



GENDER IN MUNICIPAL PLANS AND BUDGETS

Manual with practical guidelines on Gender Responsive Planning and Budgeting at local level, based on experiences with municipalities in Kosovo

Swiss-Kosovo Local Governance and Decentralisation Support Programme (LOGOS)

Swiss Cooperation Office Kosovo financed Swiss – Kosovo local governance and decentralisation Support Programme (LOGOS) operates in 9 municipalities in the south eastern part of Kosovo. The programme promotes the development of local governance and decentralization reforms in municipalities of Kosovo, thus contributing to the overall stabilization of rule of law and democratization of a multiethnic Kosovo state and society. In the first phase, LOGOS included a strong village level component, which consisted of activities with village councils and the civil society. These activities – together with the municipalities – contributed to the development of management and governance capacity at the sub-municipal level (public services) and, as a side impact, to improving local infrastructure. In the ongoing second phase, LOGOS focuses on capacity development of municipalities on:

1. Planning and Resources Management,
2. Administration and Public Services, and
3. Capitalization and Dissemination of Experiences.

Gender and governance (with a specific focus on minorities) are transversal themes. The gender responsive budgeting concept was introduced in all partner municipalities in Kosovo in 2010, involving financial officers, gender officers, municipal assembly members and NGOs. The overall goal of gender budgeting was to reduce gender inequalities and to promote gender-sensitive development policies for poverty reduction and improvement of the welfare of women and men, boys and girls through the municipal budget. Between 2010 and 2012, two workshop trainings were conducted on gender responsive planning and budgeting, which included the elaboration of municipal action plans. The trainings were followed up with the coaching of a local consultant. In addition, LOGOS launched an awareness campaign on gender, through the media and with the use of posters (see title page).

IMPRESSUM:

This manual was developed by the Swiss-Kosovo local governance and decentralisation support programme LOGOS II implemented by HELVETAS Swiss Intercooperation and financed by the Swiss Cooperation Office Kosovo. It aims at providing hands on guidance to local government officials and project staff implementing local governance projects in gender responsive planning and budgeting.

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*Celestine Krösschell (HSI),
Zürich Switzerland, 2012*

2. FOREWORD



Republika e Kosovës
Republika Kosova-Republic of Kosovo
Qeveria - Vlada - Government

ZYRA E KRYEMINISTRIT / OFFICE OF THE PRIME MINISTER / URED PREMIJERA
AGJENCIA PËR BARAZI GJINORE / AGENCIJA ZA RAVNOPRAVNOST POLOVA / AGENCY OF GENDER EQUALITY

Although a relatively new concept for our country and for the region in general, “gender responsive budgeting” has turned into an important issue, with a special focus on state institutions.

Usually, when the government plans the budget, it is dedicated to the population as a whole, in a wide sense, depending on the sectors that are considered most important to the state, or where the challenges are bigger. And one of the challenges, especially in countries that are in transition, is the state approach to gender equality. In a number of countries, one of the successful ways to address gender equality is through „gender responsive budgeting“. And this methodology will now be implemented in Kosovo.

As a concept that is often misinterpreted, gender budgeting means planning and programming of the state budget in a way that identifies, and simultaneously reflects the necessary interventions in order to treat, in the most efficient manner, gender gaps in the public policy sector.

The Republic of Kosovo, through the Agency for Gender Equality and other mechanisms has started working very intensively in recent years to install a policy, and perhaps even a social culture, for gender equality. In addition to the Law on Gender Equality, a series of regulations was adopted against domestic violence and to promote economic empowerment of women. There were many awareness campaigns, trainings, etc. Meanwhile, we now have come to a stage that we have to think beyond such interventions, by introducing „gender budgeting“ within our legal framework in this area.

The Gender Equality Agency has already taken the initiative, by discussing with all stakeholders, within the framework of the Law on Gender Equality, which already is being amended, to include an article by which the central and local governments, must base their planning and budget allocation on equal management of public finances, in a way that both men and women can enjoy equal benefits from the state budget.

The Agency for Gender Equality has proposed an article that would potentially address this issue. It concerns Article 7 on the values of the Constitution of the Republic of Kosovo, where public institutions are obliged, in the allocation and management of public finances, to respect the perspective of **gender budgeting**, to ensure **equal status of women and men in the management and benefit from public finances**, and to ensure that public policies and budgeting allocation mechanisms contain concrete measures, measurable and verifiable indicators, and specified results that specifically **refer to gender and gender allocation of the budget**.

It is a very positive signal that things will go in the right direction when seeing the commitment of all relevant stakeholders; government, assembly, civil society, international partners and the media. However, one must be aware, that as soon as the article is approved, we expect even more work to ensure its implementation. But, with the commitment and willingness of all stakeholders, the implementation of the article will be undisputed.

It is a fact that there are plenty of challenges in this regard, but we must understand that, first of all, it has to do with the normal functioning of the state and building a good foundation, so that in the future, our sons, daughters, and grandchildren live even better lives.

Sincerely,
Edona Hajrullahu
Chief Executive
Agency for Gender Equality
Prime Minister Office

3. INTRODUCTION

This manual is intended for municipalities who wish to introduce a gender sensitive way of planning and budgeting. The manual is especially geared towards Kosovo municipalities and adapted to their context. However, it may be useful for municipalities across the world with similar competencies and budget processes. It includes an introduction to gender, gender issues, and the basics of gender responsive budgeting, before describing a set of tools, which can be applied by municipal officers and assembly members. Civil society organisations have an important role in supporting municipalities and citizens to deliberate on gender issues in their communities and prioritise activities accordingly. The manual can be useful for them, as well. It is hoped that the manual will thus contribute to improved public services for women and men, transparent plans and budgets, and an accountable municipality towards its citizens.

4. WHY GENDER?

4.1 What is gender?

Gender is a socially constructed definition of roles, behaviours and power relations between women and men.

This is **not** to be confused with sex, that is, the biological characteristics of women and men, which normally do not change. Gender relations, however, are often dynamic and can change over time.¹

The conception of tasks, functions and roles attributed to women and men, girls and boys in society, in both public and private life is shaped by both women and men. Through their activities they reproduce gender roles and norms by conforming to expectations. Men as well as women can promote changes in gender relations. Gender relations are reproduced not only between but also amongst women and men (e.g. mother/daughter or daughter-in-law, father/son).² Men and women often have different needs and priorities, face different constraints, have different aspirations and contribute to development in different ways. It is important to recognise, respect and work with both feminine and masculine perceptions. Furthermore, gender relations are often strongly linked to other factors that can result in inequality/disadvantage, such as ethnicity, age and education. Gender relations therefore need to be addressed in a holistic and context-specific manner. Gender norms

Gender discrimination is part of social inequity and striving for gender equality is part of striving for social inclusion

are often deeply embedded in cultural norms, leading to a perceived tension or even incompatibility between supporting gender equality and respecting local culture [and religion].

However, in all countries of

the world, culture is dynamic and evolving – sometimes at a fast pace, sometimes more slowly.³

Gender equality is based on the recognition that women and men have equal rights, and should also have equal opportunities and equal responsibilities in realising their potential as human beings. This often entails changed power relations within households, communities, institutions and society at large, and rests on the building of mutual respect, acceptance and understanding between men and women. Therefore, gender equality does not always mean striving for equal numbers of men and women

The Human Development Report by UNDP in 2010 confirms that:

- Of the world's one billion poorest people, three-fifths are women and girls.
- Of the 774 million adults in the world who cannot read, two thirds are women.
- 54 percent of the 72 million children who are out of school are girls.
- Women spend at least twice as much time as men on unpaid domestic work
- Almost all recent armed conflicts have been characterized by systematic sexual violence against women

According to latest census in Kosovo in 2011⁴:

- Illiteracy rate is 3.16%, amongst women it is higher at 5.07%
- Unemployment rate of women is 55,5% compared to men at 40,5%.
- 8.3% of households are headed by women
- 54% of women heads of households in farm units own land.
- 60.6% men against only 27.3% of women have finished higher secondary school

¹ HELVETAS Swiss Intercooperation: "Policy on Gender and Social Equity"

² "Gender in Practice", a toolkit for SDC and ist partners, 2003

³ HELVETAS Swiss Intercooperation: "Policy on Gender and Social Equity"

⁴ <http://esk.rks-gov.net/rekos2011/?cid=2,93>

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in all activities, or treating men and women in the same way but rather ensuring equal outcomes for both men and women.

Among the millennium development goals, millennium development goal 3 specifically focuses on eliminating gender disparity in education, wage employment and seats held in parliament. The MDG monitor found that women have more access to employment now than ever before. But they still earn one-third less than men. In 2008, women held 18% of parliamentary seats worldwide.⁵

4.2 Gender division of labour

Men and women are usually assigned different roles in society which can be divided into productive, reproductive, community and political roles.

Productive roles refer to those related to production and income, such as employment or self-employment, where production is rather narrowly defined. In many societies, men are considered to be the “breadwinners”, whereas women’s expected primary role is to be responsible for the household and care work. Yet, in many societies, women engage in productive work through cottage industries or agricultural work and do the same work as men, but this is often not recognised because it is unpaid.

Reproductive roles refer to those related to the household and care work of children and elders, which is usually seen as women’s roles. This work is often not recognised as proper work and remains “invisible” because it is unpaid. On the other hand, due to the workload at home, women tend to have fewer opportunities to be employed outside the home, even if they would like to.

Community roles are those related to work in the community, usually voluntary, such as membership of local self-help groups. In many societies, women are engaged in such activities, e.g. so called “soup kitchens” preparing meals for the needy, the sharing of child care arrangements through “play groups” and similar activities.

Political roles, finally, refer to roles in political spaces. As we can see from the statistics on the number of women parliamentarians around the world, women have very limited roles in politics and tend to be marginalised. In some cases, this is because it is not seen as appropriate for women to engage in public affairs or they are too occupied with their other roles (productive, reproductive, community) to have time for such tasks. However, the number of women engaging in politics is gradually increasing globally, and in many countries political engagement is now accepted as a normal role for both men and women.

Women often have a so-called triple workload, engaged in productive, reproductive and community work, whereas this work is often not recognised as real work in statistics and not seen as having value, even by women themselves.

4.3 Key issues to consider in gender and development

The gendered division of labour often puts women in a disadvantaged position. Where a woman’s role is determined by society to be in the household, she may face difficulties in participating in decision-making in their villages or towns, even if such decisions affect their life directly. In a wider perspective, women’s voices often go missing in political debates and dialogues at a higher level, so that their needs and priorities are often not considered. This may be entirely unintentional, with men in authority assuming that they speak on behalf of women as well as men without realising that women may have different opinions. In other cases, it may simply be expected that women should hold the same

⁵ <http://www.mdgmonitor.org/goal3.cfm> on 28-9-2012

Relations between women and men vary considerably according to factors such as class, caste, ethnicity, religion, age, etc. An understanding of gender relations in a given country requires a wider understanding of the social context and the way that different cultural beliefs and practices impact on women and men.

views as their husbands or other male relatives. Yet there are often good reasons why men and women have different perspectives, due to their different roles and experiences. Taking both perspectives into account in decision-making does not lead to disharmony; it is more likely to lead to better informed decisions.

In the economic sphere, women often have limited access to paid employment; and when paid, may receive lower wages than men – even when performing the same task. They also face difficulties accessing resources such as land, credit, information, education/training, and assets/property. Women are commonly dependent on men to provide these resources, a situation that is considered normal in many societies. As a consequence, women often do not own the land, on which they work or the house in which they live. Woman's lack of assets means she may have difficulties obtaining loans for investments. In the case of the

death of her husband or separation/divorce, this may even lead to her being evicted from the houses which they do not own, or being marginalised by her parents-in-law or brothers-in-law, with no protection, leaving them and their children very vulnerable.

The different expectations that society has of what men and women should do, can also limit both men and women to follow personal preferences in education and occupations. How men and women are expected to behave is also context specific and based on cultural practices and traditions. These may be different among women, depending on their status in society determined by other factors such as class, caste, religion, ethnicity, age. Given this fact, it is important to always consider a number of gender issues in development, keeping in mind these variables.

Key issues to consider when looking at gender include the following⁶:

- **Access to quality services.** The competencies that municipalities have been allocated, determining what specific services municipalities should deliver and how far these services are decentralised varies from country to country. Kosovo municipalities have own competencies regarding public services in primary healthcare, pre-primary, primary and secondary education, provision of water supply, protection and promotion of human rights, and public housing, among others and have delegated competencies in business registration and licensing of businesses, social assistance payments, licenses for felling trees, among others (see annex 1). In the access to quality services it is important to address women's and men's different needs and priorities. Attention to maternity health, attendance of girls in schools, appropriate police procedures and possibilities for legal aid in case of violence, are typical issues to address.
- **Control over income and assets.** This refers to land, housing, credit, means of transportation such as a bicycle or a car, which may be different for men and women. Women often do not own the land they work on or the house they live in. This may mean they have more difficulty in obtaining credit for agricultural inputs or to start an own business, because they do not have collateral. Women often do not own cars or other means of transport, which means they need to walk to attend meetings or go to a health clinic, requiring time and physical effort.
- **Physical, social or economic mobility.** Social norms often determine if women are allowed to leave the home and if they have access to transport. Even if they are allowed, they may not feel secure or confident to do so. This is linked to the lack of means of transport, as described above. Municipalities may consider promoting or improving public transport to improve mobility.
- **Decision-making processes and participation.** One needs to consider decision-making at family/household level, at work, at community level, and in terms of political participation. In many countries, women face obstacles to participate in meetings because of social norms that dictate

6 Adapted from: "Gender in Practice" a toolkit for SDC and its partners, 2003

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women should remain silent and a woman's husband or other male relative will decide for her. (See also box).

