

IMPLEMENTATION OF MEASURES TO PROMOTE EMPLOYMENT OF ROMA, ASHKALI AND EGYPTIAN COMMUNITY MEMBERS IN 2019:

Assessment Report of Ministry of Labour and Social
Welfare Sector Strategy 2018 –2022

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1. Introduction

The purpose of this report is to assess the level of achievement of results and implementation of activities and measures foreseen in the Sector Strategy of the Ministry of Labour and Social Welfare 2018-2022, in relation to promoting employment of Roma, Ashkali and Egyptian communities in Kosovo during 2019. The report aims to be a continuation of the monitoring of this Strategy implemented in the previous year. Consequently, it follows the format and methodology of the monitoring report conducted for 2018, but it also enriches the monitoring further, by expanding the data sources which this year also include interviews with Employment Offices in municipalities where there is a higher participation rate of these communities, as well as a survey with members of these communities.

For the purposes of this report, strategic documents, analyses, annual reports and data of relevant institutions for the last years, with a special focus on those of 2019, were examined and the following primary data were collected.

1. **Semi-structured interviews** with representatives of relevant institutions were conducted:
 - ✓ Department of Labour and Employment, Ministry of Labour and Social Welfare
 - ✓ Employment Agency of the Republic of Kosovo, as well as units at the municipal level of this agency:
 - Employment Office in Ferizaj
 - Employment Office in Fushë Kosovë
 - Employment Office in Gjakovë
 - Employment Office in Mitrovicë
 - Employment Office in Pejë
 - ✓ Office of Good Governance, Office of the Prime Minister in the Government of Kosovo
2. Having in mind that a part of the measures and activities in the MLSW Sector Strategy were foreseen to be carried out in cooperation with civil society organizations or these organizations themselves, and in order to obtain more complete information from the field, for the purpose of this report was also organized **a semi-structured group interview with representatives of projects or non-governmental organizations (NGOs) dealing with issues of Roma, Ashkali and Egyptian communities** in Kosovo:
 - ✓ Balkan Sunflowers
 - ✓ Bashkimi Rinor e Ardhmja e Nditur (BRAN)
 - ✓ Nevo Koncept

- ✓ Përparimi Rinor i Ashkalive të Mitrovicës (PRAM)
 - ✓ Rrjeti i Organizatave të Grave Rome, Ashklike dhe Egjiptiane (RROGRAE)
 - ✓ Syri i Vizionit
 - ✓ Qendra Kosovare për Arsim (KOSINT)
 - ✓ Roma and Ashkalia Documentation Center (RADC)
 - ✓ Roma Versitas Kosovo
 - ✓ Voice of Roma, Ashkali and Egyptians (VoRAE)
3. Having in mind that a vast majority of the measures and activities of the Strategy are aimed at the level of information of Roma, Ashkali and Egyptian community members and raising their level of benefit from employment services and active participation in the labour market, for the purpose of the report a **survey with 139 members of Roma, Ashkali and Egyptian community members of working age** was conducted in five municipalities with the highest presence of these communities: Ferizaj, Fushë Kosovë, Mitrovicë, Pejë and Gjakovë.

Based on the sources above, the report summarizes achievements of 2019 in the area of promoting employment of Roma, Ashkali and Egyptian communities in Kosovo, with a particular focus on the activities, measures and results foreseen in the Sector Strategy of the Ministry of Labour and Social Welfare 2018 - 2022, which in this area refers to the Strategy for Inclusion of Roma and Ashkali Communities in Kosovo Society 2017 - 2021.

The report is organized as in the following. Section 2 presents the context of this analysis and summarizes the relevant strategic documents in this area. Section 3 presents the measures, activities and results foreseen in the Sector Strategy of the Ministry of Labour and Social Welfare 2018 - 2022 (and Strategy for Inclusion of Roma and Ashkali Communities in Kosovo Society 2017 - 2021) and their level of fulfillment during 2018. Section 4 summarizes the findings, and gives some recommendations for implementing this strategy area in the years ahead.

2. Context

Although official data on disaggregated labour market indicators at the levels of communities are missing in Kosovo, various analyses show that the employment situation of Roma, Ashkali and Egyptian communities is very grave, as summarized in the Strategy for Inclusion of Roma and Ashkali Communities in Kosovo Society 2017 - 2021. These communities have higher unemployment rates and lower employment rate compared to the Albanian majority, as well as other minority communities in Kosovo.

For example, the Human Development Report 2010 estimates that the unemployment rate in these communities in 2009 was about 58 percent, compared to the average of the population of 45 percent¹. Whereas, several years later it is estimated that in the municipalities of Obiliq and Fushë Kosovë the employment rate for Roma, Ashkali and Egyptians was only 7 percent, compared to 40 percent for Albanians and 21 percent for the Serbs². Moreover, the workplaces in which these communities are engaged are often temporary and constitute physical jobs that do not require high skills and are not well paid³, while these communities are also under-represented in employment in public institutions and public enterprises⁴, although there is a legal framework that ensures their inclusion in employment in the public sector.

Given this situation, employment is one of the areas identified as of particular importance for integration of these communities (along with education, housing, social welfare and health) in the Strategy for Inclusion of Roma and Ashkali Communities in Kosovo Society 2017 - 2021 approved by the Government of Kosovo in April 2017. It should be noted that this Strategy was initially intended for the Roma, Ashkali and Egyptian communities, but the Government of Kosovo removed the Egyptian community from the measures provided for in the Strategy at the final stage of approval, after the final draft of this strategic document was compiled in a comprehensive process during which there was collaboration between the Office of Good Governance (OGG) within the Office of the Prime Minister in the Government of Kosovo, relevant ministries and numerous civil society organizations in Kosovo dealing with the issues of these communities.

¹United Nations Development Program (UNDP), Human Development Report 2010.

²United Nations Development Program (UNDP), Community Vulnerability Assessment Report, 2013.

³Kosovo Foundation for Open Society (KFOS), Status of Roma, Ashkali and Egyptian Communities in Kosovo, 2010, and the World Labour Organization (ILO), Youth Transition to Good Work: Evidence from Kosovo, Employment Policy Document of ILO 2007/4.

⁴ Sh.Berisha for the Kosovo Democratic Institute (KDI), Parliamentary Research: Representation of non-majority communities in the civil service, 2016, and the Office of the Prime Minister/Office of Community Affairs, Assessment of the Employment of Non-majority Communities in the Civil Service and Publicly-Owned Enterprises Kosovo, 2013.

Dh. Prokshi for Kosovo Center for Education (KOSINT), Respect of employment quota of members of Roma, Ashkali and Egyptian Communities in public institutions, 2019

Although the Strategy in the final version approved by the Government of Kosovo refers only to the Roma and Ashkali communities, it is encouraging that despite this fact Kosovo institutions have continued to work on integration of these three communities indiscriminately, given that regardless of potential differences between them, all three of these communities face the same challenges in the area of employment. The inclusion of this community in regular activities (such as forums, joint meetings, etc.) as well as in specific activities to ensure their integration has continued at all times, as confirmed by the OGG. Similarly, the Ministry of Labour and Social Welfare (MLSW) in its Sector Strategy 2018-2022, as well as in the Employment Policy for the Employment Agency of the Republic of Kosovo 2019-2021 refers to all three of these communities in the objectives and activities envisaged for promoting employment in Kosovo.

In the field of employment MLSW Sector Strategy 2018-2022 sets out Strategic Objective 1, and five Specific Objectives that further detail this objective, one of which is to improve the employment rate of members of the Roma, Ashkali and Egyptian communities (see Box 2.1).

Strategic Objective 1: Reduce inactivity, increase employment, develop skills in line with labour market requirements, and better administration of the labour market.

