

GENDER BUDGET ANALYSIS AND THE IMPACT OF FISCAL POLICIES ON THE POVERTY LEVEL OF RURAL WOMEN IN THE MUNICIPALITY OF GJAKOVA, KOSOVO

Gjakova, Kosovo, 2006

The following have created the main preconditions and mechanisms that should make gender equality an integral part of the Kosovo government's development policies, programs and projects: The National Action Plan on Gender Equality, approved by Provisional Institutions of Self-Governance (PISG) in Kosovo in 2003; the establishment of Municipal Gender Offices; the Law on Gender Equality; and the establishment of the Parliamentary Commission for Gender Equality.

This study presents the findings of a research conducted by SHE-ERA (Women's Business Association) in Gjakova, focusing on the possibility of applying a gender perspective to the budget allocations of the Gjakova municipality. The study focuses on a particular area in relation to poverty reduction policies: namely, the budget allocation policies of the Department of Agriculture. This research has resulted in the identification of the causes, problems and opportunities for introducing a gender balance in the allocation of resources, starting at the local level with a focus on the Department of Agriculture.

This report was produced with support from the United Nations Development Fund for Women (UNIFEM) and the Kosova Foundation for Open Society (KFOS)

The views and analyses contained in the report are those of the authors and do not necessarily represent the views of KFOS, UNIFEM, the United Nations or any of its affiliated organizations.

There is no copyright attached to this publication. It may be reproduced in whole or in part without prior permission from UNIFEM or KFOS. However, the source must be acknowledged.

Project and Research Director: Mirlinda Kusari

Authors: Mirlinda Kusari, Teuta Kaçaniku, Ymrane Nura, Albina Batusha, Mimoza Xerxa, Belkize Kusari, Albina Nura and Blerina Binaku

Consultant: Elizabeth Villagómez, UNIFEM Economic Advisor

Translators: Edon Kurtishi and Mentor Naka

Language editor: Julie Garrison Frederick

Cover and book design: atelier2

Cover photo: Ky Chung/UNMIK/DPI

ISBN: 92-95052-02-1

TABLE OF CONTENTS

| | |
|--|----|
| ACKNOWLEDGEMENTS | 4 |
| FOREWORD | 5 |
| ACRONYMS AND ABBREVIATIONS | 8 |
| INTRODUCTION | 9 |
| GENDER RESPONSIVE BUDGETING – WHY IS IT NEEDED? | 11 |
| BACKGROUND SITUATION AND OPPORTUNITIES FOR GENDER RESPONSIVE BUDGET ANALYSIS IN KOSOVO | 14 |
| RESEARCH METHODOLOGY | 17 |
| GJAKOVA MUNICIPALITY DEVELOPMENT RESOURCES | 18 |
| Economic Development Resources | 18 |
| Main Challenges from a Gender Perspective | 20 |
| The Budgeting Process at Municipal and Central Levels in Kosovo | 22 |
| The Functionality of the Office of Gender Affairs | 24 |
| Gjakova Agricultural Development Budget | 26 |
| FIELD RESEARCH FINDINGS: CHARACTERISTICS OF WOMEN FARMERS AND IDENTIFYING THEIR NEEDS | 28 |
| Survey Particulars | 28 |
| Main Characteristics of Respondents and Their Farming Activities | 29 |
| Assistance and Awareness of Financial and Other Support from Municipal, Donor and Private Sources | 30 |
| Private Financial Support for Agricultural Development in the Municipality | 34 |
| CONCLUSIONS | 36 |
| RECOMMENDATIONS | 38 |
| ANNEX I – SURVEY QUESTIONNAIRE FOR RURAL WOMEN FARMERS | 40 |
| ANNEX II – SURVEY QUESTIONNAIRE FOR LOCAL OFFICIALS | 47 |
| ANNEX III – LIST OF GJAKOVA MUNICIPALITY VILLAGES INCLUDED IN THE SURVEY | 53 |
| ANNEX IV – GENERAL STRUCTURE OF GJAKOVA MUNICIPAL BUDGET OF 2004. | 54 |
| BIBLIOGRAPHY | 55 |

ACKNOWLEDGEMENTS

The author would like to express gratitude to all those who have enabled the completion of the research and supported its implementation by providing financial support, consultation and information. In particular, we would like to thank the Kosovo Foundation for Open Society (KFOS) and the United Nations Development Fund for Women (UNIFEM) for providing the financial support, without which this research would not have been possible. We would also like to thank UNIFEM and KFOS for providing technical advisory support, in particular Osnat Lubrani, Regional Programme Director for UNIFEM Central and Eastern Europe, Iliriana Kaçaniku, KFOS Program Coordinator, Flora Macula, Program Manager for UNIFEM Kosovo, and Erika Kvapilova, UNIFEM CEE National Programme Officer. We would also like to express our gratitude to the Gjakova municipality officials for their transparency. Special thanks are due to Ndue Muqaj, Director of Department of Agriculture, Teki Shala, Director of Department of Finance, Hajdar Grezda, Director of Department of Economy, and Lumnije Shllaku, Municipal Officer for Gender Affairs.

Our special thanks go to women in rural areas, who have been the main source of inspiration for us.

We would like also to thank the Ministry of Agriculture for Rural Development (MAFRD), The World Bank, the United Nations Interim Mission in Kosovo Office of Gender Affairs (UNMIK/OGA), ProCreditBank, Raiffeissen Bank, The New Bank of Kosovo (BrK), Caritas, FINCA, Intercooperation, IBC, and women's and farmers' associations that provided us with the necessary information to conduct the research. And last but not least, we would like to thank the SHE-ERA staff for their excellent contribution, patience and hard work.

We hope and believe that the research findings will help increase women's awareness of their rights to an equal share in the municipal budget allocation, and that the recommendations will help the decision makers to design, implement and support a gender balanced development in the municipality, including the area of poverty reduction policies.



Mirlinda Kusari
President of Women's Business Association
SHE-ERA

FOREWORD

The impact of the transition processes in Central and Eastern Europe (CEE) on both men and women generally and on women specifically continues to cause debate among experts and policy makers. Clearly, many people have benefited from opportunities that have emerged during the transition. It can also be argued that economic restructuring which has led to a dramatic increase in unemployment, poverty and inequality has had a negative impact on the economic security of both men and women.

Women in the CEE region continue to suffer discrimination and violation of their rights, most notably in their unequal participation in decision making and as victims of violence, and according to some evidence, also in employment. However, conclusions about women's position in the labor market are often conflicting due to inadequate data as well as an inadequate understanding of existing data. The United Nations Development Fund for Women (UNIFEM) therefore believes it is important to support initiatives that shed light on women's true situation in economic life through in-depth analysis that applies a human rights lens, particularly in areas that remain hidden behind conventional quantitative measures.

This study is one of five supported by UNIFEM. Each study explores a specific aspect of women's engagement in economic life in the national setting: the link between women's lack of economic opportunities and their

vulnerability to trafficking in Albania; women's engagement in informal work in Bulgaria; women's low labor market participation and high unemployment in Kosovo; and women's working conditions in the Former Yugoslav Republic of Macedonia. The present study focuses on the impact of budgetary allocations in the agricultural sector on the situation of rural women in the municipality of Gjakova, Kosovo.

UNIFEM support for the studies was premised on a belief that the process of working on them was as important as the product. Indeed, work on these reports has enhanced the capacity of local actors for analysis and advocacy around women's position in the labor market. Cooperation between gender equality advocates, experts (economists and statisticians in particular), and policymakers has also been strengthened.

The case study *Gender Budget Analysis and the Impact of Fiscal Policies on the Poverty Level of Rural Women in the Municipality of Gjakova* reveals that to a great extent, budgetary allocations at the local level in the Gjakova municipality fail to reflect the needs and priorities of women and create conditions for their economic empowerment. While many women engage in agricultural activities on a daily basis, they often lack land ownership as well as access to markets, knowledge, technologies and financing. This study makes a strong case for establishing a more

inclusive process of planning and formulation of development policies and budgets where women's input and needs are recognized.

The findings that emerge from this and the other case studies will feed into a new UNIFEM regional report: *The Story Behind the Numbers: Women and Employment in Central and Eastern Europe and the Commonwealth of Independent States*. These reports will serve to advocate for the integration of gender dimensions within employment and economic development plans as well as budgetary allocations, in line with national and international commitments to gender equality and the full realization of women's human rights. In addition, the knowledge generated from the present study will serve as a basis for advancing the work on gender responsive budgets in other sectors and localities in Kosovo and Southeast Europe.



Osnat Lubrani
Regional Programme Director
UNIFEM Central and Eastern Europe

The years of post-conflict development have created needs and posed many challenges to the democratic governance in Kosova. The slow transfer of powers from international to national authorities on the one hand and the numerous political issues on the other hand have resulted in a weak policy making environment. The governing authorities are not always inclusive in the decision-making process, the civil society organizations are very slowly building their capacities to advocate for policy changes, and the citizens are not always aware of the decisions being taken by their municipal representatives. The information provided by the media is the only source of information they receive, usually, only after the policy has already been decided. Thus, very frequently, those to whom the policies are addressed are excluded from the process, while those who can affect the process have not yet mobilized the sufficient capacities to engage in the process.

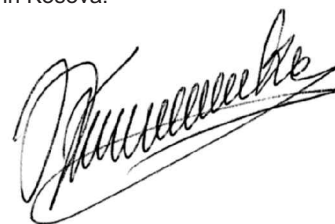
While these challenges are present at both levels of government, they are much more emphasized at the local level, where the development needs are much more apparent, and the challenges are much higher, due to numerous reasons. The necessity for the local representatives to become more responsive to their constituents pertains and challenges both political decision-making and the administration throughout Kosova municipalities. Due to these needs, the Kosova Foundation for Open Society (KFOS) focuses a large part of its activities to establish a core of capacity building in Kosova, both on individual and organizational level, that play a crucial role in fostering a sound policy making environment in Kosova.

KFOS support is based on the belief and strategic orientation that through the provisions of the capacity building support, the civil society organizations and think tank groups strengthen their ability to address specific development needs through identifying the challenges and options to the solutions, and recommending the specific steps on how the local and central level decision-makers, as well as international donors and local organizations should respond. As such, the civil society organizations and the think tanks groups become the catalysts to improved governance at local level, by making it more responsive and accountable, transparent, efficient, and effective. Thus, KFOS strives to support the initiatives that shed light to policy-making process and its consolidation, as well as to its Europeanization.

SHE-ERA's policy paper *Gender Budget Analysis and the Impact of Fiscal Policies on the Poverty Level of Rural Women in the Municipality of Gjakova* reveals how fragile the policy making in Kosovar municipalities continues to be. Moreover, it reveals how exclusive this process is and its needs for further consolidation in order to make governance in Gjakova municipality more responsive to all its constituents, and in this case, in particular to the women in rural areas that survive by farming agricultural goods. The study also reveals the municipality's constraints to development, and identifies opportunities to address them.

Most of all, the study reveals that the ownership to policy-making process in Kosovo does not belong to the government only, neither central nor municipal, but that it is

a process where the citizens and civil society organizations have stakes at and can contribute significantly. It also reveals that if fed properly, the civil society organizations could, and should, take over the watchdog role and as such, not only monitor the government's misdoings, but also attract attention of policy makers to the striking development needs, and especially those that bear strong potential for improved local economic performance. Thus, the study sends strong messages not only to the local and central level policy-makers, but also to civil society organizations inviting them all to engage more constrictively to advocating for participatory and inclusive policy decision-making in order to support the consolidation of democratic governance in Kosova.



Iliriana Kaçaniku
Program Coordinator
Kosova Foundation for Open Society

ACRONYMS AND ABBREVIATIONS

| | |
|---------|---|
| SHE-ERA | Women's Business Association |
| UNIFEM | United Nations Development Funds for Women |
| KFOS | Kosovo Foundation for Open Society |
| MGO | Municipal Gender Office |
| OGA | Office of Gender Affairs |
| MEF | Ministry of Economy and Finance |
| IMF | International Monetary Fund |
| CASE | Community Agency for Social Enquiry |
| UNDP | United Nations Development Program |
| UNMIK | United Nations Interim Mission in Kosovo |
| HBS | Household Budget Survey |
| SRSG | Special Representative of the Secretary-General |
| MAFRD | Ministry of Agriculture for Rural Development |
| PISG | Provisional Institutions of Self-Governance |
| DEF | Department of Economy and Finance |
| BrK | New Bank of Kosovo |

INTRODUCTION

As a consequence of the ineffective use of public resources, Kosovar municipalities continue to struggle with a low level of economic development and an increasing rate of poverty among their residents. Almost seven years after the end of the deadly and destructive violent conflict, Kosovo continues to struggle with the challenges of slow economic development caused by various factors. These include: a lack of substantial income generation programs; the absence of a legal framework to encourage foreign direct investment; a lack of adequate policies encouraging domestic production; low employment growth and high unemployment; and a high percentage of those living under the poverty line.