- **Governance issues, policies, public administration reforms.** This concerns policies, government structures, public or judicial reforms, and decentralisation. Specific policies and programmes to promote gender equality are needed but also other sector policies, structures and reforms need to be responsive to women's needs, and government is accountable to both men and women for their implementation.
- **Time use and time burden.** With the triple roles and unrecognised work, women are disproportionately doing unpaid labour, yet have a high workload. Careful consideration is needed of women's paid and unpaid labour, distribution of work load, and work volume, also to determine if any planned budget is potentially increasing this workload.
- **Living lives free of violence.** Women across the world suffer from domestic violence, harmful traditional practices, trafficking, forced labour, state violence within the penal system, treatment by police.⁷

In Kosovo, women from villages (rural) face a number of obstacles to participate in public meetings, such as social norms that consider it shameful for women to attend public meetings, the permission needed from husbands, the fear that their requests would anyhow not be considered, the lack of time, and lack of transport. It is no surprise then that very few women attend public meetings organised by the Kosovo municipalities.

Depending on the context, these gender issues play out differently. Country comparisons and ratings have been developed using global monitoring systems. These measure gender equality across the world on a yearly basis, such as the Global Gender Gap Index by the World Economic Forum⁸ and the index of UNDP⁹.

4.4 Gender laws and policies in Kosovo

An important international convention on gender equality is the Convention of Elimination of all forms of Discrimination Against Women, CEDAW. In addition, each country has specific laws relevant for gender equality for which government as duty bearer is accountable.

In Kosovo, CEDAW is part of the Kosovo Constitution. In addition, the Gender Equality Law and the Kosovo Program for Gender Equality offer good frameworks for gender equality interventions, as do the anti-discrimination law, the domestic violence law and the labour law (see below). In addition, a number of laws that are relevant, regarding municipal competencies, need to be kept in mind, as municipalities have decision-making power in specific areas, particular responsibilities and few decentralised funds. Important laws are the Law on Local Self Government and the Law on Public Finance.

The Kosovo institutions and particularly the Parliament have been quite active in passing legislation to complete the legal infrastructure of the country. It is generally agreed that most of the legislation in Kosovo is progressive and of good quality, however, its implementation has been rather poor and often criticized. Inefficient institutions, weak implementation capacities, unqualified civil service and general lack of willingness to intervene in improving the efficiency and functioning of the institutions have been some of the factors depicted that cause the current situation. Violence and sexual harassment against women has increased, reflecting the effects of the poor economic situation and post-war trauma. Domestic violence continues to take place at an alarming rate. Generally, measures remain inadequate, because of a lack of international and local political will.

⁷ For further reading see also "Gender in Practice toolkit", at www.sdc.admin.ch

⁸ <http://www.weforum.org/issues/global-gender-gap>

⁹ The Gender Equality Index of the UNDP at <http://hdr.undp.org/en/statistics/gii>.

Two important policy documents is the Law on Gender Equality and the Kosovo Program for Gender equality:

Law on Gender Equality - On 7 June 2004, the Law on Gender Equality (LGE) entered into force, through which equality between genders is protected, treated, and placed as a basic value of the democratic development of society in Kosovo, with equal opportunities for participation of women and men and their contribution to the development of political, economic, social, cultural, and other areas of social life. Article 2.2 defines “equal gender treatment” as “the elimination of all direct and indirect forms of gender discrimination.” Equal participation of women and men, according to LGE, is reached in cases where the participation of both genders in an institution, body, or level of power is at least 40 percent. This law then allowed for setting up of the following institutional mechanisms for accomplishing gender equality at the local and national level:

a) Institutional mechanisms for gender equality at the national level

- Agency for gender equality / office of Prime-Minister
- Advisory office for good governance – division for gender issues / office of Prime-Minister
- Unit for gender equality - Institution of Ombudsperson
- Officers for gender equality in ministries
- Inter-ministerial council for gender equality

b) Institutional mechanisms for gender equality at the local level:

- Officers for gender equality in municipalities
- Municipal committees for gender equalities

Kosovo Program for Gender Equality (2008-2013) - On 28 April 2008, the Government of Kosovo adopted the program for gender equality (2008-2013) (KPGE). Prior to KPGE, the National Action Plan for the achievement of gender equality (NAP) was adopted in 2004. The prior plan introduced recommendations for addressing problems and specific issues related to gender disparity in Kosovo. As a mechanism for gender equality, the NAP was designed according to the needs of Kosovar women to reflect local efforts to participate in international movements for the advancement of the status of women, as well as, with an eye to introducing concrete steps that Kosovo should take towards equality and development. The NAP is a concrete step towards effective gender mainstreaming and the incorporation of the provisions of UNSCR 1325 in action policy. The NAP specifically included representatives from civil society in its working group and was created with support from UNIFEM. It is explicitly based on CEDAW, the Beijing Declaration, and platform for action. Other related laws that are important for gender equality are:

The Anti-Discrimination Law (ADL) - entered into force in September 2004. It states, “The goal of this law is to prevent and fight discrimination, increase the level of effective equality, and realize the principle of equal treatment before the Law for the citizens of Kosovo.” ADL prohibits direct or indirect discrimination and it defines all forms of discrimination, including harassment, victimization, and segregation.

The Law No. 2004/32 of January 20, 2006 on the Family (the Family Law of Kosovo) codifies individuals’ rights within the family. Among others, it regulates marriage procedures, relations between the parent and child, and food. Within this law and the Law against Domestic Violence there are provisions for cases of violence against women within the home. Cases of violence against women entail the right to compensation. Alimony rights for divorcees are guaranteed by law in Kosovo, but there are no functional mechanisms to ensure these rights in practice. Instead, payment of alimony is left up to the good will of the other partner.

Law on Inheritance codifies equality in inheritance as in Article 3.1. “All physical persons under the same conditions are equal in inheritance”. In the theoretical aspect, regulates without discrimination the question of the right to inheritance by women. Although equal before the law, many women in Kosovo still do not inherit property. Women even voluntarily give up their familial portion to another male

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member of their family. Even in legal practice, there are many cases where women have the status of a child or where they give up their rights to inheritance through a declaration in court.

Labour Law since the beginning of 2011, Kosovo legislation has been enriched with an important law on labour that governs employee-employer relations. The provisions in this law guarantee paid maternity leave for women for a period of 6 months, with an additional optional 6 months with reduced/partial pay. Often private businesses specify age and gender in job descriptions and job advertisements, despite clear legal provisions against that. While there is no visible difference in pay for the two sexes, many express their fear that the new labour law will be a source for discrimination of women. The maternity leave provisions foreseen in the law, may prove to be one of the biggest obstacles for young women to find employment, as it is expected that private employers will hesitate to employ young women, who represent potential mothers.

The Law on Protection against Domestic Violence provides a set of legal measures aiming to protect domestic violence victims. The law defines concepts such as domestic violence and domestic relationships and explains which kind of protection measures and orders exist as well as the procedures to follow in order to obtain them.

The Kosovo Program against Domestic Violence and Action Plan 2011-2014 addresses important issues such as the lack of co-operation among institutions dealing with domestic violence, the low level of capacity for addressing domestic violence issues among the main stakeholders, gaps in the referral system and the lack of infrastructure to support victims.

4.5 Gender and local governance in Kosovo

Kosovo is undergoing a series of government reforms, including decentralization of the local government and these reforms provide entry points for GRB and advancing women's rights. As in many countries, in Kosovo traditional and potentially oppressive gender relations are often more entrenched at local levels, while national leaders tend to be more aware of gender equity issues. The more obvious power relations – both in terms of gender and other factors – are directly reflected in local level budgets. For example, local government budget units usually contain a sizeable allocation over which the mayor has virtually complete discretion. Where local government bodies are relatively small, the relationships between the key actors are often more direct and personal. In terms of transparency and accountability, law on the local government act includes obligatory public hearings, however, the practice has not yet caught the interest of the public, and the participation of women in particular tends to be low.

It is worth noting that since 2002, following a decision by the Central Elections Commission, all political parties in Kosovo are obliged to have women represented at one third of candidates in their election lists. As a result, 30 % of members of parliament in the Assembly of Kosovo are women. However, of the 13 assembly commissions of the parliament, only 2 are led by women. The Kosovo government is comprised of 19 ministries, of which two ministers are women and two vice prime ministers are women. Kosovo has 37 municipalities; no women mayors have been elected so far; all mayors are men. Each municipality should have recruited a gender officer. However, Kosovo municipalities have very limited budgets compared with needs. Moreover, they have not allocated funds for gender issues and gender officers and gender officers are usually not invited to contribute ideas or inputs.

In 2008, the Assembly of Kosovo passed the Law on Local Self Government, which states that the municipality is the basic unit of self-government in Kosovo. The law foresees fiscal autonomy for municipalities, in the sense that they have their own budgets and finances, regulated by the Law on Local Government Finance, for exercising their competencies. The financial resources of a municipality consist of own source revenues, operating grants from the Kosovo government, grants for enhanced

competencies, transfers for delegated competencies, extraordinary grants, financial assistance from Belgrade, and proceeds from municipal borrowing. The municipal assembly and administration have the right and authority to autonomously regulate and manage financial resources from central-level grants or own source revenue collection. It is the responsibility of the mayor to propose the municipal budget to the municipal assembly for adoption, as well as, to execute the adopted budget. The budget proposal must be approved by the policy and finance committee and municipal assembly, and then submitted to the Ministry of Finance (see also budget procedures).

5. WHAT IS GENDER BUDGETING OR GRB?

5.1 A brief overview of GRB

Government budgets appear to be neutral; they do not normally make a reference to men and women nor specify who is benefiting. Nevertheless, how budgets are spent depends on priorities and choices made, which then have impact on the lives of men and women. It is widely recognised that the poor need specific attention and budgets should reflect this. Gender budgeting can be a powerful tool through which priorities of both men and women are incorporated in the planning and budgeting cycle. In this manner, GRB promotes gender equality and works towards fulfilment of women's rights.

For the purpose of this manual, the UN Women concept of gender responsive budgeting (GRB) will be used:

“The ultimate aim of GRB is that a country has and implements budgets and programs that take into account the needs of men and women, girls and boys”¹⁰

GRB is both technical in dealing with budget numbers, and political, because it refers to choices and priorities in allocation of resources. GRB, therefore, redefines priorities and allocation of resources to reflect better the different needs and interests of men and women, explicitly taking into consideration the disadvantaged position of women. In this sense, it is also about social equity, and should pay special attention to marginalised groups and may be expanded to include them.

Depending on the aim of the exercise, GRB can be applied to:

- Show the percentage of men and women benefiting from certain budget allocations
- Review the overall programme or budgets of a particular sector such as education or health
- Allocate resources to specific programmes for women contributing to gender equality
- Apply a gender perspective throughout the planning and budgeting cycle, from consultation, elaboration of plans and budgets, to public hearings, monitoring and reporting.
- Analyse expenditures and/or revenues from a gender perspective, who is paying for what and who is receiving what

A wide number of different tools and methods have been developed and applied in different contexts and at different levels, which illustrates the diversity of the approaches and aims of GRB. We will mention some of the most common ones that have been documented in literature. The cases illustrate different ways how GRB was applied; focusing on one sector or the whole budget, at national level only or including local levels, government-led, civil society-led, or a combination.

¹⁰ “GRB and Women's Reproductive Rights” by UNFPA and UNIFEM, 2006

Australia

Australia was the first country to introduce GRB. The process was government-led and was based on an analysis of budgets on gender equality. This was an eye-opener for many public servants who previously had not considered there would be a difference in impact for men and women, due to different roles in society. Since the 1980s, Australia has introduced specific gender programmes on women's health, education, employment policies, violence against women, and micro-credit, among others. In addition, attention was paid to increasing equal employment opportunities in government departments by training of clerks and officers, rewriting job descriptions to reflect equal opportunity principles, provision of child care facilities, and parental leave provisions.

More reading in Katrin Schneider for GTZ, 2006, "Manual for Training on gender responsive budgeting" and in Debbie Budlender, Rhonda Sharp, Kerrie Allen, 1998. "How to do a gender sensitive budget analysis". Commonwealth Secretariat, Ausaid

Mexico

This is a case of a civil society led initiative. FUNDAR, a national civil society organisation working in Mexico City, was convinced that resources from the national budget were not allocated effectively to combat the loss of women's lives during childbirth. FUNDAR used budget information to identify the lack of funding for emergency obstetric care throughout the country. A coalition of civil society organisations then met with policy makers to argue for specific funding allocations. This resulted in an increase of funds for a national programme to reduce maternal mortality rates. In addition, emergency obstetric care was included in the health insurance for the poor, promoted by the government.