Specific Objective 1.1: Strengthen the capacity of public employment services

Specific Objective 1.2: Expand employment services and ALMMs, and increase their efficiency and quality

Specific Objective 1.3: Provide qualitative vocational training services in line with labour market requirements

Specific Objective 1.4: Increase youth employment

Specific Objective 1.5: Improve employment level of Roma, Ashkali and Egyptian community members (activities planned in the Strategy for Inclusion of Roma, Ashkali and Egyptian Communities* in Kosovo Society 2017-2021)

*Note that the MLSW Sector Strategy at the time of its drafting refers to the Strategy Paper on the Inclusion of Roma, Ashkali and Egyptian Communities before the Egyptian community is removed from the text at the final phase

Box 2.1: Objectives of the MLSW Sector Strategy 2018-2022

Source: MLSW Sector Strategy 2018-2022

For Specific Objective 1.5 referring to the employment level of members of Roma, Ashkali and Egyptian communities, the MLSW Sector Strategy 2018-2022 does not foresee additional specific activities, but refers to the Strategy for Inclusion of Roma and Ashkali Communities in the Kosovo Society 2017-2021. Having in mind the real opportunities for policymakers to influence the employment levels of these communities in a market economy and the legal framework in force, the latter foresees measures and activities that can be summarized as follows:

- ✓ Promote implementation of the legal framework regulating the representation in employment of non-majority communities in the civil service in favour of employment of these communities.
- ✓ Promote employment of these communities in the public and private sectors through active labour market measures implemented by the Employment Agency of the Republic of Kosovo (EARK)⁵, including measures that encourage employers to hire members of these communities (i.e. wage subsidies) and those that build the skills of jobseekers of these communities to prepare them for jobs in line with market needs (such as vocational training). These activities also include informing these communities about the opportunities that EARK offers to the unemployed, as a precondition that would enable them to improve their access to the services and measures available.

A serious challenge for implementation of the foreseen activities is the fact that the Government of Kosovo has no specific budget line for the Strategy for Inclusion of Roma and Ashkali Communities in the Kosovo Society 2017 - 2021, to which the MLSW Sector Strategy 2018-2022 refers. Instead, it is foreseen that ministries and sectors implement Strategy activities within their existing budgets (with the help of donors and NGOs in some cases). In turn, there are difficulties in implementing some activities, but it is also impossible to monitor the execution of the budget spent on activities that have been implemented due to lack of disaggregated budget data.

The following section provides a more detailed overview of the measures and activities foreseen in these strategic documents, as well as the level of their implementation and progress in achieving the foreseen results (where the data allow) throughout 2017 - 2019.

⁵Note that the Strategy for the Inclusion of Roma and Ashkali Communities in Kosovo Society 2017 - 2021 refers to these as "measures implemented by the MLSW", since this was the practice until the establishment and operationalization of the EARK which is now responsible for implementing the active labour market measures, while MLSW has the policy-making role in the field of employment promotion.

Having in mind that for the Strategy for Inclusion of Roma and Ashkali Communities in Kosovo Society 2017-2021, whose activities have been transferred to the MLSW Sector Strategy 2018 - 2022, there is an Assessment Framework supported by the European Union funded project “Kosovo Education and Employment Network - KEEN”⁶, this framework has also been taken into account when conducting this assessment. It should also be noted that despite the fact that the Strategy for Inclusion of Roma and Ashkali Communities in Kosovo Society 2017-2021 only refers to Roma and Ashkali communities, statistics and activities for the three communities (Roma, Ashkali and Egyptian) will be reported during this assessment for two reasons: (i) to reflect more fully the activities of the institutions, which, as explained above, continue to be committed to improving the situation of all three of these communities, and (ii) for the practical and technical reason that at the time of drafting the Strategy the statistics for the base year (i.e. participation of these communities in active labour market measures) were calculated taking into account all three communities; therefore any methodological changes at this stage would make the comparison between actual and base figures meaningless.

Finally, it should be noted that this monitoring report has some shortcomings in monitoring the indicators for measuring the achievement of the objective and

⁶Kosovo Education and Employment Network (KEEN), Strategy for Inclusion of Roma and Ashkali Communities in Kosovo Society 2017 - 2021: Monitoring Framework, 2017.

3. Implementation of measures and activities

The Strategy foresees 7 measures, with their respective activities, to achieve improvement of economic situation of Roma, Ashkali and Egyptian communities by enhancing the employment of these communities. The following subsections explain their content as foreseen in the Strategy and the level of implementation of each activity during 2019 and, where relevant, during the preceding years, too.

3.1 Measure 1: Research, setting of gender-sensitive indicators and report on the state of the labour market

The first measure foreseen in the Strategy on employment area is “research, setting gender-sensitive indicators and reporting on the labour market situation of Roma and Ashkali members and on their benefits from the services/measures provided by the MLSW”⁷. This measure is expected to last throughout the Strategy period: 2017-2019.

Within this measure is envisaged to make analysis of opportunities for utilizing existing data, with a particular focus on periodic data sources such as the Labour Force Survey (LFS) and the Labour Market Information System (LMIS) of EARK that would enable monitoring of the labour market situation of these communities. Information that they would need to include are: the level/rate of employment of these communities in general and by sector/job characteristics (regular or temporary work, formal or informal work, economic activity, public/private sector); and other basic labour market indicators (unemployment rate, labour market participation rate).

Although implementation of this measure would not have a direct impact in terms of increasing employment for these communities, it would enable: situation monitoring; transparency on the level of institutional support for employment promotion through the institution mandated for this purpose by the Government of Kosovo, EARK; advocating for further improvement of the situation.

⁷Note that in the new institutional context, this measure should refer to the measures provided by EARK.

3.1.1 Activity 3.1: Defining of gender-sensitive employment indicators and job characteristics for these two communities from the Labour Force Survey data

During the research, no statistics or reports proving this activity was carried out were found. Also, based on interviews with institutions and NGOs dealing with Roma, Ashkali and Egyptian issues no

As in previous years of this strategy monitoring, in 2019 gender sensitive indicators regarding employment of Roma, Ashkali and Egyptian communities were neither calculated based on official and regular data sources such as the Labour Force Survey. In this way, the status quo of the inability to monitor the employment situation of these communities, which would enable even stronger advocacy based on results, remains.

concrete steps have been identified to carry out this activity. During 2018, several reports were published by international and local organizations with regard to employment of members of these communities, although these analyses do not provide country-level data and standard labour market statistics such as employment rates, unemployment rates, etc.⁸ Whereas, there were no such reports during 2019.

⁸ A. Rizvanolli for the Kosovo Center for Education (KOSINT), Implementation of measures for promotion of Roma, Ashkali and Egyptian communities in 2018: Ministry of Labour and Social Welfare Sector Strategy Assessment Report 2018 –2022, 2019.

3.1.2 Activity 3.2: Regular reporting of data on the benefit of members of these communities from services and measures provided by the EARK

Also under Measure 1 it is foreseen that regular statistics collected through the EARK LMIS, such as the number and percentage of registered jobseekers, jobseekers for whom employment has been mediated, participants in vocational training and other active labour market measures, to be reported separately for each of these communities. This activity was carried out for the first time in 2018 and this practice continued in 2019 as evidenced by the annual report of the EARK Labour and Employment for 2018⁹ which reports all statistics from LMIS on all three communities separately¹⁰.

As in the previous two years (2017 and 2018), in 2019 EARK has reported in its annual report "Work and Employment" the gender-sensitive indicators for Roma, Ashkali and Egyptian communities separately. According to this classification, all indicators that EARK reports about have been reported, including the number and percentage of registered jobseekers, jobseekers for whom employment was mediated, participants in vocational training and other active Labour market measures, etc. Although this result has no direct impact on employment, it marks significant progress because institutional support for the employment promotion of these communities provided by the PESK as a mandated institution for this issue can now be monitored, which enables stronger awareness and advocacy.

⁹Employment Agency of the Republic of Kosovo (EARK), Labour and Employment: Annual report 2018.

¹⁰The annual report for 2017 and 2018 is not public, but it was provided by EARK for the purpose of this research.