One of the greatest concerns in this respect is the labor market itself, in which the slow pace of development and unemployment impact considerably on political and social stability. According to the Early Warning Report, the number of registered job seekers with the Ministry of Labor and Social Welfare reached 311,230 in May 2005, roughly 9,000 more registered job seekers than in January 2005, when there were 303,095.¹ Of particular concern are the official employment data. The statistical information provided by the Ministry of Labor and Social Welfare indicates that the incidence of unemployment is not gender balanced:

unemployment is greater for the female side of the population. Official unemployment records show that 33.9 percent of unemployed Kosovars are male, with the remaining 62 percent being women. An annual report published by the Department of Labor and Unemployment backs this up: “75 percent of all the unemployed who found jobs through employment offices in 2003 were male and 25 percent were female.”² The data shows no improvement in 2004.³

Besides employment, the policy commitments of the Kosovar government, both at national and local levels, result in a disproportionate occurrence of poverty. The government has not set up accountability mechanisms and maintains low levels of transparency in the decision-making process. The methodology of the government to prioritize budget expenditures and respond to the needs of its constituents does not reflect a previous analysis and allocation of the budget according to the needs of specific interest groups. Women, youth, children and ethnic minorities are among those groups that tend to be completely or partially excluded from the decision-making process. Frequently, municipal governments deprive these interest groups of their right to participate in processes that

¹ *Kosovo Early Warning System Project, Early Warning Report #10*, April–June 2005, Riinvest Institute for Development Research.

² *Labor and Employment in Kosovo: 2003 Annual Report* (Albanian version), Department of Labor and Employment, Ministry of Labor and Social Welfare, Government of Kosovo, Provisional Institutions of Self-Government, Prishtina, Kosovo: 2004, p. 20.

³ *Labor and Employment in Kosovo: 2004 Annual Report* (English version), Department of Labor and Employment, Ministry of Labor and Social Welfare, Government of Kosovo, Provisional Institutions of Self-Government, Prishtina, Kosovo: 2005, Draft 03/05, p. 13.

affect their lives. Of all these groups, women - and in particular women in rural areas - are the most commonly neglected, hardly benefiting from the policies of their local and central governments.

Consequently, the low level of social and economic development among Kosovar women is not addressed by budgetary decisions designed to reduce poverty. Poverty dominates among women, particularly in rural areas, and their needs and priorities are not coupled with macroeconomic planning at the local level. Many of these women engage in agricultural activities on a daily basis but they lack knowledge of modern production techniques, financial support from their local and central governments and access to markets.

In order to identify opportunities to improve municipal budgetary policies from a gender balanced perspective, SHE-ERA analyzed several factors: the situation facing women farmers in the rural areas of the Gjakova municipality; the dominant situation at the Department of Agriculture and the municipal development opportunities directed at this sector; the municipal budgetary decision-making process; as well as the functionality of the Office for Gender Affairs within the Gjakova municipality. In addition, the researchers sought to analyze how certain departments treat this decision-making process including how they differentiate among diverse groups of beneficiaries, their awareness of their obligation to ensure equal benefit among all beneficiaries, including women, and whether it has been observed and applied within the policy process.

The report is structured in six sections. The first section consists of a theoretical introduction on the values and importance of a gender-based budget. It clarifies that such an approach does not promote separate budgetary policies for women in agriculture or any other sector, but simply ensures that the needs of both genders are represented and equally addressed. This section also provides a brief overview of the policy-making process in Kosovo and its impact on the creation of new employment opportunities for both women and men.

Research methodologies are described in the second section, while the third section looks at the municipality's development capacities. Divided into smaller subsections, the third section looks at economic resources available for agriculture development, the municipal budget allocation process, the capacity for agriculture development, as well as the functionality of the Office for Gender Affairs. The findings of the women farmers' survey, conducted as a part of the research, are provided in the fourth section. This includes a short analysis of the lending opportunities available to rural women farmers by local financial institutions. Conclusions drawn from the research can be found in the fifth section. The final section consists of recommendations directed at both central and local level policy stakeholders.

GENDER RESPONSIVE BUDGETING – WHY IS IT NEEDED?

Fair distribution and equal access to public resources belong to the basic principles of good governance. However, they are seldom observed by national and local governments since macroeconomic stability objectives sometimes override these concerns.⁴ Moreover, the distribution of resources shows an imbalance between the sexes. Macroeconomic and human development data from many countries, including developed ones, demonstrate that women and men do not have the same access to resources and that policies do not affect them in the same way given their different gender roles. This situation is reflected in a number of indicators, such as higher illiteracy rates, unemployment and poverty among women as compared to men.

Professor Diane Elson states: “The way in which the National Budget is usually formulated ignores the different, socially determined roles, responsibilities and capabilities of men and women. These differences are generally structured in such a way as to leave women in an unequal position in

⁴ N. Çağatay, M. Keklik, R. Lal and J. Lang, “Budgets as if people mattered: Democratizing Macroeconomic Policies,” paper presented at the Conference Paper Series 4 of Beijing+5 and World Summit for Social Development, UNIFEM-UNDP, May 2002.

relation to the men in their community, with less economic, social and political power.”⁵

As a response to the need to address political, economic and social equality between men and women, the UN General Assembly adopted the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1979, establishing international regulatory instruments to fight gender-based discrimination and to ensure gender equality in the national and local distribution of, and access to, resources. The Convention defines discrimination against women as “any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field.”⁶ By this definition of discrimination, the Convention establishes a broad foundation for national governments to develop their agendas and strategies that will end discrimination against women in political, economic, social, cultural, civil or any other field.

In addition to the CEDAW, the world's national governments reiterated the same principles during the Fourth World Beijing Conference on Women in 1995. Article 35 of the

⁵ Diane Elson, “Gender Budget Initiative Background Papers,” (The Commonwealth Secretariat, June 1999), p.3.

⁶ “The Convention on the Elimination of All Forms of Discrimination against Women,” UN General Assembly, 1979, available at <http://www.un.org/womenwatch/daw/cedaw/>, accessed March 2006.

Declaration and Platform for Action states that the signatory parties are determined to “ensure women’s equal access to economic resources, including land, credit, science and technology, vocational training, information, communication and markets, as a means to further the advancement and empowerment of women and girls, including through the enhancement of their capacities to enjoy the benefits of equal access to these resources, inter alia, by means of international cooperation”⁷

Through the adoption of the CEDAW and the Declaration and Platform for Action, national governments have gradually become more aware of the importance of gender responsive budget analysis as a primary tool for measuring their commitment to end discrimination against women. Gender responsive budget analysis provides governments with the opportunity to assess the efficiency of resource allocation and their commitment towards achieving gender equality through the decision-making and resource-distribution processes.

As such, budget allocation is the most important policy execution instrument of any government as it reflects “the choices the government has made, but more fundamentally [it] reflects the values and the claims made on resources by various social groups, i.e. the balance of power within a

society.”⁸ Technical instruments in nature, budgets demonstrate the government’s social, economic and monetary commitments to the public. It becomes extremely important to ensure that gender responsive budget analysis becomes an inherent part of policy-making and execution. Gender responsive budget analysis is a tool that identifies the shortcomings of government policies, such as those that cause gender imbalance, and provides solutions on how to address them.

Gender responsive budget analysis of both national and sub-national budgets can be carried out using various methods to assess the differentiated impact of government spending and revenue raising as they relate to women and men and boys and girls. This does not mean that gender responsive budget analysis advocates the establishment of two separate budgets within the government. On the contrary, gender responsive budget analysis ensures that a gender perspective is integrated within and throughout the budgeting process, and that the needs of women are adequately addressed, keeping in mind their unequal position with respect to men. As such, gender responsive budget analysis helps redefine priorities within a government while ensuring a more equal distribution of government resources that responds to the needs of all citizens. It introduces “a new way of thinking about

⁷ *The United Nations Beijing Declaration and Platform for Action*, Proceedings of the 1995 Fourth World Beijing Conference on Women Declaration, Beijing, China, September, Article 35, available at <http://www.un.org/womenwatch/daw/beijing/platform/declar.htm>, accessed October 5th , 2005

⁸ Diane Elson and Nilufer Cagatay, “Engendering Macroeconomic Policy And Budgets For Sustainable Development,” Bureau for Development Policy, UNDP, Proceedings of the 1999 First Global Forum On Human Development, United Nations Headquarters, New York, July 29–31, p. 2, available at <http://www.aucegypt.edu/src/macroeconomics/PDFS/Elson%20and%20Cagatay.pdf>, accessed October 26th , 2005

government finances that examines the real situation of women's and men's lives, and includes a majority of citizens - especially women who are often at the periphery of economic debates - in the decisions which shape policies, set priorities and meet the social and economic needs of all citizens."⁹ Through these mechanisms, gender responsive budget analysis ensures that the basic principles of good governance - accountability, transparency, efficiency, effectiveness, and equality - are observed. Public policy-making that integrates budget analysis from a gender perspective as an inherent tool of that process establishes a strong ground for a realistic and successful response to the needs being addressed, while advancing the economic development of the country on the equal basis for all. At present, more than 40 countries have adopted gender budget analysis initiatives and have drafted various implementation strategies.¹⁰

Academics in the field, led primarily by Debbie Budlender, a specialist researcher at the Community Agency for Social Enquiry (CASE) in Cape Town, and professor Diane Elson have divided gender responsive budget analysis into different categories. Budlender utilizes three categories for analysis, which include:¹¹

- > Women-specific targeted expenditures: resources allocated for programmes that specifically target women;
- > Equal employment opportunity expenditures: resources allocated to affirmative action in order to promote employment of women and men in equal numbers, equal representation within management posts, and equal pay; and
- > Mainstream expenditures: the bulk of the remaining expenditures not covered by the first two categories.

In addition, Elson suggests that the gender impact on budget expenditures can be analyzed through seven basic tools, which include:

1. Gender-disaggregated beneficiary assessment of public service delivery and budget priorities
2. Gender-disaggregated public expenditure benefit incidence analysis
3. Gender-aware policy evaluation of public expenditure by sector
4. Gender-aware budget (expenditure) statement
5. Gender-disaggregated analysis of impact of budget on time use
6. Gender-aware medium-term macroeconomic policy framework.

⁹ Isabella Bakker (in cooperation with the Gender Budget Analysis Committee of the Alternative Federal Budget), "Gender Budget Initiatives: Why They Matter in Canada," Center for Policy Alternatives, Ottawa, September 2005, p. 1.

¹⁰ See www.gender-budgets.org for numerous documents describing different initiatives worldwide.

¹¹ Debbie Budlender and Rhonda Sharp with Kerri Allen, "How To Do A Gender-Sensitive Budget Analysis: Contemporary Research And Practice," Australian Agency for International Development, Commonwealth Secretariat, Canberra and London, 1998, p. 10

In some cases a seventh tool, disaggregated tax-incidence analysis, is included.¹² Even though the three categories and seven tools are utilized as basic analysis instruments, different countries (government and/or civil society groups) have adapted them to accommodate the cultural context and dynamics of their own countries, and have adopted different methodologies to introduce or enhance gender equality through government expenditure and revenue raising.

Moreover, in the case of analyzing and applying the principles of gender responsive budget analysis at the sub-national level, these tools might not be entirely appropriate. Depending on the extent of decentralization (i.e. the number and type of competencies to which the local level is legally bound), the finance model and the economic and social specificities of the region or municipality, adapting the aforementioned tools or introducing new ones might be needed.¹³

¹² BRIDGE, "Gender & Budgets Cutting Edge Pack - Tools, guidelines and training materials," BRIDGE - Institute of Development Studies in the United Kingdom website, http://www.bridge.ids.ac.uk/gender_budgets_cd/index.htm, accessed September 27th, 2005

¹³ For examples at the local level see Debbie Budlender and Guy Hewitt, *Gender Budgets Make More Cents: Country Studies and Good Practice*, (London: The Commonwealth Secretariat, August 2002).

BACKGROUND SITUATION AND OPPORTUNITIES FOR GENDER RESPONSIVE BUDGET ANALYSIS IN KOSOVO

Design and implementation of public policy is a complex process that combines a thorough analysis of the problem, a detailed assessment of the causes and the identification of concrete options for resolution. It also requires a clear vision for improvements. Being primarily a government reaction to the needs and/or problems of constituents, a well-drafted policy will not be complete unless it is backed by an adequate and sufficient budget for its execution. Otherwise, policy might remain perfect on paper with no chance of ever being put into effect. In this regard, the policy-making process in Kosovo's municipalities remains under-developed and with significant limitations in its effectiveness. Partly due to the centralized decision-making process of national and municipal budgets, and partly due to the numerous demands that need to be addressed, Kosovar municipal governments continue to face considerable constraints in designing, drafting and implementing successful policies that promote good

governance and equal and balanced development of the areas they represent. Thus, the efficient use of scarce economic resources is not being achieved.

