

**BUILDING DIVERSITY**

**AN ACTION PLAN**

**FOR**

**INTEGRATING GENDER, YOUTH AND ETHNICITY**

**INTO THE USAID/KOSOVO PROGRAM**

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----- For USAID/Kosovo/missions/Kosovo (publications)-----

## Acronyms

AOGG	Prime Minister's Advisory Office on Good Governance, Human Rights, Equal Opportunity and Gender
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CIDA	Canadian International Development Agency
CS	Civil Society
EAR	European Agency for Reconstruction
EU	European Union
FRY	Federal Republic of Yugoslavia
GE	Gender Equality
GTZ	Gesellschaft für Technische Zusammenarbeit (Germany)
IDP	Internally Displaced Persons
IOM	International Organization for Migration
KBFF	Kosovo Business Finance Facility <sup>1</sup>
KEK	Kosovo Energy Corporation
KFOR	Kosovo Force (NATO-led international force)
KFOS	Kosovo Foundation for an Open Society
KIPA	Kosovo Institute for Public Affairs
KPPS	Kosovo Police Service School
KTA	Kosovo Trust Agency
KWI	Kosovo Women's Initiative
KWL	Kosova Women's Lobby
KWN	Kosova Women's Network
KYN	Kosovo Youth Network
MGO	Municipal Gender Officer
Min. of CYS	Ministry of Culture, Youth, Sport and Non-Resident Affairs
NAP	National Action Plan for Gender Equality
NGO	Non-Governmental Organization
OMiK	OSCE Mission in Kosovo
OSCE	Organization for Security and Cooperation in Europe
PISG	Provisional Institutions of Self-Government
SCAAK	Society of Certified Accountants and Auditors of Kosovo
SDC	Swiss Agency for Development and Cooperation
SIDA	Swedish International Development Cooperation Agency/Liaison Office of Sweden
SP GTF	Stability Pact Gender Task Force
TOT	Training of Trainers
UNDP	United Nations Development Program
UNIFEM	United Nations Fund for Women
UNMIK	United Nations Interim Administration Mission in Kosovo
UNMIK OGA	UNMIK Office of Gender Affairs

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<sup>1</sup> This was the NGO which led to the founding of the American Bank of Kosovo, later sold to Raiffeisen Bank.

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## **Preface**

The opportunity to work together on the three cross-cutting themes of gender, youth and returns and reintegration (ethnic diversity) has been an unusual and challenging one. We would like to thank USAID/Kosovo for having the foresight and creativity to put the three together as a mechanism for improving USAID/Kosovo's achievement of its new Strategic Plan. In the first instance, our work would not have been possible without the leadership of Dale Pfeiffer, the vision of Judy Schumacher and the able execution by Jonathan Sperling.

We also want to express our appreciation to David Leong for having read and commented so thoughtfully on our draft. His insights have guided our revisions. Moreover, his interest was an important indicator that the Mission's future leadership will pursue action steps to ensure attention to these cross-cutting themes.

Once we arrived in Pristina, we found ourselves welcomed and supported by an extraordinary staff. We were truly surprised but pleased by the willingness of USAID staff to meet with us in their multiple capacities – both as Strategic Objective (SO) teams and within cross-cutting theme Working Groups. We particularly acknowledge those who appeared and contributed to multiple working groups and with multiple SO teams.

Very special thanks are due to the three women who so eagerly and competently assisted our research and our thinking: Dina Cernobregu, Luli Gjonbalaj and Tina Grazhdani.

Of course our work became all the more challenging as a result of the events of March 17-18. Kosovars themselves, along with so many people who are friends of Kosovo, found themselves questioning their perceptions, theories and judgments. In some cases, it made it difficult for them to answer our questions – particularly those about what has been working (the successes) and what needs greater attention. We thank everyone for being honest, and for overcoming real sensitivities, and often pain, to engage in discussions that in some cases may have seemed untimely.

It has been our pleasure to contribute what limited insights we are able to offer after three weeks in this extraordinary situation. As we Americans move along, some here for only short periods and others for longer commitments, we wish for all Kosovars – women and men, young and old, and of every ethnic origin – a future that is peaceful and secure, democratic, and prosperous.

## SECTION I: Introduction

In its new Strategic Plan, USAID/Kosovo has committed to three cross-cutting themes: gender, youth, and returns & reintegration.<sup>2</sup> To its credit, not only has USAID/Kosovo recognized the importance of each theme individually, but rather than addressing them separately, the Mission sought to engage specialists on each topic to work together. This has offered an unusual opportunity for USAID to recognize and build on diversity as a basis for enhancing economic and democratic change in Kosovo.

Working on these three cross-cutting themes together has enriched our team's work in two ways. First, in some cases, an analytical approach from one area of analysis has provided a new optic for the others. Second, our search for commonalities has pushed us to think more broadly about the value of diversity for socio-economic development.

### Three levels of purpose: equity, effectiveness and strategic use of resources

Our common conceptual approach for our themes has been our recognition that paying attention to gender, youth or ethnic diversity may benefit USAID/Kosovo's work on three levels: **(1) equity, (2) effectiveness, and (3) strategic use of resources.**

In each instance, we agree – and understand that USAID/Kosovo's leadership and staff agree – that there are fundamental issues of fairness. Economic and democratic development should benefit all, irrespective of age, sex or ethnic background. To ensure equity, it is often necessary to identify unintended or unrecognized barriers to participation – not just to “being in the room”, but to meaningful inclusion. This means that all must have the opportunity to be present, to voice their perspectives, to be not only heard but considered thoughtfully, and to influence decision-making.

To promote effectiveness, we used an asset-based orientation. This is grounded in a conviction that all people have talents, skills, energy and determination to make contributions to social, political and economic development. Thus, for example, we are concerned that USAID/Kosovo's programs recognize and build upon women's economic contributions. Like so many in the USAID community, we are struck by how much women have been on the forefront as change agents in Kosovo. Similarly, we view engaging the energy and innovation of young people, as resources for building the new Kosovo. In terms of investing in that future, building the capacity of youth promises longer terms from which to see returns on that investment. Further, it is they who will be the leaders of Kosovo – who will determine its place in Europe. In each instance, working with a society's most productive human assets increases the effectiveness of results

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<sup>2</sup> Ethnic diversity is becoming the preferred concept for this cross-cutting theme, as discussed under findings for ethnicity, Section II C.

The third level is a strategic one. This means identifying those cases where paying attention to a particular demographic group or to gender may be a strategic way to achieve a goal or result. When, for example, women and youth are active change agents in a society, investing in them may be the most strategic way to build a strong civil society. Thus, if an objective is to build confidence in a judicial system, and women are the most likely to need and to use a judicial system in case of disputes or the need for protection, then maybe it is strategic to focus on women's confidence in and use of the judicial system. Similarly, when trying to prevent the spread of HIV/AIDS, it may be important to focus on young men – those with both the opportunity and the power (in the typical male-female relationship) to take precautions.

### Finding Barriers and Opportunities: Perceptions, Behavior and Environment

Beyond the programmatic rationales for focusing on full and effective engagement of all segments of the Kosovo population, this team has strived to understand the impediments to full engagement. To do that, we analyzed each cross-cutting objective in the context of **perceptions, behavior and environment**.

Perceptions are impressions formed on an anecdotal or experiential basis that may have no real grounding in empirical reality. Thus we are aware of stereotypes, ranging from expectations that women are victims to concerns that youth are troublemakers, as well as “commonly held beliefs,” e.g. that all talent has emigrated. On the ethnic level, perceptions are particularly sensitive, but clearly impede the ability to view others with complete objectivity.

Behaviors are shaped by culture, tradition and one's day-to-day perceptions of appropriate action in a particular situation. Paying attention to behaviors invites attention to three factors: that people have culturally prescribed roles and relationships, that rights should be accompanied by responsibilities, and that differences in actual or perceived power may influence the capacity to participate and contribute. This is where gender analysis has illuminated our understanding of all three themes. With regard to roles and relationships, this is an area that is difficult for outsiders, because we often do not know and cannot see how they play out privately. For example, what are the roles of women in family businesses – do they only undertake simple tasks in the fields, or do they also keep the books? Who has the role of decision-maker – the men whom we see debating publicly, or the men only after receiving the private input and guidance of the women in their household?

But to understand behavior, it is important to recognize the role of power: who has it, who exercises it, and who lacks it. Sometimes power is derived from roles, which are in turn prescribed by age, sex, ethnicity or nationality. For example, if the power to take action or to spend limited resources is wielded by someone other than the person participating in a USAID activity, that outsider's power may constrain the participants' ability to contribute to USAID programming. Consider a real-life illustration, where a training program is held for more than one day in Pristina, with the expectation that all participants will stay at a hotel together. A decision in rural Kosovo that it is not

appropriate for a woman to stay at a hotel without a family member accompanying her, precluded an experienced lawyer from participating.

Environment, the last analytic prism, is about the enabling factors or constraints in one's everyday reality. These factors influence – consciously or unconsciously – people's perceptions as well as their behaviors. Examples include the physical or legal dimensions that affect a person's ability to participate in USAID/Kosovo's programs or simply to contribute to Kosovo's development. Does poor rural infrastructure limit the access of residents to banks and therefore their behaviors to placing savings under the mattress instead of in an account? Environmental variables may represent constraints for one group but be irrelevant for another.

The interplay between all three – perceptions, behaviors, and environment – is dynamic. Changing perceptions and behaviors may lead to a change in environment (i.e., “Where there is a will, there is a way”). Alternatively, changing behaviors and environment could alter perceptions (i.e., “Where there is a way, there is a will”).

### The Application of Concepts in Drafting the Report and Formulating Recommendations

As an integrated team, we have gathered information, analyzed barriers and opportunities, and developed our recommendations with those concepts in mind. Our report is in four sections. Section II contains findings, addressing what each of us found in our respective thematic areas. Within our separate findings, we provide some overarching findings first, followed by commentary by Strategic Objective. Section III focuses on recommendations. It includes a sample “Activity Sheet” and suggestions for Participant Training. Section IV looks at ways to institutionalize our cross-cutting themes within the Mission: Steps to Integrate Cross-Cutting Themes into USAID/Kosovo's Portfolio. This is where we offer specific advice for the Working Groups and standardized language for documents such as USAID/Kosovo's RFPs or consultant Scopes of Work.