For more information see UNFPA/UNIFEM, 2006. Gender responsive budgeting and women's reproductive rights: a resource pack. and the UN Women website: www.unwomen.org www.openbudgetindex.org

South Africa

In South Africa, parliament and civil society together initiated GRB, (executive government had a separate initiative), when they launched a programme called WBI (South African Women's Budget Initiative). It has been cited as one of the most successful as it drew support from civil society, parliament, government and international agencies. The initiative focused on national and sub-national budgets, where civil society undertook research on budgets, and parliament focused on advocacy for change. In the first years, WBI focused on analysis of gender impact of expenditures, and research on direct and indirect taxation, later analyse on donor funds was added. A five step approach was introduced:

1. Analysing the situation of women, men, girls and boys in a particular sector
2. Assessing the gender responsiveness of sector policies
3. Assessing budget allocations
4. Monitoring spending and service delivery
5. Assessing outcomes

More reading at Debbie Budlender, 2004. Expectations versus Realities in Gender-Responsive Budget Initiatives.

WHAT IS GENDER BUDGETING OR GRB?

From the cases, it is evident that there are many ways in which GRB can be applied and the focus of the analysis and intervention. We distinguish five here:

1. To the whole budget e.g. review overall programme and budgets, analysing who is benefiting from the entire budget
2. To expenditures of a particular ministry, department or programme and their impact; showing percentages of budget allocations and how these contribute (or not) to gender equality, reviewing a particular programme on gender sensitivity (such as the five step approach)
3. To the design of new programmes and projects, including to the budgets allocated to implement them
4. To selected forms of revenue e.g. the impact of different types of taxes on men and women
5. To new legislation or policy

Depending on the aim and the context, the appropriate approach of GRB in this manual is applying a “gender lens” to design of local plans and budgets at municipal level in Kosovo, so focuses on point 3 assuming that it is difficult to change ongoing budgets, but more feasible to elaborate “new” budgets in a more gender-sensitive manner.

5.2 Important lessons from GRB experiences

There are a number of lessons from GRB experiences that are important for the introduction of GRB in Kosovo:

- From the Australian case it is evident that the *political will* to address the impact of public policies on gender was key in changing budgets to reflect better the different needs of men and women.
- From both Mexico and South Africa we learn that *coalitions and advocacy* can lead to good results.
- From numerous cases, including those from Switzerland, it is evident that the success of a GRB depends very much on *data availability* and determines which tool can actually be applied. For example, more complex economic analysis was possible in Switzerland, to examine how far both boys and girls benefited from municipal budget in various sectors, however, even here it was sometimes difficult to obtain the required data.¹¹
- As Anne Havnor from the Norwegian Ministry of Children and Family Affairs mentioned in a speech on gender budgeting at the Nordic and EU levels, *transparency and participation* are necessary for gender budgeting. An issue that also came up during the GRB trainings in Kosovo.
- Havnor also mentioned that it is of crucial importance that there is *cooperation between ministries* of finance and national authorities responsible for gender equality.¹²

As Debbie Budlender points out, there is “no single correct approach” to GRB.¹³ The manual therefore focuses on what is practical and feasible for Kosovo municipalities to apply, considering the lack of reliable data and limited resources at their disposal and the responsibilities and competencies of local government versus national government institutions and sectors and other actors. In fact, in Kosovo the government is only partially decentralised, the education and health budgets are more or less fixed and not determined by municipalities.

¹¹ Gender-responsive budget analysis in the Canton of Basel-Stadt, Switzerland, Office for Gender Equality Statistical Office of the Canton of Basel-Stadt 2008 and Masha Madoerin, 2007, Geschlechtergerechte Budgetinitiativen in der Schweiz: Ein Werkstattbericht, Eidg. Büro für die Gleichstellung von Frau und Mann

¹² “Gender Budgeting at the Nordic and EU levels”, an intervention (speech) by Anne Havnor, Senior advisor Norwegian Ministry of Children and Family Affairs, Division for Gender equality, consulted online at: [http://onlinewomeninpolitics.org/sourcebook_files/Resources/Tools-GenderBudgeting the Nordic and EU levels.pdf](http://onlinewomeninpolitics.org/sourcebook_files/Resources/Tools-GenderBudgeting%20the%20Nordic%20and%20EU%20levels.pdf)

¹³ Debbie Budlender, “Expectations versus Realities in Gender responsive Budget initiatives”, community agency for Social Enquiry, Cape Town, South Africa, 2004.

What Outcomes can be expected from GRB?

When applying GRB to local planning and budgeting, one can obtain different outcomes depending on the context, level of understanding of gender, and political will:

1. A local plan and budget that is gender blind, no change
2. A local plan and budget that is gender sensitive, taking into consideration men's and women's needs
3. A local plan and budget that includes women-specific activities, to close the gender inequality gap
4. A local plan and budget that promotes gender equality by changing relations and promoting more transformational change.¹⁴

Obviously the result of this manual should not be outcome 1 - gender blind budgets, although this is often the reality. Outcomes 2 and 3 can be achieved through a number of measures and tools, such as conducting gender analysis, consulting women in planning, introducing activities specifically for women etc. However, the fourth outcome requires more time and commitment and is unlikely to be achieved by municipalities alone. Monitoring of key indicators is essential for these outcomes but would likely have to be a concerted effort between civil society and state.

It is important to note that the application of GRB would most likely require interventions at organisational/institutional level as well, such as the promotion of competent women in key positions, recognition of the role of the gender equality officer and their inclusion in the planning and budgeting process, inclusion of women in assemblies or councils and support to ensure that they function according to their mandate. However, having women in leadership positions does not necessarily mean that gender equality will be promoted as women are not necessarily gender-sensitive. Therefore the focus should not be the internal organisation but this component should rather be complementary to other areas. In addition, it is finally in the implementation of local plans and budgets that determines the outcomes.

Therefore, it is not enough to only consider gender sensitive planning but needs to include expenditures as well. In fact, Rhonda Sharp mentions, we should consider three categories of expenditures:

1. Expenditures that target women or men in the community to meet their particular needs (e.g. specific activities for women, such as outcome 3 above)
2. Expenditures towards promoting equal employment opportunities for own employees (e.g. how to increase % of female directors)
3. General budget expenditures which make goods or services available to the whole community, but which are assessed for their gender impact¹⁵ (such as outcome 2 above)

In this manual, the focus is on the local level, which touches the lives of women and men most directly. It was elaborated for municipalities in Kosovo and based their experiences, as well as, international experiences. The manual could therefore be applied to municipalities working in a similar context. The gender perspective is applied throughout the planning and budgeting cycle, which is a key process in local governance, in an attempt to come to a comprehensive approach. A number of tools could be used at various stages of the planning and budget cycle. Ideally, municipalities would apply tools in all stages, however, they may also choose to focus on a few of the most feasible or relevant tools within the cycle.

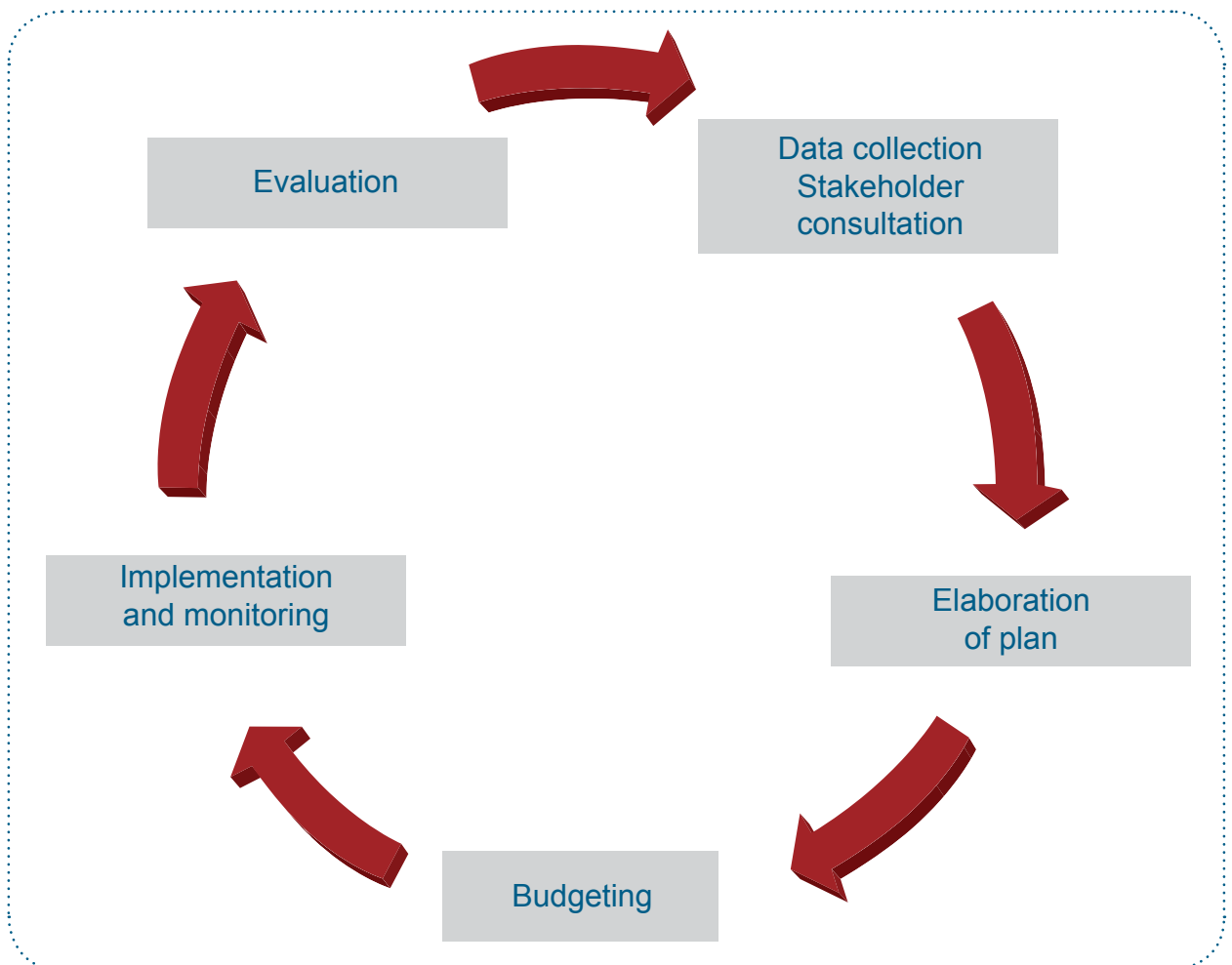
¹⁴ Adapted from: Integrating Attention to Gender in Development Programming 2010 USAID/RDMA • August–September consulted online at: http://www.devtechsys.com/gender_training/rdma/training/gender_sensitive_planning_RDMA.pdf

¹⁵ Debbie Budlender, Rhonda Sharp, Kerrie Allen, 1998. How to do a Gender sensitive budget analysis. Commonwealth Secretariat, Ausaid. Consulted online at: <http://www.scribd.com/doc/80232477/32/Preparing-a-gender-sensitive-budget-statement>

6. THE PROCESS MATTERS: PARTICIPATORY PLANNING AND BUDGETING

6.1 The planning and budget cycle

As this manual specifically focuses on the local planning and budgeting process, the general process will be briefly described including how gender can be mainstreamed. As municipalities are obliged to have a plan and a budget cannot exist without a plan, let us first consider the planning cycle.

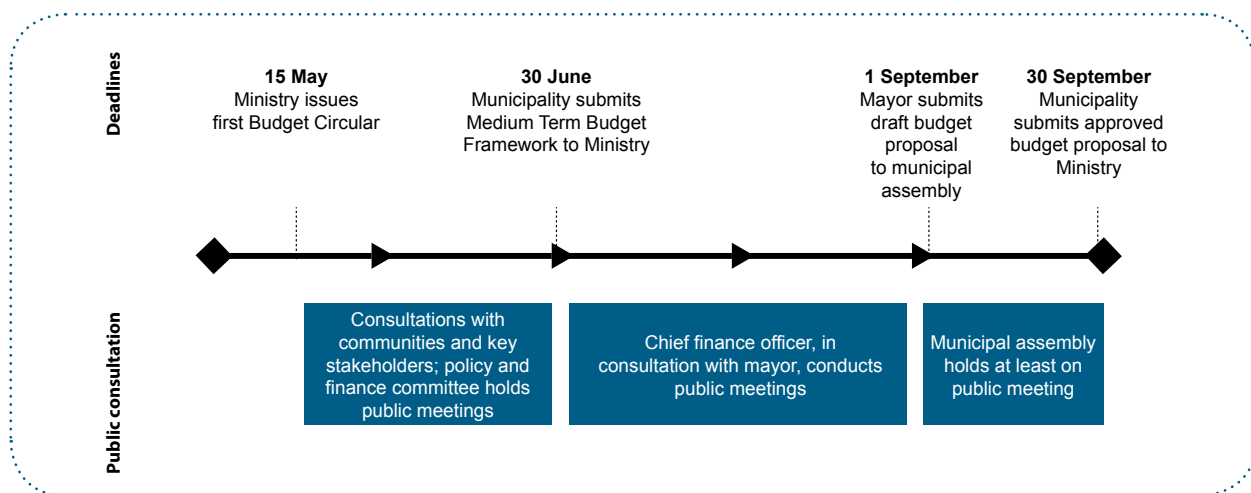


This is a basic planning and budgeting cycle, with the main components of data collection and stakeholder consultation, elaboration of the plan, budgeting, implementation and monitoring of the execution of the plan, evaluation of the executed plan and finally back to data collection and stakeholder consultation. Each component of the cycle would have its own internal process again, for instance, budgeting has its own budget cycle logic as well. Different stakeholders are involved at different stages of this planning cycle.