The Provisional Institutions of Self-Governance (PSIG) in Kosovo has not set up accountability or transparency mechanisms in the decision-making process when it comes to allocating the budget. The existing methodology of the government to prioritize budget expenditures and respond to the needs of its constituents does not reflect a solid needs assessment of the constituents or different interest groups within them. Furthermore, this methodology reflects a lack of awareness about the diverse needs that different citizen groups may have and the various impacts that government decisions can have on these groups. Women, youth, children, and ethnic minorities are predominant among those who tend to be excluded from the decision-making process. The same holds true at the local level: municipal governments' decision-making processes are not inclusive of all stakeholders and many groups affected by the decisions are deprived of their right to take part in them. As a result, their needs remain inadequately addressed or not addressed at all. Of all these groups, women - and in particular women in rural areas - are most commonly neglected. What this means is that half the population is hardly benefiting from the policies set by local and central governments.

In addition to these constraints, many municipal governments face difficulties in allocating even the small resources they have toward annual capital investments,

namely development projects. With few resources and many needs to address, municipal governments do not reach consensus in terms of prioritizing projects. The result is that these governments do not use the funds available to them. In several cases, municipalities returned unspent funds to the central level at the end of the year in order for the funds to be redistributed the following year. Even though funds are not completely wasted in this way, development at the municipal level remains costly and slow. It requires governments at both the municipal and central levels to plan according to available funds and ensure they are balanced from a gender perspective, meanwhile categorizing the priorities for urban and rural development.

Ineffective and inefficient use of public resources means that seven years after the end of the conflict (1999), Kosovo continues to struggle with the challenges of slow economic development caused by various factors, such as: a lack of substantial income generation programs; the absence of a legal framework to encourage foreign direct investment; policies that do not adequately encourage domestic production; low employment growth and high unemployment; and a high percentage who live under the poverty-line.

One of the greatest concerns in this respect is the labor market, in which negative trends impact considerably on political and social stability. According to the *Early Warning Report*, the number of registered job-seekers with the Ministry of Labor and Social Welfare reached 311,230 persons in May 2005 (approximately a 49% unemployment

rate), with more than 9,000 new job seekers registered since January 2005.¹⁴ In addition, the statistical data shows that the incidence of unemployment is not gender balanced: far more women than men are unemployed (women's rate estimated between 60% and 70%).¹⁵ In rural areas, unemployment is higher for both women and men. However, the rates for women and men might be similar (or men's rates higher than women's), given that women in rural areas have a higher propensity to be registered as inactive.

Consequently, the level of social and economic development among Kosovar women remains low. Poverty among women is not addressed at the local economic planning level, and the needs and priorities of rural women are particularly ignored. Many of these women are engaged in agricultural activities on a daily basis, but lack knowledge of modern production techniques, financial support from their local and central governments and access to markets.

Women's access to employment is also of particular concern. Based on an annual report published by the Department of Labor and Unemployment "75 percent of all the unemployed who found jobs through employment offices in 2003 were male and 25 percent were female."¹⁶ "In total, 138,166 unemployed females registered with Kosovar

employment offices through the end of 2004. Although the number of female registrations increased by 7.7 percent in 2004,¹⁷ "almost 76 percent of all the unemployed who found jobs through employment offices in 2004 were male and less than 23 percent were female."¹⁸ In terms of similar data on municipal basis, SHE-ERA managed to secure only general data about women's employment during 2005. According to the latest available sources, the overall number of job seekers in the Gjakova municipality during 2005 reached 17,386, of which 7,291 were female, or 41.94 percent of the overall job seeker population.¹⁹

¹⁴ *Kosovo Early Warning System Project, Early Warning Report #10*, Selected Indicators Table and Annex.

¹⁵ It is important to note that because of a lack of reliable statistics on the total population of Kosovo, labor market surveys and any other surveys carried out in Kosovo are subject to statistical bias.

¹⁶ *Labor and Employment Kosovo: 2003 Annual Report*, p. 20.

¹⁷ *Labor and Employment in Kosovo: 2004 Annual Report*, p. 13.

¹⁸ *Ibid.*, p. 21.

¹⁹ "Labor Market in Gjakova Municipality," Regional Employment Center press release, Gjakova, Kosovo, December 2005, Table 1.

RESEARCH METHODOLOGY

Upon the advice of United Nations Development Fund for Women (UNIFEM), one of the donors of the project, SHE-ERA, set up a steering committee consisting of donor representatives at the very beginning of the project implementation. The committee included: UNIFEM, Kosovo Foundation for Open Society (KFOS), the Office of Gender Affairs (OGA) in Gjakova, the director of the municipal Department of Agriculture, the municipal resident advisor from the Research Triangle Institute and the local governance advisor from the United Nations Development Program (UNDP) in Kosovo. By bringing together international and national organizations and municipal representatives with stakes in the budgetary decision-making process and gender issues in the municipality, SHE-ERA's primary objective was to establish a committee to act as an advisory body during different stages of the project. In addition, the steering committee played a crucial role in providing SHE-ERA with relevant information for its research. At the initial stages of the project, the steering committee was closely involved in approving the qualitative survey questionnaires.

SHE-ERA developed two separate questionnaires targeting two main groups. The first questionnaire was designed to obtain information from potential beneficiaries of municipal policies, focusing in particular on women in rural areas. The

questionnaire combined open-ended and multiple choice questions, and included questions on: women's employment; their agricultural activities; education level; ownership of the land or agricultural business; the access of the goods produced for local markets; financial support received for their agricultural activities; their access to municipal resources; information on municipal activities and programs; their willingness and readiness to engage in activities that would support the development of the agricultural sector in their village; specific needs; and their expectations for municipal support.

The second questionnaire was designed for various municipal officials and decision-makers with a role in or responsibility for the budget allocation decision-making process. This questionnaire contained questions about the municipal budgetary process for relevant municipal departments. The primary objective of this questionnaire was to generate information on municipal projects and programs that affect the following: women's development; the openness of the municipal decision-making processes; gender differentiation and its application during development planning; the application of the Law on Gender Equality; women's needs identification and assessment processes; the effectiveness and efficiency of the Municipal Gender Office (MGO); municipal initiatives for the implementation of the National Action Plan For Gender Equality; specific municipal budget allocations for women in agriculture; and the availability of financial assistance. In addition, the questionnaire was designed to elicit information about the development issues addressed in

2005, the projects and services that came out of them, their openness to gender considerations and the challenges to their implementation.

Both questionnaires were qualitative and were not meant to be statistically significant, particularly the one directed at the beneficiary group. Throughout the report, we refer to available quantitative data produced by various international bodies operating in Kosovo to contrast with our qualitative findings.

In order to identify the opportunities to improve municipal budgetary policies from a gender equality perspective, SHE-ERA conducted the present research which explored the following themes:

- > The situation of women farmers in rural areas of the Gjakova Municipality in terms of their access to employment and resources;
- > The situation of the budgetary decision-making process at the Department of Agriculture in the municipality;
- > The functionality of the OGA within the same municipality.

In addition, the research findings presented here analyze how certain departments participate in this decision-making process, the manner in which they differentiate among diverse groups of beneficiaries and the degree to which they are conscious of their obligation to ensure that the principle of “equal treatment of all beneficiaries” is observed and applied.

GJAKOVA MUNICIPALITY DEVELOPMENT RESOURCES

Economic Development Resources

Seven years after the end of the war, Gjakova's economic development shows a very slow pace of growth despite initial support from international donors. There are 3,300 small businesses registered in the Gjakova municipality, of which 3,240 are private. The remaining registered businesses (around 60) are former Socially-Owned enterprises²⁰ that have been turned into share-holding associations. For a municipality the size of Gjakova, the sheer number of registered businesses may seem high. However, the total number of registered businesses is not representative of the number of active businesses. Around one third of registered businesses is not active for the time being, due to financial and market constraints. According to some estimates, there are only around 2,200 active private businesses, the majority of which engage in activities such as: retail sales; hotel services; crafts; production of

²⁰ The term “Socially-Owned enterprises” is used to denote those enterprises formerly run by the state but not funded from the state. In the case of post-war Kosovo, these enterprises are not funded by the Kosovo Consolidated Budget. The Socially-Owned enterprises in the pre-war era functioned on the basis of proceeds from production and sales. Due to the lack of capital resources, these enterprises are now being privatized.

construction materials; production of wood and plastic manufactures; construction; transportation of people and goods; personal services; technical services; and agriculture production.²¹

The range of natural resources in the Gjakova municipality is broad and includes arable and fertile land, rivers, Radoniqi Lake and streams, and all of these resources were the basis for Gjakova's industrial and economic development in the pre-1989 period.²²

In terms of agricultural development resources, the municipality possesses 55,684 hectares of fertile and arable land divided mostly into forests (forests account for 47% of all the land) followed by plains and orchards (26%), meadows and grazing fields (around 25 %). The rest is vineyards and other agricultural products.²³

The climatic conditions in the area are suitable for the cultivation of various crops - fruits and vegetables, with grapes in particular. The production of fruit juices and

²¹ The municipality of Gjakova, Department of Trade could not provide SHE-ERA with an exact ratio of each of business registered due to the centralized system of business registration. Such ratios can be performed only by the Ministry of Trade and Industry.

²² This year is taken as a turning point in the economic development of Kosovo due to Slobodon Milosevic's abolishment of previous laws and the introduction of extraordinary measures. Based on this policy, a vast majority of Albanian employees have been expelled from their positions; as such, the country's economy was left without a large portion of its labor force.

²³ Director, Department of Economic Development/The Municipality of Gjakova, and Director, Department of Agriculture/The Municipality of Gjakova, interview by SHE-ERA research team, May 2004.

concentrates continues to occupy an important share of the municipality's development, even though in a much smaller capacity than before. In addition to fruit processing, the production of high quality wine and rakia²⁴ made up a large share of the economic activity. There is also the potential to cultivate and process tobacco. Besides land farming, the agricultural sector has a significant capacity to produce agricultural and livestock-based goods. The agricultural development is strongly supported by the abundance of natural water flows in the municipality, through which a number of rivers run, including Drini i Bardhe, Ereniku, Krena and Llukac, plus a few other small but rich streams. The drinking water for household, public and business consumption has been secured by the construction of Radoniqi Dam.

Due to the lack of a population census, the exact number of Gjakova inhabitants is uncertain. However, the UNMIK population registration for the municipality in 2000 registered 150,800 residents living in the city and the surrounding villages,²⁵ of which there are 85. A significant proportion of this population is young (between age 16 and 35) as is the municipality's labor force. The Regional Employment Center in Gjakova indicated that 14,958, or 86.1 percent, of the municipality's registered job seekers are between age 16 and 39.²⁶ This large proportion of young job seekers establishes a significant labor force. Even

²⁴ A strong local liquor drink.

²⁵ Kuvendi Komunal Gjakove, <http://www.gjakova-komuna.org/>, the Municipality of Gjakova website.

²⁶ "Labor Market in Gjakova Municipality," press release.

though a majority of this group may be educated, additional professional training that addresses existing labor market needs can turn them into a strong economic development force. Such a labor force reveals a significant potential for the development of the production sector, which has already demonstrated success in former social and share-holding organizations. In spite of the enthusiasm demonstrated by the present work force to work, there is an obvious need to provide them with professional assistance so they can learn about, and apply, new investments and work organization programs.

Main Challenges from a Gender Perspective

The Gjakova municipality possesses a real potential to develop further. Development would create job opportunities for those presently unemployed, in particular women. Escalating unemployment requires the local government and non-government actors to take seriously the need to create employment opportunities in a larger capacity. The high level of unemployment means the economic situation of many families is at a disturbingly low level. While the number of those living under the poverty line differs according to available sources, several surveys and reports clearly demonstrate that the incidence of poverty is greater in the rural areas than the urban ones. Generally, "income poverty remains widespread. Calculations based on the Household Based Survey (HBS) shows that in 2002 about 37 percent of the population in Kosovo was living below the poverty line of €1.42 per adult equivalent per day; and 15.2 percent were below the extreme (food) poverty line of €0.93

per day. However, the size of the poverty gap (11.4%) and the severity of the poverty index (4.9%) indicate that poverty was not extremely deep. For all income groups, work was the main source of income (59.9%) followed by private remittances from abroad (15.2%). For the extreme poor, state transfers constituted the third largest source of income (18.4%). Income diversification and own-produced food were important coping mechanisms."²⁷ In the meantime "the higher incidence of poverty among female-headed households is mostly due to gender differences in sources of income and educational attainment."²⁸ The "gender of headship has a differential impact on poverty and female households face an elevated risk of being poor. According to the HBS, about 28 percent of female-headed households are extreme poor, compared to 15 percent among male-headed households."²⁹

Data from 2001 indicates that in the period after the conflict, approximately 60 percent of the Gjakova population lived in rural areas, of which 52 percent were men and 48 percent were women. While agriculture continues to represent the main area of activity for a significant portion of the rural population, such activity primarily fulfils personal consumption needs. Indeed, when looking at the sectoral structure of employment, we find that in total only 6.2 percent of the population is employed in this activity (as

²⁷ "Kosovo Poverty Assessment: Promoting Opportunity, Security, and Participation for All," World Bank document, June 16, 2005, pg. ii.