As we gathered other information that was not central to our report, but that may be useful to the Mission, this report ends with some five appendices: a list acknowledging those with whom we met, Appendix A; a bibliography of documents consulted, Appendix B; a draft checklist for the Gender Working Group of things to look for (and for other groups to use in developing their own), Appendix C; a list of contacts not made but may be of interest to the Mission in follow-up, Appendix D; and a summary of Gender-focused information gathered from UNMIK-OGA, the Office of the Prime Minister and other donors, Appendix E.

## SECTION II: Findings

### A. GENDER

#### Perceptions, Behavior and Environment

Kosovo is an unusual environment because there is a genuine and growing commitment to gender equality – both from civil society and from *some* in government, at the center and increasingly at the local level.<sup>3</sup> There is a legislative framework – from the Constitutional Framework that commits to compliance with the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) to the near-final Gender Equality Law – and quotas for women in government. There are also plans for gender equality focal points in all ministries, and are already municipal gender officers in all municipalities and gender equality committees in nearly half of them.

Still, even though the enabling environment is supportive, this is a case where perceptions may cause complacency. While UNMIK has promoted gender equality, there must be broad and real commitment from Kosovars themselves. More needs to be done to change the perceptions and behavior of elected representatives in Kosovo, civil servants and voters. Individuals with gender responsibilities in the central ministries and at local focal points need more training in order to carry out their jobs effectively. Public and private institutions need the capacity and will to better identify the barriers, both explicit and hidden, which block the full participation of women -- and then to turn such understandings into meaningful procedures and practices. Women, themselves, need the information and courage to fulfill their rights and responsibilities in Kosovo society.”

That said, however, strong impetus and energy for paying attention to gender has come from the women of Kosovo. In the short period of this research, it was not possible to understand why and how women in civil society are strong – but they clearly are a significant asset for the political development of Kosovo.<sup>4</sup> Kosovo has benefited from leadership who are both dedicated and capable. In June 2002, a group of them met to initiate consultation and drafting of a National Action Plan for the Achievement of Gender Equality (NAP). That group included representatives of the Kosovo Assembly, government institutions, NGOs, the media and other experts. In November, Prime Minister Bajram Rexhepi launched public discussion of the plan that resulted in public commentary, both written and oral. The NAP was finalized in April 2003, and a year later, the Kosovo Assembly is on the verge of passing a law on Gender Equality in Kosovo that reflects the NAP.

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<sup>3</sup> The author would compare Kosovo with the positive examples of South Africa and Mali, and contrast it with Poland (where women are strong activists in civil society but government is an obstacle) and the Czech Republic and Slovakia (where the civil society movement has been branded as “feminist” and there is little support from either citizens or government).

<sup>4</sup> Explanations include women’s educational opportunities in the per-Milosevic Yugoslavia, a Milosevic information campaign that maligned and denigrated women (to which women had to respond), and that educated, professional Albanian Kosovar women suffered double apartheid in the 1990s when they lost their jobs and then found themselves back in traditional roles in the home. It should also not be forgotten that women do seem to rally and take leadership in times of conflict, stepping in and taking action where they see no choice.



It is the behavior of civil society (and what started as activism by Kosovo women is now enhanced by the involvement of men) that pushes along a process of institutionalizing attention to gender equality, citizen involvement and momentum in government institutions, both in the PISG and at the local level. Moreover, those behaviors have been strengthened by extensive gender training of people in nearly every sector.<sup>5</sup> Further, the strength of women in civil society comes from an unusual unity of purpose, illustrated both by the Kosovo Women’s Network (KWN) with 45 member organizations, and by the Kosovo Women’s Lobby, a new group that brings together the strongest women leaders from civil society, government, media and the private sector. (For more regarding civil society organizations, government institutions and legal frameworks, see Appendix G.)

Within this context, Kosovars themselves are pursuing the equity purpose of gender equality. Their efforts are supported by UNMIK-OGA, OMiK and a number of other donors. (See Appendix G.) For USAID, this provides an unusual opportunity to strengthen its programmatic results, both economic and democratic, by engaging those ideals and dynamism. Building upon the will of women and men who are active in civil society and government on issues of gender equality is one way to involve some of the most determined partners in Kosovo.

Yet there may also be a strategic purpose for the gender cross-cutting theme: Investing in some gender-related initiatives – such as gender reviews of legislation, gender monitors at the local level, gender budgets and the campaign to elect more qualified women – may be a strategic way to achieve USAID’s goal for Kosovo. The behaviors and institutions promoted by Kosovo’s gender equality proponents offer critical contributions to achieving the goal of a democratic, self-governing, economically sustainable entity in which all citizens have equal opportunities and rights.

### The USAID/Kosovo Mission Strategy

#### *Strategic Objective (SO) 1.2 – Economic Policy*

Economic policy is an area where USAID and its implementing partners tend not to anticipate the need to pay attention to gender.<sup>6</sup> This is understandable if one takes a traditional women-in-development perspective, or if it were a matter of “counting heads” in training courses. From a gender perspective, however, this area perfectly illustrates the importance of gender. Where there are questions of policy and laws, it is necessary to look beyond what they say on their face, which is typically gender neutral, to consider some additional factors:

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<sup>5</sup> UNIFEM’s primary trainer, Flora Macula, believes she has trained more than 1000 people, including 70 re gender reviews of legislation, and local authorities. She has trained trainers (TOT) as well, both a group of 14 that covered media, economics, violence against women, and human rights, and for the Kosovo Institute of Public Affairs to train Kosovo’s public service.

<sup>6</sup> One key example may be Riinvest (though we did not have the opportunity to meet with them). The Early Warning reports do not indicate any awareness of possible differences of attitudes or behavior among demographic groups.

- *De jure* versus *De facto* law, such as laws that give women property rights, but the fact that 99% of real property is in men’s names
- Who must comply in order for a law to work, and what it takes for them to be able to comply,
- Who must enforce the law, and whether gender roles affect who enforces and who complies, and
- On whom might a policy or law, as written, have unintended negative impacts.

For example, with regard to financial policy and budgeting, this is the locus of decisions regarding a society’s priorities and where to allocate resources. Women around the world are now mobilizing around “gender budgets”, initiatives through which they learn about budgets and press for citizen input, transparency and accountability. With regard to banking laws, the location of banks, collateral requirements for borrowers, training of Kosovo’s bank professionals, and even how male lending officers relate to female borrowers may raise gender issues.<sup>7</sup> There may also be gender relations within a household that affect who uses and has access to the banking system. Pension policies must anticipate which demographic groups have the possibility of being employed, including who earns money in the formal economy versus the informal economy.

In Kosovo there is real **movement to ensure gender analyses** (or SEAGA – **Socio-Economic and Gender Analyses**) **of policies and laws**.<sup>8</sup> A group of lawyers trained by UNIFEM has this perspective – and they are now located in many institutions (governmental and nongovernmental) throughout Kosovo. This is a resource from which the USAID/Kosovo program can benefit, while also being an asset in which to invest.<sup>9</sup>

#### **Resource: Gender Analyses of Legislation**

In 2001, NORMA, a Kosovo organization of women lawyers who provide legal aid, OSCE and UNIFEM saw the need to train the legal profession about gender equality, women’s human rights at all levels – developing legislation, implementing and judicial decisions. Beginning in 2002, UNIFEM trained a total of 70 men and women, including lawyers and judges, NGO representatives, employees of ministries, municipal government and Kosovar Parliament.<sup>10</sup> There are 3 5-day segments, focusing on writing legislation from a gender perspective, thematic issues, international standards, UN and EU structures for gender equality and women’s rights, gender and gender mainstreaming. The training ended with an assignment to analyze certain laws from the perspective of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).

The participants were so pleased with their products, that they are publishing them (due out soon). The group decided to institutionalize, has a 7-person board (3 men; 4 women), has registered at the “Organization for Analysis and Study of Gender and Legislation”, and

<sup>7</sup> USAID’s Merita Stublla-Emini is a valuable resource for recognizing and addressing such issues.

<sup>8</sup> “SEAGA” started with stakeholder analysis, looking at resources and who uses and controls them, and at expenditures. It is a mapping effort to help men and women alike recognize what happens in households, family farms, and communities.

<sup>9</sup> Here also USAID has in-house expertise such as Pranvera Recica.

<sup>10</sup> Participants included Bashkim Rrahmani of FDI; Ariana Qosaj-Mustafa, Legal Advisor on Women and Children for OMiK; and Ardita Metaj, staff attorney for USAID’s NCSC Justice Reform activity.

invites all trainees to be members. They will put together an inventory of members and their areas of expertise. In the next two years, UNIFEM will support them and further capacity-building.

### *SO 1.3 – Economic Growth and Business Development*

Within the business development focus of this SO, there has been some awareness of women's needs and contributions. Yet women's participation seems to be addressed on the first level of purpose, i.e. equity or fairness, rather than as a way to improve results. Within this strategic objective, the gender-related opportunities are two-fold:

- To view and engage women in business and in agriculture as assets
- To understand roles, responsibilities and power (e.g. within family units, businesses, communities, business associations or a particular industry), and be cognizant of how they may impede achievement of economic development goals.

What seems to be lacking, is knowledge within the USAID community regarding the activities and roles of women in the economy. Two steps would address the lack of information, and would lay the foundations for identifying opportunities to work with women as assets and to address gender relations impeding productive business relations. First, **research** is needed. There have been studies, but they must be found! Once they have been read, there may be a need for focused research relating to USAID/Kosovo's intended clusters.

Second, this is a case where **partnership** with women's business associations could be way of ensuring access to information, identification of women partners, and a network through which to disseminate information regarding the availability of specialized training and technical assistance. There are two businesswomen's associations, a Kosovo Businesswomen's Association that has been supported by the Kosovo Foundation for a Civil Society, and a Serbian Kosovar businesswomen's association, Avenija. It is strongly recommended that USAID's new Cluster and Business Support activity (1) include gender training early on, (2) incorporate partnerships with women's business associations (and perhaps help to link them with other associations), and (3) ensure that the individuals responsible for brokering and facilitating relations among the players of a cluster recognize the need to pay attention to overcoming gender, generational and ethnic barriers to successful business cooperation.

### *SO 2.1 – Civil Society and Government Partnerships*

This is the SO where USAID has the greatest awareness of women's participation, and of women's leadership. This stems from women's efforts in Reform 2004, advocating for an open list electoral system, and from the many active women's NGOs. Among the donor community and USAID/Kosovo's implementing partners there is

agreement that women are important change agents for Kosovo. Women in civil society, women's NGOs, are invaluable resources for Kosovo's democratic development.