3.2 Measure 2: Improvement of representation of Roma and Ashkali communities in employment in public institutions and public enterprises

As of 2010, the Law 03/L-149 on Civil Service of the Republic of Kosovo defines representation in the civil service for non-majority communities through a minimum quota of 10 percent at the central level and proportional representation with demographic composition at municipal level. This measure envisages the recruitment of employment advisors from the ranks of these communities and regular monitoring and reporting on implementation of the existing legal framework, with a special focus on representation, in line with the composition of the population at both the municipal and central levels, although not there are specific quotas for communities separately. In case of flounders in the implementation of the legal framework, the causes should be looked into and action taken as appropriate. Having in mind the nature of these monitoring activities, it was foreseen that these activities would be carried out by NGOs, with the support of donors. In addition, it was foreseen that EARK would employ employment advisors.

Although the implementation of this measure would not have a direct impact in terms of increasing employment for these communities, it would enable significant progress by enabling: information, awareness and advocacy for employment in the public sector, which is the area where institutions can have a direct impact and relatively quick employment of a number of members of the Roma, Ashkali and Egyptian communities, as well as better access and increased trust of citizens of these communities in EARK.

3.2.1 Activity 2.1: Monitoring the employment situation in public institutions in municipalities with the highest participation of these communities

During the first two years of the Strategy there has been no new researches on this issue since its adoption (the last was KDI analysis in 2016¹¹) or activities (roundtables, etc.) that aimed at raising awareness of institutions and the public and advocating for greater involvement of Roma, Ashkali and Egyptian communities in public sector employment at the municipal level.

During 2019 significant progress was made in this activity with the publication of a report by KOSINT project which presented data on employment situation of Roma, Ashkali and Egyptian communities in the public sector at local level, including public administration, public sector health and education sector. The report covers employment in 2016-2018 in the following municipalities: Fushë Kosovë, Ferizaj, Gjakovë and Mitrovicë. The data of this report in relation to this activity are presented in Section 4, which discusses achievement of the results foreseen by the Strategy.

Different from the previous two years (2017 and 2018), in 2019 KOSINT project conducted a survey on employment of Roma, Ashkali and Egyptian members in the public sector. At the local level, this report covers the period 2016-2018 in municipalities of Fushë Kosovë, Ferizaj, Gjakovë and Mitrovicë. Publication of the report marks progress, though its results are not directly in employment.

3.2.2 Activity 2.2: Monitoring the employment situation in public institutions at central level

Similarly with Activity 2.1, the Activity 2.2 also foresees monitoring of employment situation in public institutions, but at the central level. There has been no new research on this issue since the Strategy adoption, or activities (roundtables etc.) aimed at raising awareness of institutions and the public and advocating for greater inclusion of Roma, Ashkali and Egyptian communities in public sector employment at the central level.

¹¹ Sh.Berisha for the Kosovo Democratic Institute (KDI), Parliamentary Research: Representation of non-majority communities in the civil service, 2016.

In this activity as well, significant progress was made in 2018 with the publication of a report by KOSINT project which presented data on employment situation of Roma, Ashkali and Egyptian communities in the public sector and at the central level. The report covers employment in public institutions at central level (government and independent agencies) in 2016-2018. A flaw of this report is that there are no reported data on the employment of members of these communities in publicly-owned enterprises; however, the reported data largely reflect the employment situation in the public sector. Even with regard to this activity, the data in this report are presented in Section 4 which discusses the achievement of the results foreseen by the Strategy.

Different from the previous two years (2017 and 2018), in 2019 KOSINT project conducted a survey on employment of Roma, Ashkali and Egyptian members in the public sector. At the central level, the report covers the period 2017-2018 in government and independent public agencies, but not also for public enterprises. Publication of this report marks progress, although its results are not direct in employment.

3.2.3 Activity 2.3: Information and advocacy, based on research results

In 2019 progress was made in this activity by the presentation of KOSINT project analysis on employment of Roma, Ashkali and Egyptian members in the public sector (at the central and local level). Presentation of the report in November 2019 may be considered as partial implementation of this activity, and the effect of the measure has likely been limited. But, the results of this research can be used during the coming year for further information and advocacy activities at the central and local level in order to reach its full potential.

Measure 2 also foresees that the analysis of inclusion of Roma, Ashkali and Egyptian communities in public sector employment should be used by NGOs for the purpose of informing and advocating with relevant institutions on this issue. Having in mind that there had been no such analyses in previous years, it is implied that this activity could not be carried out. Whereas, with the publication of KOSINT report in November 2019, progress was made in this activity. The report was presented at an event attended by representatives of the OGG, MLSW, EARK and other relevant institutions and organizations¹². Over the next year, the results of this report can be used for further advocacy activities, both at central and local level, with the aim of improving the employment situation of Roma, Ashkali and Egyptian community members in public sector.

3.2.4 Activity 2.4: Hiring of employment advisors from these communities in municipalities with the largest number of jobseekers from these communities

Measure 2 also envisages specific targeting of these communities in engaging as employment advisors (followed by training of these advisors), which would help strengthen institutions' access to these communities and strengthen their trust in institutions. This was not achieved during 2019 either. Moreover, EARK has expressed the view that targeting members of these communities cannot be achieved because in public vacations the recruitment procedures are regulated by law and do not allow such criteria in the vacancy. Consequently, it is suggested that this activity be reviewed by the OGG with the assistance of legal experts and EARK to see if these activities should be revised or completely be removed from the Strategy.

¹²Representatives of OGG, MLSW, EARK and other relevant institutions were invited to this presentation.

3.2.5 Activity 2.5: Training of hired employment advisors

Since the Activity 2.5 follows Activity 2.4, which has not been implemented (and, as discussed above, appears not to be feasible in such a form), it is suggested that this activity be reviewed together with Activity 2.5.

This activity follows the previous Activity 2.4, therefore it is implied that it could not be implemented. It is suggested that this activity be reviewed together with the previous activity.

3.3 Measure 3: Research and implementation of affirmative action measures for employment of Roma and Ashkali communities

Measure 3 foresees an analysis of potential affirmative measures (including international practices in this field) that could be used for employment of Roma, Ashkali for businesses and non-profit organizations. The research would particularly focus on their feasibility and fair implementation (e.g. definition of measure; benefiting criteria; criteria assessment procedures, including verification of employee's ethnicity). In addition, it is foreseen that quotas as a measure of affirmative action should be used for schemes of active labour market measures.

Activities of this measure, directly or indirectly, could have a significant impact on improving the employment situation of these communities.

As in the previous two years, no progress was made in this activity in 2019, thus maintaining the status quo. Taking into consideration that doubts were raised if such a form of ethnically based recruitment is quite possible within the applicable legal framework, it is suggested that this activity be reviewed by the OGG with the assistance of legal experts and EARK to assess whether such activities should be revised or completely be removed from the Strategy.

3.3.1 Activity 3.1: Research of affirmative action measures that have worked in other countries

Although in 2018 there was a report that among others analysed international practices for promoting employment of Roma community in other European countries by the KOSINT project

No progress was made in this regard in 2019, although there was a report in 2018 analysing among others the international practices for promoting employment of Roma community in other European countries by the KOSINT project, which partly contributed to implementation of this measure. In the absence of specific research on this issue and considering/adopting its recommendations, it cannot be said to have had any effect.

which partially contributed to implementation of this measure, this activity, as foreseen, has remained unimplemented¹³. Even in 2019 no research of affirmative action measures that have worked in other countries has been carried out.

3.3.2 Activity 3.2: Application of quotas in ALMM (including vocational training)

The measure also foresees that quotas, as a measure of affirmative action, should be used for schemes of active labour market measures and for vocational training, and that these be specifically targeted to these communities. As explained in the monitoring report of the Strategy for the last year¹⁴, MLSW during 2018 has chosen that instead of fixed quotas, to address the issue of employment of members of these communities in the main policymaking document in the field of employment promotion by MLSW, Employment Policy for the Employment Agency of the Republic of Kosovo 2019-2021. Although it does not foresee quotas for specific schemes, this document reflects the activities foreseen in the Employment Promotion Strategy of these communities and sets targets for EARK to involve Roma, Ashkali and Egyptian communities in active labour market measures, including vocational training provided at the Vocational Training Centers. The targets set are presented in Table 3.1¹⁵.

¹³ Shih A. Rizvanolli for the KOSINT project, Implementation of measures for promotion of Roma, Ashkali and Egyptian communities in 2018: Ministry of Labour and Social Welfare Sector Strategy Assessment Report 2018 –2022, 2019.

