent on donor funding. Additional government resources are necessary for providing higher quality services to both women and men alike.

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*Quotas for women participation are not enough. Targeted program designs are needed to meet the needs of women.*

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- **Generating evidence on what works is critical.** Ensuring that employment programs meet the needs of women (and other priority target groups) is not a one-time effort. Instead, continuous learning is needed to identify remaining challenges and make program adjustments. This will require a strong monitoring system at the level of the Public Employment Agency, including gender-disaggregated indicators, as well as regular program evaluations, in order to collect the quantitative and qualitative information necessary to inform decision-making.

## Annexes

### Annex 1: Workshop agenda

Time	Session	Speaker
9:00-9:15	Introduction, framing, and current challenges	<ul style="list-style-type: none"> <li>Diego Garrido Martin, World Bank</li> <li>Edi Gusia, Agency for Gender Equality</li> </ul>
9:15-9:30	Labour market barriers for women in Kosovo: Summary of recent research	<ul style="list-style-type: none"> <li>Kevin Hempel, World Bank and Prospera Consulting</li> </ul>
9:30-9:50	Women-sensitive employment programming: International experience	<ul style="list-style-type: none"> <li>Kevin Hempel, World Bank and Prospera Consulting</li> </ul>
9:50-10:30	Women-sensitive employment programming: Good practices in Kosovo	<ul style="list-style-type: none"> <li>Iliriana Bjanya, Kosovo Women's Network</li> <li>Iliriana Jaka Gashi, Kosova Women 4 Women</li> </ul>
10:30-10:45	Coffee break	
10:45-11:30	Discussion and brainstorming 1: Measures to increase women's participation in Active Labor Market Programs (ALMPs)	All
11:30-12:15	Discussion and brainstorming 2: Measures to make ALMPs more gender-sensitive  Focus topics: 1) Vocational Training 2) On-the-job training, internships, wage-subsidies 3) Self-employment	All
12:20-12:30	Summary and closing	Shpetim Kalludra, Public Employment Agency

### Annex 2: List of participants

Name	Organization
Shpetim Kalludra	Employment Agency of the Republic of Kosovo
Edi Gusia	Agency for Gender Equality
Adelina Kejtari	Agency for Gender Equality
Iliriana Gashi	Kosova - Women 4 Women
Iliriana Banjska	Kosovo Women's Network
Bedri Xhafa	APPK
Xhuljeta Devolli	Network of Roma, Ashkali, and Egyptian Women
Alban Zogaj	MCC
Violeta Rexha	MCC
Elizabeth Good	UNDP
Merita Isufi	UNDP
Linda Baleta	Swisscontact
Ajete Kerqeli	D4D
Julia Becker	GIZ
Artane Rizvanolli	GIZ
Vjosa Mulliatihiri	GIZ
Mirlinda Purrine	SHE-ERA
Flora Arifi	USAID
Rreze Duli	RDA North
Nensi Jasharaj	OSCE
Dardan Sadriu	EU
Diego Garrido Martin	World Bank
Flora Kelmendi	World Bank
Sara Johansson da Silva	World Bank, consultant
Kevin Hempel	World Bank, consultant
Edita Alo	World Bank, consultant

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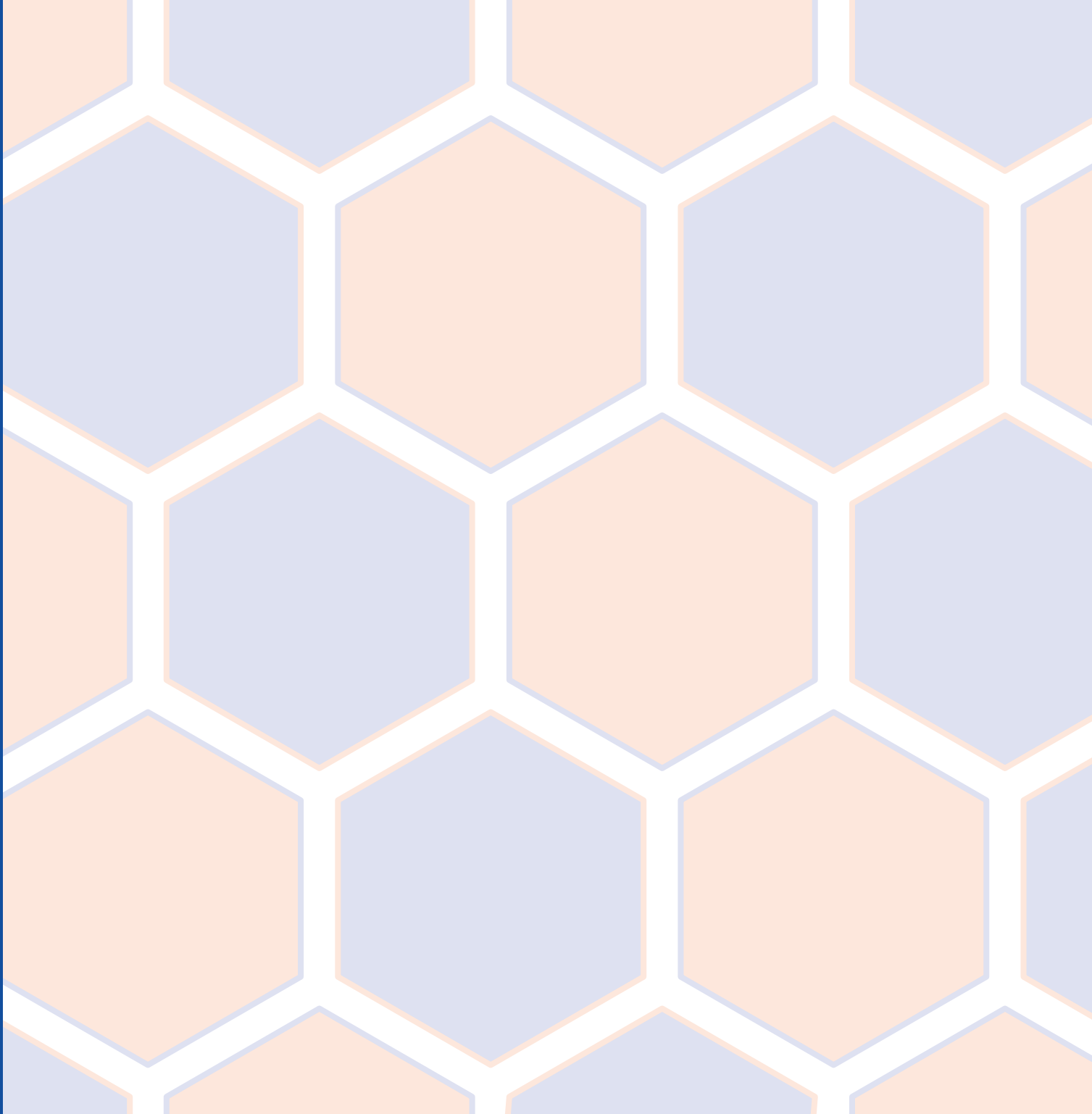
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World Bank Office  
Rr. Prishtinë – Fushë Kosovë p.n.,  
Pristina, Kosovo, 10000  
[www.worldbank.org/kosovo](http://www.worldbank.org/kosovo)