"We have to admit that women's NGOs, not just during the last years but the last decade, have been the *most* active."

"Women's NGOs are correct and successful ... not have problems with women's NGOs as their projects are implemented as foreseen, reports are done properly and there are not financial problems."

"It was a women's NGO that had the biggest success [with political process monitoring]."

For example, NDI has been teaching NGOs how to monitor an issue that is important to them. In Lipjan/Lipljan, a women's NGO (Flaka) had a big success: after a logjam and 10-month stalemate, Flaka got things moving, and they now monitor the municipality for how it deals with women's issues, including getting information from the budget committee, providing their own reports, and influencing policy. "We train them all to do it. Not all of them are doing it."<sup>11</sup>

But for all women's successes to date, there is an urgent need for **ongoing attention** to:

1. engage their leadership on a range of issues, and in all forums;
2. ensure the **sustainability** of women's NGOs;
3. collect and disseminate success stories regarding women's initiatives;
4. pay attention to the role of media and images it portrays of women; and
5. ensure women's central **role in governance**.

In fact, Kosovo women are aware of these needs – and **are taking action themselves**. The Kosova Women's Network has developed a strategic plan that includes plans to build a "Women's Fund" to provide small grants to women's NGOs. This is an opportunity for USAID/Kosovo (along with other donors) to build on a demand-driven, strategic initiative focused on the sustainability of valuable players in civil society.<sup>12</sup> [See *Participant Training*.]

There are also opportunities for local government partnerships, both on the side of local government and civil society, for the new Local Government Initiative (LGI).<sup>13</sup>

- Municipal Gender Officers (MGOs) – in all 30 municipalities:
  - With OMiK support, UNIFEM gave a 2-day training to local authorities, women's NGOs, mixed NGOS and some members of local assemblies. After 6 months, they hired women and men to monitor the impact of the training (because each trainee was to write and implement an action plan)

<sup>11</sup> This was reportedly the NDI project's biggest success in this area.

<sup>12</sup> This illustrates a case where a Donor's Gender Working Group could coordinate its support, ensuring the most effective and strategic use of limited resources.

<sup>13</sup> This is also an example of the danger of unintended negative impacts, if USAID's implementing partner fails to recognize these resources, and inadvertently undermines women's leadership through a failure to engage them.

- and they checked on progress every month. The monitors would also attend local assembly meetings to raise issues. As a result, some municipal presidents started Gender Equality Committees.
- They are ready and willing, but still need technical assistance and experience.
- Municipal Gender Equality Committees: There are now 14, including Mitrovicë/a and Vushtrri/Vucitrn.<sup>14</sup> They, too, as local government institutions, require capacity-building.
- Men took the initiative at the local level that led to taking municipal Presidents, MGOs, NGOs and members of gender equality committees to Croatia. In Pristina, a result was that the President has invited proposals and now funds 4 women’s projects in Pristina!
- There are small amounts of money at the municipal level for women’s projects – but last year not all funds were used!
- There are also opportunities to link with gender budgeting initiatives (see below).

#### **Gender Budgets: Resources for Economic Policy, Budgeting and Citizen Oversight**

Gender budget initiatives developed in the mid-1990s, and there are now over 40 country-level initiatives in both developing and developed countries. Budgets are policy statements that set the social and economic priorities of a government. Gender budgets ensure that citizen interests, both male and female are fairly represented, and hold governments accountable for their commitments, including those to gender equality and women’s rights.

In Kosovo, UNIFEM, UNMIK-OGA, KFOS and STAR focus on Gender Sensitive Budgeting in three phases: (1) assessment to identify one Ministry/Dept./unit and one municipality, and from them understand the budgeting process to identify key entry points for gender budget analysis and advocacy, (2) design training, train core group of experts in the process (TOT), and train at municipal level, (3) technical assistance for implementation.

#### *SO 2.2 – Political Processes, Rule of Law and Administration of Justice*

This SO raises a number of gender-related opportunities – both on the level of strengthening USAID’s results and of being strategic. In the area of political processes, there are women’s initiatives in which to invest. The **inclusion of women in politics, in elected offices and positions of decision-making**, is a central issue in Kosovo. It is widely addressed by women’s NGOs, is central to issues of democratic processes within political parties, and is even addressed quite extensively in the Standards Implementation Plan<sup>15</sup>.

<sup>14</sup> In early 2003, results of a project, “Integration of gender issues in municipal structures and practices” were presented to presidents of municipalities and women’s NGOs.

<sup>15</sup> See Standard 15 on list of gender-related standards in the Appendices. Note also that the Office of Prime Minister is focused on participation of *young women* in politics, in all 30 municipalities, to increase women in decision-making.

### Open or Closed List Voting Systems

Women took leadership for an Open System, with Reform 2004, though the system they advocated was not adopted (despite a strong, broadly participatory campaign) causing deep disappointment. Some were surprised at women's position because the closed system has quotas. But, women raise two important issues: (1) They saw an open list system as better, believing it to be more representative, with candidates connected to constituencies (including, but not limited to women). (2) They raised the problem of "alibi representation", when political parties assign women who are not qualified, or independent of party dictates.

What is needed, in anticipation of day when an Open System might be instituted, is that women be prepared to run and win, i.e. to make sure that they can compete as candidates, that have greater strength within political parties, and that once they are in government they are effective.<sup>16</sup>

The Kosova Women's Network has launched a campaign to increase the number and quality of women in politics.<sup>17</sup> It has involved NGOs/local, MPs, local government and women from rural areas. Stage one involved meetings with women voters – throughout Kosovo and at the local level. MPs met with local women regarding women's issues (30-60 people at each meeting), and asked local women what they want in the next election campaign. There was good coverage by RTV21 so that many heard of the campaign – and the reports did not just say "women met", but they invited the coordinators to morning programs to discuss substance. Just now, in April 2004, several women leaders are meeting with political party leaders regarding women's interests in their election platforms.

With regard to Rule of Law, while USAID's partners generally were not paying attention to gender, they were very open to discussing and incorporating it. As was discussed with regard to policy and law-making under SO 1.2, it is somewhat harder for USAID implementing partners to recognize connections between Gender and Legislation. But there are opportunities to make that link here in Kosovo:

ABA-CEELI's work with the legal profession poses new opportunities to look at where women and men are enjoying opportunities, where there are disparities of participation (simple numbers, but often reflecting some underlying, unintended barriers), and issues of leadership. As we discussed together, because of the 1990s when Albanian Kosovars did not have access to law schools, to the requisite internships or to positions in government, there are unusual overlays of gender and age cohort. It would be instructive for ABA-CEELI to pay attention to gender and age, thinking about the legal profession and leadership that is now being built. With regard to judges, there may be some opportunities to focus on women or gender: UNMIK-OGA expects some collaboration

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<sup>16</sup> "It should be recognized that a quota, in order to be effective, must be introduced as one measure in a broader context, which includes several other steps. A quota will never be effective when it is introduced as a single measure with a short-term perspective. Instead, it has to be introduced with a long-term perspective as well as within a broader plan including activities such as public awareness campaigns, networking between political women, education, etc." *Where are the Women, Kvinna till Kvinna*, p. 15.

<sup>17</sup> They received financial support from OMiK and technical support from the STAR Network.

with Pillar I to empower judges, and some work with the Judicial Inspection Unit focusing on the situation of women judges.<sup>18</sup>

One other issue is that of codes of conduct and ethics. These are areas that typically involve abuse of power – which can have gender implications. In the 1980s, the Massachusetts Bar undertook an extensive study of gender bias in the judicial system – which led to some important changes in policies and practice to remove gender-based impediments to advancement in the legal profession.<sup>19</sup>

The Administration of Justice poses one of the most interesting opportunities to use gender in a strategic way: IR 2.2.3 is “Fair and Transparent Administration of Justice” with an indicator reflecting concern about confidence in the judicial system. What is needed in Kosovo, as a society that is both in-transition and post-conflict, is a judicial system that people respect, use, and rely on. To achieve that, it is possible to focus only on the supply side, namely on improving the quality of the system, or to address also the demand side, meaning the consumers or users of the courts. Typically such approaches focus on commercial law and use of the courts by businesses. But another group that needs to use the judicial system is women – for lack of alternative systems for redressing wrongs, seeking protection, and enforcing their rights. If NCSC/IFES disaggregate data from the forthcoming survey on confidence in the courts and find that analysis reflects some opportunities relating to women, one route toward a higher “percentage of knowledgeable users who believe that the system is more transparent and fair” might be a focus on women.

The other indicator for 2.2.3 also presents opportunities to focus on gender: progress on the Judicial Reform Index in “select areas”. A number of factors raise gender issues. The obvious one is Factor 4: Minority and Gender Representation. Another is Factor 7: Judicial Jurisdiction over Civil Liberties, which incorporates attention to whether judges are “well-versed in the applicable international human rights standards”, including CEDAW<sup>20</sup>. To the extent that women’s NGOs and the gender equality community has been building awareness of CEDAW and the capacity to apply it, there may be a strategic opportunity to develop the capacity to recognize and utilize “international human rights law” by learning more general principles and skills through a focus on CEDAW.

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<sup>18</sup> Cristal Tojeiro at UNMIK-OGA suggested two contacts – and would be helpful in pursuing this.

<sup>19</sup> ABA-CEELI has also undertaken reviews of compliance with CEDAW in Georgia and Azerbaijan. That does not seem to be appropriate in Kosovo both because women’s NGOs and lawyers in Kosovo have been active regarding CEDAW and because it does not fall within the ambit of ABA-CEELI’s scope here.

<sup>20</sup> The Convention on the Elimination of All Forms of Discrimination against Women.

#### *SO 4.1 – Anti-Trafficking*

Anti-trafficking work in Kosovo tends to focus in two areas. First, there is the government level of developing a strategy, much of which involves the **legal system** (enacting laws, policing and prosecution). This level involves UNMIK/Pillar I, the OSCE and PISG institutions<sup>21</sup>.

This level now has an Inter-Ministerial Working Group on Trafficking for the PISG to develop and implement a Strategy for Prevention of Trafficking. At an October 2003 Conference, they discussed the need for a coordinated plan that would bring together local and international institutions, civil society, and international donors. (Before, OSCE and IOM had separate programs.) The Prime Minister’s Office expects a proposal by May from an Inter-Ministerial Committee – after which they will hold a retreat for a group to work on it. The OSCE is planning a Donor Meeting on Anti-Trafficking as follow-up to the October 2003 conference.