¹⁴ Shih A. Rizvanolli for the KOSINT project, Implementation of measures for promotion of Roma, Ashkali and Egyptian communities in 2018: Ministry of Labour and Social Welfare Sector Strategy Assessment Report 2018 –2022, 2019.

¹⁵ As above.

Table3.1: Targets for inclusion of Roma, Ashkali and Egyptian communities

Indicator	Baseline	Targets		
	2017	2019	2020	2021
% of persons from Roma, Ashkali and Egyptian communities benefiting from active labour market measures	3%	4%	5%	6%
% of persons from Roma, Ashkali and Egyptian communities mediated in employment	3.4%	4%	5%	6%

Source: MLSW, Employment Policy for the Employment Agency of Republic of Kosovo 2019 - 2021

During 2019, there were no new developments in this regard until this report was compiled. At this time, the Employment Policy for Employment Agency of the Republic of Kosovo 2019-2021 is at the stage of evaluating the achievement of results of EARK, which may follow with its review based on the results achieved so far, but at this stage only the original document approved in 2018 can be evaluated. As explained in last year's report, although the Employment Policy foresees a doubling of participation of Roma, Ashkali and Egyptian community members, it should be noted that the baseline (initial situation) for 2017 used in this document is much lower than that of the previous year (6 percent) used in the Strategy for Inclusion of Roma and Ashkali Communities in Kosovo Society 2017-2021, which refers to the Sector Strategy of Ministry of Labour and Social Welfare 2018-2022. Consequently, the target for t 2021 of 6 percent is much lower than the 10 percent set by the Strategy for the same year.

On the other hand, as discussed in Section 4.3, it appears that there are difficulties in achieving even the target set in the Employment Policy.

Although quotas have not been met, targets for the inclusion of Roma, Ashkali and Egyptian communities in active labour market measures have been set. As targets are set lower than those foreseen in the Strategy, their effect is likely to be limited. However, the effect cannot be measured due to the lack of data on the effectiveness of active labour market measures in employment.

3.4 Measure 4: Assessment of needs and effectiveness of employment services and ALMM

Measure 4 has an activity that foresees assessment of specific needs and challenges of Roma and Ashkali communities, and the evaluation of the effectiveness of past employment as well as ALMM services (including vocational training); these would form the basis of designing or modifying services and ALMMs in accordance with specific needs of these communities. The analysis would include perceptions of these communities and their assessment of accessibility and effectiveness of these services/measures, as well as objective measures of their effectiveness such as beneficiary employment status and employment sustainability.

Implementation of this measure could have a significant effect on employment of these communities, as it would improve the quality and adaptability of active labour market services and measures to the demands of jobseekers.

3.4.1 Activity 4.1: Drafting needs analysis and service effectiveness/ALMM for these two communities

During 2018 several reports that partially address this activity were identified, more precisely the issue of identifying the specific needs and challenges of Roma, Ashkali and Egyptian community members in terms of employment and employment promotion, as well as their perceptions of access to employment services/measures and their effectiveness¹⁶. During 2019, further progress has been made in this regard with the publication of a report by KOSINT 2020 addressing the level and challenges with regard to benefits of members of these communities from employment services and active labour market measures provided by the EARK, focusing on four municipalities with higher representation of these communities (Gjakovë, Prizren, Fushë Kosovë and Obiliq)¹⁷. However, the data presented in this report on results of the measures are limited to the data collected by the Employment Offices on this issue, which is not done comprehensively and systematically. The report presents these data only on the number of beneficiaries employed after benefiting from the internship measures in the Fushë Kosovë Employment Office (1 employed, while there were 15 beneficiaries).

¹⁶A. Rizvanolli for the KOSINT project, Technical Analysis and Policy Recommendations for Promoting Employment of Roma, Ashkali and Egyptian Communities in Kosovo, 2018

G. Shehu for the KOSINT project, Monitoring the MLSW Sector Strategy on the Employment Level of Roma, Ashkali and Egyptian Communities, 2018. Nevo Concept, Analysis of current situation of Roma, Ashkali and Egyptian community workers in the Municipality of Prizren, 2018

¹⁷ V. Mujku for the KOSINT project - Monitoring the Sector Strategy of the Ministry of Labour and Social Welfare (MLSW) on the effectiveness of Active Labour Market Measures (ALMMs) for employment of members of Roma, Ashkali and Egyptian communities.

In 2019 there was a research carried out by KOSINT project which contributed to the partial implementation of this activity. The report addresses the benefit of Roma, Ashkali and Egyptian communities from employment services and active labour market measures provided by EARK and identifies challenges in this regard. However, a quantitative study of the effectiveness of measures and services in achieving employment results among participants in these communities, as foreseen by the Strategy, has not been conducted. Also, its effect does not materialize as the findings are not used to design/modify and provide measures based on it.

However, existing reports add little value in terms of systematic measuring the effectiveness of services and measures through a rigorous methodology and objective quantitative measures such as the employment status of beneficiaries after receiving the service/measure, employment sustainability, effect on incomes, quality of the workplace, etc. EARK in cooperation with the German Organization for International Development (GIZ) for the first time in 2019 has published a comprehensive quantitative research on the effect of active labour market measures (including vocational training) that EARK offers to all beneficiaries. In the context of this analysis, it was attempted that relevant indicators are also calculated at the level of different communities, but due to the small number of observations for members of non-majority communities, this was not possible.

3.5 Measure 5: Design/modification of employment services and active labour measures in line with the needs of Roma and Ashkali communities

Measure 5 foresees that, based on needs assessment and effectiveness of services and active labour market measures implemented earlier, active services and measures for these communities should be designed/modified and provided on an annual basis in 2018 and 2019. This would include, where appropriate, provision of additional services (e.g. language courses or transport cost coverage) in order to ensure inclusion of Roma and Ashkali communities. This would be done with the active participation of NGOs of Roma and Ashkali communities, and measures would be diverse, including, among others, training and (subsidized) work in private sector; wage subsidizing for a fixed period of time; measures for development of self-employment, including business start-up grants.

Implementation of this measure could have a significant effect on employment of these communities, as it would ensure better access to services and active labour market measures provided by EARK and improve the quality and adaptability of services and measures with demands of jobseekers.

3.5.1 Activity 5.1: Design of ALMMs/employment services based on research

Since the design of new services or ALMMs was foreseen to be based on results of the research in Activity 4.1, it is implied that this activity could not be carried out as planned. However, EARK in cooperation with NGO VoRAE during 2019 provided and co-financed an internship scheme that specifically targeted the unemployed members of Roma, Ashkali and Egyptian communities, which should have enabled better information and access to these communities.

Since this activity is based on Activity 4.1, which hasn't been (fully) implemented, it is implied that this activity could not be carried out as planned. However, the EARK in cooperation with NGO VoRAE has offered a scheme specifically targeting these communities. The effect of this cannot be estimated in the absence of data.

3.5.2 Activity 5.2: Provision of ALMMs and grants for starting a business

Based on Activities 4.1 and 5.1, the Activity 5.2 envisages provision of ALMMs to 300 beneficiaries and business start-up grants to 10 beneficiaries of Roma, Ashkali and Egyptian communities. Same as in 2018, although new services or measures have not been specifically designed for members of these communities, the EARK continued to provide active labour market measures for these communities in 2019 as well. According to the data provided by EARK, during 2019 from the active labour market measures provided by this Agency have benefited a total of 200 members of these communities, while the Strategy envisages 300 beneficiaries (see Table 3.2). On the other hand, during this period 13 grants were awarded for start-ups to members of these communities, which exceeds the target of 10 beneficiaries.

Table 3.2: Beneficiaries of active labour market measures from EARK

Active labour market measure	Roma	Ashkali	Egyptian	Total
Vocational training in VTC	21	40	33	94
Self-employment	5	5	3	13
On-hand training	4	13	4	21
Professional internship	6	16	3	25
Wage subsidy	9	13	12	34
Public work	5	6	2	13
Total	50	93	57	200

Source: EARK

The number of business start-up grants in the last year has dropped significantly from 40 in 2018, when there was a strong focus of institutions and donors on supporting the readmitted from European countries through self-employment grants, a significant part of belonging to these three communities. Concerning the ALMM beneficiaries in general (including vocational training at VTC), there is also a decline from the previous year when there were 223 beneficiaries.