6.2 Municipal planning and budget cycle in Kosovo¹⁶

The annual municipal budget development is well described in a recent publication by OSCE. Every September, Kosovo municipalities are required to elaborate an annual budget for the following fiscal year. The legal framework prescribes a number of steps for the development and adoption of the annual municipal budget.

Figure 1: Annual municipal budget development-related deadlines and public consultation requirements¹⁷



Required steps in the budget preparation process, including public hearings, can be summarised as follows¹⁸:

- 30 April** – the Government submits to the Assembly of Kosovo the medium term expenditure framework covering the next fiscal year and estimates for the following two fiscal years.¹⁹ The content of the medium term expenditure framework is specified in the legislation.²⁰
- 15 May** – The Minister must issue the first budget circular by 15 May of the current fiscal year to the chief finance office of each budget organization, including municipalities.²¹ The budget circular includes the procedures to be followed, the information which must be presented and information on grant level estimates and expenditure ceilings.²² It provides initial instructions, a timetable, and initial funding limits for the purpose of preparing the proposed municipal budget and estimates for the next three fiscal years.
- 30 June** – The municipal assembly must have deliberated, amended if necessary, and approved the medium term budget framework, as well as submitted a copy of the document to the Ministry of Finance and published a copy for public access. Development of the medium term budget framework, which is the responsibility of the executive branch, is the first step in the annual budget preparation process.²³ The medium term budget framework sets forth the following for the next three fiscal years: economic and budgetary forecasts and assumptions; a municipal development strategy; aggregate estimates of revenues from all sources; aggregate targets for expenditures; and estimates of expected donor support.²⁴
- July-August** – Public hearings on the proposed budget are organised by municipalities with a focus on capital investment budget.

16 Law No. 03/L-049 on Local Government Finance

17 OSCE, 2012. 2012 Budget Development Process in Kosovo Municipalities: An Assessment. May 2012. At <http://www.osce.org/kosovo/90932> (page 8)

18 <http://www.osce.org/kosovo/90932> (page 5)

19 Article 5, Law No. 03/L-221 Amending and Supplementing Law No. 03/L-048 on Public Financial Management and Accountability.

20 Article 19, Law No. 03/L-048 on Public Financial Management and Accountability, 3 June 2008

21 Article 6.2, Law No. 03/L-221 Amending and Supplementing Law No. 03/L-048 on Public Financial Management and Accountability.

22 Article 20, Law No. 03/L-048 on Public Financial Management and Accountability, 3 June 2008.

23 Municipal Budget Circular 2012/01, Ministry of Finance, 13 May 2011.

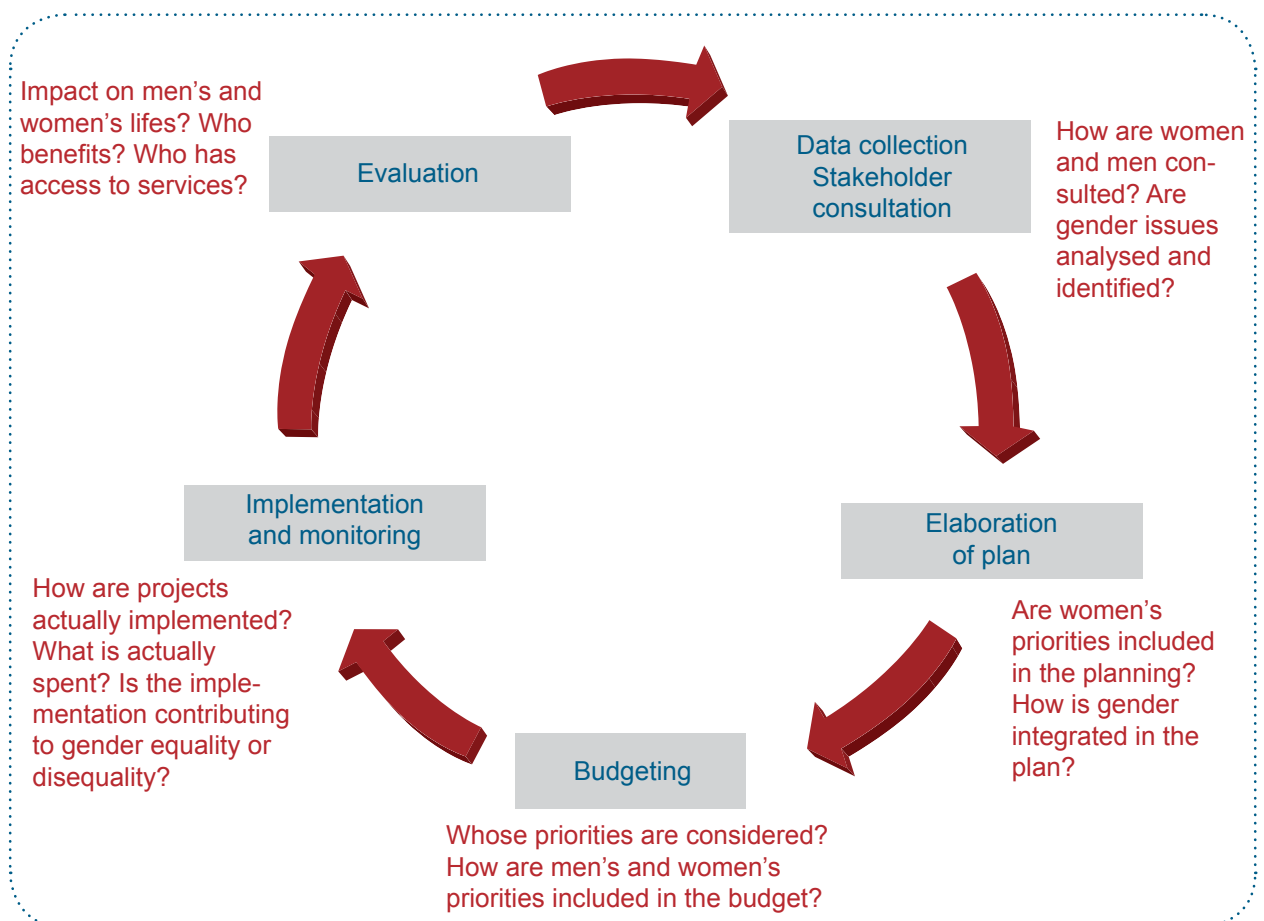
24 Ibid, pages 7 and 8.

THE PROCESS MATTERS: PARTICIPATORY PLANNING AND BUDGETING

5. **15 August** – If necessary, the Minister issues a second budget circular to municipalities, which provides final budget instructions with final grant levels.
6. **1 September** – The mayor must submit the municipal budget proposal to the municipal assembly.²⁵ The proposed municipal budget shall include: economic and budgetary forecasts and assumptions; aggregate estimate of revenues from all sources, an aggregate target for expenditures on all economic categories of expenditure; estimates of expected donor support; and any other information of material importance to the budget.²⁶
7. **30 September** – The municipal assembly shall have reviewed, modified if necessary, approved, and submitted to the Ministry of Finance the proposed municipal budget.²⁷ The budget proposal is a public document²⁸ and should be published on the municipality’s official website.
8. **Jan-March next year** – Public hearings are organised by municipalities to discuss the expenditures half way through the fiscal year.

6.3 Gender considerations in the cycle

When we consider gender in the above planning cycle, some of the questions we need to ask along the planning cycle are as follows:



25 Article 61.1, Law No. 03/L-048 on Public Financial Management and Accountability, 3 June 2008
 26 Ibid.
 27 Ibid, Articles 20.3 and 61.3.
 28 Article 4.2, Administrative Instruction No. 2008/09 for Transparency in Municipalities, Ministry of Local Government Administration, 15 July 2008.

This means that a number of important measures need to be taken within the process, to ensure that municipality plans and budgets respond to gender issues in the municipal context.

1. **Include women in stakeholder consultation.** This is an obvious measure but not always an easy one to implement. Due to women's time burden, unease about speaking in public, and possible restrictions on mobility, it may be difficult for women to attend meetings. In Kosovo, mostly men attend village meetings and municipal public hearings. Specific measures are needed to ensure that they have the opportunity, with regard to the *timing* of the meeting, the way it is *communicated* and by whom, and *how* the meeting is conducted, so that women feel comfortable attending and expressing their concerns and ideas. Initially this would mean an extra effort on the part of the municipality, though experience in other countries shows that after some time the process is known and women attend.
2. **Ensure that women's priorities are included in the planning.** Here we must be aware of power issues within the community and who finally decides on priorities. It is therefore important that women are represented in decision-making bodies and that male decision-makers are open to hearing their views, so that their voices do not get lost in the final prioritisation. Officials responsible for planning need to take this into account and frame their plan accordingly. Assemblies have the mandate to approve the plan and budget and therefore should ensure that women's priorities have also been considered.
3. **Include women's priorities and measures that promote gender equality in budgets and avoid activities that promote gender inequality.** Budgeting is a crucial phase; what is budgeted is what can be finally implemented. But very few people understand budgets and for open budget hearings, budgets may have to be simplified, potentially losing important details. It is also important to consider what budgets are actually allocated to local governments on which they themselves can decide, and how much of the budget is actually earmarked by national departments (e.g. for education and health, salaries of government officials), on which local governments have very little or even no influence. If local governments have the competence to raise local taxes, as is the case in Kosovo, it is good to point out the relation between the amount of taxes raised and the budget available to local governments. Finally, budgets need to be realistic. Often local governments have difficulties predicting what their budget for the next fiscal year will be and elaborate budgets higher than what they can finance.
4. **Ensure the plan is implemented to the benefit of both men and women.** Finally, it is during the implementation phase that a difference can be made. There are quality issues to consider, for instance in infrastructure some of the important issues to consider are: if the procurement process is transparent, the material corresponds to standards, transparency of execution of funds etc. In some countries, it has been useful to include citizens in monitoring the implementation. For instance in Vietnam, citizens committees, that have been specifically trained on monitoring standards, track infrastructure projects, looking at delivery time, quality of material etc.²⁹ In other countries, this has been a clear mandate of councillors (assembly members). For instance in Ethiopia, after receiving training on roles and responsibilities, council members realised they had a mandate to monitor the activities of government officials and started asking questions about the delays and costs of infrastructure being built.³⁰ In Kosovo, municipalities usually spent their non-earmarked funds on visible infrastructure, such as roads, parks, and water. A monitoring team inspects such infrastructure on technical aspects but does not normally ask feedback from citizens.
5. **Evaluate how the budget was really spent and who benefited.** Any plan should be evaluated before a new plan is elaborated or revised, whether this is an operational plan or a strategic long term plan. Experiences can be taken from tools such as community score cards, in which community members identify criteria for monitoring of government services, and evaluate them accordingly or through public expenditure tracking, where citizens, with support from NGOs, examine where expenditures actually went. A more simple tool would be open budget hearings.