On the second level, there is work with **victims of trafficking** – women trafficked to and within Kosovo. This is primarily managed by IOM, with their focus on returns & reintegration. Support activities in Kosovo include psychological counseling, awareness-raising, legal counseling, and data gathering, information management and analysis. Though they refer to “empowerment of local actors”, this seems to mean working with shelters, and there are reportedly safe houses in Pejë/Pec, Ferizaj/Urosevac, and Gjakovë/Djakovica.<sup>22</sup>

Yet in an OMiK presentation at the October 2003 conference, the presenter suggested some challenges, and noted the lack of ownership and need to build the **capacity of local structure**. She called for “more strategic approaches” and for multi-disciplinary approaches to raise awareness of the general public, target local communities, and support directly locally lead initiatives. This area, i.e. community or local development, is one in which USAID and its partners excel. USAID has an opportunity to respond to that call either by linking its community-based LGI activity to trafficking prevention, or by trying a pilot with several communities. This is a way to focus on the responsibilities that go with rights, and to engage all men and women, older and younger, of whatever group, in building a secure Kosovo.

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<sup>21</sup> Particularly the Department of Justice-Victim Advocacy and Assistance Unit (VAAU) and the Trafficking and Prostitution Investigation Unit (TPIU).

<sup>22</sup> For public education aimed at prevention and reintegration of victims into Kosovo communities, an Anti-Trafficking Working Group of SIDA, IOM, OSCE, KPS, KWN, and two local organizations is sponsoring the showing of “Lilya 4Ever” with discussions. They have already shown it to UNMIK and the international community; and intend screenings for politicians, prosecutors, school principals, and others.



## **B. YOUTH**

### Backdrop

Youth is never far from the lips of anyone preoccupied with development in Kosovo. Donors and Kosovars alike underscore youth as a high priority, given the territory's atypical demographic structure. Attention, however, to the "youth sector" – if one can call it that – has been erratic, at times contradictory, and poorly coordinated.

Most readily concede that youth programs and priorities were artificially driven by the international community. In the aftermath of the 1999 conflict, donors poured an extraordinary amount of resources into Kosovo for youth activities and infrastructure. This led among other things to the establishment of fifty "youth centers" throughout municipalities, staffed by trained counselors whose goals were to help young people overcome the psycho-social trauma of the war. Donor also financed vocational training, NGOs run by and for youth, even an umbrella organization to network all youth NGOs together.

In the rush to get things going, "best practices" from other post-conflict settings were often rolled out without taking into account the unique circumstances of Kosovo. Project priorities were determined on the basis of anecdotal information or in response to trends based on aggregate statistics for the population, because those were the only kind available. A number of donors pursued their programs independently of the PISG Ministry of Culture, Youth, Sport and Non-Resident Affairs, which had an early reputation for being disorganized and slow. These are but a few examples of the behaviors driving the perceptions that a "lot was going on" in the youth sector.

Although donors responded effectively to the immediate post-conflict environment, they are being criticized more recently for neglecting the long-term development needs of youth and the sustainability of early investments. Moreover, because it offered salaries that well exceeded average wages – even for the private sector – the international community has come under fire for distorting wage expectations within Kosovo NGOs. As a consequence, Kosovo NGOs by and large have ignored the serious and difficult challenge of tending to their strategic long-term development. They tend to be seen as chasing after solicitations regardless of theme and formulating proposals with salaries foremost in mind.

The beginnings of stronger empirical work are emerging to help development professionals and policymakers distinguish between factual trends and widely held perceptions regarding young people's employment status, skills, migration patterns, and educational attainment. This information is critical to judgments about the magnitude of problems, their downstream implications, and the formulation of coherent and strategic interventions. Unfortunately, the data and strategic judgments needed to strengthen program approaches are coming at a time when the gush of donor funding has slowed to a trickle, consequently:

- Physical assets created through an early infusion of funds (buildings, computer and internet infrastructure) are at risk. Some youth centers have come under pressure by municipalities to close for combining commercial activities with their not-for-profit mission as a way to bring in revenue;
- Core human capacities developed since 1999 (trainers, project managers, facilitators) may be withering absent alternatives to donor financing. Youth counselors are said to be under pressure by family members to leave their positions, which pay either no salary or a minor stipend;
- There has been no coordinated or proposed action plan to examine how these human or physical assets can contribute to community development.
- Youth NGOs that distinguished themselves for their effective action get by, one funded project at a time, but tend to lack a long-term development strategy.

One perception that is gradually (and usefully) falling away is that “youth” in Kosovo represent a monolithic entity driven by similar needs, vulnerabilities, or aspirations. Observers are in fact grappling with ways to identify the overarching traits within youth cohorts, searching for terms that characterize and distinguish between them.

As an example, youth who were around 10 years of age in 1999 might be described as the “*Lost Generation*,” because their formative years were spent in a chaotic fog of relatives dying, growing poorer, and losing homes, jobs and dignity. Yugoslavia was collapsing at the time they were born, and their early childhood was filled with political and economic tumult. Considering what transpired during that time is to realize that their definition of “normal” is different from that of nearly all their peers in Europe. It encapsulates neither peace nor prosperity, nor the most basic notions of economic security, democratic freedom, or social stability.

People between the ages of 15 and 24 in 1999, on the other hand, might be described as the “*Embittered Generation*.” They were old enough to understand what was going on around them at that time of the conflict. Importantly, they also had a comparative understanding of “normal” life, since they were between the ages of 5 – 14 prior to the collapse of Yugoslavia. Unlike peer groups in neighboring countries who were able to focus and advance their ambitions, however, their early adulthood lives were put on hold in many respects beginning in 1999. Moreover, they endured nearly a decade of social ambiguity in lieu of advanced childhood and early adolescence. Their faculties of reason, formation of critical thinking and basic skills were formulated against a backdrop of violence, fluctuating prices, ethnic tension, and the regular presence of foreign military.

Consider an experiential prototype of four cohorts comprising the “youth” category.<sup>23</sup>

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<sup>23</sup> Development specialists typically refer to youth as the cohort that falls between 15-24 years of age, in part because of this group shares certain developmental characteristics as they straddle adolescence and adulthood, including becoming sexually active, leaving school, and entering the labor market. Kosovo’s unique recent history might prompt us to expand the classic definition for the time being to include persons who are presently between the ages of 15 and 30.

	In 1990, child who was:	1991	1995	1999	2004
LG	1 year old	Childhood and primary school took place amidst dissolution, war, ethnic cleansing and economic collapse. This child might be entering high school (now age 14)			
EG	5 years old	Childhood <u>and</u> adolescence (e.g. faculties of reason, basic literacy and numeracy skills forged) shaped by war, as the external world moved from paper transactions to computer, the internet, and mobile phones. Now out of high school, these youth are likely seeking work (now age 19)			
	10 years old	Entire adolescence experienced in a backdrop of war and collapse, interrupted schooling and/or curriculum rapidly growing obsolete; outside basic literacy, uncertain what quality of math and reading skills acquired; most likely unemployed during the last 4 years (now age 24)			
	15 years old	Early adulthood experience, including marriage and family formation, took place during war, collapse and struggle with earning income. Transition began in middle of high school. Just as this generation was preparing for adulthood, collapse ensued (now age 29)			

LG-Lost Generation EG-Embittered Generation

Reflecting on the patterns within and between cohorts, it was not surprising to learn that youth as young as 13 and 14 were on the streets, sometimes participating in violent acts during March events. The team was struck, however, by the shock Kosovars themselves expressed upon learning that information. For the team it drove home some important messages. One is that parts of the general population might share a degree of denial as to how serious the problems are that youth face. One person expressed his skepticism that reaching youth now was urgent by saying, “Youth will grow up.” Another message, after considering funding cycles and fact patterns surrounding youth is that time is running out. Even if the young people were manipulated into committing violent acts last March, it is unreasonable to assume that their prospects a year from now will be so much improved as to reduce their appetite to participate next time. In short, the case for strengthened intervention and attention to youth concerns is strong.

#### The USAID/Kosovo Mission Strategy

In its strategic plan, the Mission specifically emphasizes that youth “must be given a voice in shaping their future and the opportunity to develop the social values and skills needed to contribute effectively to civic life.” Some feel content that they will achieve this simply by giving youth “seat at the table.” Often overlooked is the fact that young people sometimes lack the wherewithal to surmount barriers put in their path as a result of cultural practices, political or legal norms, or older stakeholders competing to have their voices heard. At least half the battle of converting youth into a “resource” for development is removing those barriers, visible or concealed. This means building certain skills so that young people are adequately prepared to participate and to maximize their opportunities for engagement, whether as participants in the economy or civic, political, or community affairs.

To help the Mission enhance its approaches to integrate youth, it is important to get behind the oft-cited statistics and consider the *implications* of those figures. What does it mean to live in an environment with a population that is not only young, but projected to double by 2044? Beyond the numbers, here are a few implications to consider:

- Kosovo’s overall human capacity, now and into the future, will be determined by people who will have gone through the current education system;
- Most of that human capacity will not be naturally bilingual (Albanian and Serbian speaking) as were the generations above it;
- Seven in ten consumers are under age 30, and for now have a disproportionately low share of disposable income;
- Six in ten consumers in this market are just above the legal age of drinking.

### *SO 1.2 – Economic Policy*

Under SO 1.2, there are several opportunities to strengthen the linkages between policy formulation, budget setting, information dissemination and forecasting the needs into the future. Advisors at the Ministry of Economy and Finance are well poised to think about the medium and long-term implications of a young population.

Specifically, are budget priorities<sup>24</sup> and line items within the Ministry of Education aligned to the present and future demand for skills? A more nuanced issue is whether policymakers are linking unemployment rates among youth by municipality, which are now available through household budget surveys, to the formulation of regional budgeting under the Education or Culture, Youth, Sport and NRA ministries?

The length and quality of schooling will resonate well into the future. Increasing numbers of students are now failing the admission test for secondary technical schools (economics, nursing) and general high school (liberal arts). Those who fail have no other alternative to make the transition to the workforce, outside of a three-year middle school that prepares students in agriculture. Accessibility and affordability are problems for many families, not from the standpoint of tuition but from transportation, books and lodging. *[This becomes an important issue around which to initiate stronger linkages between the business community and youth under SO 1.3.]*

From the revenue side, can incentives and alternatives in policy bring a greater share of informal sector workers into the formal economy, where a portion of their income will help finance Tier 1 pensions? Some systems allow “unaffiliated workers” to participate in tax deferred savings programs as a first step toward moving them to formal sector registration. How much is known about retirement savings participation among younger workers, and what incentives might change their savings behavior?