Since this activity is based on Activity 4.1, which was not fully implemented and foreseen in the Strategy, it is implied that this activity could not be implemented as planned.

3.6 Measure 6: Organization of outreach campaigns on employment services and active labour market measures

Measure 6 foresees organization of outreach campaigns designed to provide access to Roma and Ashkali communities, having in mind the media and ways of communication used by these communities; the campaigns would also include visits of employment advisors to the field. The campaigns would use the existing capacities and access to communities of learning centers and NGOs of these communities.

Implementation of this measure would not have a direct and immediate effect, but it could improve labour market results by providing information and awareness on employment services and active labour market measures provided by EARK, thus providing better access of these communities to these services and measures.

3.6.1 Activity 6.1: Organization of outreach campaign with members of Roma and Ashkali communities

Same as in 2018, cases of outreach activities and cases of cooperation with civil society organizations in some municipalities were also identified in 2019. For example, according to interviews with Employment Offices of these municipalities, in Pejë there were meetings with members of Roma, Ashkali and Egyptian communities on employment/training opportunities, cooperation with NGO Syri i Vizionit, and job fairs in cooperation with the OSCE - in Pejë and Istog, where members of these communities were invited; in Mitrovicë there have been several outreach campaigns and informative sessions organized in cooperation with the Danish Refugee Council (DRC); in Ferizaj cooperation took place with VoRAE; in Prizren there were officials who showed up to report in Radio Romano Avazo; and in Suharekë, discussions with the NGO participants¹⁸. However, at the EARK level, being a new organization that has faced challenges of institutional transition, there were no outreach campaigns, in general or for specific groups of jobseekers.

Nevertheless, according to results of a survey carried out with 139 people in five municipalities (Ferizaj, Fushë Kosovë, Mitrovicë, Pejë and Gjakovë) at the end of 2019, 74% of respondents were informed about the Employment Offices. This suggests that there is an improvement compared to results of the survey conducted in spring 2018, although both surveys cannot be considered representative of the population and therefore their results should only be considered indicative.

¹⁸Interviews were also planned with the Employment Offices of Gjakovë and Fushë Kosovë, but there was no positive response from representatives of these offices.

Same as in the previous year, in 2019 there were also cases of outreach activities (in cooperation with civil society organizations) in some municipalities, but there were no systematic campaigns or promotional activities by EARK.

3.7 Measure 7: Promoting success stories in the labour market of members of Roma and Ashkali communities

Measure 7 envisages promotion of cases of members of Roma and Ashkali communities who have achieved success in employment or self-employment/business, with a particular focus on women.

Implementation of this measure would not have a direct and immediate effect, but it could improve labour market results by providing information and awareness on the opportunities offered in terms of education, training, active labour market measures, employment, doing business, etc.

3.7.1 Activity 7.1: Broadcast of promotional videos

As part of promoting success stories, Activity 7.1 foresees development and broadcast of videos with persons of these communities who have achieved success in the labour market (be it in employment or self-employment). No such activities were identified during the research.

Same as in previous years, no progress has been made in implementing this activity.

3.7.2 Activity 7.2: Meetings with citizens

Also in the context of promoting success stories, Activity 7.1 foresees joint meetings of institutions and individuals of these communities who have achieved success in the labour market (be it in employment or self-employment) with citizens of these communities. No activities of this nature were identified during the research.

Same as in previous years, no progress has been made in implementing this activity.

4. Indicators for measuring achievement of the objective

Through the measures and activities discussed in the previous Section, the Strategy aims to achieve results at the level of objective of improving the economic situation of Roma and Ashkali communities in three areas: improving the employment situation and engaging in ALMM and mitigating gender disparities in these respects, as well as involvement of these communities in employment in the public sector. The following subsections discuss the indicators for measuring the achievement of objective, targets set for 2019 and 2021 and the level of their achievement in 2019.

4.1 Indicator 1: Employment rate

In the baseline year (2016) of the Strategy for Inclusion of Roma and Ashkali Communities in Kosovo Society 2017 - 2021 Indicator 1 at the objective level, employment rate of Roma, Ashkali and Egyptian communities,¹⁹ was not possible to be calculated due to lack of data. Nevertheless, the Strategy foresaw that this indicator will be calculated for the first time in 2017 (under Activity 1.1) and in 2019 and 2021 there will be a tendency to increase the employment rate compared to 2017 (see Table 4.1). This indicator is similar to the commitment of Kosovo Government to increase the employment rate to at least 25% within the Western Balkans Declaration on Roma Integration in the framework of the EU enlargement process signed in Poznan, Poland, in July 2019.

Table 4.1: Indicator 1: Employment rate

Indicator	Baseline	Targets	
	2016	2019	2021
Employment rate	Data missing	Tendency on the rise	Tendency on the rise

Source: Strategy for Inclusion of Roma and Ashkali Communities in Kosovo Society 2017 - 2021

¹⁹Employment rate means the ratio between the number of persons employed (including the self-employed) and the total number of persons of working age.

Since labour market statistics from official data or other sources/studies have not been calculated, it is impossible to assess whether the target for 2019 has been reached.

In the absence of data, it is impossible to assess if the target for 2019, the employment rate increase compared to 2017, has been reached.

4.2 Indicator 2: Women's employment rate

The baseline value (for 2017) for Indicator 2 at the objective level, women's employment rate, was calculated based on a study on the employment of Roma, Ashkali and Egyptian women, as no official data were available. The strategy envisaged that the employment rate of women of these communities of 9% in 2017 would increase by 3 percentage points over the periods 2016-2019 and 2019-2021.

Table 4.2: Indicator 2: Women's employment rate

Indicator	Baseline	Targets	
	2016	2019	2021
Women's employment rate	9%	12%	15%

Source: Strategy for Inclusion of Roma and Ashkali Communities in Kosovo Society 2017 - 2021

Same as with the employment rate for these communities in general, labour market statistics for women were not calculated during this period, either from official data or from other sources/studies. Consequently, it is impossible to assess whether the target for 2019 has been achieved.

In the absence of data, it is impossible to assess whether the target for 2019 has been reached.

4.3 Indicator 3: Inclusion in ALMM

Indicator 3 refers to the inclusion of Roma, Ashkali and Egyptian communities in active labour market measures provided by EARK (including vocational training), measured by participation of beneficiaries of these communities in the total number of beneficiaries of these measures. The strategy foresees a constant increase of participation of these communities in ALMM, reaching 13% in 2021 (see Table 4.3).

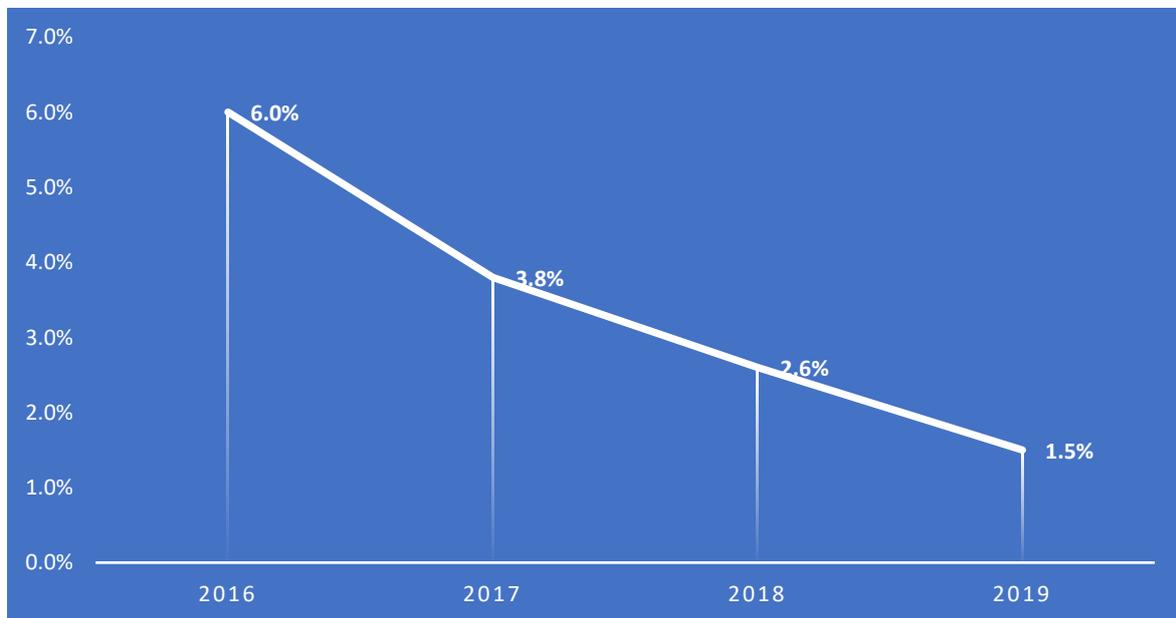
Table 4.3: Indicator 3: Inclusion in ALMM