²⁸ *Ibid.*, pg. 61.

²⁹ *Ibid.*

self-employed or employee), and that only 2.2 percent of women are engaged in agricultural activities. Traditionally, agriculture in Kosovo is performed by the wider family with specific roles attributed to each family member on the basis of gender and age. It is within this framework that the role and status of women can be adequately analyzed. In addition, basic infrastructure available to residents of rural areas remains highly deficient, with 60 percent of families lacking access to an adequately maintained water supply in spite of having sufficient natural resources to cover this necessity.

In terms of education, men were overall better educated than women. While 50 percent of the men completed secondary education, 44.3 percent of rural women completed only primary education, 32 percent finished secondary school and 2.2 percent attended higher education. In addition, the percentage of men with no education (3.1%) is half that of women (6.6%). Only 14 percent of the members of domestic agricultural economies were classified as employed; the number of employed men was three times higher than that of women. Despite a high rate of unemployment among the rural population, it was estimated that most of those officially classified as unemployed were engaged in agricultural activities on an ad hoc basis. It was further estimated that around 57 percent of the unemployed in rural areas were in search of a job.³⁰

³⁰ "UNMIK: Zyra për Qështje gjinore," "UNMIK: Kancelarija za pitanja polova," "UNMIK: Women and Men in Kosovo/Gratë dhe Burrat në Kosovë/Zene i muškarcit na Kosovu," Office of Gender Affairs, Prishtina, Kosovo, 2003, p. 56.

Social standing in rural areas is mainly related to gender and age. This has a significant impact on Kosovar women, given that the majority resides in rural areas (60%)³¹ despite significant migration to urban areas in the post-conflict period. Women's status is therefore closely connected with their role in the family, thus overshadowing the principle of gender equality, particularly in issues that concern property rights and the role of women in decision making. The high rate of illiteracy, which is linked to several factors, including economic dependency; the isolation brought about by the lack of adequate infrastructure (i.e. no means of transport and inadequate social services); and domestic violence, affects women's ability to participate in key rural institutions such as village councils.

According to statistical indicators, approximately 50 percent of women from rural areas have never or very rarely taken part in the decision-making process on issues of marriage, divorce or matters taken up in community meetings. In fact, the proportion of women who always took part in community meetings was less than 5 percent, in contrast with 65 percent of men who attended the gatherings. In spite of their absence from decision-making forums, women contribute greatly to the agricultural economy as indicated by an analysis of the division of labor on the basis of gender. In 2001, it was estimated that 92.4 percent of women and an additional 6.5 percent of girls always took part in cleaning, with only 0.9 percent of men and 0.3 percent of boys always engaging in this activity. In addition,

³¹ Ibid.

36.7 percent of men and 38.2 percent of boys had never engaged in this activity. Care for children was always performed by women in 82 percent of the cases and by men in 12 percent of the cases. Men were primarily responsible for shopping for food (85%), with only 8 percent of women always performing this task³².

In addition, women contribute to the domestic economy by performing a range of physically intensive activities. According to data published in 2001, women handled 20 percent of the cattle raising activities, 37 percent of the vegetable production and 84 percent of the chicken farming. In addition, they conducted 82 percent of the childcare, 79 percent of the elder care and 96 percent of the cleaning and food preparation. Most of the activities undertaken by women in rural areas are connected with production for home consumption rather than for sale. In this context, women did less cultivation work than men, 90 percent of which always farmed the fields. (Women only took a symbolic part in this activity.) Sowing is also an activity reserved for men. In 80 percent of the cases men always sowed, with women only taking a symbolic part. The fact that women's work is more focused on production for family subsistence can explain their greater participation in garden cultivation.

The reasons for gender inequality in farming activities are self-evident if we take into account the ownership of

economic resources such as land, housing and farming equipment, in which men predominate. Out of 1,000 respondents (split evenly between women and men) to the survey on Domestic Agricultural Economies carried out by the Statistical Office of Kosovo, in most cases women were found to not have any ownership over primary economic resources. Access to rural financing is very restricted for women, which limits their ability to play a significant role in financial issues or in decision making.³³

A priority of many existing policies for the development of rural areas and agriculture is to increase the level of gender equality. The activities currently being implemented in this area by a wide range of NGOs aim to: advance the position of women; improve their general living conditions; provide support for family businesses that allow women an active and equal role in production and management; develop the capacities of women in rural areas by providing training; and support the establishment of women-owned small businesses.³⁴

The Budgeting Process at Municipal and Central Levels in Kosovo

The annual budget cycle in Kosovo is determined by Law on Public Financial Management and Accountability No. 2003/17 promulgated on May 12, 2003, which establishes the principles of the open process of public resources

³² "UNMIK: Zyra për Qëshnje gjinore," "UNMIK: Kancelarija za pitanja polova," "UNMIK: Women and Men in Kosovo/Gratë dhe Burrat në Kosovë/Žene i muškarci na Kosovu," p 57–58.

³³ Ibid., p. 59-60.

³⁴ Ibid., p. 60.

management. The law itself sets the procedures for the management of public funds at both central and municipal levels, and as such, describes the relation between the municipal and central budgetary authorities.

The budgetary decision-making phases provided through this law are compatible with a majority of the processes of other democratic governments in the world. According to the Law on Public Financial Management and Accountability, the approval of the Kosovo Consolidated Budget is manifold, engaging actors of central and local levels during different stages of the process. This process begins at the Ministry of Economy and Finance (MEF), which evaluates and projects the level of the country's economic performance for the upcoming period, and projects the amount of Gross National Income that the government can raise. The MEF then informs each ministry of their aggregate expenditure ceiling for the upcoming year, based on which each ministry plans its costs, expenses and necessary capital investments for the upcoming year and submits it to the MEF. After reviewing all the submitted material, the MEF meets with each ministry separately to discuss their submitted requests. At the final stage of this process, the MEF makes recommendations to the Budget Committee, Grants Committee and the Economic and Fiscal Committee of each ministry. These committees are responsible for making the final decision on the budget. Once approval from these committees is secured, the budget proposals of each ministry are forwarded to the parliament, which reviews and approves the national budget. Due to the dual administration and reserved powers

of the UNMIK, the final approval of the Kosovo Consolidated Budget belongs to the Special Representative of the Secretary-General (SRSG).

According to the available regulatory legal framework, the budget at the municipal level is planned through procedures shared by the central level. For the time being, the budgeting process at the municipal level is regulated through two basic regulations. The first is UNMIK Regulation No. 2000/45, which establishes the overall foundation, structure, institutions, and procedures of governance at the local level. The second is UNMIK Regulation No. 2003/17, which was promulgated by the SRSG by means of the Promulgation of a Law adopted by the Assembly of Kosovo on Public Financial Management and Accountability. This regulation establishes the institutions, their functions and the procedures of financial management at both national and local levels, and as such complements Regulation No. 2000/45 on budgeting procedures at the local level.

While the final approval and appropriation of the budget is carried out at the central level, with the SRSG acting as the highest authority in the process, there is much work done by municipal governments in terms of planning and proposing the upcoming budget. At the municipal level the budgetary planning and expenditure processes correspond closely with that of the central level. Each municipal department plans activities for the upcoming year, including the necessary administrative expenses and projections for capital investments that constitute the department's annual

budget proposal. Activity and budgetary planning is submitted to the Department of the Economy and Finances (DEF), which collects the annual budget proposals from all the other departments and reviews and appends them with necessary additional information before forwarding them for first approval by the Policy and Finance Committee of the Municipal Assembly. Once approval has been secured, the municipal proposal for the annual budget is forwarded to the Municipal Assembly, which provides the final approval at the municipal level, after which the budget proposal is taken to the MEF, which processes the proposal for the municipal annual budget at the central level of the government.

In 2003 the total municipal expenditure of all municipalities in Kosovo made up 27.4 percent of the total planned national budget expenditure, up 9 percentage points from 2002. This expenditure was based on the municipal's own source revenue.³⁵ In the following section we look at the budget for Gjakova.

The Functionality of the Office of Gender Affairs

The adoption of the Law on Gender Equality by the Assembly of Kosovo on February 19, 2004, and its promulgation by the SRSG on June 7, 2004, set up the legal framework which requires both central and municipal levels of Kosovo's administration to "preserve, treat and establish gender equality as a fundamental value for the democratic development of the Kosovo society, providing

³⁵ "Commitment to Kosovo," newsletter published by MEF, Issue 15, 2003, p 4.

equal opportunities for both women's and men's participation in the political, economical, social, cultural and other fields of social life."³⁶

The Law on Gender Equality requires equal participation of both sexes in the institutions and bodies of authority, during appointments at central and local government bodies, appointments of members of certain councils and committees, and representative bodies. More importantly, the law demands that both the central and local administration establish adequate institutions that will ensure gender equality in governance.³⁷ The same law requires each Kosovar municipality and ministry to establish an OGA, as well as requires the Kosovo Government to establish the Office of Gender Equality within the Office of the Prime Minister. In addition, the law establishes the institution of a Gender Equality attorney, which reports to the Kosovo Assembly. Section 12 of the law provides for gender balanced equality in economic benefit. It says that "the competent bodies and legal entities with public authorizations, and financial institutions shall, under equal conditions, provide both men and women with access to revenues and the distribution of revenues that are allocated for the stimulation of businesses and self-employment."³⁸

³⁶ *Law No. 2004/2 on Gender Equality in Kosovo*, United Nations Interim Administration in Kosovo, Kosovo, February 19, 2004, Section 1, paragraph 1.1.

³⁷ *Ibid.*, Section 3, paragraph 3.2–3.4.

³⁸ *Ibid.*, Section 12, paragraph 12.2.

The Office of Gender Equality, headed by the Municipal Gender Office (MGO) in the Gjakova municipality, was established soon after the promulgation of the law by Harri Holkeri, the former SRSG, with the primary objective of raising “awareness on gender issues in local governance, to incorporate a gender perspective in municipal policies and programmes, and foster the inclusion of the interests of women in the municipal agenda.”³⁹ Setting up and running the office has proven to be a challenge; it was not complete when this draft report went to print. The office continues to be run by a single entity, Municipal Gender Officer Ms. Lumnije Shllaku, and it operates under a very small budget. For the fiscal year 2005, the budget for capital investments allocated to this office did not exceed €10,000, or 0.11 percent of the total municipal budget.⁴⁰ During the discussion that SHE-ERA had with Ms. Shllaku, it was revealed that she submitted only one project proposal to the Municipal Board of Directors in 2005 and it was refused. This proposal consisted of support for the publication of a book of poetry written by a woman poet.

While conducting research SHE-ERA realized that the establishment of the Municipality Gender Officer (MGO) and its day-to-day management were extremely challenging for both the municipality and department head. All other departments believed that gender issues should be

addressed by the MGO exclusively, and that its establishment more or less removed this burden from them. For example, the Department of Agriculture expects that the needs of women farmers will be addressed mainly through the MGO, since rural women have never addressed their needs directly to the Department of Agriculture. In addition, the Department of Agriculture believes that since the municipality allocates an annual budget to this department, the MGO should take a stronger leadership role in addressing the needs of women and ensuring the gender balance of the other departments' policies. However, as explained earlier, the annual budget does not exceed €10,000. Responding to the needs of all women farmers in the municipality becomes extremely challenging for the MGO.

Even though UNIFEM and UNMIK/OGA organized training to implement the National Action Plan (NAP) on Gender Equality for both the Department of Agriculture and the MGO, neither had begun with the plan's application and implementation when this draft report went to print. Discussions with the MGO as well as with directors of other departments clearly demonstrate that management capacities need to be built and consolidated in order for the MGO to function properly. More importantly, the MGO should not be operated by one person but must be expanded if it is to adequately address gender equality in the municipality's many sectors.

The NAP on Gender Equality prepared by a group of women politicians, leaders of women's NGOs, the media and other local experts recommends that the Ministry of Economy and

³⁹ Camilla Goldbeck-Lowe, “Kosovo Gender Analysis 2004,” Liaison Office of Sweden and Swedish International Development Cooperation Agency, Prishtina, Kosovo, May, 17, 2004, p.15.