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<sup>24</sup> This is an especially complex topic because education budgets have been, in fact, increasing and the IMF wants to keep spending in check. In 2004, the education budget was 92.9 m Euro (18.5% increase) for an enrolled population of 425,000 (315,089 in primary school, 86,830 in secondary school and 23,175 at University of Pristina). The use of resources for the secondary school age group (as opposed to enrolled group) might be examined.

Thinking ahead toward the CBS construction sector project, if the PISG expects growth in a domestic construction sector may lead to notable deforestation, is it budgeting appropriately or setting policies regarding *reforestation*, perhaps even linked to a “Job Corps” type effort to employ youth?

### *SO 1.3 Economic Growth and Business Development*

Nowhere is the strategic link weaker than between youth and the business community. There is a strong *perception* that this link must be improved, however neither the behaviors nor the enabling environment are changing in kind. Riinvest, for example, admitted that specialists working on their recent education analysis did not actively consult businesses on the links between skills demand and the educational system, but could offer no way to amend the study. The Ministry openly complained about the failure to link youth and business networks, but was unable to propose a solution.

The SO 1.3 team is well aware of the dearth of information on skills, making a workforce assessment a timely tool in the lead up to the Cluster and Business Support activity. Without force-fitting youth onto business services (firms will be chosen, to be sure, only on the basis of technical criteria), it is nevertheless important for implementers to take stock of where skills are – by geography, sector and generation – and think of ways to strategically encourage the involvement of youth.<sup>25</sup>

This won't be easy. A key to cluster growth and maturity is the steady stream of skilled workers who are increasing returns to productivity. Cultivating skills takes both time and resources: to wit, fewer young people take the SCAAK courses on accountancy and auditing, unable to afford the 250 Euro fee. The hurdle to acquiring skills is also high: unemployment at present is greatest among those with a primary education. Albanian Kosovars of both genders fare worse than their Serbian Kosovar counterparts, but women in each ethnicity fare worse than their male counterparts, a trend also linked to their schooling patterns. Realizing that fewer students are making it to secondary school foreshadows an ongoing challenge to elevate basic human capacity in this economy. Businesses and business associations in the agriculture cluster might think, therefore, of early interventions to sponsor students in the agricultural “bridge” (middle school) program.

The assets of the next generation might be applied in another dimension to overcome the security and infrastructure problems that impede labor mobility. Youth are more likely to have familiarity with computers and the internet, suggesting that virtual economic transactions might surmount mobility barriers and reduce market failure at the interregional level by improving information on the market clearing price of goods and services. Building computer literacy for youth is not tantamount to a pipe dream for

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<sup>25</sup> Employers' behavior inadvertently pose a challenge to building clusters, because it is a common E&E experience that once identified, skilled workers are not always efficiently used by managers and business owners.

making Kosovo the Bangalore of the future. Instead, it responds to the very practical concern to eliminate barriers to growth where possible.<sup>26</sup>

### *SO 2.1 – Civil Society and Government Partnerships*

Some of the greatest future programming opportunities could emerge for youth under SO 2.1, with the start-up of the Local Government Initiative and the next generation NGO and media activities. Municipalities have a common interest in generating employment for young people, strengthening the constructive use of assets within their communities. Under the half-day curriculum, community leaders expressed concern over what happens to young people after school. Innovative youth NGOs regarded as “change agents” may have an opportunity to fill these needs, however, many need targeted training to make them effective in planning their long-term strategic development and sustainability. Images in media often contribute to popular perceptions that youth are apathetic, uninvolved in community affairs or at risk for conflict, which in turn could unfairly bias municipal authorities who deal with youth NGOs.

### *SO 2.2 – Political Processes, Rule of Law and Administration of Justice*

Youth appear to be well integrated into a number of activities under SO 2.2, but new laws going to parliament and the upcoming elections present further opportunities to strengthen the youth focus. Specifically, the “basic law on youth” is expected to go to the Central Assembly for vote before parliament adjourns this summer and NDI expressed reservations over its content. Similarly, the NCSC cautioned that special procedures for juveniles under the newly adopted criminal law are being finalized through a closed process, raising concerns that civil society and legal eagle watchdog groups are not involved.

Voter participation and coalition building will become extremely important during the October closed list elections. Fostering both may depend heavily on identifying key issues and training opportunities of concern in the 18-30 cohort, and how these voters distinguish themselves from other generations.

Finally, some care must be taken to coordinate information with the PISG, to avoid unintended clashes with their attempts to build credibility with municipalities. Two specific examples are cited below.

#### The UNMIK/PISG structures

Youth is an example where UNMIK and PISG come into smooth alignment, even working side-by-side in the Ministry of CYS. Some speculate this may be due to the fact that unlike gender or minority returns, youth do not figure prominently in the Standards.<sup>27</sup>

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<sup>26</sup> Mobile phones are another tool that might be creatively exploited for commerce. Recent survey data indicates that more than 48% of all households (urban and rural) use them regularly.

<sup>27</sup> One of the few relevant applications of Standards is found under Pillar 2 concerning freedom of movement.

Under the Ministry, the Youth Department is spread over three divisions: 1) youth promotion and development; 2) health, education and prevention; 3) policy development. Whereas the first division concentrates on non-formal education and youth employment, division three will strive in the future to build greater information and networking with municipalities, especially in the formulation of local action plans.

With a 300k Euro annual budget, the Youth Department is attempting to run concrete programs and influence policy throughout Kosovo. One of the main activities run each August is “Youth Month,” where the youth of each municipality is featured one day that month. At the time of our meeting, the Youth Department said that the March events cast some uncertainty about whether this activity would go forward this year. The department also allocates 48k Euro annually for the “International Festival of New Music,” and related activities in film and visual arts.

Decentralization (the shifting of responsibilities from central to local governments) has harmed their position in some ways. Beginning January 2004, youth counselors at the municipal level are no longer funded through Ministry budgets, a loss of control and cohesion felt at the PISG. It is a bittersweet evolution for the PISG, which feels it has finally gotten on its feet and is ready to position itself more influentially in setting policy and administering programs throughout Kosovo. It is evident that there are uncertainties in roles and responsibilities between the Youth Department and the Ministry of Education.

This is likely the impetus behind their calls for greater coordination with donors. In one meeting, a member of the Ministry said he felt some donor activities could be undermining the efforts of the Youth Department. A second example came out of their experience running a community level grants program, supported through matching funds from GTZ.<sup>28</sup> Four times a year, the Department receives proposals on minority youth, young women, rural youth and youth with limited skills under their program for Social Integration and Participation (SIP). The grants, amounting to 300 Euro per project, were overshadowed in the media in locales where a USAID program made 1,000 Euro grants a week earlier.

### Efforts by Other Donors

Somewhat contrary to the notion that a “lot is going on,” the efforts by donors to assist the youth sector directly are minor. It can probably be said that implementers – under USAID and the EU for instance – may in fact take on a number of small initiatives involving youth, rendering the appearance that a lot of uncoordinated actions are taking place.

UNICEF has had two minor programs with the PISG: 1) control a \$5m set aside for the rehabilitation of cultural heritage sites, and 2) last year’s small arms, conflict management and resolution program under Division 2 of the Youth Department.

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<sup>28</sup> GTZ matches the Youth Department’s 50k Euro annual fund, with hopes to continue this project through 2007.

UNICEF may begin an after school program on a regional basis. It plans to send a mission to Kosovo in May to set parameters. Mentioned earlier was GTZ's coordinated youth grants program with the PISG. The UNDP provides multi-year support for the Kosovo Youth Network, although there has been some concern that the network's design has not been appropriately adapted to the Kosovo environment.

There are likely only three strategic interventions by donors concerning youth apart from the ones previously mentioned:

- 1) **Open Society Institute** – As a local partner to the Balkan Children and Youth Fund, Soros has taken a longer-term development perspective on building capacity within youth NGOs, and their grants list reveals the rich variety of endeavors taking place. Prior to grants competitions, they hold workshops to build strategic planning capacity. Soros is concerned with “right sizing” expectations by NGOs that see salary as key to their organization's survival.
- 2) **EAR** – The European Union is working on vocational education and workforce surveys.
- 3) **World Bank** – Status naturally limits the level and intensity of investments the Bank can make, reducing most of its \$13m portfolio to technical assistance. The direct link by the Bank to youth has been through their education portfolio. The first phase, now closed, worked with the Ministry of Education on financial monitoring of expenditures. The second has just started, the main component of which is a 10k Euro school grants program. After a successful pilot, they are now setting a course for demand driven applications by schools to request support. This program is uniquely attuned to some of the underlying causes behind falling enrollment rates. As an example, one school identified personal security as a cause for dropping female enrollments, and consequently received a grant to install fences and better lighting around the perimeter of the school.

The World Bank offered compelling words about status and declining dollar funding, arguing that the international community cannot have it both ways. As long as status prevents a more naturally competitive economy from forming, it is unwise and immoral for the international community to withdraw or reduce support to Kosovo. “Coordinating” donor policy requires more than internal discussion, but the Bank conceded that it is unable to do more than exchange information with its mission in Belgrade. Going further, it advised, requires a meeting with Bank shareholders, which basically means that Russia and the US need to reach some accommodation on the matter.



## Emerging Principles

- Coordination with the PISG, at least at the level of diplomatic information exchange, will help reduce perceptions that the international community is seeking to undermine their programs.
- Data from household surveys disaggregated by municipality might offer helpful baselines for performance measures, in cases where SO teams intend to monitor variables related to youth, or structure a project where targets are aimed at youth.
- Conduct careful evaluation of the long-term development prospects of NGOs and networks in the youth field. Groups have become well-known because of their financing or leading personalities, but may have significant weakness in strategic planning and sustainability.
- The Youth Cross-Cutting Team might find value in consulting a new draft of the USAID E&E Bureau “Youth Manual,” which contains additional ideas on programming and evaluation.

## C. ETHNICITY

### Backdrop

The multi-faceted problem of minority returns and reintegration is a contentious – if not volatile issue in Kosovo. Recent events in March serve as a reminder that the animosities between Albanian and Serbian Kosovars are profound and that meaningful resolution between these groups may take years. The uncertainty of Kosovo’s final status and the parallel structures supported by Belgrade are viewed as a disincentive for reconciliation on the part of the Serbian Kosovars and as a source of anger and frustration for the Albanian Kosovar majority. Nevertheless, these structures appear to fill a service gap while Kosovo struggles to establish its own political and economic institutions.