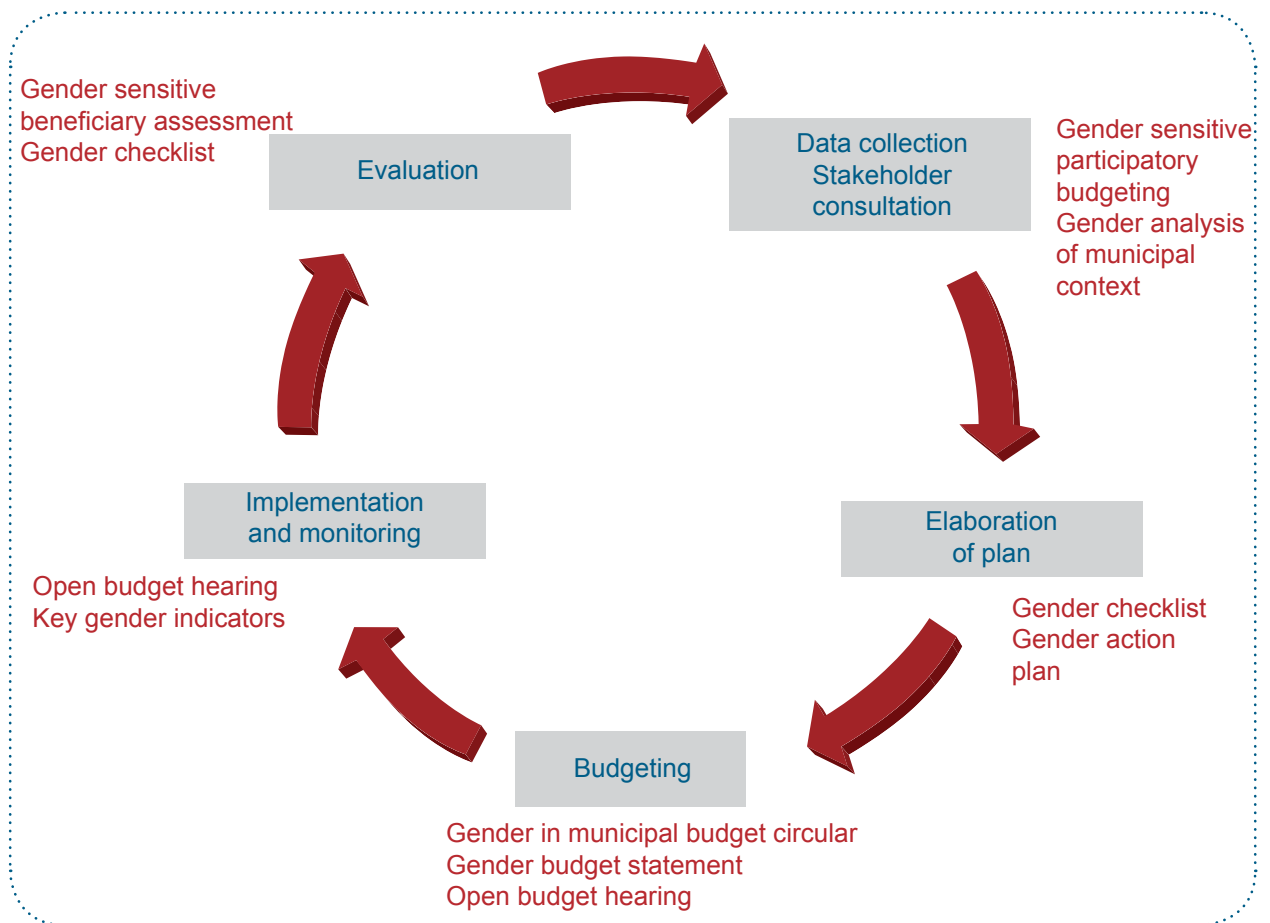
29 HELVETAS internal report, "Evaluation report of CB-GEM Vietnam", 2011

30 HELVETAS internal report, "Evaluation report of Woreda Governance Support Programme", Ethiopia, 2011

USE OF GRB AND OTHER TOOLS IN THE CYCLE

7. USE OF GRB AND OTHER TOOLS IN THE CYCLE

Given the planning and budgeting cycle and the recommendations regarding on how this could be implemented in a gender responsive manner, there are a number of interesting GRB tools that could be used at various stages of the process. There are also tools that come more from the “governance” perspective. In fact, there are many tools that could be described in this manual, which have different degrees of success and experiences. However, it is not the aim of this manual to be exhaustive, but rather to give practical suggestions for the local context. Hence, only a number of tools will be described here, again following the planning and budgeting cycle logic.



1. It is important for government officials responsible for planning and budgeting to ask; “who is included and who is excluded from participatory processes?” Such hindrances to participation can be solved by ensuring that women feel comfortable to participate actively, by introducing separate groups for women where they may feel more at ease to express their concerns, or by offering child-care facilities. The recommended approach to use would be **participatory consultation meetings** as close as possible to their homes, e.g. at village level or at sub-municipal level. In addition, it is important to have sound knowledge on gender equality issues in the municipal context, based on **gender analysis and data**. This may be used to identify specific activities to promote gender equality, as well as, to monitor how the municipality has improved gender equality, using **key indicators**.
2. While the plan is elaborated, women’s priorities must be included in the planning. It is therefore important that planning and budgeting officers are aware of the various women’s priorities and take

them seriously. Directors of sectors (e.g. director of education, director of health) and the gender officers have an important role here, as they can ensure that women's priorities are not lost in the negotiations around what to budget and what not. For this reason, it is also important that women attend the public hearings on the budget, that many municipalities in Kosovo are currently undertaking, as explained under point 1 above. In addition, a **gender check list** may be helpful. Municipalities could also consider to elaborate a **gender action plan** based on the gender analysis.

3. Few finance officers will have a good understanding of gender and few other people will understand budgets. It is possible that the municipal assembly neither considers gender issues nor understand budgets. A **municipal circular** with instructions on how to budget for next year should include instructions to government officials on how to integrate gender issues in their budgets. Another tool that could be used here is the **gender budget statement** explaining how the budget has taken into consideration gender, which will be part of the plan and budget proposed to the assembly.
4. Monitoring is the next step. Are men and women involved in this? Are they asked for feedback? How accountable is the government towards men and women?³¹ Participatory monitoring through **open budget hearings**, that include women, is recommended here.
5. Finally in the evaluation, both men and women should be asked to give feedback on the implementation of the plan. This can be done through public reviews but could also be reviewed through surveys, for instance by the assembly members, though they may need support in acquiring these skills. The inputs can then be used for the next cycle of planning and budgeting. A gender sensitive **beneficiary assessment** can be used to evaluate the impact of the budget on men and women beneficiaries. Another tool that could be used would be public audits, where the government shows how the budget was spent in the form of another public hearing.

A short explanation of some of the tools and methods mentioned in blue are in described in the next chapter.

³¹ Tools such as community score cards, citizen report cards, public expenditure tracking can be used to monitor expenditures in certain sectors (e.g. Education in Uganda) or local governance assessments to assess general performance of local government

8. DESCRIPTION OF SUGGESTED TOOLS

Following the suggestions for integration of GRB tools in the planning and budget cycle, this chapter describes and presents:

Phase 1³²: Data collection and stakeholder consultation

- Gender sensitive participatory budgeting
- Gender analysis of municipality context

Phase 2: Elaboration of plan

- Gender checklist
- Gender action plans

Phase 3: Budgeting

- Gender in municipal circular
- Gender budget statement
- Open budget hearings

Phase 4 and 5: Monitoring & evaluation

- Key gender indicators
- Gender sensitive beneficiary assessments
- Open budget hearings
- Gender checklist

Although the tools are structured according to a particular phase in the cycle, some of them could be used in different phases, such as open budget hearings and gender checklist, as the asterix shows. The tools include practical examples and cases, where possible. For more detailed information, such as actual checklists and questionnaires, please look in the annex.

³² As each phase may contain a number of steps and procedures, the word “phase” is chosen rather than steps



Women and men vote for water in a village in Kamenicë/Kamenica. Photo by Merita Berileva

Phase 1: Data collection and stakeholder consultation

8.1 Gender sensitive participatory budgeting

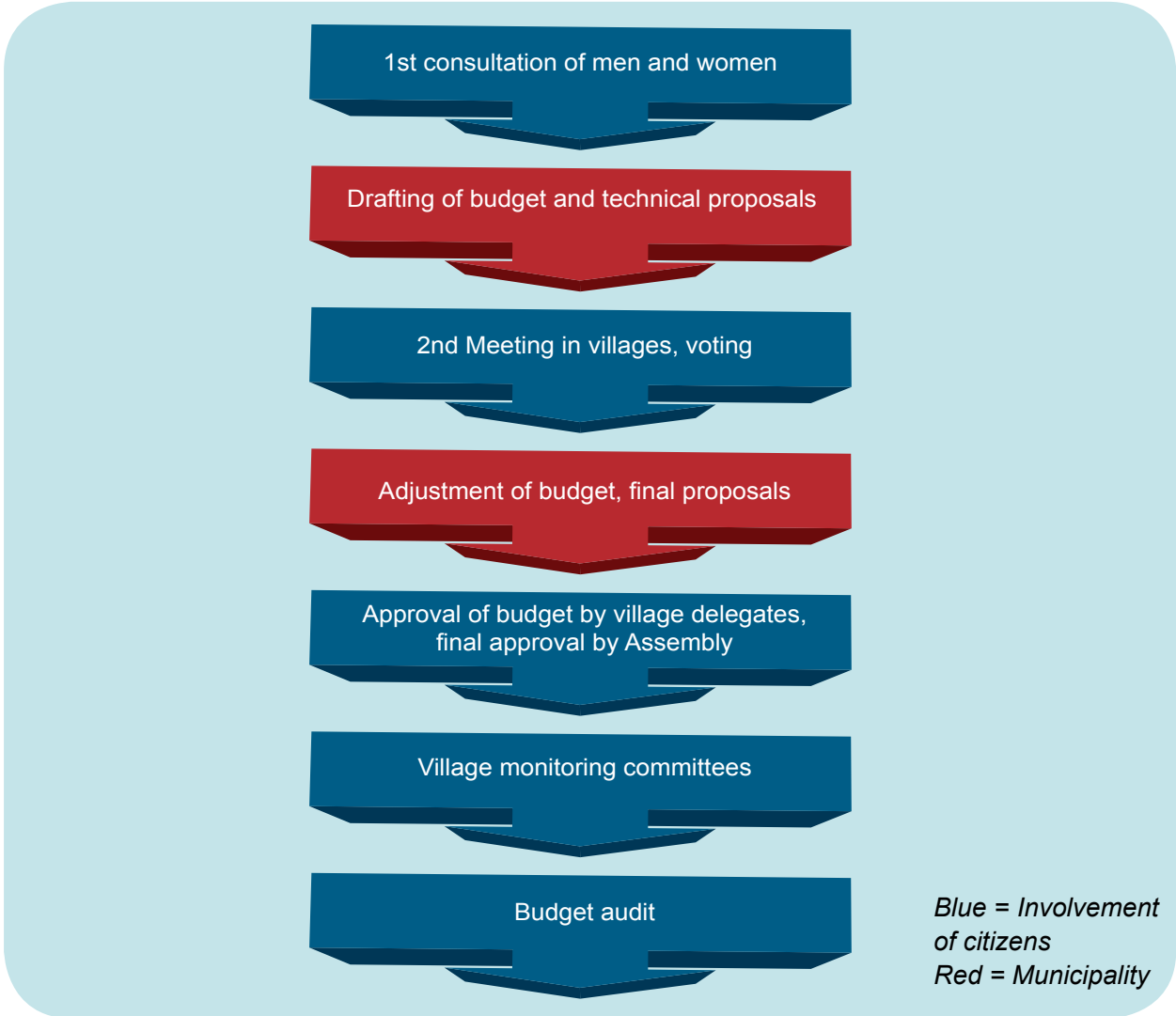
What is it? Citizens are consulted on the municipal budget and discuss their priorities and officials ensure that these are put into actions with a budget. For gender sensitive participatory budgeting it is important to ensure that women have equal opportunity to voice their priorities, and that these priorities are also considered for the budget.

When can it be applied? It should be applied in the consultation phase as input to the plan and budget. It can be applied both in annual planning, as well as in strategic planning (typically 4-5 years).

How can it be applied? The LOGOS project in Kosovo is supporting participatory planning and budgeting, which ideally looks as follows, where blue boxes represent citizen engagement and red boxes municipality tasks:

DESCRIPTION OF SUGGESTED TOOLS

“Usually I personally invite and contact women when I meet them in public spaces or I go to their homes. Otherwise, I inform them through their close relatives such as husband, children or other family members, or by telephone and e-mails. I also distribute invitations with their name and surname stating that their presence would be crucial because of their contribution that they could give and the role that they could have in the society. Besides inviting them personally, I ask them to suggest and invite other women to the same debate. I can confirm that women participation has increased compared to before though it is still not very satisfactory. I think that the number has increased because they have been told that their presence is important. It depends very much who invites the women to a debate and who is organizing the meeting”
Tefik Salihu, LOGOS, working as co-moderator in Viti/Vitina municipality



The flow diagram shows when citizens are involved in the process. These would be the key moments, where specific attention should be paid to involvement of women, and other marginalised groups.

By whom can it be applied? This could be done in a team, including municipal planning and finance officers, assembly members representing the particular village, and civil society representatives who work with villagers. Civil society can have an important role to raise awareness and help citizens to prepare for the meeting, especially women, who have no experience of such processes.

Elbasan includes women's priorities

UNIFEM and USAID supported GRB in Elbasan municipality in Albania for several years. The municipality invested very much in the consultation process, encouraging active participation of women. They did so by establishing a local commission to follow the decision-making and ensure that women's priorities were taken through the whole process and not lost. A local NGO played an important role in raising awareness among the villagers to participate in the meetings. Special meetings for roma were organised to ensure their voices were included. The meetings were conducted in various settlements or big neighbourhoods often with the mayor and the directors of the sectors. Priorities were lined up for public investment and citizens then voted for their priority. The voting revealed differences between men and women's priorities, women tended to ask for more social services, such as a kindergarden, men for roads. As Bledar Alterziu advised; "Make sure to spend the little money you have where the community thinks it is needed. It is not important how much money you have, you just have to make sure to spend it efficiently and where it is most necessary".

Personal communication by Bledar Alterziu from Elbasan municipality, during the LOGOS GRB training workshop in May 2012.

8.2 Gender analysis in municipal context

What is it? In order to understand the gender equality issues in a municipality, and for any planning and budgeting exercise, a gender analysis is needed. This must be based on reliable recent data. Once such data have been collected and analysed, municipalities can make better informed decisions about the gender equality issues that they need to (and can) address through their plans and budgets. Gender analysis looks at the different roles and responsibilities of men and women in society, the division of tasks/labour, different needs and interests, and different concerns that men and women may have.

When can it be applied? Gender analysis needs to be conducted before the planning and ideally before the consultation, so that these data can also be presented to citizens.