⁴⁰ Total municipal budget amounted to €9,234,920. Director, Department of Economy and Finances/Municipality of Gjakova, interview by SHE-ERA research team, July, 2005.

Finance together with the Municipal Department of Finance and the MGO, immediately establish a system for the regular review of the Kosovo Consolidated Budget from a gender perspective. This review process would evaluate whether women's and men's needs are equitably represented in terms of resource allocations. The NAP also recommends that members (both women and men) of political parties, women's organizations and the media lobby political parties both internally and externally to support the formulation of gender-responsive budgets. However, not much activity has been recorded to date in this respect.

Gjakova Agricultural Development Budget

Through different sources of income, the Gjakova municipality raised a budget of €9.5 million during 2004, consisting of central government grants, municipal income collection, and the transfer of unallocated funds from 2003. With an additional €2 million, which was awarded in 2003 and spent in 2004 on projects initiated in 2003, the final Gjakova municipal budget for 2004 reached a total of €11 million. Each source of municipal income was tied to specific spending.

A central government grant covered the expenses of the administration, goods and services, and capital investments. The municipality levies a small portion of its budget locally. For the fiscal year 2004, the municipality projected to raise €1.8 million but managed to raise only 81 percent of this amount, or €1.4 million. The reason for the incomplete realization was the introduction of a new policy

by the Ministry of Public Affairs and the MEF, by which the funds collected through payments such as vehicle registration, municipal tax on the exploitation of natural resources, and inspection fines were diverted from the municipal budget to the Kosovo Consolidated Budget.

During the fiscal year 2004, the Gjakova municipality's primary annual expenses consisted of five categories: a) municipal administrative expenses (salaries and payments, goods, and services, capital investments); b) education expenses (salaries and per diems, goods and services, capital investments); c) budgetary expenses for primary health care (salaries and payments, goods and services, capital investments); d) budgetary expenses for the Local Communities Office (salaries and payments, good and services); and e) budgetary expenses for the Firemen Brigade (salaries and payments, goods and services). In the attached diagram (see Annex IV), the structure of the budget in Gjakova is shown. It is interesting to note that the Department of Agriculture is not included in the diagram as its competencies have not yet been fully devolved to the municipalities.

From this budget, €27,000, or 0.283 percent of the total budget, has been allocated to the Department of Agriculture for capital investments during 2004 and dedicated to agricultural monitoring and agriculture-related publications. The department managed to spend a total of €25,000 - an amount equal to 94.68 percent of the planned budget for the department, or 0.268 percent of the total municipal budget. The head of the department said that a lack of sufficient funds allocated from the Kosovo Consolidated Budget is the

reason for such low planned budgets. Regardless of what the department planned, the Ministry of Economy and Finances has always allocated a lesser municipal budget amount than requested due to financial constraints. The lack of sufficient funding seriously limits the department, particularly in terms of planning activities for the upcoming year. Consequently it is difficult for the Department of Agriculture to be responsive to all the needs of the farmers in the area. Furthermore, a general lack of financial resources means there is constant competition among the departments.

With the available funds, the Department of Agriculture managed to implement only two projects in 2004. The first was a three-day-long live-stock fair in Gjakova, during which local farmers displayed their cattle and attended seminars, round tables and workshops. Despite the fact that the fair was open to all farmers, only male farmers displayed their cattle. The second project consisted of the construction of six greenhouses. Even though women were invited to apply for funding and told they would be given priority during the selection, the department did not receive any applications from women farmers.

Officials indicated during interviews that women in rural areas do not apply for funding or assistance for different reasons. Primarily, a patriarchal and conservative mentality, which does not provide women with independence and opportunities for leadership, is widely present in the rural areas of Gjakova. As the village men are most frequently the owners of the land, they always submit the applications for funding and assistance.

Despite claims by most Gjakova officials that the development of agriculture is one of their priorities, its goals can hardly be accomplished with the existing minimal budget and lack of human resources for implementation. Assuring gender balance within these existing constraints becomes another challenge in itself.

During 2004, all the direct beneficiaries of the Department of Agriculture's activities were men who received mainly technical services, training and counseling. While the department head states clearly that both sexes were invited to apply for funding and assistance, the department did not receive a single application from women farmers. He goes further to state that at the beginning of 2005, in order to change this pattern, he initiated regular monthly meetings with farmers' associations, potential donors in the municipality, as well as the MGO, but to no avail. In spite of many challenges, the Department of Agriculture has made few attempts to cooperate with international organizations such as Caritas Italia in order to set up women's associations in the municipality's rural areas. Needless to say, the final outcome for 2005 did not go as planned.

In 2000, the Department of Agriculture in cooperation with the Centre for Protection of Women and Children set up a milk collection point for the women of Bec village. Due to lack of engagement by the rural women, the department was forced to close the center. Unfortunately there was no evaluation report to explain why the women did not participate in this activity.

FIELD RESEARCH FINDINGS: CHARACTERISTICS OF WOMEN FARMERS AND IDENTIFYING THEIR NEEDS

Survey Particulars

As a part of its research, SHE-ERA conducted a survey among rural women with the particular objective of obtaining first-hand information about their engagement in agricultural activities. This included discovering the role of agriculture in

rural sustenance and development, and in particular identifying the impact and the beneficiaries of the municipal agriculture development programs.

SHE-ERA conducted 81 structured interviews in 29 villages of the municipality (see Annex III). The number of women participating in the survey differed among villages depending on its resident population, resulting in an average of 2.8 interviews per village. The villages were selected based on resident criteria with a priority on the larger villages. Women participants were randomly selected to avoid any bias potential. The questionnaires generated interesting data about women active in agriculture for the villages of this municipality. The data can be classified as personal background, employment status, education, property ownership, farming activities, funding for such activities, municipal support for agriculture development, women farmers' awareness on budget allocation processes,

Table 1. Questionnaire's village distribution

| Number of questionnaires per village | Number of villages | Total number of questionnaires | Percentage of overall questionnaires |
|--------------------------------------|--------------------|--------------------------------|--------------------------------------|
| 6 | 1 | 6 | 7.41% |
| 5 | 3 | 15 | 18.52% |
| 4 | 3 | 12 | 14.81% |
| 3 | 8 | 24 | 29.63% |
| 2 | 10 | 20 | 24.69% |
| 1 | 4 | 4 | 4.94% |
| | 29 | 81 | 100.00% |

their willingness to participate in such processes, their expectations of municipal support, as well as their specific needs for further development of their agriculture activities.

In one village only six women responded to the questionnaire, totaling just 7.41 percent of the questionnaires. In three villages, five women each responded, totaling 18.52 percent. In three other villages, four women each responded, equaling 14.81 percent of the questionnaires. Eight villages participated with three female respondents each, comprising 29.62 percent of the questionnaires. Ten villages participated with two respondents each, for 24.69 percent of the questionnaires, and four villages provided one respondent each, adding up to 4.94 percent of the total questionnaires.

Main Characteristics of Respondents and Their Farming Activities

The survey shows that a majority of the surveyed women farmers are, on average, self-employed, married, are 40 years old and have 3.8 children. They have completed primary education (eight years according to the previous Kosovar education system), their families are headed by men (either husbands or brothers-in-law), and the majority do not own the land they farm on. The majority of the farms on which the women work employ one or two employees, which matches with respondents who are self-employed.

Most women cultivate several goods on their farms, where wheat, corn, tomatoes, and peppers dominate this list. The

majority of respondents, almost 62 percent, claim that the goods produced are dedicated to family consumption. About 37 percent of women farmers produce goods for sale as well. However, when asked directly whether they sell the products of their farming activity, almost 35 percent of women responded positively - about 2 percent fewer than said so in the previous question. About 53 percent declared they do not sell their goods, while more than 12 percent did not answer this question at all. The answers indicate that a majority of agricultural production in the municipality, as a result of women's agricultural production, is dedicated to family consumption. These villages in general have a small number of employed people, in particular women, thus for many families, due to lack of external income sources, farming activities become the most important activity that secures them - or at least the family's sustenance.

The farms in Gjakova's villages do not employ a large number of workers outside the immediate family. This is demonstrated by more than 86 percent of responses given during the survey. Farming is clearly a family-run activity, through which the family secures its survival. Even though the land is owned by the men in the family, whether husbands in cases of married women or brothers-in-law in cases of widowed women farmers, the majority of the activities on the farm are run by women. In particular, running the farm becomes one of women's primary responsibilities after marriage. Even though women have not declared whether they participate directly in the decision-making process about the goods to be farmed, it is likely that they have a role in this process. This likelihood is

demonstrated by the crops cultivated on the farm. The rural kitchen in Kosovo, in which only the women cook and prepare the food for the family, is based on large daily portions of carbohydrates that are derived from wheat and corn flour, as well as potatoes. In addition, the domestically produced dairy products also contain a significant portion of the rural diet. The large cultivation of these products, demonstrated by the survey, can be a significant indicator of the rural women's role in deciding what vegetables and crops will be cultivated on their family farms.

The majority of respondents do not perceive cultural obstacles to women's employment in their villages. However, the ones who believe so, about 15 percent, claim that the patriarchal tradition and conservative mindset do in fact obstruct rural women from seeking employment opportunities within or outside the village. However, a small number of women, about 4 percent of respondents, believe that employment of rural women is obstructed by factors other than tradition. These women list factors such as high unemployment, a lack of qualifications and commuting. While the number of women who think differently about the obstacles to rural women's employment may seem low or insignificant, it brings some interesting insight into their perception about their employment opportunities.

As the survey demonstrates, the majority of rural women respondents (59.26%) have not completed elementary school. Lacking skills tradable on the local or municipal labor markets, these women will most likely never seek employment opportunities, thus will not be the best judges

of the employment opportunities available to them. On the other hand, the small group of respondents who completed secondary and tertiary education is more likely to seek employment opportunities outside of the village; however, as revealed by the questionnaire, they are already intimidated by high unemployment rates. Of all the interviewed women, only one had completed tertiary education. Thus it is very likely that the majority of rural women cannot compete on the local labor market. They consider themselves unemployable and consequently farming remains their only employment resource, even though it is within their families. This assumption is largely supported by the fact that the vast majority of the interviewed women (92.50%) declared themselves self-employed within their own family farms.

Assistance and Awareness of Financial and Other Support from Municipal, Donor and Private Sources

Although financial assistance and donations from international organizations in the first few years after the war were relatively abundant compared to now, the survey shows that a very small portion of these funds reached the municipality's rural women farmers. Slightly more than 13 percent of women had a chance to benefit from donor assistance - a percentage that seems low but in comparison to municipal assistance is actually significantly high. Of all the survey respondents, only one woman claimed to have received municipal financial assistance towards the development of her agricultural activity.

Borrowing from the bank is not a common practice among women farmers in Gjakova's villages. Small loan amounts, short repayment terms and high interest rates deter many women from seeking assistance. As a result, women tend to borrow interest-free from their relatives when needed. A majority of women in the area (almost 94%) rely on personal funds to support and sustain their farming activities. A slightly smaller percentage of women state they do not need to apply for loans in order to keep their farming activities running.

The survey demonstrates that municipal authorities lack concrete policies that would support the development of agricultural activities among women in rural areas. When asked about any kind of municipal assistance towards agricultural development, the vast majority of women (92.59%) state that they have never received any kind of assistance from the local authorities to help support their agricultural/farming activities. A very small number of them (7.41%) have benefited from municipal support.

Out of this small number, the women claim to have received different kinds of municipal assistance. Municipal support helped one woman participate in a conference on agriculture and business. For another it helped provision testing of wheat seed. Another received €1,500 for an electric repair (it is very likely that this was dedicated to the village as a whole, rather than to a particular family or person). Yet another was provided with a cow. In one case, the respondent confused the municipality for an organization that cultivated her land in the aftermath of the

war. In spite of this, when asked directly about concrete assistance coming from the municipality, only two women of all the respondents claimed to have received such assistance. In the first case the assistance consisted of support towards construction of a greenhouse. In the second case, the assistance was in seed testing (most likely, this meant the provision of a new sort of seed, as mentioned earlier). When asked whether they had ever received financial support from the municipality, only one woman out of 81 respondents claimed to have received financial support from the municipality, given in the form of a grant. The rest of those interviewed responded negatively to this question.

Even though the answers to these two questions do not state clearly what sort of assistance the municipality provided to women farmers, they both demonstrate clearly that municipal assistance is extremely scarce and unequal even among women themselves. The diversity of the assistance, on the other hand, reflects the lack of a clear agricultural development strategy and parameters by which assistance is allocated. This is supported by the fact that besides a lack of support programs, the local government is not up-to-date about the overall situation of women farmers in the area. A large majority of women, consisting of 93.83 percent, state that no official from the municipality's Department of Agriculture has ever visited their farms.