Under the administration of the United Nations Interim Administration Mission in Kosovo (UNMIK) and the Special Representative of the Secretary General (SRSG), minority returns and reintegration have been given a high priority in Kosovo’s recovery from war<sup>29</sup>, yet progress has been slow.<sup>30</sup> That reality, coupled with high unemployment and the complexity of a two-tiered governing system (UNMIK and the Provisional Institutions of Self-Government – the PISG), have led to feelings of powerlessness and a decline in public support for UN operations.<sup>31</sup>

### The March Events: Setbacks and Opportunities

The violent events on March 17-18 were a wake-up call for the people of Kosovo and for the international community. Initial shock and damage assessment is now giving way to deeper analyses and planning for next steps. Some return programs are on hold, while donors focus on assisting those displaced by the mid-March violence and keeping in Kosovo those who have already returned.

USAID/Kosovo is using its considerable network of implementers in the field to assess the degree to which setbacks are short- or medium-term. Preliminary information presents a mixed picture. The level of violence and the response to the crisis varied significantly by region and municipality. The USAID-supported Municipal Infrastructure and Support Initiative (MISI) reported that 22 of the 29 communities where MISI had projects remained calm. Even where there was violence, some municipal officials responded responsibly. Some communities hit by the violence have asked for a “cooling off” period before proceeding on projects with multi-ethnic participation. Throughout Kosovo, however, many municipal community offices (MCOs) responsible for raising

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<sup>29</sup> See the *Kosovo Standards Implementation Plan*, March 31, 2004, particularly section 4. – Sustainable Returns and the Rights of Communities and Their Members.

<sup>30</sup> UNHCR, *Critical Appraisal of Response Mechanisms Operating in Kosovo for Minority Return*, February, 2004.

<sup>31</sup> See December 2003 *Early Warning Report* where support for the SRSG declined from 73% (in July 2003) to 43% (November 2003); support for UNMIK declined from 64% (in November 2002) to 28% (November 2003).

minority concerns have been relocated for security purposes. It would be a major setback if the MCOs were not assimilated back into municipal operations in the near future.<sup>32</sup>

In other ways, positive things are happening. The PISG has moved quickly to begin the reconstruction effort, demonstrating that the Serbian Kosovars' government sits in Pristina, not Belgrade, while UNMIK has started to remove some of the stumbling blocks to privatization. Fifty NGOs have come together to publicly condemn the March violence and youth groups in Prizren are volunteering to help with reconstruction. The USAID implementer for NGO Advocacy has been quick to visit all their local partners – Albanian and Serbian Kosovars alike, and to fast track a request for proposals that would respond to the March events. The independent media implementer has already held a forum for Kosovo media and representatives from PISG, UNMIK, and KFOR to derive lessons learned on the role of media during the crisis.

While these moves are very positive, new strategic thinking is needed on how to harness and focus the energy and expertise of civil society institutions, including media, in ways that foster and deepen inter-ethnic cooperation in Kosovo. Opportunities within the economic sector also need to be explored to build production and marketing linkages between Albanian Kosovar, Serbian Kosovar, and other minority businesses. Lastly, while parallel structures will not disappear in the near term, plans need to be developed for integrating and/or dismantling these structures over the longer-term. As noted by everyone interviewed, these plans cannot work on the technical level without some shift in the political sphere.

### The USAID/Kosovo Mission Strategy

Many in and outside of USAID recognize that durable returns and integration of minorities<sup>33</sup> is not a sequential process. Rather, they are dynamic elements within a broader context of fostering open dialogue, transparent and accountable political institutions, and a growing market economy. To be successful, returning IDPs require security, access to services, and economic opportunity – things that can only come from a larger community structure.<sup>34</sup> Kosovo as a whole needs to develop to ensure the sustainability of returns and minority integration. In turn, building a peaceful and diverse society where all ethnic groups fully participate ensures the sustainability of Kosovo's long-term development and integration into West European structures.

The USAID Strategy for Kosovo, approved August 2003, embraced returns and reintegration as an important cross-cutting theme in its program, believing that the hard work of integrating IDPs and other minorities was a day-to-day effort across all levels of society. In the sectors where USAID works, implementers have the responsibility to

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<sup>32</sup> Interview with Jay F. Carter, Chief, Office of Community Affairs, UNMIK.

<sup>33</sup> In addition to Serbian Kosovar IDPs, there are other forgotten groups (e.g., the Bosnian, Turkish, Egyptian, Roma, Ashkali, and Gorani Kosovars), who have undergone significant hardships. Some of these groups remain the most vulnerable in Kosovar society.

<sup>34</sup> Doubts over the effectiveness and sustainability of income generating projects implemented for minority returns are raised in the UNHCR Report: *Critical Appraisal of Response Mechanisms Operating in Kosovo for Minority Return*, February 2004.

identify and implement the steps needed to foster an environment conducive to IDP/minority integration. The team has found that the returns/minority theme permeates all parts of the mission's portfolio. The following discussion, by strategic objective, tries to highlight the amount of work that has already been done in this cross-cutting area, as well as point to ways USAID/Kosovo can further strengthen its approach to incorporating ethnic issues into the program. Some of these suggestions will look familiar – particularly in the democracy and local governance area -- since they had already been identified by USAID staff in response to the March events.

### *SO 1.2 – Improved Policy and Institutional Climate*

The economic reform contract operates as a policy conduit on central government tasks related to budget and taxation, property tax, banking, insurance and pensions, and privatization. As new policies are implemented, advisors play an important role in translating information and forms into three languages, publicizing information through printed media, and promoting outreach to and training in minority communities to explain new reforms. Efforts to implement reforms could be enhanced, however, through a clearer understanding of the perceptions and behavior of different segments of the population relative to specific policy reforms. For example, the economic policy team noted that there is an estimated 87 million Euros outside the Kosovo banking system, yet there is little information regarding the attitudes and habits of rural people toward money and banks. USAID advisors also work with the Ministry of Economy and Finance, the U.N., and municipal officials on the certification and auditing of municipalities to meet requirements for Fair Share Financing, UNMIK-sponsored legislation that obligates each municipality to spend a percentage of its budget on programs that directly benefit its minority population. This activity as well as other policy work is well positioned to look more carefully at the budgetary implications of integrating/dismantling parallel structures

### *SO 1.3 – Accelerated Growth of the Private Sector*

Over 30% of the farmers reached by the agriculture activity of the Kosovo Assistance Program (KAP) were minority farmers. The Kosovo Business Support (KBS) activity opened offices in three minority communities and assisted nearly 90 Serbian Kosovar-owned businesses. Its business-to-business program afforded numerous opportunities to business clients from different ethnic communities to discuss common concerns and interests while on joint trips to neighboring countries (Albania, Macedonia, and Serbia). Still, overall, the Serbian Kosovar business community feels cut off from the larger economic system. As noted elsewhere, nothing will promote sustainable returns and minority integration more effectively than a competitive, growing economy. The new Cluster and Business Support (CBS) program has the potential to capitalize on the informal, inter-ethnic business linkages initiated under KBS and build value chains across Kosovo, irrespective of a business' ethnic affiliation.

## SO 2.1 – Civil Society and Government as Partners

As part of USAID's earlier humanitarian assistance program, over one-third of the resources from KAP and the Community Infrastructure and Services Program (CISP) were devoted to multi-ethnic and minority communities, laying the groundwork for community based approaches to problem-solving. Through the MISI program, USAID/Kosovo's tactic to include the municipalities and receiving communities as stakeholders in the returns/minority integration process is meeting with some success and resonating with other donors.<sup>35</sup>

The new Local Government Initiative (LGI) provides significant opportunity to build on past lessons and create an environment that welcomes IDPs and other minorities within the framework of capacity-building, participation, and economic development at the local level. The mission's evolving concept of using municipal contracts in the returns process is an excellent example of trying to address, through one mechanism, the *perceptions, behavior, and environment* surrounding the subject of returns. In addition, the new LGI team is encouraged to think creatively on how to build a useful knowledge base of the human and physical assets within municipalities through community mapping exercises that utilize youth in the conduct of surveys. Given the comprehensive reach of the program, LGI offers an important field perspective on a number of inter-ethnic concerns that have policy dimensions, such as parallel structures, privatization of SOEs, devolution of critical competencies, etc. It is recommended that USAID create mechanisms for in-depth, issue-based coordination between LGI and other parts of the USAID portfolio to enhance the work of each program.

The fragile relationships between Serbian and Albanian Kosovar NGOs noted in the preliminary findings of the civil society assessment -- and verified in discussions on ethnic diversity -- are particularly vexing. USAID NGO advocacy programs have supported many occasions to bring members from these groups together, but with mixed results. While there are positive examples of individuals and NGOs reaching across the ethnic divide in response to the March events, there also is great concern that NGO relations between Albanian and Serbian Kosovars are severely damaged. Information generated by the KNAP/FDI emergency call for proposals in response to the events may produce useful insights on this problem. The mission is encouraged to follow through on this issue in the upcoming NGO strengthening grant, with an eye toward providing an environment in which ethnically diverse NGOs can work together and build confidence out of the public spotlight. If Kosovo is to successfully build a diverse society, then people from the NGO sector must be able to talk to one another, work together on common concerns, and over time, model these behaviors to other segments of the population.

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<sup>35</sup> MISI's successes were noted in interviews with Peggy Hicks (ORC) and Robert Byrne (EAR). ORC is now asking grantees to include a municipal component in their returns proposals and EAR has approved an Euro 11 million municipal infrastructure project.

Independent media plays a critical role in forming *perceptions*, influencing *behavior*, and contributing to the quality of public discourse. Concerns have been raised about the media's coverage of the mid-March events and steps are being taken by the current grantee to address those issues. In the longer-term, however, more attention needs to be devoted to improving media's investigative and critical thinking skills and moving toward substantive, issue-based reporting.

### *SO 2.2 – Democratic Institutions*

Implementers under this strategic objective maintain a focus on minority issues, but struggle with the competing political interests that play out at the central government level. In the first instance, they ensure legal and policy doors remain open to minorities. Fostering the participation of Serbian Kosovars in Kosovo's political and legal institutions, however, is complicated by Belgrade's hold on Serbian Kosovar officials and the existence of parallel structures in Serbian Kosovar communities.