How can it be applied? It is recommended that data is collected through a survey or questionnaire, related to key issues that affect women's and men's lives, such as education, health, agriculture and economy, social and security issues, and political participation. It is also recommended that data collection includes both quantitative data (e.g. enrolment rate of boys and girls in secondary school), as well as, qualitative data (e.g. how accessible are health services for women). It is also important to ask both women and men directly, as their perceptions may be quite different. The analysed data are an excellent input for planning and should help to identify gender issues that need to be addressed through specific activities, ideally per sector. In addition, the data can be used for monitoring progress. By doing such a survey repeatedly for key indicators, progress towards gender equality can be measured.

With limited resources, it is recommended to focus on specific gender issues that are already known or suspected. The process could look as follows:

1. Collect data on gender using a questionnaire and available statistics in the key sectors; education, health, agriculture/economy, social and security, political participation.
2. Analyse the data collected and select key issues for gender equality, namely the key indicators to measure performance on gender equality.
3. Use the findings to elaborate a gender action plan with activities, interventions and measures to improve gender equality (they may not all have budget implications).
4. During consultation meetings in villages, check if these activities correspond with their priorities and if so, suggest their inclusion in the municipal plan and budget.

DESCRIPTION OF SUGGESTED TOOLS

Apart from consulting both men and women on their concerns and priorities, it is also important to get a broader picture of gender equality issues in the municipality by consulting intellectuals or key informants. These should include NGOs staff, especially NGOs focusing on women's issues, as well as, university staff and journalists.

Guiding questions

It can be helpful to have a set of guiding questions to discuss gender issues in the municipality using the key sectors in the municipal budget. These guiding questions can be used to prepare a questionnaire for gender analysis or to discuss specific thematic areas with the concerned departments.

The six thematic areas more or less matching the Kosovo municipal budget frame³³ are:

1. Health and social welfare
2. Education and science
3. Agriculture, forestry, rural development
4. Economic development
5. Public service, civil protection
6. Culture, youth and sport
7. Women's political participation

A set of guiding questions on these seven topics has been elaborated in detail in the annex, including examples of specific gender issues in each topic.

By whom can it be applied? In Kosovo, every municipality has a gender equality officer who is responsible for gender mainstreaming in the municipality. There is an important role for these gender equality officers to conduct gender analysis and raise awareness on gender issues in the various sectors. In addition, the analysis itself will help them gain more knowledge on gender concerns, contributing to their performance. The LOGOS project used the guiding questions in the training for municipality officers on GRB. It can also be used by gender equality officers, and by directors of the relevant sectors to jointly discuss the main issues and concerns and to analyse where additional data may be needed.

³³ The Kosovo budget frame that municipalities use, is applied here. In other contexts, this may look different.

Education, security and economics

In 2012 a partner municipality of the LOGOS project conducted a survey on how municipalities considered the needs of men and women. The research was conducted with the citizens of the city itself and 4 surrounding villages. This study aimed at highlighting the process of problem identification and priority setting for women and men in municipality. It also aimed to verify in which particular sector, men and women felt the municipality could best contribute to gender equality and which could be taken up in the municipal planning.

The concrete topics addressed in the research were:

- level of satisfaction of the citizens with municipal services
- level of the information and citizens participation in the decision making process at local level. (budget drafting policies)
- needs and the most relevant priorities of the citizens in the fields and aspects that are mandated by local government.

The method used was face to face interview, using the questionnaires prepared before.

One of the results of the survey showed that citizens thought attention should go to education, employment, economic sector and security. It also confirmed that citizens were interested in having a more participatory and gender responsive budgeting process in their municipality.

8.3 Gender checklist

What is it? Gender checklists can help to verify if gender concerns have been taken into account in the planning and budgeting cycle. For instance, the Swiss Agency for Development Cooperation has elaborated such a gender checklist to assist their staff in ensuring gender was taken into account in the project design.

When can it be applied? Before elaboration of the plan and budget, or before approval of the plan by the municipal assembly.

How can it be applied? The sectors could use a thematic checklist to verify if they have taken into account gender in their sector planning and budgeting. It may help directors, who have limited knowledge of gender, to understand better the specific gender issues to consider. Such a gender checklist could also help sector departments to elaborate their gender budget statement, explained later. The Municipal assembly could use the gender checklist to verify if municipalities have considered gender before they approve the budget. In that case, it is recommended that the checklist includes a comparison with priorities selected by women in the consultation process and what actually appears in the budget.

Some basic elements for a general checklist are as follows:

1. How many women and men in the villages were consulted in the planning and budgeting cycle? (target: at least all villages, 50% women)
2. Are gender issues addressed in the health sector? Are men's and women's health issues considered? How?
3. Are gender issues addressed in the education sector? Do both boys and girls have equal opportunities to go to school? How?
4. Are gender issues addressed in the agriculture sector? Do both men and women have access to agricultural services and resources (land, credit, seeds etc)? How? On individual or household basis?
5. Are gender issues addressed in the social and security sector? Is domestic violence addressed? Are security issues addressed? How?

DESCRIPTION OF SUGGESTED TOOLS

6. Will both men and women benefit from any training activities proposed? Are women's issues around child-care and household tasks addressed so that they can participate in training?

Such a checklist could also be used for municipality plans and can be a helpful tool for gender equality officers, planning officers and members of the assembly. The checklist should have a simple format. There is however the risk that such a checklist will only be used as an excuse that gender was checked, without doing an in-depth analysis. In the annex there is an example of such a checklist, which is proposed for Kosovo municipalities.

By whom can it be applied? By gender equality officers, by the directors and/or by the municipal assembly.

8.4 Gender action plans

What is it? Gender action plans can help to plan specific measures and actions for promoting gender equality in the municipality, based on the gender analysis. It is a tool to put into practice what was found in the analysis and to plan activities accordingly.

When can it be applied? The plan could and should be used by gender officers not only to strategically organise and manage their work but also to discuss allocation of funds for specific gender issues during the planning and budgeting process.

How can it be applied? Based on the gender analysis a short document with a plan for action is elaborated.

The document may have the following sections:

1. Description of gender issues based on the gender analysis and data, context analysis
2. Key measures and activities to promote gender equality based on the analysis, preferably in the following categories:
 - a. Activities that target women or men in the community to meet their particular need (e.g. particular activities for women)
 - b. Measures towards promoting equal employment opportunities for own employees (e.g. provision of childcare to be able to increase % of female directors)
 - c. Activities which make goods or services available to the whole community, but which are assessed for their gender impact³⁴
3. Table with proposed activities, responsibilities, period/time, and budget
4. Recommendations for the planning officers/commission for issues to be included in the municipal plan and budget.

Note that not all activities necessarily require a budget. For instance, affirmative action for recruitment of more women in higher cadre is a measure that in principle would not cost anything but is instead a political choice that needs to be made. Participation of gender officers in budgeting meetings would be another essentially no-cost activity. Meetings with local NGOs to discuss gender issues may be yet another one, if transport costs are not an issue. The emphasis and aim should therefore not be to gain extra funds for gender through the gender action plan, but rather on the measures proposed that the municipality itself can realistically undertake and on ways to integrate gender in the municipal budget, without creating an extra budget line for gender.

By whom can it be applied? By gender equality officers, by the directors and/or by the municipal assembly.

³⁴ Budlender, Sharp, Allen, "How to do a gender sensitive budget analysis", Ausaid, Commonwealth Secretariat, 1998.

Gender checklist and gender action plan helps allocate funds

In 2011-2012 the municipal staff was trained on GRB to encourage the development and use of gender-disaggregated data throughout the policy and budget cycles. After the training, the municipality was coached on how to concretely apply GRB. A gender check list was developed for different municipal departments on education, agriculture, health, public services and political participation of women in local government to be filled in and used during the budget planning process. The gender officer was closely coached and supported to develop an annual gender action plan for 2011, 2012 and 2013. The action plan consists of objectives, activities, timeframe and budget, which helped the gender officer to obtain funds from municipal budget, as well as, to seek further funding from donors. As a result, Kamenica municipality is among the first municipalities to have allocated 10,000 euro from their budget for 2012 and they have also opened a budget line for gender projects in the municipal fund.

Kaçanik/Kaçanik budgets activities to improve access to secondary education

During the training on GRB, municipal officers focused on the issue of education, where they discussed drop-out rates and security on the way to school for girls. To address the problems, they suggested a number of concrete measures, notably;

- transport provision for students
- a dormitory for secondary school students who live far away,
- scholarships,
- an awareness raising campaign

However, they soon realised that some of their proposed activities were unrealistic due to lack of funds. The municipality felt that the bus was the most feasible, and this has now been introduced, providing transport for boys and girls, as well as the provision of scholarships.

Kamenicë/Kamenica invests in improved health care, education, and sports

During the GRB training, municipal officers proposed activities that were based on the high maternity mortality rate (national statistics), for which the reasons were assumed to be long distances to hospitals from remote areas, a malfunctioning ambulance, and home-births with no professional staff. Repairing the ambulance was one of the activities proposed. Upon their return, the participants of the training discussed their action plan and the need for investment in health care was acknowledged by the mayor and assembly members. As a result, 2 ambulances from a very remote area were repaired and one ambulance in the city. In addition, funds were allocated for scholarships of boys and girls, as well as, subsidising various sports, for both girls and boys. In addition, the municipality decided to raise awareness on breast cancer. Around 30 meetings were held throughout the municipality and in these meeting at least 5 cases of women with breast cancer were identified and the treatment for them was arranged.

8.5 Gender in the municipal budget circular

What is it? Apart from a national budget circular from the Ministry of Finance, there is often also a municipal budget circular, given out by the financial department, with regard to the municipal budget with instructions for the different sectors. This is also the case in Kosovo.

When can it be applied? Just before budgeting for the different activities in the plan, so that officials of all sectors are informed about the budgeting process and what information they need to provide.

How could it be applied? The circular could be used to give instructions regarding gender. The following points are suggested:

1. Instructions to the department heads of the sectors (education, health etc) to include key gender indicators and a gender analysis in the planning of their budget, and elaborate objectives that are gender-sensitive
2. Instructions to the department heads to elaborate a gender budget statement (these can then be compiled into one gender budget statement)
3. Recommendation to discuss these two points above with the gender equality officers
4. Proposition for a meeting to discuss gender issues and the implications for the budget

By whom can it be applied: By directors of municipal departments.

Separate budget line for gender or not?

Gender sensitive budgeting does not necessarily mean separate budget lines for gender. Ideally, the entire budget should reflect gender issues, based on a good gender analysis, including key data. However, it may require specific funds to help achieve this. Some municipalities in Kosovo have found it helpful to allocate specific funds for activities that help promote gender equality or funds for data collection on gender for improved analysis and planning. The risk is that such a separate budget line is used as an excuse that something is being done about gender, without looking at all the other activities and services the municipality is budgeting.

8.6 Gender Budget Statement

“We should involve more women in the budget process as we need to have their perspective and priorities from a gender aspect, as it is very difficult for us men to put on gender lenses and plan the budget” Naser Hashani senior budget official, Kamenicë/Kamenica

What is it? *This is a statement, or report, from each government sector on its policies, programmes and related budgets with regards to gender equality. It generally describes how government programmes and budgets are contributing to gender equality and can be considered an accountability report by government in relation to its gender equity objectives.*³⁵

When can it be applied? When the budget is finalised for approval by the assembly and in the annual report, which is presented end of March.

How could it be applied? In the description or explanation of the budget, a gender budget statement could be included stating how gender was considered when planning the budget, what gender issues are addressed in the budget and how. e.g. The

municipality has found that maternity death rates are high and upon analysis of the reason, realised that there is no gynaecologist available for emergency care. It was then decided to hire a gynaecologist, which is reflected in the budget.

³⁵ Debbie Budlender, Rhonda Sharp with Kerri Allen, „How to do a gender-sensitive budget analysis“ Contemporary research and practice, 1998, Section 5, p.38-50.

Suggested sections for the gender budget statement:

1. Main gender equality issues in the municipality, based on data analysis
2. How the municipality proposes to tackle these issues (with reference to a gender action plan if it exists)
3. How this is reflected in the budget

For the annual report:

1. References to the planned and budgeted activities
2. Actual expenditures and outcomes

A typical gender budget statement includes:

- Programme name
- Sub-programme name (if applicable)
- Gender issues
- Activities planned
- Budget for previous and upcoming year
- Inputs
- Outputs
- Overall achievements (for annual report)

By whom can it be applied? By directors of municipal departments.

8.7 Open budget hearings

What is it? This is an open public event where citizens are invited to express their opinion and give feedback on municipal budget, either on expenditures or on planned budget.

When can it be applied? When the budget has been prepared but before approval by the assembly, in Kosovo they take place in July/August, and for expenditures half way through the fiscal year, in Kosovo between January and March.

How can it be applied? HELVETAS Swiss Intercooperation Kosovo during 2011 and 2012 was involved in supporting partner municipalities with citizen's participation in public hearings on budget planning and budget execution. Informal operational groups were established in each municipality, consisting of 2 civil society members and the municipal information officer lead by a moderator from a civil society organisation. This operational group helped the municipality to organise public meeting with citizens and supported the municipality with the logistics and the presentation of the budget so that was understandable for citizens.