Indicator	Baseline	Targets	
	2016	2019	2021
Inclusion in ALMM	6%	10%	13%

Source: Strategy for Inclusion of Roma and Ashkali Communities in Kosovo Society 2017 - 2021

During 2019 the percentage of beneficiaries of these communities was 1.5%, while the target for this year was 10%. Moreover, during the years of the Strategy there was a negative trend (Figure 4.1).

Figure 4.1: Inclusion in ALMM (2016-2019)



During 2019 the 10% participation target of Roma, Ashkali and Egyptian communities has not been reached.

Source: EARK

4.4 Indicator 4: Inclusion of women in ALMM

Indicator 4 measures the inclusion of Roma, Ashkali and Egyptian women in ALMM as a percentage of women within the total number of ALMM beneficiaries from these communities. In 2016, only 12% of ALMM beneficiaries from these communities were women, while the target for 2019 was 25%.

Table 4.4: Indicator 4: Inclusion of women in ALMM

Indicator	Baseline	Target	
	2016	2019	2021
Inclusion of women in ALMM	12%	25%	

Source: Strategy for Inclusion of Roma and Ashkali Communities in Kosovo Society 2017 - 2021

During 2019, 40% of the beneficiaries of Roma, Ashkali and Egyptian communities were women, while the target for this year was 25%. However, it should be taken into consideration that the total number of ALMM participants from these communities has had a negative trend.

During 2019 the target of women participation in the overall number of beneficiaries of Roma, Ashkali and Egyptian communities of 25% has been exceeded, by reaching 40%.

4.5 Indicator 5: Inclusion on employment in public sector

Indicator 5 measures the inclusion of Roma, Ashkali and Egyptian communities in public sector employment, central, local government and public enterprises. The strategy envisages doubling the participation of these communities in public sector employment, reaching 1% in 2019 (Table 4.5). This indicator is similar to the commitment of Kosovo Government to increase the public sector employment growth proportionally with the participation of the general population in the context of the Western Balkans Declaration on Roma Integration in the EU Enlargement process.

Table 4.5: Indicator 5: Inclusion on employment in public sector

Indicator	Baseline	Targets	
	2016	2019	2021
Inclusion on employment in public sector	0.5%	1%	

Source: Strategy for Inclusion of Roma and Ashkali Communities in Kosovo Society 2017 - 2021

According to the report published by KOSINT project²⁰, during 2017, out of 56 central level institutions 12 of them employed 104 members of the Roma, Ashkali or Egyptian communities (see Table 3.1).

Table 3.1: Employment of Roma, Ashkali and Egyptians in central level institutions (2017)

No.	Institution	Total number of the employed	Roma	Ashkali	Egyptians
1.	Ministry of Health	7,695	15	3	11
2.	Ministry of Labour and Social Welfare	775	0	0	1
3.	Ministry of Local Government Administration	260	0	0	1
4.	Ministry of Education, Science and Technology	1,032	3	0	0
5.	Ministry of Finance	1,031	1	0	0
6.	Ministry of Justice	1,850	9	1	0
7.	Ministry of Internal Affairs	1,894	3	0	1

²⁰ Dh. Prokshi for the KOSINT project, Respecting the employment quota of Roma, Ashkali and Egyptian members in public institutions, 2019

8.	Kosovo Police Service	8,743	16	19	8
9.	Ombudsperson	48		1	0
10.	Kosovo Judicial Council	1,574	7	2	0
11.	Free Legal Aid	26		0	1
12.	Kosovo Property Agency	198	1	0	0

Source: KOSINT (2019)

While, during 2018, out of the 30,635 employees in central level institutions, 111 (or 0.36%) were members of Roma, Ashkali or Egyptian communities (see Table 3.2).

Table 3.2: Employment of Roma, Ashkali and Egyptians in central level institutions (2018)

No.	Institution	Total number of the employed	Roma	Ashkali	Egyptians
1.	Ministry of Environment and Spatial Planning	525	0	0	1
2.	Ministry of Health	7,723	19	3	12
3.	Ministry of Labour and Social Welfare	771	1	0	0
4.	Ministry of Education, Science and Technology	1,496	3	0	1
5.	Ministry of Finance	1,064	1	0	0
6.	Ministry of Justice	1,862	9	1	0
7.	Ministry of Internal Affairs	1,894	3	0	1
8.	Kosovo Police Service	8,680	16	19	8
9.	Customs Service	583	3	2	3
10.	Kosovo Judicial Council	1,097	2	1	2

Source: KOSINT (2019)

According to the report published by KOSINT 2020 in 2019, representation in public institutions at local level (including local administration, education and health institutions) remains largely unsatisfactory if participation of Roma, Ashkali and Egyptian communities is compared with their participation in the general population of municipalities with higher participation of these communities.

In Fushë Kosovë there has been a decrease in the number of employees from these communities from 8 in 2016 to 5 in the following two years (see Table 3.3), respectively from 1.15% of total employment to 0.73%. This percentage is very small compared to participation of these communities in the population of Fushë Kosovë, which is 11.34%.²¹

Table 3.3: Employment of Roma, Ashkali and Egyptians in local institutions: Fushë Kosovë

Year	Administration			Education			Health					
	Total	Roma	Ashkali	Egyptians	Total	Roma	Ashkali	Egyptians	Total	Roma	Ashkali	Egyptians
2016	145	2	3	0	447	2	0	0	104	0	1	0
2017	115	1	0	1	468	2	0	0	105	0	0	1
2018	116	0	1	1	468	2	0	0	105	0	0	1

Source: KOSINT 2020 (2019)

In Ferizaj, there has also been a decrease in the number of employees from these communities from 20 in 2016 to 15 in the following two years (see Table 3.4), respectively from 0.84% of the total employment to 0.64%. Same as in Fushë Kosovë, these figures are low compared to participation of these communities in the overall population of the municipality which is 5.8%²².

²¹ Right there.

²² Right there.

Table 3.4: Employment of Roma, Ashkali and Egyptians in local institutions: Ferizaj

Year	Administration				Education				Health			
	Total	Roma	Ashkali	Egyptians	Total	Roma	Ashkali	Egyptians	Total	Roma	Ashkali	Egyptians
2016	249	3	9	0	1817	1	5	0	308	2	0	0
2017	301	1	6	0	1730	0	5	1	308	1	0	1
2018	300	0	6	1	1747	0	5	1	308	2	0	0

Source: KOSINT 2020 (2019)

On the other hand, in Gjakovë there was a significant increase in the number of employees from these communities: from 5 in 2016, to 31 in 2017 and 2018 (see Table 3.5), respectively from 0.29% to 1.5% and 1.92%. However, this turnout is relatively low considering the participation of these communities in the overall population of the municipality which according to the latest census is 6.84%²³.