The low level of confidence in the judicial system is a pervasive problem and a source of deep frustration in the population. The design of the USAID-supported survey on court satisfaction and village level mediation needs to pay attention to gender, age, and ethnicity in data collection. The rich tradition of village mediation and conflict resolution work in Kosovo holds tremendous potential for inter-ethnic communication at the local level.

In the political process area, an informant noted that the Reform 2004 campaign for open lists elections failed just two weeks before violence erupted on March 16, suggesting to this team that there may have been a partial correlation between the two events. In the wake of the failed campaign, USAID's implementer is putting greater emphasis on open processes within political parties and building more democratic, multi-ethnic coalitions.

### Emerging Principles

Analysis and discussions of the returns and reintegration issue have led to the identification of several principles the Mission may want to adopt as it continues to incorporate this cross-cutting theme into its programs.

- Broaden the scope of this cross-cutting theme to **Ethnic Diversity**. The language and concepts of returns and reintegration have tended to divide people rather than bring them together around issues of common interest. Seeing this problem, USAID/Kosovo has started using the term Ethnic Diversity.<sup>36</sup> Unlike the “brotherhood and unity” slogans used during the communist era, this is a dynamic concept, based on the idea that differences are a source of strength and can be used to enrich problem-solving and development. Note, also, that other donors are looking at ways to “mainstream” the returns issue and are using broader, less

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<sup>36</sup> See USAID Newsletter: Building Diversity, Issue 2.2, February 2004.

divisive concepts such as equal opportunity, ethnic communities, and sustainable communities.

- Reinvigorate **the vision** for Kosovo’s future and **make that vision tangible** in USAID/Kosovo programs. For understandable reasons, the people of Kosovo have developed a “compliance mentality” around minorities and multi-ethnic themes. This sense of powerlessness needs to be replaced with a shared vision as to why building an ethnically diverse society is so important. More than meeting standards and integrating into the European Union, the people of Kosovo need tangible reasons and examples as to why ethnic diversity is in their own self-interest. For example, present concerns over security severely restrict natural labor mobility and therefore exacerbate unemployment. Overcoming this constraint would allow labor supply to flow to its natural demand, focusing on talent rather than ethnicity.
- Think **strategically** about ethnic diversity. Ultimately, diversity is not an end in itself, but a means to achieving the broader objectives of the USAID/Kosovo program. How the diversity theme will, in fact, contribute to achieving specific results and *help enlarge the pie for everyone*, must be a part of everyday discussions. For instance, a vibrant, multi-ethnic society attracts domestic and foreign investment, while a society fractured by ethnic conflict deters investment.
- Work **under the radar screen**, where appropriate. The ethnic diversity issue has been highly politicized and extremists on both sides want to impede progress, spoiling the opportunity for normal citizens to cooperate on issues of common interest. Where it makes sense, provide a safe haven for inter-ethnic networks to take shape and yield results. Some successes in this area may need to incubate before publicizing these activities as a success story.
- Add the notion of **responsibility** to discussions of access and opportunity, particularly as USAID/Kosovo expands its capacity building efforts at the local level. Just as the majority must take responsibility for creating a safe environment for all ethnic groups, IDPs and other minorities must participate responsibly in the political and economic systems of Kosovo.
- **Women and youth** in all ethnic communities are the real change agents – their unique perspectives and skills must be tapped in building bridges across ethnic barriers.
- **Purposefully coordinate across the USAID portfolio** when addressing ethnic diversity issues. The analytical framework of *perceptions, behavior, and environment* is a useful tool in determining how each sector/strategic objective/activity contains an important piece of the ethnicity puzzle.

## SECTION III: Recommendations

Beyond questions of human rights and fairness – that people of all ethnic or national orientations have the right to live in Kosovo and enjoy the full panoply of rights – there is a need to realize the potential of Kosovo by capitalizing on the value of diversity. Whether Serbian, Albanian, Turkish, Roma, Ashkali, Egyptian or any other kind of Kosovo resident, each person can and should contribute to building the economy through entrepreneurial activity or employment, and to establishing a pluralistic and open society. We see opportunities at the activity or programmatic level to achieve common goals by ensuring that Kosovo benefits from all. Rather than viewing resources such as training or government allocations from a zero sum perspective, i.e. that the size of the pie is limited and that when one group gets a slice, the other loses by an equal amount, we search for examples of how engaging all is a means of *growing the size of the pie* so that in the end, all have more.

The Cross-Cutting team’s work has resulted in two types of recommendations.<sup>37</sup> First, there are discrete interventions. Some relate to SOs and some focus on mainstreaming attention to one or more of the cross-cutting themes. Each of these is referred to briefly in this report, and an “Activity Sheet” (sample provided) could be developed. Second, we have developed a list of suggested Topics/Groups for Participant Training.

### A. Activity Sheets

The team identified potential activities related to the USAID/Kosovo strategy, each of which could support one or more of the cross-cutting themes. Ideas ranged widely, from suggestions for improving the design and use of surveys to the development of new pilot activities. Many suggestions can be easily incorporated into ongoing programs and/or the design of new activities. A few will require additional financing. Because some of these proposals are procurement-sensitive, they have not been included in this draft for external audiences, but ideas are mentioned throughout the report. A blank activity sheet has been included for those readers who may be interested in doing a similar exercise.

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<sup>37</sup> Our Scopes of Work instruct us to “provide a list of clear well-defined options” (also referred to as “potential intervention options”) – and stated that there should be more ideas than money available to fund them.



<b>Activity Name:</b>	
<b>SO(s):</b>	<b>Funding Source:</b>
<b>Who Will Be Involved (People, Organization):</b>	
<b>Action Recommended:</b>	
<b>Rationale for Recommending the Action:</b>	
<b>Expected Results:</b>	
<b>Fit With Ongoing Activities:</b>	

## **B. Recommendations for Participant Training**

### Process Ideas:

- On the Participant Training Chart, include a column that indicates G/Y/E as a focus/benefit.
- Ensure that Cross-Cutting Theme Working Groups submit ideas – and review others’ (SO) proposals.
- Develop a basic training module on Diversity and Development themes that could be adapted or embedded into other technical training programs; prepare a short briefing for Study Tour and Training leaders about the importance of paying attention to diversity and facilitate discussions on this topic during the tour. Modeling diversity behavior in all USAID-sponsored training (i.e., incorporating all voices and perspectives effectively throughout a course) is a must.

### Specific Training Ideas:

*Community Center Financing & Activities (Youth)* – This participant training project proposes taking youth leaders, community leaders, municipal officials and a representative from the Ministry of CYB to third countries to visit examples of vibrant youth and community centers, learning about the variety of activities they undertake, how they are financed, and the ways in which they promote cohesion, leadership, and local economic development for people of all generations, income groups and ethnicities. Information gathered from the field suggests that the 50 or so youth centers opened in the aftermath of the 1999 conflict are in trouble. Some are struggling financially, while others have come under fire from municipal authorities themselves, either because they misunderstand the mission of these centers, disagree with how they are set up, or want to pressure them to come under greater municipal control. Whatever the individual reasons, it is clear that municipal leaders (and perhaps others) do not view these centers as “assets,” to the communities, but as liabilities that drain budgets at best and at worst possibly offer a haven for crime.

Exposing a varied group of players to their counterparts in a third country (such as Germany) is a way to open a new window on thinking about this issue. Participants will be exposed to models that could stimulate greater collaboration and constructive action in their own communities, and during their trip they can learn about the very practical workings of how other sites budget, finance and maintain these centers. This is the kind of participant training activity that complements multiple Mission objectives and most squarely adds value to the goals under LGI.

*Building on USAID Investments in Kosovo Think Tanks (Youth, Gender, Ethnic Diversity)* – This participant training idea proposes that USAID/Kosovo remain open to including Riinvest staff when strategically desirable in participant training modules or trips involving diversity elements (gender, youth, ethnicity) to continue to

strengthen their capacity and enhance researcher skills. Although USAID/Kosovo's direct support for Riinvest is ending, it remains one of the central think tank/research centers in Kosovo. Concerns over its quality output may linger into the future. Riinvest will hopefully introduce the management and training resource methods necessary to continually improve its capacity, but its success in doing so will largely depend on its abilities to be self-critical and to maintain contact with outside organizations that introduce new concepts, play a mentoring role, or offer examples of excellence that Riinvest might emulate.

*Gender Reviews of Legislation:* This participant training idea builds on an initiative that has been gaining strength in Kosovo recently. Since 2002, UNIFEM has trained 70 lawyers on how to review new and existing legislation from a gender perspective. The training resulted in a group who registered a new organization, the "Organization for Analysis & Study of Gender and Legislation", and who hope to become resources for government offices, NGOs and others. With USAID/Kosovo's focus on Rule of Law (in SOs 1.2 and 2.2), it would strengthen the work of our partners for them to work with Kosovo partners to develop this expertise. While the immediate focus is on "gender", it is an approach that helps all those involved in proposing, drafting, enacting, revising and implementing legislation to understand how laws may assume certain behaviors and neglect unintended differentiated impacts. Evidently the Swedes have a gender-review unit in the Prime Minister's office that must sign-off on all legislation. It would be an interesting way to partner with the SIDA/Swedish Liaison Office, to strengthen capacity of Kosovo lawyers, and to strengthen both capacity and equity for the rule of law in Kosovo.

*Building an Endowment and Fundraising for a "Kosovo Women's Fund":* The Kosova Women's Network held a Strategic Planning Meeting on April 9-10, 2004. One of the main focuses was on how to maintain support for women in Kosovo, post KWI and as international donors gradually pull out. This is a noteworthy initiative, anticipating concern for sustainability and reflecting some real foresight. UNIFEM is supporting the thinking process and some work on fundraising. But the women who are committed to the idea would make good use of more sophisticated insights – which would in turn benefit women (and men) of Kosovo. It would be helpful to organize Participant Training to go to the US and learn about such issues as: (1) building an endowed fund, (2) managing the financial aspects, (3) promoting relevant tax code provisions, (4) determining the focus of grants, and (5) implementing selection processes. Participants would include people with financial, legal, and NGO experience – with others. Perhaps they could visit the Global Fund for Women in California, the Council for Foundations, and maybe an appropriate group from the Ford Foundation. Also Georgetown University also has a program on philanthropy and the nonprofit sector that might recommend individuals or organizations.