On the other hand, rural women are not well-informed about the municipal agricultural support programs available to them. While there are many reasons that rural women do

RURAL WOMEN IN THE MUNICIPALITY OF GJAKOVA, KOSOVO

not benefit from municipal programs, a lack of awareness about such activities can be an important factor. More than 83 percent of the respondents answered negatively when asked if they had ever heard or knew anything about the agricultural development programs in their municipalities. In contrast, 16 percent of women replied positively to this question, adding media as their source of information. Furthermore, less than half of the interviewed women (41%) claimed to know the municipality's Officer for Agricultural Development. The rest, consisting of almost 60 percent, did not know the key person in the local government for devising policies for agricultural development.

Awareness of municipal programs that support agricultural development is alarmingly low. Less than 10 percent of the interviewed women knew about such programs (more than 90% claimed complete ignorance of programs dedicated to the development of agricultural activities run by women in rural areas). In addition, the women were not aware of budget allocation procedures in their municipality. The survey shows that 92.59 percent knew nothing about how the municipal government decides on budget expenditures. Only 6.17 percent claimed to know how decisions are made. In contrast to this fact, the respondents seemed aware of their right to be informed about the procedures. Almost 93 percent of women claimed they were aware of this right, while only 7.41 percent responded negatively. Encouragingly, the same women who showed awareness of their right to information expressed full readiness to participate in discussions on allocation of the municipal budget for agricultural development.

Many rural women seem willing to engage with municipal activities for a longer period in order to support the agricultural development of their region. This group consists of almost 83 percent, which means that just 16 percent of those surveyed who showed awareness of their rights would not commit to such activities. Even though the relationship between education level and readiness to participate in discussions is not necessarily relevant, all of those who responded negatively to the participation question did not have more than a primary school education. From the sample, the women who said they would not participate in voluntary activity to promote and support agriculture development were between 29 and 63 years old (on average they are 42 years old).

Even though data from this survey might not be statistically significant, SHE-ERA believes that it demonstrates, among other things, a link between age and the willingness to participate in community and municipal activities designed to promote agricultural development among rural women. The findings suggest that willingness decreases among middle aged women a fact that should not be ignored but utilized. Although the difference between the average age of those women willing to participate (39.8) and those unwilling (42) is hardly conspicuous, it can be stated that there is a higher tendency among younger women to participate in decision-making processes that can have an impact on the advancement and development of their agricultural activities.

In an open ended question about their expectations for municipal support, the respondents pointed to numerous

needs. Agricultural equipment or the funding to secure the necessary equipment dominates among their priorities. Agriculture development funds proved to be their second need, followed by the need for long-term loans with low interest rates. Water supply and irrigation systems are highly desired, followed by the need for seeds and fertilizers (either donated or secured at a reduced price). In addition, the survey included a multiple choice question about specific needs, in which respondents could choose between funds from: a) the governmental budget, b) technical assistance, c) extension services, d) assistance to access markets, and e) other. The need for governmental funds for agricultural development received the highest score (24.60%), followed by the need to access markets (23.62%). Technical assistance (22.98%) stood slightly lower than access to markets, with extension services at the bottom of the list (20.06%). Under the category of “other,” respondents mostly expressed a need for water supply, irrigation systems and infrastructure repair.

Women farmers, participants in the survey, were asked to identify the way the municipality could help them in the quality verification of the goods they produce. Most of the respondents think that the municipality could play a significant role in obtaining quality verification experts (33.85%) or setting up quality control commissions (11.54%). In addition, they point to a need for quality seeds at a lower price (which they consider equally as important as having quality commissions). Interestingly, few women farmers believe that the quality of their produce could be improved by increasing the cooperation between farmers and the

municipality, especially with the Department of Agriculture Development. The municipality's support in securing fertilizers, equipment, irrigation systems, as well as offering training, seminars and counseling have been named as important features for quality verification of the goods.

SHE-ERA asked the interviewed women how the municipality could help them promote their goods. In this open-ended question, more than half (50.53%) believe that the municipality could help by means of fairs on a national and international level. These women also identified other ways in which agricultural activity and production in an organized way would be enhanced, including seminars where women can promote their activities and establishing collection points, which would enable the wholesale of their produce.

Women farmers in Gjakova's rural areas have different opinions about the municipality's role in supporting their access to markets. This open-ended question identified several different ways this could go. The dominant belief among the interviewed women (21.05%) is that municipal support for increased access to markets could be achieved simply if the municipality increased their access to local markets. They did not provide any details on how the municipality should achieve this. Another group of women (18.05%) believe that the municipality could help them by blocking agricultural imports.⁴¹ Another idea for municipal

⁴¹ It is important to note that agricultural imports are one of the most important sources of financing for the PSIG. In 2003 VAT on imports was 36.7 percent (25.6% in excise taxes and 12.1% in customs), which together made up almost 80 percent of all revenues. Source: “Commitment to Kosovo” newsletter published by MEF, p 4

support generated by the questionnaire included the establishment of collection centers, which was supported by 17.29 percent of respondents. Slightly less than 10 percent of the women assumed that the municipality could secure their access to markets by enabling them to export their goods to regional or international markets.

In the final question, SHE-ERA asked the women about their expectations regarding the municipality's concrete assistance towards further support and development of their agricultural activities. This was another open-ended question, which identified several ways in which the respondents expect the local authorities to support their activities. Here there was a verification of the choices that women were given in previous questions, since the question did not specify "other than the ones we have already mentioned". The need for equipment, including funds or loans for equipment (25.7%) was identified most frequently by the respondents. However, they also expected the local government to secure a market for their goods (9.2%), repair the irrigation system (8.7%), secure long-term loans with low interest rates for development of their activities (7.7%), secure high quality seed at an affordable price (7.3%), improve the water supply (7.3%) both for drinking and irrigation, secure development funds (6.8%) and high-quality fertilizers at low prices (4.4%), as well as assist them with the construction of greenhouses.

Private Financial Support for Agricultural Development in the Municipality

Regarding the engagement of women in the private agricultural sector, SHE-ERA discovered during the course of its research that the agricultural activity in the Gjakova municipality remains strongly a family-run business and is practiced primarily as a family sustenance activity. This became clearer not only when surveying the women in rural areas, but also when looking at the data provided by the Statistical Office of Kosovo. According to data dated 2002, which was the most recent information on business registration in Kosovo and its municipalities that SHE-ERA could obtain, the number of businesses registered in Kosovo reached 54,412. Out of that total, the portion of businesses registered Kosovo-wide under the agriculture category was low, consisting of only 1.37 percent or 743 businesses.⁴² The number of businesses in general run by women barely exceeds 6 percent, and through the end of 2002, had only reached 3,301 countrywide. Of this number, just 13 agricultural businesses were run by women. Within the Gjakova municipality, during the same period, there were 122 agriculture businesses registered (16% of Gjakova businesses), with only one of the businesses being registered under female ownership. Even though the rural area survey clearly demonstrated that a significant number of women sell their products (37%), it is very likely that

⁴² "Statistical Overview of Registered Businesses through December 31, 2002," Statistical Office of Kosovo, Section Of Economic Activity And Municipality, March 2003, p. 9.

these women never registered their activities as formal businesses. They either sell their goods in local markets or regional ones for which they do not have to obtain a business registration. In other words, these are informal activities meant to complement family income. It is also important to point out that in the case of female-owned businesses, the registry does not indicate whether they are the primary decision-makers in the business.

Besides the extremely low number of registered businesses in the Gjakova municipality, its rural women can not or do not take advantage of the available lending opportunities. The local banks reveal that even though lending opportunities are open to both sexes, they do not receive applications from women farmers. In early 2005, the Pro Credit Bank had anticipated that target lending (loans outstanding) to agriculture would be €6 million.⁴³ In addition, the introduction of crop insurance would substantially alleviate the risk of lending to arable land and vegetable growers.⁴⁴

SHE-ERA also interviewed the Raiffeisen Bank to find out about their agriculture lending products. The officials at this bank explained that loans granted to agriculture comprise about 5 percent of the bank's total portfolio.⁴⁵ Prior to June 2003, the smallest loan at the Gjakova branch was €5,000. This amount has been raised to €10,000 more recently.⁴⁶

The New Bank of Kosovo (BrK) has lent €78 million since 2001. The current loan portfolio comprises of €29 million, of which €3 million is carried by the agricultural sector. The Gjakova branch manager, a former agriculturalist, says that “small farmers are reluctant to pledge their houses as collateral or go through the process of registering their houses in their own names”. Home registration was not a loan application requirement in the immediate post-war era. One can easily assume that if the BrK imposes such conditions on male farmers, who are land-owners, women farmers are virtually excluded from borrowing opportunities since the vast majority of them are not the legal owners of the lands on which they farm.

⁴³ Kastrati, “Review of Agriculture Credit in Kosovo” *Rural Finance*, October 2003, p.64

⁴⁴ Tim Hammond, “Review of Agricultural Credit in Kosovo October 2003,” report for the Small Farmer Support Project (SFS), p. 12–13.

⁴⁵ Raiffeisen Bank Loans Officer, interview by SHE-ERA research team, Gjakova branch, July 2005.

⁴⁶ Kastrati, “Review of Agriculture Credit in Kosovo” *Rural Finance*, October 2003, p. 16.

CONCLUSIONS

The research reveals that the application of gender balanced policies in the agriculture development sector has five main constraints:

- a) the need to empower women farmers in the rural areas of Gjakova
- b) a lack of ownership by women over the land they farm
- c) municipal budget limitations and inadequate support from the local government towards rural agriculture development
- d) the constant need to build the capacities of the Municipal Gender Office
- e) the need to build the capacities of civil society for advocacy on gender balanced budgeting in municipal policies of all sectors.

Apparently, women farmers in Gjakova's villages need to be empowered in order to gain confidence that they may be actors of change in developing the agriculture sector. The fact that they do not believe they are agents of change is a consequence of the municipal government's lack of programs that would address the agricultural development needs of these women through participatory mechanisms, including needs identification and decision making. One may think that the patriarchic culture would be a constraint to the development of such participatory mechanisms, but the research demonstrates that this is not the case with the women in Gjakova villages. On the contrary, the results of the research show that a majority of the women interviewed

are ready to participate in such decision-making processes. Thus, the Gjakova government should design development policies that will ensure the participation of all stakeholders on the one hand while increase the participation of those to whom the policies are dedicated on the other. Women's empowerment will not flourish unless it is enhanced and encouraged by local authorities, and as such, the municipal departments should take a more proactive role.

The research also demonstrates that Kosovar women are very active farmers, but first and foremost labor providers to farming activities. Unfortunately, they lack access to information, resources and modern technologies, and have neither ownership over the land on which they farm nor decision-making power for their farm production activities (excluding household subsistence farming). Clearly, the lack of land ownership puts constraints on a more constructive role in the women's decision-making process. The municipal authorities should work closely with financial institutions in search of mechanisms to overcome this obstacle, while designing programs and activities that will directly provide women farmers with the necessary support without making ownership a condition of receipt. It is of particular importance that municipal authorities assist rural women in accessing agricultural development funds, in particular for securing equipment, the need for which was identified by a majority of women as a priority. In order to achieve all this, the municipal departments will have to take a more stringent role in raising funds for agriculture development balanced on gender perspective. A proper planning process is required. As the research demonstrated, not many

municipal departments plan in advance for programs and spending for the forthcoming year. As long as this “planning tradition” does not change, departments will not be able to respond to the needs of their beneficiaries. The lack of financial resources faced by the Department of Agriculture and the Municipal Gender Office has handicapped their ability to create and implement responsive programs that would support the development of agriculture by women in their municipality. The municipality's rural area has significant resource capacity to develop agriculture and this should be treated as a means to improve the municipality's overall economic development and to reduce poverty.

Of particular concern is the fact that the Municipal Gender Office has not demonstrated sufficient capacities and capabilities for a more constructive role in addressing the gender balance within the municipal development policies. The office cannot function successfully and productively as a “one-person-show,” even less so when its staff is under-trained. In order to change this situation and benefit, the municipality must take advantage of international programs that provide on-the-job advisors to help improve the department's management and leadership.⁴⁷

⁴⁷ In this regard, the municipality should take advantage of the Capacity Building Facility, a program of the Kosovo Foundation for Open Society and the United Nations Development Program, which, on an on-demand basis, provides coaches and advisors to the ministry and municipal departments. The core objective of the project is to help departments with change management while improving their management and professionalism, and helping department heads to become better leaders.