Table 3.5: Employment of Roma, Ashkali and Egyptians in local institutions: Gjakovë

Year	Administration				Education				Health			
	Total	Roma	Ashkali	Egyptians	Total	Roma	Ashkali	Egyptians	Total	Roma	Ashkali	Egyptians
2016	223	0	0	5	1216	0	0	0	280	0	0	0
2017	213	0	0	5	1501	7	8	11	347	0	0	0
2018	213	0	0	5	1051	7	8	11	347	0	0	0

Source: KOSINT 2020 (2019)

In Mitrovicë the number of employees of these communities was very low in 2016 (only 2 persons), but as of 2017 there are no employees from the ranks of these communities (see Table 3.6), while the participation of these communities in the overall population of the municipality is 2.5%²⁴.

²³ Right there.

²⁴ Right there.

Table 3.6: Employment of Roma, Ashkali and Egyptians in local institutions: Mitrovicë

Year	Administration			Education				Health				
	Total	Roma	Ashkali	Egyptians	Total	Roma	Ashkali	Egyptians	Total	Roma	Ashkali	Egyptians
2016	366	1	1	0	1216	0	0	0	280	0	0	0
2017	349	0	0	0	1216	0	0	0	256	0	0	0
2018	298	0	0	0	1225	0	0	0	271	0	0	0

Source: KOSINT (2019)

The report does not present the employment status of these communities in publicly-owned enterprises, nor the inclusion of these communities in the overall number of employees at the

Based on incomplete data, in 2018 the participation of Roma, Ashkali and Egyptians in public sector employment was 0.4%. Despite the data absence, it is reasonable to conclude that the 1% target in 2019 will not be reached.

country level.

Therefore, in the absence of such information, the employment rate has been calculated under the following conditions: (i) for the total number of employed in municipalities the projections for the number of staff in municipalities from the 2019²⁵ budget have been used, and (ii) have not been taken into consideration. Under these conditions, based on calculations as per the KOSINT project research data focused on public sector at central and municipal level in the municipalities of Fushë Kosovë, Ferizaj, Gjakovë and Mitrovicë, the participation of Roma, Ashkali and Egyptian communities in the total number of the employed in the year was 0.4%.

²⁵ LAW NO. 06/L -133 on Budget allocation for the budget of the Republic of Kosovo for 2019

5. Conclusions and recommendations

This report has assessed the level of implementation of measures, activities, and results (where data allowed) dedicated to improving the employment of Roma, Ashkali and Egyptian communities under the MLSW Sector Strategy 2018 - 2022, which on this issue refers to the Strategy for Inclusion of Roma and Ashkali Communities in Kosovo Society 2017 - 2021.

The research was based on: (i) research and review of strategic documents, analysis, data and other relevant documents in this field (with special focus on those published during 2019), (ii) semi-structured interviews (individual and group) with relevant institutions and civil society organizations dealing with issues of Roma, Ashkali and Egyptian communities; and (iii) survey with members of Roma, Ashkali and Egyptian communities.

During the three years of implementation of this Strategy (2017-2019) several activities of this Strategy have been implemented:

- ✓ As of 2017, reporting of statistics from LMIS for these three communities separately has started in the EARK's annual report Labour and Employment, which enables monitoring of the situation for indicators such as the number and percentage of registered jobseekers, jobseekers for whom employment was mediated, participants in vocational training and other active labour market measures, etc. Although this does not have a direct impact on employment, it represents significant progress because institutional support for the employment promotion of these communities provided by EARK as an institution mandated for this issue can now be monitored, and thus stronger awareness and advocacy.
- ✓ During 2018 and 2019 there have been several researches by different organizations (e.g. KOSINT, ILO, Nevo Concept) that explored the challenges, needs and employment perspectives and challenges of involving Roma, Ashkali and Egyptian community members in active labour market measures. These can help design employment promotion services and measures that are tailored to specific needs of these communities.

During this period, there was certain progress in some other activities, although they were not fully implemented or not implemented in the manner envisaged in the Strategy:

- ✓ Civil society, more precisely, through a research supported by KOSINT, has monitored and reported the situation of representation of these communities in public sector employment at the level of central and local institutions in some municipalities. However, not all municipalities and public enterprises are included, which does not allow the estimation of

overall quota for the participation of these communities in the entire public sector. Based on this research, there have been several outreach and advocacy activities, and it has been possible to intensify work over the years to come to raise awareness among citizens and institutions in this regard, as well as advocacy and public pressure on institutions to improve the situation.

→ Although quotas for participation of these communities in active labour market measures have not been implemented, the main policy document in the field of employment promotion by MLSW, Employment Policy for the Employment Agency of the Republic of Kosovo 2019 - 2021, has set annual targets for inclusion of Roma, Ashkali and Egyptian communities in active labour market measures provided by the EARK. However, these targets are lower than those foreseen in the Strategy, and neither those have been achieved. It is recommended that the reasons for not achieving of targets are jointly analyzed by EARK and MLSW in order to avoid this in the future. Depending on this, increase of these targets while revising the Employment Policy document that will happen soon might be considered.

→ Although no specific services or measures have been designed to meet the needs of these communities specifically, there has been partial implementation. During 2018, these communities took part in active regular labour market measures provided by EARK (223 Roma, Ashkali and Egyptian participants, compared to the 300 that were planned). During 2019 there has been progress in terms of providing ALMMs dedicated to these communities, in cooperation with NGO VoRAE, which has managed to improve the access of these communities. However, this year, only 200 beneficiaries from the ranks of these communities have benefited (compared to 300 foreseen by the Strategy). On the other hand, the norm of business start-up grants for 10 beneficiaries has been exceeded, reaching 13 beneficiaries of these communities in 2019. As mentioned above, it is recommended that the reasons for non- achievement of the ALMM participation targets be jointly analysed by EARK and MLSW and adequate measures taken to improve the situation over the coming years.

→ Although some activities have been organized by civil society organizations during 2018 and 2019 with the aim of informing Roma, Ashkali and Egyptian communities in a number of municipalities, there was no outreach campaign organized by EARK for jobseekers in general, nor for these communities specifically. It is recommended that EARK campaign in the coming

years to also include activities, information channels and adequate promotional materials to reach out to these communities.

On the other hand, in some other activities no progress has been made:

- ✘ No efforts have been paid to calculate standard labour market statistics based on LFSs or other data sources. It is recommended that OGG and MLSW take steps to initiate this activity with the Kosovo Agency of Statistics.
- ✘ The effects of services and active labour market measures provided by EARK have not been analysed in terms of measurable and objective results as far as improvement of employment, wage levels, etc. are concerned, which would be important for designing/modifying services and measures in the future. It is recommended that now that EARK has experience with some similar research, these analyses to also be made specifically for members of these communities.
- ✘ No employment advisors from Roma, Ashkali and Egyptian communities have been hired, and such activity has been deemed impossible within the applicable legal framework. Therefore, it is recommended that is activity be reviewed by the OGG with the assistance of legal experts and EARK to assess if this activity should be revised or completely be removed from the Strategy.
- ✘ Institution-led cases of success in the labour market of members of these communities have not been systematically promoted. It is recommended that this be done as part of the comprehensive EARK outreach campaign in the coming years, ensuring involvement of civil society and information channels that enable successful access to members of Roma, Ashkali and Egyptian communities.

The following Tables 5.1 and 5.2 present a summary of achievements in terms of implementation of the measures and indicators of the respective strategy objective for 2017 - 2019 and assessment of achievements.

Table 5.1. Measures: Achievements and their assessment

Measures	Measures 2017	Measures 2018	Measures 2019	Assessment of achievements
Measure 1: Research, setting of gender-sensitive indicators and report on the state of the labour market	Indicators were reported from EARK, but not from the LFS or other sources.	Indicators were reported from EARK, but not from the LFS or other sources.	Indicators were reported from EARK, but not from the LFS or other sources.	⇒ Indicators of EARK have been reported, which enables monitoring of institutional support for employment of these communities. However, comprehensive labour market statistics are still missing.
Measure 2: Improvement of representation of Roma and Ashkali communities in employment in public institutions and public enterprises	There was no monitoring and advocacy. No employment advisors from these communities have been hired and it is not known whether this is possible as envisaged.	There was no monitoring and advocacy. No employment advisors from these communities have been hired and it is not known whether this is possible as envisaged.	The situation at the central and local level in 5 municipalities has been reported and there have been some advocacy activities based on this. No employment advisors from these communities have been hired and it is not known whether this is possible as envisaged.	⇒ There is information on government institutions at central level and for 5 municipalities, but not complete information at the country level (which would include all municipalities and publicly-owned enterprises), and there is room for further advocacy activities at central and local level. The engagement of employment advisors from these communities as envisaged seems impossible, and should be reviewed.