*Strengthening Women's Advocacy:* During the Reform 2004 campaign, women demonstrated their capability and tenacity as advocates. The decision to continue use of the closed list system has resulted in some questions about what the advocates of open lists might have done differently – and what to do next. As one woman has

suggested, advocates in Kosovo are ready now to learn about long-term advocacy, i.e. that advocacy does not last only 2-3 months (not like project-based work) and that obstacles or disappointments are not the end of the process. A study tour to the United States to learn about long-term advocacy would help to re-energize Kosovo advocates and to capitalize on their determination to become more effective advocates. Women could learn about long-term women's advocacy from such organizations as NARAL and the National Organization of Women, MADD (Mothers against Drunk Driving), as well as advocacy on other issues.

*Building Support for Women Candidates and for Women in Politics:* Kosovo women have already launched a number of initiatives to encourage, support and prepare women candidates, to increase voters' acceptance of women in politics, and to promote women's issues with political parties. A study tour to the U.S. would be a way for them to get some new ideas and to raise the sophistication of their efforts. NDI has most likely done this before, and could provide ideas and connections if Participant Training funded it. Initiatives like Emily's List, supporting women candidates at both the state and federal level, and the League of Women Voters, would be some initial ideas.

*Taking on Sexual Harassment – in the Private Sector, Universities and Government:* In the first instance, people think of sexual harassment as an issue of equality and discrimination. But it also can have an impact on the ability of women to contribute to the economic and political development of Kosovo. In the private sector, it may prevent women with skills and talent from contributing to a company's success (both in terms of profits and generating jobs). In education, it can become a barrier to women's attainment of knowledge and status to take on roles in academia, government or business. It can be a serious impediment to women's advancement in government, as well.

The new Gender Equality Law, already passed by the Kosovo Assembly and returned to them by the SRSG with only two issues that most predict will be resolved, includes provisions relating to sexual harassment. But the law is only the beginning. The next steps involve public education, the creation of complaint mechanisms for mediation, and then enforcement in the courts. There has been a great deal of experience in the United States – with local government, in the business community, among labor lawyers, and in academia. A Study Tour would be a way to build a cadre of Kosovo specialists with an understanding of private, administrative and legal mechanisms.

*Ethnic Diversity, Language and Education (Ethnic Diversity and Youth)*  
As noted in the findings for Youth, in a few years, most of the human capacity of Kosovo under the age of 30 will not be naturally bilingual (Albanian and Serbian speaking), as were the generations above it. Choosing not to become bilingual reinforces a range of parallel structures, including schools, books, and other sources of information. This participant training idea proposes taking educational leaders and a representative group of teachers from the Albanian and Serbian Kosovar schools to

a third country to examine how other countries have overcome language barriers in school systems, while still respecting the use of both languages. Exposing educational leaders and teachers to experiences of other countries will provide input on creative problem-solving on this issue in the Kosovo context and help shed some light on how to integrate what is now, in most instances, separate school systems.

*Innovative Approaches to Collecting Fees for Utilities (Gender, Youth, and Ethnic Diversity):* There are varying perceptions as to who pays their electric bills in Kosovo, but in reality, only 16% of KEK customers are paying. Poor management and the lack of political will have plagued attempts to collect fees. And, under these circumstances, it is the most vulnerable (e.g., minorities, women heads of households, pensioners, etc.) who suffer the most. This is a critical budget problem, as well, with funds that could be used for needed social services being diverted to the power sector. Once KEK management is switched, there will be new opportunities to revisit the issue of payment abuses. With the “turnaround management” team onboard, participant training funds could be used to send central and district KEK managers to other countries in the region that have successfully surmounted similar problems (e.g., Albania, Armenia, etc.).

## **SECTION IV: Steps to Integrate Cross-Cutting Themes into USAID/Kosovo's Portfolio**

### **Working Groups**

Take responsibility for cross-cutting themes and Participant Training Funds  
Identify Activities for Action Plan: (1) undertake responsibility for some and (2) monitor implementation of others.

Host monthly substantive presentations at USAID (for working groups, open to all of USAID, and inviting other donors) – to women and men of Kosovo working on gender equality, youth and ethnic diversity directly, not the American contractors as intermediaries.

Gender and Ethnic Diversity working groups jointly invite -- or go visit -- Mary Walsh, Gender and Minority Advisor at EAR to hear about her brief and what she is doing to address these issues in the EAR program.

#### ***Gender Working Group***

Take lead on a donors' gender working group (or partner with the Swedish Liaison Office to do it) to meet on a quarterly basis. There is an opportunity and need for U.S. leadership where UNMIK OGA has had problematic relations with the Kosovo women's community and U.S. has their respect.

The rationale for a donors' group includes the opportunity to:

- a. Coordinate, e.g. re sustainability of women's NGOs.
- b. Avoid redundancies on funding
- c. Pool shrinking resources to make more strategic use of them to support women's NGOs, women's needs, and gender equality in Kosovo.
- d. Identify women or gender equality focused initiatives to connect with USAID's mainstream activities.

In addition, this is a way for members of Working Group and USAID/Kosovo staff to learn from what other donors are doing.

Documents to obtain:

If the USAID Gender Working Group has not received UNMIK-OGA's cross-cutting table reflecting gender within "Standards Implementation" by May 15, then should call Cristal Tojeiro or Maddalena Pezzoti to ask for it.

Make sure, by the end of May, to have obtained a copy of UNMIK-OGA's "Statistical research on men and women in Kosovo" – and ensure that all USAID Implementing Partners know about it as a baseline, informational and reference document.

Obtain a copy of UNMIK-OGA's Emergency Situation Assessment

For LGI, contact Afrore Citaku (OSCE/Democracy/Gender) for a list of communities with gender committees.

Make sure that USAID's Gender Working Group is on UNMIK-OGA's extended list for Ad Hoc Meetings of its Gender Task Force.

Participate in May 31-June 1, 2004 Conference on Gender Equality Mechanisms (make sure that "mainstream" USAID partners, e.g. ABA-CEELI and NCSC, know about it)

Meet with Riinvest regarding collecting sex-disaggregated data and building capacity for gender analysis.

Make sure that if NAAC translates textbooks into Albanian for use in Kosovo schools, that the textbooks are reviewed for gender stereotyping. New curricula are being developed all the time, all around the world, to ensure that children do not learn gender biases from their schools.

### ***Ethnic Diversity Working Group***

Ethnic diversity working group consider "extended team" concept to include participation from other ethnic groups (perhaps from the staffs of implementers).

### **Diversity Advisor Position**

Designate a full time, senior FSN position to advise and advocate for gender, youth and ethnic diversity in the USAID program.

This person would review all program documentation for appropriate inclusion, work on activity design teams, participate in the development of surveys and evaluations, work with USAID/PIO in identifying and writing success stories, identify training needs within the mission for increased sensitivity to the cross-cutting themes.

This position -- in concert with PPO -- should be designated a small performance fund as "seed money" for innovative activity ideas developed by USAID/Kosovo staff around the diversity themes.

### **Standard Language**

This section proposed some text with which to require attention to the cross-cutting themes in various Mission-controlled processes. The cross-cutting team urges the working groups, either separately or together, to review and modify the language as

needed to represent and communicate the Mission's expectations as effectively as possible.<sup>38</sup> One basis for that review is for the Working Groups to look at a recent example: language in the LGI RFP and the actual responses in proposals. Did the proposals indicate that the issues were taken seriously? Did they reflect understanding of the cross-cutting issues in Kosovo – and identify both obstacles and opportunities (with an asset-orientation)? If the responses were not as complete as the Mission would have liked – or would like in the future, the Working groups should consider (a) stronger language, (b) how to tie it to evaluation criteria, and (c) other mechanisms.

1. For RFPs and Task Orders

**USAID's technical goals for the proposed activity are primary. USAID recognizes, however, that there are cases where attention to cross-cutting themes may accelerate or strengthen achievement of its technical goals. In describing the context as you see it, please indicate how perceptions, behaviors or the working environment for gender, youth and ethnicity may present any barriers or challenges for achievement of the technical goals. Please also identify ways in which achievement of goals may be enhanced by recognizing particular demographic groups as assets. Based on those factors, explain how you propose to overcome barriers or to optimize participation by women, youth or ethnic minorities as effective contributors to the activity. Lastly, explain in your performance monitoring section how you propose to track and evaluate work related to the cross-cutting populations. This portion of your proposal will constitute X% in evaluation criteria.**

2. For Developing Scopes of Work

**USAID/Kosovo has adopted the cross-cutting themes of gender, youth and ethnic diversity in its 2004-08 Strategic Plan. It is this Mission's policy that such themes will not be identified unless RFPs and Task Orders explicitly require consideration of them. As appropriate, SOWs should ask prospective implementing partners to discuss how those factors may interfere with or complicate achievement of USAID/Kosovo's technical goals, or how the inclusion of such groups may make meaningful contributions to the activity's objectives.**

3. For Consultant/TDY Scopes of Work

**Generally: USAID/Kosovo has adopted the cross-cutting themes of gender, youth and ethnic diversity in its 2004-08 Strategic Plan. It is expected that all consultants or TDY staff from USAID/Washington address these themes in their work for this Mission.**

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<sup>38</sup> Where required, contracts officers must approve any final language.



4. For Assessments

**USAID/Kosovo has adopted the cross-cutting themes of gender, youth and ethnic diversity in its 2004-08 Strategic Plan. In order to recognize how those factors may interfere with or complicate achievement of USAID/Kosovo's technical goals, and in order to recognize opportunities to enlist the contributions of all, it is essential that all assessments (1) collect information about those demographic groups, (2) identify assets, e.g. partner organizations, and (3) learn from experience with them in Kosovo.**

5. For Evaluations

**USAID/Kosovo has adopted the cross-cutting themes of gender, youth and ethnic diversity in its 2004-08 Strategic Plan. Mid-term evaluations are an ideal opportunity to assess whether an implementing partner (and its sub-contractors) have recognized barriers or opportunities relating to these themes. If certain demographic groups are not effectively contributing to or benefiting from an activity, this is the time to take steps to redress that. If certain gender, generational or ethnic roles and relationships are impeding achievement of goals, there are still opportunities to address and overcome those barriers. If the implementing partner has achieved intended or unintended successes regarding those demographic groups, USAID/Kosovo is interested in capturing them. If the implementing partners have caused unintended negative impacts related to gender, youth or ethnic harmony, it is important to identify the cause and end it. This evaluation should include consideration of the above-mentioned issues.**