In addition, civil society organizations could play a significant role. The research did not uncover any particular engagement by local civil society organizations in terms of assisting rural development by women farmers. Civil society actors should engage, advocate, organize and implement the development of participatory decision-making mechanisms. Local NGOs can be successful in providing different training to women farmers to prepare them for participation in decision-making processes. In the post-war period, many civil society organizations have undertaken training as well as utilized participatory decision-making to implement their projects. Thus, there should be sufficient local know-how to transfer such skills and knowledge to the local women, in the local language.

Obstacles to steady agriculture development, inclusive of women farmers, can be overcome. The local government has to show a firm readiness to affirmative action and to searching for and designing responsive policies to solve these problems. The more inclusive this process is, the more sustainable the solution will be. Such an approach will be of particular benefit for the government itself, as it will contribute to a significant build of trust amongst its beneficiaries, while as a final outcome contribute to poverty reduction among women farmers as well as other constituents.

RECOMMENDATIONS

1. The municipal poverty reduction policies should be based on the real needs of its constituents. In the case of rural women, there was a clear discrepancy between the activities of the Municipal Gender Office and those of the Department of Agriculture in regards to the needs of the women farmers. A well coordinated, more regular and better organized cooperation among the stakeholders will be a significant asset for municipal human development and poverty reduction strategies.
2. The Municipal Gender Officer should receive an adequate budget to perform all of the mandated activities. There should also be a shift in understanding and thinking in the Gjakova municipality regarding its responsibility to introduce a gender perspective into everyday work. In other words, there should be an acknowledgement that gender mainstreaming is not the sole responsibility of the MGO.
3. The Municipal Gender Officer should participate actively in all the municipal budgetary decision-making processes and actively promote an equal gender impact amongst beneficiaries. It should also ensure that gender balance is integrated as an inherent principle from the early policy planning phases through policy effects at a later stage.
4. The Municipal Gender Officer should take the initiative for promoting the necessary legislative and administrative reforms to promulgate a new municipal regulation that will enable the Municipal Assembly to review the budgetary proposals and ensure gender equality in planned municipal expenses and capital investments, particularly in the department of agriculture. The MGO should also be involved in planning budgeting processes.
5. The Municipal Gender Office should be more rigorous in implementing Paragraph 4 Article 16 of the Law on Gender Equality that mandates the review of municipal decisions for gender equality before their endorsement. Also, the Municipal Gender Office should be rigorous in implementing Paragraph 12, Articles 1 and 2 of the same law, which will ensure the equal participation of both women and men in economic, financial, employment and social welfare legislation, and macroeconomic, microeconomic, financial and privatization programs, including the right to heritage and property.
6. It is of particular importance that the Municipal Gender Office implement Paragraph 16 Article 6 of the Law on Gender Equality. The provisions of this paragraph are crucial in ensuring the equal access of men and women to resources from public and private financial institutions, since it enables women to be considered equal owners of any property created during matrimony. In order to achieve this, the Municipal Gender Office should ensure the implementation of Article 7 of the same paragraph, which is the mechanism that enables women to register as equal owners of any property created during matrimony.
7. The Municipal Gender Office and the Department of Agriculture in Gjakova should establish a broader working group that includes representatives of rural women farmers, women's associations, and local civil society organizations that support the development of agriculture as a means to reduce poverty in the municipality. The working group should participate actively in designing and overseeing the implementation of agricultural projects supporting the development of farming by women in rural areas.

8. Women representatives of rural women farmers should be elected by the women farmers themselves. There should be one representative per village. The selected representatives should select a regional representative or a village cluster to participate in the municipal working group.

9. The primary responsibilities of the working group should be to assist municipal departments in designing and implementing development projects responsive to the agricultural development needs of women farmers in the municipality.

10. As the findings of the research demonstrate, few women are informed about the municipal programs and activities available to them. Consequently, the municipality should address this shortcoming in an adequate manner. Besides media campaigns to generate awareness, the municipality should utilize the working group (recommended above) to properly achieve this objective, and the municipality should ensure that rural women interested in benefiting from municipal rural development programs receive more detailed information.

11. The Municipal Gender Office and the Department of Agriculture, in cooperation with local and national civil society organizations, should organize capacity-building programs for women farmers in order to empower them for participatory decision-making processes and leadership. In addition, civil society organizations should provide the rural women farmers with training on business planning, modern agriculture technologies and fundraising.

12. Establishing collection centers for the distribution of goods is a crucial element in triggering agricultural development in the rural areas of the municipality and

reducing poverty. In particular, the municipal government should cooperate closely with local, national and international organizations to establish collection centers as well as take a leading role. Collection centers should be managed by the women farmers themselves; however, civil society organizations should be involved in assisting in their management and coordination. From these centers, the municipality should help the women secure access to local and national markets. The creation of such centers will encourage women to farm, since their fruits, vegetables and other crops would replace regional and international imports which currently dominate the Kosovo-wide market.

13. Women farmers expressed the need for agriculture experts to advise them on farming as well as provide quality verification services. The municipality should secure such experts and allocate them to the collection centers. Civil society organizations should also be engaged.

14. Last but not least, the Gjakova municipal government should establish a database of municipal information to which all its citizens will have open access. The Law on Access to Public Documents is in the process of being approved; thus, the municipality should work to ensure that once the Kosovo Assembly approves the law and the SRSG promulgates the regulation to authorize its implementation, the Gjakova municipality is ready to put it into practice. Access to public documents of the Department of Agriculture and Municipal Gender Office has a crucial importance to women farmers as well as local NGOs that deal with gender balance. Such access will allow them to play a more constructive role in advocating for policy making in the Gjakova municipality.

ANNEX I – SURVEY QUESTIONNAIRE FOR RURAL WOMEN FARMERS

GBA and Impact of Fiscal Policies on the Poverty Level of Rural Women in the Municipality of Gjakova

Gjakova municipality Gender Budget Analysis in Agriculture Sector:

This questionnaire is for Gender Budget Analysis in the Agriculture Sector in Gjakova municipality.

Please give the answer in each question:

1. Gjakova municipality: Village: _____

Current employment status?

- Wage employed Self-employed Unemployed
 Unable to work due to illness or disability
 In school Retire/ Pensioner
 Housewife (engaged in household duties)

Age? (18-30 / 31-65)

a) (18-30) _____

b) (31-65) _____

Marital status?

- Married Engaged Single
 Widowed Divorced Single parent
 Head of household

How many children do you have?

a) Sex of the child/children:

Number of female children _____

Number of male children _____

b) Age of the child/children:

1-10 (how many) _____

11-15 (how many) _____

16-21 (how many) _____

Other (how many) _____

What is your education level?

No formal education

Primary school (how many years) _____

Secondary school (how many years) _____

Higher education

University

Informal training (If you have attended several trainings, please list them below)

a. _____

b. _____

c. _____

d. _____

e. _____

2. What is the age of the breadwinner in your family?

15 years or older

Less than 15 years

3. What is the sex of the breadwinner in the family?

Male

Female

RURAL WOMEN IN THE MUNICIPALITY OF GJAKOVA, KOSOVO

4. If you are not the breadwinner, what is your relation to the breadwinner of the family?

- Wife
- Mother
- Daughter-in-Law
- Other

5. Are you the legal owner of the property on which you conduct your agricultural activities?

- Yes
- No

6. What activities do you conduct on your farm?

7. Does your farm produce for family needs only?

- Yes
- No

8. Does your farm produce goods for sale?

- Yes
- No

9. How many women work on your farm?

10. What positions do female employees on your farm hold?

- Manager
- Employee
- Other

11. What is the number of relatives that work on your farm but are not members of your immediate family?

Number, specify: _____

12. Are any of the positions assigned on gender basis?

- Yes
- No

13. Do you think that there are cultural barriers to women's employment in your village?

- Yes No

14. If yes, what are the most frequent barriers to women's employment?

15. Do women and men in your agricultural business receive equal payment?

- Yes No

16. How long have you been working on the farm?

17. Did you work on the farm before you got married?

- Yes No

18. How does your marriage influence your job as a farmer?

19. Who takes care of your children while you work on the field/farm?

20. Do you take any of your children on the farm?

- Yes No

21. If yes, how does it affect your work?

RURAL WOMEN IN THE MUNICIPALITY OF GJAKOVA, KOSOVO

22. What kind of financial resources have you used to start up your agricultural activities?

- Personal funds
- Loan
- Help from municipality
- Donors
- Loan from relatives

23. Did you ever need to take a loan in order keep your business running?

- Yes
- No

24. If yes, please explain the loan conditions (both in case of institutional and personal)

25. During your experience, have you ever had a chance to receive a service of whatever kind from the municipal authorities?

26. Are you aware of the assistance programs offered to the local farmers by the Department of Agriculture in the municipality?

27. Have you ever benefited from any such assistance?

- Yes
- No

28. If yes, what assistance have you received that supported the development of your agricultural activities?

29. Has your farm ever been visited by a municipal official for agricultural development?

- Yes
- No

30. If yes, how often do they visit you?

- Sometimes
- Regular periodical meetings (please underline the closest period: weekly, biweekly, monthly, quarterly, annually)
- Never

31. Have you ever received financial assistance from the municipal budget?

- Yes No

32. If yes, how?

- Grants
 Training
 Advice / consultancy
 Equipment
 Tools

33. Do you know the municipal official in charge of agriculture development in your municipality?

34. Do you know of any municipal governance programs that support your activities?

- Yes No

35. Do you know how the budget for agricultural development is allocated?

- Yes No

36. Do you know that it is your right to know about this process?

- Yes No

37. Provided an opportunity, would you participate in discussions about agriculture development budget allocation?

- Yes No

38. Would you engage longer in municipal activities in order to support the development of agriculture in your area?

- Yes No

39. Do you feel that what the municipality spends favors the development on agriculture in your area/village?

- Yes No

RURAL WOMEN IN THE MUNICIPALITY OF GJAKOVA, KOSOVO

40. Do you feel that what the municipality spends money on favors more women or men?

- Yes No

41. What service and support improvement that supports agricultural development in your village would you like to see in the municipal government?

42. What particular assistance will you need?

- Share funds from governmental budget
 Offer technical help in your sector
 Offer free services (training, advice, etc)
 Help to find a market for us
 Others

43. How can the municipality assist you with quality verification of your farm's products?

44. How can the municipality assist you in promoting your goods in local and regional markets?

45. How can the municipality support you in entering the local and regional markets?

46. Finally, can you please tell us your needs in agriculture development that need to be addressed by the municipality's Department of Agriculture?

ANNEX II – SURVEY QUESTIONNAIRE FOR LOCAL OFFICIALS

GBA and Impact of Fiscal Policies on the Poverty Level of Rural Women in the Municipality of Gjakova
Gjakova municipality Gender Budget Analysis in Agriculture Sector:

Please answer each question:

1. What was the annual budget of the Municipality's Department of Agriculture allocated in:
 - a) 2004 _____
 - b) 2005 _____

2. Who have been the beneficiaries of your budget during 2004?
 - a) Number of women beneficiaries _____
 - b) Number of male beneficiaries _____

3. Who are the groups targeted for support in the budget of 2005?

4. Have you conducted Public Relations campaigns to inform the public for a local budget that is dedicated for agricultural development?
 Yes No

5. What tools have you used to inform the public for the agricultural development budget?

6. Do governmental politics involve women in agriculture, equally and properly, considering their interests, needs and priorities?
 Yes No Sometime

7. Does the municipality have laws that promote gender equality (same treatment for women and men)?
 Yes No Practiced Not practiced

8. How often are these laws applied?

- Often
- Sometimes
- Rarely
- Never

9. Does the government differentiate between male and female beneficiaries of agricultural development programs?

- Yes
- No

10. How is this differentiation applied?

11. What is the municipal procedure for the draft of the municipal strategy for agricultural development?

12. When does the municipality begin to prepare the strategic planning for the forthcoming year?

13. Who are the stakeholders included in this process?

14. What is the number of female stakeholders involved?

15. Which sectors do they come from (government, local women NGOs, female farmers, war widows, etc)

16. Do they participate regularly in the strategic planning process?

17. How does the planning address the needs of women in agriculture for improvement of their agricultural activities?

18. How is the impact on beneficiaries measured during the strategic planning process?

19. Has the Department of Agriculture in the municipality ever addressed particular needs of women in agriculture?

Yes No

20. If yes, how were these needs addresses?

21. What was the number of the beneficiary women?

22. How were they selected?

23. What is the annual budget of the Department of Agriculture for 2005?

24. What issues have been prioritized by the Department for address during 2005?

25. How are women farmers affected by the implementation of this strategy?

26. What are the challenges and barriers to implementing the strategy?

RURAL WOMEN IN THE MUNICIPALITY OF GJAKOVA, KOSOVO

27. Has your department ever offered extension services to the farmers in the municipality?

- Yes No

28. If yes, have the extension services so far been available to both female and male farmers in the municipality?

29. Do female and male beneficiaries have open access at all levels of extension services?

30. Is there any conflict between policy and cultural practices with regard to taking advantage of such access?

31. What is the number of male beneficiaries from the extension services?

32. What is the number of female beneficiaries from the extension services?

33. Do any requirements for application to extension services discriminate against female or male beneficiaries? Are there different provisions made for female/male beneficiaries that would favor one over the others?