The meetings were organised to discuss either the planned budget or the expenditures of public fund with focus on the capital investment fund, as well as, to increase citizen's participation in the decision-making process. Many citizens from all political parties, village leaders, the business community, teachers, religious groups/communities, civil society representatives, media and municipal staff attended the meetings. In addition, the project invested time in ensuring the involvement of women through specific invitations and by addressing child care, transport and other needs that would have otherwise hindered their participation.

By whom can it be applied? By the finance department with support from civil society.

DESCRIPTION OF SUGGESTED TOOLS



Gender Officer & other official staff from Kamenicë/Kamenica. Photo by Merita Berileva

8.8 Key gender indicators

What is it? In Kosovo, the lack of data became evident during two training events, where government officials were asked to analyse their own municipal context. Although the situation on gender equality in their municipalities was known superficially, it had not been reviewed in depth and could not be substantiated with data. It is therefore recommended that municipalities collect basic data based on some key indicators, which will allow them to measure their own performance with regards to gender equality improvements.

When can it be applied? The key indicators could provide a number of things:

1. a baseline on gender equality situation in the municipality, to be able to measure progress, as a *monitoring tool*
2. data to measure progress on gender equality for each municipality, with the possibility to compare performance of municipalities, as a *comparative tool*
3. data for planning and budgeting, to introduce/ensure effective measures, initiatives and activities that contribute to improving gender equality, as a *planning tool*

How can it be applied? The key indicators are selected based on the perceived capability of municipalities to measure them and the relevance in a given context. The final selection would need to be based on what indicators the national government uses, or it may be that the municipalities already have a set of indicators. It also depends on what the municipalities themselves see as feasible and relevant, in terms of context, capacity and municipal competences. The following indicators are based on the Kosovo context:

Suggested key indicators

Education

- Number and % of girls to boys graduating from secondary school
- Number and % of women participating in training courses offered in the municipality

Health

- Number of maternal deaths per 1000 births
- Number of live births per 100

Alternative:

- Number of births assisted by professional staff
- Number of women who go for regular checkups during pregnancy (“regular” would need to be defined)

Economic

- Number of women and men in wage employment in non-agricultural sector (one of the MDG3 indicators)

Alternative:

- % of women in employment, earning a wage or self-employed
- % of women to men owning a business
- Difference between wages of women compared to men for the same job

Security and justice

- % of cases on domestic violence investigated by police against reported cases
- Feelings of security of girls, boys, men and women (qualitative)

Political/representation

- Proportion of women in a leadership position in the municipal assembly
- Ratio women to men in leadership positions in public administration (e.g. as directors, mayor)
- Ratio of women to men participating in consultative public meetings on the municipality budget
- Proportion of projects or activities financed that were indicated as priority by women in comparison to those indicated by men

By whom can it be applied? The indicators can be applied locally, but also nationally, by ministries responsible for gender equality. If the municipality has a planning and monitoring unit, then such indicators should be part of the system, preferably as part of a database. In Kosovo, municipalities usually do not have such a unit, nor a database. In this case, a simple database could be introduced, using software known to the staff.

DESCRIPTION OF SUGGESTED TOOLS



Training on, "Public Procurement" organised for 6 municipalities belonging to the Gjilan/Gnjilane region.
Photo by Merita Berileva

8.9 Gender sensitive beneficiary assessment

What is it? This is an assessment to see how provisions of public services address men's and women's different needs and priorities by collecting their opinions.³⁶

When can it be applied? A beneficiary assessment is an excellent tool for collecting the opinions of citizens on the quality of public services and can provide important data for the next planning cycle.

How can it be applied? A number of different methods can be used and often a combination is best. Household surveys can be used to analyse who has access, whose needs and priorities are addressed and how this works in practice at household level. Participatory rapid appraisals would be another method by more qualitative data can be collected. Citizen report cards and community score cards are good tools to gather citizens' perspectives on the performance of government services. Whatever the method, the data needs to be sex-disaggregated and inclusive (elderly, youth, minorities) so that any differences between men and women but also differences among men and women can be captured. Below is a short description of two popular tools.

Citizen report card

The citizen report card is a tool which is used to gather feedback from users of public services on the performance of those services in respect of a number of criteria usually along the lines of:

- Availability of service
- Access to the service
- Reliability of the service
- Quality of the service
- Satisfaction with the service
- Responsiveness of the service provider
- Hidden costs - corruption and support systems
- Willingness to pay³⁷

³⁶ For further readings visit: "Commonwealth Secretariat, *Gender-Disaggregated Beneficiary Assessment of Public Service Delivery and Budget Priorities*, UN Women website, (consulted 26-6-2012)

³⁷ Participation and Civic Engagement Group, Social Development Department, The World Bank, consulted through internet on 26-6-2012

The citizen report card can:

- Measure women and men's satisfaction with the quality of each service,
- Compare service providers on reliability and women and men's satisfaction
- Measure responsiveness and the quality of problem solving by agencies
- Estimate hidden costs incurred by women and men.³⁸ If conducted across municipalities and years, it can also be used to compare their performance.

Normally the process would involve identifying the scope of the survey, the purpose, and the actors. The data can be gathered through questionnaires or focus groups discussions, for instance. The survey would be executed among the users of the services to be assessed, after which the data would be analysed, and finally the findings disseminated.

Community score card

The community score card is a tool for beneficiaries or users of public services to monitor or evaluate performance using a grading system in the form of scores. The tool is based on perceptions with regard to the quality and client satisfaction of service providers but has also been used to discuss roles and responsibilities of users (citizens) and service providers (government) in improving their services.

The tool is similar to the citizen report card but simpler and more suitable for community level use. It also takes less time because it uses less data and is more focused on discussion. It has been mostly applied by NGOs whose staff members have strong facilitation skills and experience with participatory processes. After the focus of the assessment is decided, community members and users of the services, themselves decide on the criteria along which they wish to measure performance. Women and men then score the services against those criteria, after which a discussion on the total scores is facilitated. Reasons for low scores are discussed, as well as measures and solutions to increase performance, including actions for both government and citizens. It is important that this is done separately for men and women, as the scores may differ. Doing it separately ensures that women have the opportunity to voice their concerns. In this way, women have the opportunity to voice their opinions.

By whom can it be applied? By department heads of respective services, such as education, health, and security sector. It can also be used by civil society as an entry point to discuss and advocate for better services.

³⁸ Idem

9. REFERENCES

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- Questions and Answers in, *Gender Budgeting Handbook for the Government of India Ministries and Departments*
- Raman Sohal, *Local level gender responsive budgets: tools for gendered research and analysis*, International Development Research Centre, 2005
- UNIFEM, *gender budgets Newsletters at: http://www.gender-budgets.org/joomdocuments/newsdocuments/UNIFEM_GRB_newsletter_issue_3.pdf*
- UN Platform for Action Committee (UNPAC)*, www.unpac.ca

10. ANNEXES

Annex 1: Municipal Competences in the municipalities in Kosovo³⁹

Municipal Competences

Principle of Subsidiary

The municipalities shall exercise its competences in accordance with the principle of subsidiary.

Municipal own competencies

Municipalities shall have full and exclusive powers, insofar as they concern the local interest, while respecting the standards set forth in the applicable legislation in the following areas:

- a. local economic development;
- b. urban and rural planning;
- c. land use and development;
- d. implementation of building regulations and building control standards;
- e. local environmental protection;
- f. provision and maintenance of public services and utilities, including water supply, sewers and drains, sewage treatment, waste management, local roads, local transport, and local heating schemes;
- g. local emergency response;
- h. provision of public pre-primary, primary and secondary education, including registration and licensing of educational institutions, recruitment, payment of salaries and training of education instructors and administrators;
- i. promotion and protection of human rights;
- j. provision of public primary health care;
- k. provision of family and other social welfare services, such as care for the vulnerable, foster care, child care, elderly care, including registration and licensing of care centres, recruitment, payment of salaries and training of social welfare professionals;
- l. public housing;
- m. public health;
- n. licensing of local services and facilities, including those related to entertainment, cultural and leisure activities, food, lodging, markets, street vendors, local public transportation and taxis;
- o. naming of roads, streets and other public places;
- p. provision and maintenance of public parks and spaces;
- q. tourism;
- r. cultural and leisure activities;
- s. any matter which is not explicitly excluded from their competence nor assigned to any other authority.

Municipal delegated competencies

Central authorities in Republic of Kosovo shall delegate responsibility over the following competencies to municipalities, in accordance with the law:

- a) cadastral records;
 - b) civil registries;
 - c) voter registration;
 - d) business registration and licensing;
 - e) distribution of social assistance payments (excluding pensions); and
 - f) forestry protection on the municipal territory within the authority delegated by the central authority, including the granting of licenses for the felling of trees on the basis of rules adopted by the Government;
- Central authorities in Republic of Kosovo may delegate other competencies to municipalities, as appropriate, in accordance with the law. Delegated competencies must in all cases be accompanied by the necessary funding in compliance with objectives, standards and requests determined by the Government of Kosovo.

Municipal enhanced competencies

Certain municipalities have their own competencies enhanced in the areas of health, education and cultural affairs and shall have participatory right in selecting local station police commanders as set forth in the subsequent articles. Central authorities of Republic of Kosovo shall monitor the exercise of enhanced competencies, in accordance with the central legislation providing for equal access to public services; minimum quality and quantity standards in the provision of public services; minimum qualifications of personnel and training facilities; general principles on licensing and accreditation of public service providers. Municipalities exercising enhanced municipal competencies may cooperate with any other municipality in providing services.

Enhanced Competencies in Secondary Health Care

The municipalities of Mitrovicë/Mitrovica North, Graçanicë/Gracanica, Shtërpçë / Štrpce shall have the competence for provision of secondary health care, including registration and licensing of health care institutions, recruitment, payment of salaries and training of health care personnel and administrators;

Enhanced Competencies in the University Education

The municipality of Mitrovicë/ Mitrovica North shall have competence for the provision of higher education, including registration and licensing of educational institutions, recruitment, payment of salaries and training of education instructors and administrators.

Enhanced Competencies in the Area of Culture

All municipalities in which the Kosova Serb Community is in the majority shall have authority to exercise responsibility for cultural affairs, including, protection and promotion of Serbian and other religious and cultural heritage within the municipal territory as well as support for local religious communities in accordance with the applicable law. Municipalities may cooperate with any other municipality in cultural affairs.

Enhanced Participatory Rights in Selection of the Local Police Station Commanders

Municipalities in which Kosova Serb community is in a majority shall exercise enhanced participatory rights in the selection of the local station police commanders in accordance with law on police.

39 Law Nr. 03/L-040 on Local Self Government

Annex 2: Important legislation on gender, related laws

The Anti-Discrimination Law (ADL) - entered into force in September 2004. It states, “The goal of this law is to prevent and fight discrimination, increase the level of effective equality, and realize the principle of equal treatment before the Law for the citizens of Kosovo.” ADL prohibits direct or indirect discrimination and it defines all forms of discrimination, including harassment, victimization, and segregation. Importantly, “the burden of proof falls on the accused party, which should prove that there were no violations of the principle of equal treatment”. The goal of this Administrative Instruction is to establish practical rules and structural and physical facilitations for the enforcement of the Anti-Discrimination Law as well as the promotion of equal treatment for all persons without direct or indirect discrimination based on gender, age, marital status, language, physical or mental disabilities, sexual orientation, nation, political belief or opinion, religion or belief, ethnic or social background, race, property, birth or other statuses of persons who claim that they are victims of discrimination as it is foreseen in Article 2 of the Anti-Discrimination Law. On 11 October 2005, the Government of Kosovo approved the action plan on the enforcement of the Anti-Discrimination Law.

The Law No. 2004/32 of January 20, 2006 on the Family (the Family Law of Kosovo) codifies individuals’ rights within the family. Among others, it regulates marriage procedures, relations between the parent and child, and food. Within this law and the Law against Domestic Violence there are provisions for cases of violence against women within the home. Cases of violence against women entail the right to compensation. For example, if a woman who has suffered from domestic violence chooses to divorce her husband, she may receive compensation from him or his estate. There are no special provisions to process the case. As stated above, children fall under the same legislation as all other persons. Alimony rights for divorcees are guaranteed by law in Kosovo, but there are no functional mechanisms to ensure these rights in practice. Instead, payment of alimony is left up to the good will of the other partner.

Law on Inheritance codifies equality in inheritance as in Article 3.1. “All physical persons under the same conditions are equal in inheritance”. In the theoretical aspect, Law on Inheritance regulates without discrimination the question of the right to inheritance by women. Regardless of the social position of the woman, with this law she is equal to her husband. Although equal before the law, due to traditional mentality, many women in Kosovo still do not inherit property. There are many cases where they even voluntarily give up their familial portion to another male member of their family. With this law, the women is regulated as an heir in the first order of succession, when she is a wife or has had extra-marital relations with a testator for ten years and has had a child within five (5) years. In legal practice, there are many cases where women have the status of a child or where she gives up her right to inheritance through a declaration in court.

Labour Law since the beginning of 2011, Kosovo legislation has been enriched with an important law on labour that governs the relations employee-employer. The provisions in this law guarantee paid maternity leave for women for a period of 6 months, with an additional optional 6 months with reduced/partial pay. Often private businesses specify age and gender in job descriptions and job advertisements, despite clear legal provisions against that. While there is no visible difference in pay for the two sexes, many express their fear that the new labour law will be a source for discrimination of women.