34. Has the officer for technical resource ever received training on gender analysis and planning? Have they ever been trained on gender awareness issues in development?

35. Have you ever heard of the National Action Plan for Gender Equality?

- Yes No

36. If yes, has your municipality taken the initiative to implement the National Action Plan?

37. If yes, what are the initiatives of your municipality to implement this plan?

38. How much has your municipality managed to implement this plan?

39. Does your municipality have programs on agriculture education?

Yes No

40. If yes, who do these program target?

41. Do the curricula of agriculture education programs reflect the importance of this issue in the preparation of extension workers for work at the village level?

Yes No

42. What measure has been taken to increase the availability of gender-disaggregated data in the Department of Agriculture and related agencies, NGOs and research institutes?

43. Does the public have access to the public information of your department?

44. Is there any specific allocation made in the local budget for gender mainstream or for women-specific programs in the agricultural sector?

Yes No

RURAL WOMEN IN THE MUNICIPALITY OF GJAKOVA, KOSOVO

45. What is the nature of the financial support that enables the extension services?

- Government-supported
- Cost-sharing
- Privately funded

46. Does your municipality have mechanisms in place that monitor the implementation of gender policy?

- Yes
- No

47. If yes, what are these mechanisms, and how and by whom are they implemented?

Thank you for your cooperation!

ANNEX III – LIST OF GJAKOVA MUNICIPALITY VILLAGES INCLUDED IN THE SURVEY

Twenty-nine villages were included in the survey:

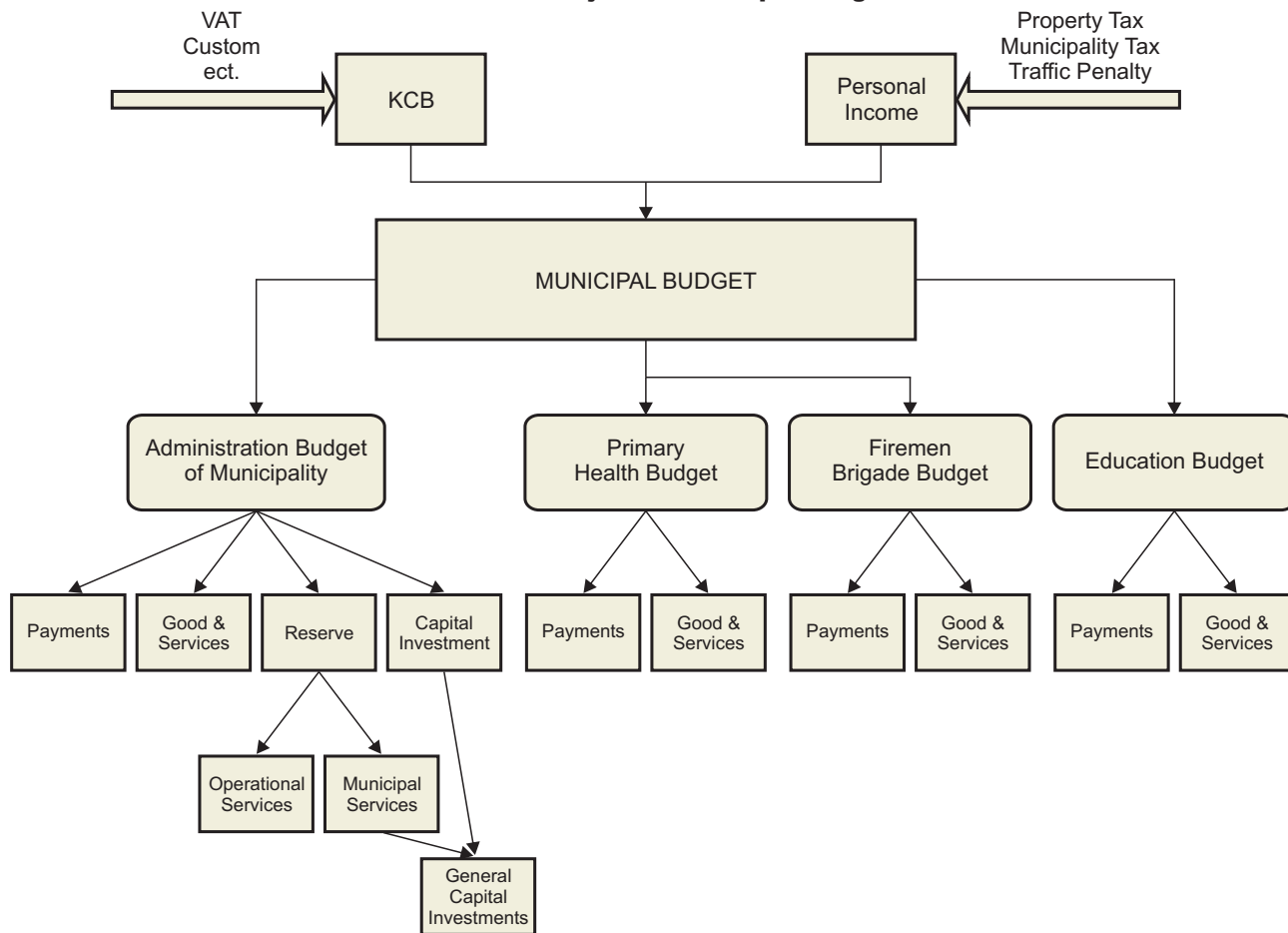
Table 1

| | Name of the village | Questionnaires per village | Percentage of overall number |
|----|---------------------|----------------------------|------------------------------|
| 1 | Raqe | 6 | 7.41% |
| 2 | Dol | 5 | 6.17% |
| 3 | Moglice | 5 | 6.17% |
| 4 | Rogove | 5 | 6.17% |
| 5 | Bishtrazhin | 4 | 4.94% |
| 6 | Pjetershan | 4 | 4.94% |
| 7 | Smaq | 4 | 4.94% |
| 8 | Duzhnje | 3 | 3.70% |
| 9 | Guske | 3 | 3.70% |
| 10 | Hereq | 3 | 3.70% |
| 11 | Lipovec | 3 | 3.70% |
| 12 | Planqor | 3 | 3.70% |
| 13 | Qerim | 3 | 3.70% |
| 14 | Skivjan | 3 | 3.70% |
| 15 | Smolice | 3 | 3.70% |
| 16 | Bec | 2 | 2.47% |
| 17 | Brovine | 2 | 2.47% |

| | Name of the village | Questionnaires per village | Percentage of overall number |
|----|----------------------|----------------------------|------------------------------|
| 18 | Demjan | 2 | 2.47% |
| 19 | Dujake | 2 | 2.47% |
| 20 | Gerqine | 2 | 2.47% |
| 21 | Korenice | 2 | 2.47% |
| 22 | Kushavec | 2 | 2.47% |
| 23 | Lug Bunar | 2 | 2.47% |
| 24 | Ponoshec | 2 | 2.47% |
| 25 | Shishman | 2 | 2.47% |
| 26 | Cermjan | 1 | 1.23% |
| 27 | Novoselle e Eperme | 1 | 1.23% |
| 28 | Piskote | 1 | 1.23% |
| 29 | Popoc | 1 | 1.23% |
| | Total Questionnaires | 81 | 100.00% |
| | Average | | 0.034483 |
| | Median | | 0.037037 |
| | Standard Deviation | | 0.016292 |

ANNEX IV – GENERAL STRUCTURE OF GJAKOVA MUNICIPAL BUDGET OF 2004

General Structure of Gjakova Municipal Budget of 2004



BIBLIOGRAPHY

Papers

Bakker, Isabella. "Gender Budget Initiatives: Why They Matter in Canada," Ottawa: Center for Policy Alternatives, September 2005.

Balmori Hofbauer, Helena. "Gender and Budgets Overview Report" in BRIDGE, *Gender and Budgets Cutting Edge Pack*, Brighton: BRIDGE/Institute of Development Studies (IDS), 2003.

Budlender, Debbie and Rhonda Sharp with Kerri Allen. *How To Do A Gender-Sensitive Budget Analysis: Contemporary Research And Practice*. Canberra and London: Australian Agency for International Development, Commonwealth Secretariat, 1998.

Budlender, Debbie and Guy Hewitt. *Engendering Budgets: A Practitioners' Guide to Understanding and Implementing Gender-Responsive Budgets*. London: Commonwealth Secretariat, November 2003.

_____. *Gender Budgets Make More Cents: Country Studies and Good Practice*. London: The Commonwealth Secretariat, August 2002.

Çağatay, N., M. Keklik, R. Lal and J. Lang. "Budgets as if people mattered: Democratizing Macroeconomic Policies." Presented at Conference Paper Series 4 of Beijing+5 and World Summit for Social Development, UNIFEM-UNDP, May 2002.

Elson, Diane, and Nilufer Çağatay. "Engendering Macroeconomic Policy and Budgets for Sustainable Development." Bureau for Development Policy, UNDP. Presented at First Global Forum on Human Development, United Nations Headquarters, New York, July 29-31, 1999.

Elson, Diane. "Gender Budget Initiative." Commonwealth Secretariat, June 1999.

Esim, Simel. "Gender Analysis of Budgets as a Tool for Achieving Gender Equality in the Arab World." Newsletter of the Economic Research Forum for the Arab Countries, Iran & Turkey, Summer 2002, Vol. 9, No. 2.

Dignity Counts: A Guide to Using Budget Analysis To Advance Human Rights. Fundar Centro de Análisis e Investigación, International Budget Project, International Human Rights Internship Program 2004.

Goldbeck-Lowe, Camilla. "Kosovo Gender Analysis 2004." Prishtina: Liaison Office of Sweden and Swedish International Development Cooperation Agency, May, 17, 2004.

"Kosovo Poverty Assessment: Promoting Opportunity, Security and Participation for All." World Bank, June 16, 2005.

Ministry of Economy and Finance. "Commitment to Kosovo" Newsletter, Issue 15, 2003.

"UNMIK: Zyra për Qështje gjinore." "UNMIK: Kancelarija za pitanja polova." "UNMIK: Women and Men in Kosovo/Gratë dhe Burrat në Kosovë/Žene i muškarci na Kosovu." Prishtina: Office of Gender Affairs, 2003.

"Tools, guidelines and training materials." *Gender & Budgets Cutting Edge Pack*, BRIDGE-Institute of Development Studies in the United Kingdom website. http://www.bridge.ids.ac.uk/gender_budgets_cd/index.htm, accessed March 2006.

Women's Empowerment: Measuring the Global Gender Gap. World Economic Forum 2005.

Official Documents

"Early Warning Report #10." *Kosovo Early Warning System Project.* Riinvest Institute for Development Research, April/June 2005.

Hammond, Tim. "Review of Agricultural Credit in Kosovo October 2003." Small Farmer Support Project (SFS), October 2003.

Labor and Employment in Kosovo: 2003 Annual Report (Albanian version). Department of Labor and Employment, Ministry of Labor and Social Welfare, Government of Kosovo, Provisional Institutions of Self-Government. Prishtina: 2004.

Labor and Employment in Kosovo: 2004 Annual Report (English version, Draft 03/05). Department of Labor and Employment, Ministry of Labor and Social Welfare, Government of Kosovo, Provisional Institutions of Self-Government. Prishtina: 2005.

“Labor Market in Gjakova Municipality.” Regional Employment Center newsletter. Gjakova: December 2005.

Law No. 2004/2 on Gender Equality in Kosovo. Kosovo: United Nations Interim Administration in Kosovo, February 19, 2004.

“Statistical Overview of Registered Businesses through December 31, 2002.” Statistical Office of Kosovo, Section Of Economic Activity And Municipality, March 2003.

Libri I Gjelbërt I Kosovës Strategjia Për Zhvillimin E Qëndrueshëm Bujqësor Dhe Rural Në Kosovë. Prishtina: Ministria e Bujqësisë, Pylltarisë dhe Zhvillimit Rural, May, 2003.

Internet Sources

The official website of the Gjakova municipality <http://www.gjakova-komuna.org/>

Declarations, Conventions, Resolutions

The Convention on the Elimination of All Forms of Discrimination against Women.

Fourth World Beijing Conference on Women Declaration.

United Nations Resolution 1325, adopted by the Security Council at its 4213th meeting, on October 31, 2000.

Parliament, the Budget and Gender. Handbook for Parliamentarians. France: Inter-Parliamentary Union, United Nations Development Program, World Bank Institute, and United Nations Fund for Women, No 6., 2004.