The maternity leave provisions foreseen in the law, may prove to be one of the biggest obstacle for young women to find employment, as it is expected that private employers will hesitate to employ young women, which represent potential mothers. While currently there is no evidence on the presence of gender discrimination due to labour law provisions on maternity, in many discussions it is argued that it will most definitely represent a challenge for the labour inspectorate and other institutions responsible for ensuring equality.

The Law on Protection against domestic violence provides a set of legal measures aiming to protect domestic violence victims. The law defines concepts such as domestic violence and domestic relationships and explains which kind of protection measures and orders exist as well as the procedures to follow in order to obtain them.

The Kosovo Program against domestic violence and action plan 2011-2014 addresses important issues such as the lack of co-operation among institutions dealing with domestic violence, the low level of capacity for addressing domestic violence issues among the main stakeholders, gaps in the referral system and the lack of infrastructure to support victims. Kosovo institutions, civil society representatives and international organizations actively contributed to its design for almost one year. The program pursues three objectives:

- To establish efficient and comprehensive mechanisms for the prevention of domestic violence;
- To have efficient protection mechanisms for victims;
- To ensure efficient services for the rehabilitation and integration of victims and perpetrators of domestic violence.

The Program includes numerous activities that should be implemented from 2011 to 2014 in order to meet the objectives. The establishment of a monitoring and co-ordination mechanism is also foreseen.

Annex 3: Guiding questions per thematic area

Health and social welfare

- What services exist for health and social welfare in your municipality? (e.g. clinics, hospitals, ambulance, local doctors, midwives, social security programmes, youth workers, drug rehabilitation etc.)
- How many doctors and nurses are there per inhabitant?
- What are common diseases? For women? For men?
- How high is the infant mortality rate in your municipality (death rate of children below 5 years)?
- How high is the maternity death rate in your municipality (women dying while pregnant or during child-birth)? Why do you think this is so?
- Who has access to these health and social welfare services? Are there populations living far away? Are women too busy to attend? Can women decide to seek medical care? (who in the household decides?) Are there groups with special needs?
- How much time does it take to get access to these services, in terms of distance, waiting time?
- What is the quality of the services? (standards, satisfaction of people)
- Do women go for checkups during pregnancy? If not, why not?
- What are the vulnerable groups? Widows? Roma? Do they receive social assistance? Are all poorest groups registered so that they can receive social security service?

Education and science.

- What schools exist in your municipality? What formal and informal education is offered?
- How many boys and how many girls graduate from primary school? If there is a difference why is this so?
- How many boys and how many girls graduate from secondary school? If there is a difference why is this? What are the consequences?
- What is the number of dropouts among boys/girls? What causes students to drop out? (distance, security, financial reasons?)
- What is the number of pupils in the classroom?
- Are girls, boys, and minorities treated equally? Are boys and girls equally treated in maths, languages, sports?
- Are there facilities for people with different disabilities, do they have access to education?

Health and social welfare

In Kosovo, statistics showed a high maternal mortality ratio. In one of the GRB training workshops held in Kosovo, this issue was discussed by government officials to analyse why this might be so. They discussed women's access to regular checkups, dysfunctional ambulances due to maintenance problems, and the distance to the hospital for specialised care, and absence of local doctors. A number of activities were then proposed to tackle these issues.

Education and science

A higher dropout rate for girls in secondary schools may point to a preference to invest in sons rather than daughters, as higher education is not seen as important for girls. It can point to parents unable to pay for the school expenses. It can also be that girls are married off at an early age. This was signalled especially as a problem of the Roma community in Kosovo. It may also be that within the classroom they are not motivated by the teacher, may have to sit in the back, or are even harassed. During the GRB training workshops, government officials pointed out that the distance to secondary school poses a problem for girls, for security reasons. In some municipalities, violence in schools was seen as a problem. In Mozambique, the absence of toilets for girls was a reason for parents to keep their daughters at home.

Agriculture, forestry, rural development

- What agricultural activities exist in your municipality? Is there any forestry? What other rural development activities take place? What % of economic development is agricultural?
- Who owns the land? Do women have access to property?
- Who decides what to produce in the household?
- What do men and women grow in agriculture? Is there a difference? (e.g. women grow food, men grow cash crops) What tasks do women and men normally have in agriculture?
- Who has access to agricultural inputs? If given to the household, who decides how it is used?
- Who receives agricultural extension services and agricultural training? Do women have time to attend such training?
- Who attends agricultural fairs? Who participates?
- Who receives veterinary services?
- Who sells the agricultural produce? Who sells the cattle? For what purposes is produce sold?

Economic development.

- What are the main sources contributing to economic development in your municipality? (e.g. agriculture, mining, forestry, etc)
- What are the potential sources or opportunities for economic development in your municipality?
- Are there any specific programmes in your municipality to promote small businesses, e.g. training programmes, credit programmes, tax redemption etc.?
- Who owns the businesses in your municipality? Men or women?
- Do women and men have access to credit?
- Are licensing standards the same for men and women (are they treated equally)?
- What hindrances exist for women to start a business?
- Who is employed? What is the % of men and women with formal employment? What is the policy on informal employment (street trade, etc)?
- What % of leadership positions in companies and businesses are held by women in your municipality?
- Is the labour law respected by businesses in your municipality?
- Do people with disabilities have access to employment?

Agriculture, forestry, rural development

In Kosovo, women do not normally inherit property; traditionally it is only male relatives who inherit, even though there is now a law in Kosovo that explicitly refers to the right of women to inheritance. This means that men own the land, and therefore it is likely that they decide what to produce on it, who works on the land and when. Women may have their own kitchen gardens, supplying the family with necessary vitamins and minerals. But because it is small and not sold in large quantities on the market, this work may not seem significant. Agricultural trainings are given to men not to women, even though women also contribute significantly to agricultural production.

Economic development

Women often have less access to credit because they do not have a collateral as they do not own property and/or they may also have less education and knowledge on how to start a business. So it is important to analyse what hindrances exist for women to start and run a business. When employed, they may not get full benefits as per the law (e.g. maternity leave, equal pay). Companies may see maternity as a hindrance to hire women in the first place.

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Public services, civil protection.

- What public services exist that are not mentioned in the other thematic groups?
- What infrastructure has the municipality build? Who is responsible for maintenance?
- Who benefits from this infrastructure most?
- Who uses water services most? For what?
- Who uses the roads? Who owns the cars? Who is on foot?
- Do women feel safe (secure) from violence? (.e.g. domestic violence, sexual harassment, trafficking?)
- Are there specially trained police officers for women who have suffered from violence?

Culture, youth and sport.

- What kind of culture is promoted by government if any? Are the needs of youth addressed? What sports are promoted? Soccer is likely to interest mostly boys, are there sports that would interest girls? Early marriage may be a problem. This has, in turn, consequences for the health and maternal mortality rate.
- What facilities for culture exist? What facilities/services exist for youth? What sports facilities does the municipality have?
- Are there special programmes for artists? (dance, painting, theatre etc.)
- What are the needs of female and male youth?
- What is the rate of teenage pregnancies? If this is high, why is this so?
- What is the average age for girls to marry? Does early marriage (16 years or younger) occur in your municipality? If so, why and what are the consequences?
- What is the rate of unemployment of youth? For boys and girls? What are the reasons for unemployment?
- What tertiary education and further skill development would they need?
- Are there sports facilities for both girls and boys? What sports are promoted? Would this be of interest for both boys and girls?
- Are there special programmes for youth? Is there any awareness raising on the use of contraceptives and drugs? Is contraception easily available and affordable?

Public services, civil protection

Women need water for cooking, washing; cleaning but do they have access at times when they need it? Do they have a say in maintenance? What is sanitation conditions like? For roads it is easy to say that everyone benefits, but who owns the cars? Mostly women will be on foot, so are there pavements and safe crossings for those who walk, for prams? With regard to civil protection, security issues need to be looked at, such as domestic violence, sexual harassment at the workplace, including within the municipality, and other violence that may be occurring towards women. Is the police force adequately equipped to deal with this? Are there safe houses available?

Culture, youth and sport

Culture can be an accepted vehicle to promote diversity in artistic expressions. In particular, art can be a way for marginalised groups to express themselves. Sports activities are important for both boys and girls, men and women but do they have access and are their facilities for both, e.g. are there female and male soccer teams, are other sports on offer such as gymnastics. Particularly for youth, early marriage may be a problem, as it is in Kosovo in some regions. This has, in turn, consequences for the health and maternity death rate of young pregnant girls and may hamper further education. Drugs and violence in schools are other issues that would need to be tackled together with teachers and parents.

Women's Political Participation

- Are women involved in decision-making at the local level e.g. in their village and/or municipality? Is there any mechanism or policy in place in your municipality (respective directorate) that ensures equal participation of women and men in consultations prior to budget and program planning? What barriers prevent women and girls from meaningful participation and involvement in decision-making? What specific steps can be taken to increase their involvement?
- Are both women and men considered for candidature? Are political parties leaders encouraging women to be part of the voting lists?
- Are there capacity-building opportunities for women candidates in local elections? If yes who is doing that?
- Do men and women have equal opportunity to vote in elections? Or do families vote as one? Is "family voting" a known and accepted practice in your community, municipality?
- Are programmes in place to build capacity for leadership skills of women?
- How many women and how many men are heading the directorates in your municipality?
- Are women issues and needs raised in the municipal assembly?

Women's political participation

In many societies, public life is dominated by men because it is not seen as appropriate for women to participate, to be vocal and present. Often, there are only few female candidates if at all. In addition, female voters are hampered by registration procedures, by voting procedures that give the control of women's voices to their husbands, or by their lack of mobility which prevents them from voting. Women also have lower education levels and are usually less informed about the electoral process, the meaning of elections and the right to vote. The political obstacles for female candidates include the lack of political party support. This is embodied in the lack of financial and other resources to fund women's campaigns and boost their political, social and economic credibility. Quotas give women more access to decision making positions and can be helpful in increasing the number of women, making them visible and a „normal“ part of politics. However, gender sensitive leadership goes beyond numbers and must include sensitivity towards both men and women's concerns.

ANNEXES

Annex 4: Gender checklist for municipalities

Tick the box “yes” or “no”, and add comments on why you chose that response

| Question | | Supporting evidence | yes | no | Comments |
|----------|---|---|-----|----|----------|
| 1. | Have BOTH women and men been consulted in the planning and budgeting? | a. Have both men and women been invited and did they receive relevant documents? b. Were at least 30% of participants in the consulting meetings women? c. Did women raise their voice and put forward their priorities, ideas and concerns in the meetings? | | | |
| 2. | Are gender issues addressed in the health sector? | a. Are specific gender concerns in the health-care addressed in the plan and budget? b. Are there specific activities to improve maternal health? c. Is the quality of services addressed? | | | |
| 3. | Are gender issues addressed in the education sector? | a. Are specific measures to encourage both girls and boys to go to school been introduced? b. Have gender issues in secondary school been addressed in the plan and budget? (security, awareness raising and prevention of early marriage, attitude of teachers etc.) c. Is the quality of education addressed? | | | |
| 4. | Are gender issues addressed in the agriculture sector? | a. Do BOTH women and men have access to agricultural services such as seeds, subsidies, training, participation in fairs? What % men and women are benefiting from these programmes DIRECTLY? b. Can women get access to credit to invest in production and/or processing? c. How is the issue of land inheritance for women being tackled? | | | |
| 5. | Are gender issues addressed in the economic sector? | a. Are there specific measures or activities for women who would like to start a business? Are these needed? b. Are labour laws respected, especially regarding maternity and paternity leave? | | | |
| 6. | Are sports and cultural activities addressing BOTH men and women, boys and girls? | a. Are sports activities available for girls, in sports in which they are interested, in equal measure to boys? b. Are there special programmes for youth, both boys and girls? c. Are cultural events promoted that encourage diversity and include minorities and women? | | | |

| | | | | | |
|-----|---|---|--|--|--|
| 7. | Are gender issues addressed in the social and security sector? | <ul style="list-style-type: none"> a. Do BOTH women and men have access to social services? b. Are any hindrances for certain groups to get access to social security addressed? c. Are police officers trained on how to deal with domestic violence and other security issues that women face? d. Are there any measures to improve women's security? | | | |
| 8. | Will both men and women benefit from any infrastructure budgeted? | <ul style="list-style-type: none"> a. Whose priority is it? Men or women? b. Who are the users? c. Is the infrastructure responding to the needs of all users? (e.g. location, quality, construction) | | | |
| 9. | Will both men and women benefit from any training provided in the municipality? | <ul style="list-style-type: none"> a. Have BOTH men and women been invited for any training on offer in the municipality (by private sector, civil society or government)? b. Are the training courses and awareness raising events organised in the municipality addressing concerns of BOTH men and women? | | | |
| 10. | Is the municipality addressing gender equality in the workplace? | <ul style="list-style-type: none"> a. Are there any measures to promote more women in the higher cadre? b. Do gender officers have a clear mandate and ToR? c. Is there a gender policy in place, including prevention of sexual harassment? d. Are women able to combine child-care and work? | | | |



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