<p>Measure 3: Research and implementation of affirmative action measures for employment of Roma and Ashkali communities</p>	<p>There has been no research and implementation of affirmative action measures. No ALMM quotas have been applied.</p>	<p>There was a research that partially addressed these measures. The Employment Policy for EARK 2019-2021 sets targets for inclusion of these communities in ALMM.</p>	<p>There was no further research. The Employment Policy for EARK 2019-2021 continued to have targets for inclusion of these communities in the ALMM.</p>	<p>⇒ Research of affirmative action measures and implementation of its recommendations, as foreseen, hasn't been carried out. The Employment Policy for EARK 2019-2021 sets targets for inclusion of these communities in ALMM, but these are lower than those foreseen in the Strategy.</p>
<p>Measure 4: Assessment of needs and effectiveness of employment services and ALMM</p>	<p>There has been no such assessment.</p>	<p>There has been some researches that partially address the needs assessment.</p>	<p>There has been a research that partially addresses the effectiveness and challenges of service delivery and ALMMs.</p>	<p>⇒ Although there are several researches that partially address this measure, there is no assessment of specific needs of ALMMs and the effectiveness of services and measures in terms of employment results that would provide specific recommendations for designing ALMMs in accordance with the needs of these communities.</p>

<p>Measure 5: Design/modification of employment services and active labour measures in line with the needs of Roma and Ashkali communities. The measure includes provision of ALMMs to 300 beneficiaries and business start-up grants to 10 beneficiaries in 2018 and 2019.</p>		<p>There has been no design/modification of employment services and ALMMs. There were 223 ALMM beneficiaries and 40 business grant beneficiaries from the Roma, Ashkali and Egyptian communities.</p>	<p>There has been no design/modification of employment services and ALMMs, but a dedicated scheme for these communities in cooperation with civil society has been provided. There were 200 beneficiaries of ALMMs and 13 beneficiaries of business grants from Roma, Ashkali and Egyptian communities.</p>	<p>→ There has been no design/modification of employment services and ALMMs, but the ALMMs for these communities have been provided in the framework of regular activities of EARK (in 2018) and, in addition, under a scheme dedicated to these communities in cooperation with civil society (in 2019). The target of 300 ALMMs per year has neither been reached within these activities, although the target of 10 start-up grants has been exceeded (partially because of assistance focused on the readmitted).</p>
<p>Measure 6: Organization of outreach campaigns on employment services and active labour market measures</p>	<p>There are no data.</p>	<p>There were several initiatives at local level in some municipalities, in cooperation with civil society organizations.</p>	<p>Initiatives at the local level in several municipalities continued to take place, in cooperation with civil society organizations.</p>	<p>→ Although there were some initiatives at the local level, there were no comprehensive and systematic campaigns within a strategy to improve access for these communities to services and ALMMs provided by the EARK.</p>
<p>Measure 7: Promoting success stories in the labour market</p>	<p>There has been no such promotion.</p>	<p>There has been no such promotion.</p>	<p>There has been no such promotion.</p>	<p>↓ There has been no promotion of successes in the</p>

of members of Roma and Ashkali communities				labour market through promotional videos, or meetings with citizens.
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Table 5.2. Indicators for achievement of objective: Achievements and their assessment

Indicators for achievement of objective	Baseline (2016)	Target (2019)	Achievement (2019)	Achievement assessment
Employment rate (% of members of these working-age communities who are employed)	There are no data.	Positive trend.	There are no data.	Assessment is impossible.
The women employment rate (% of women of these communities in working-age who are employed).	9%	12%	There are no data.	Assessment is impossible
Inclusion in ALMM (% of total ALMMs beneficiaries)	6%	10%	1.5%	 Not only has the 10% target not been reached, but there has been a negative trend.
Inclusion of women in ALMM (% of total beneficiaries from these communities)	12%	25%	40%	 The target has been exceeded, but this achievement is diminished given that the participation of these communities is generally not satisfactory.
Involvement in public sector employment	0.5%	1.0%	0.4% (assessment based on data available)	 Although the assessment is based on incomplete data, it can be concluded that the 1.0% target has not been reached.

In conclusion, it can be said that the only target achieved in terms of indicators of achieving the objective of improving socio-economic situation in employment is that of the percentage of women among beneficiaries of active labour market measures coming from the Roma, Ashkali and Egyptian communities. However, the significance of this achievement is diminished by the fact that participation of these communities in these measures (Indicator 4) has not only not been reached, but it has also shown a negative trend. Improvement of representation of these communities has also not been achieved, and in terms of employment rates (generally for women) in the absence of data, the situation cannot be assessed.

Implementation of the measures foreseen in the Activity Plan for the first three years of the Strategy also leaves much to be desired, with most activities implemented only partially and mainly within the regular activities of institutions and/or civil society, and not always in line with the original form in which they are foreseen in the Strategy. Based on this, the overall recommendation would be that while drafting the Activity Plan for the remaining two years of the Strategy to consider continuing the implementation of remaining uncompleted activities (unless they are considered unimplementable and need to be revised, such as in the case of hiring employment advisors from these communities) and at the same time to continue/advance activities where there is space.

Measures	Achievements 2017	Achievements 2018	Achievements 2019	Assessment of achievements
Measure 1: Research, setting of gender-sensitive indicators and report on the state of the labour market	Indicators from EARK were reported, but not from LFS or other sources.	Indicators from EARK were reported, but not from LFS or other sources	Indicators from EARK were reported, but not from LFS or other sources.	EARK indicators have been reported, which enables monitoring of institutional support for employment of these communities. However, comprehensive labour market statistics are still missing.
Measure 2: Improvement of representation of Roma and Ashkali communities in employment in public institutions and public enterprises	There was no monitoring and advocacy. No employment advisors from these communities have been hired and it is not known if this is possible as envisaged.	There was no monitoring and advocacy. No employment advisors from these communities have been hired and it is not known if this is possible as envisaged.	The situation has been reported at central and local level in 5 municipalities and there have been some advocacy activities based on this. No employment advisors from these communities have been hired and it is not known whether this is possible as envisaged. No further research was done. The Employment Policy for EARK 2019-2021 continued to contain targets for inclusion of these communities in ALMM.	There is information on government institutions at central level and for 5 municipalities, but not complete information at country level (which would include all municipalities and public enterprises), and there is room for further advocacy activities at central and local level. The engagement of employment advisors from these communities as envisaged seems unlikely, and should be reviewed.

Measure 3: Research and implementation of affirmative action measures for employment of Roma and Ashkali communities

There has been no research and implementation of affirmative action measures. No ALMM quotas have been applied.

There has been a research that partially addresses these measures. In the Employment Policy for EARK 2019-2021 targets for inclusion of these communities in ALMM have been set.

The situation has been reported at central and local level in 5 municipalities and there have been some advocacy activities based on this. No employment advisors from these communities have been hired and it is not known whether this is possible as envisaged. No further research was done. The Employment Policy for EARK 2019-2021 continued to contain targets for inclusion of these communities in ALMM.

The research of affirmative action measures and implementation of its recommendations as envisaged have not been carried out. The Employment Policy for EARK 2019-2021 sets targets for inclusion of these communities in ALMM, but these are lower than those foreseen in the Strategy.

Measure 4: Assessment of needs and effectiveness of employment services and ALMM

There has been no such assessment.

There have been several researches that partially address the needs assessment.

There has been a research that partially addresses the effectiveness and challenges of service delivery and ALMMs.

Although there are several researches that partially address this measure, there is no assessment of the specific needs of ALMMs and the effectiveness of services and measures in terms of employment results that would provide specific recommendations for designing ALMMs in accordance with the needs of these communities.

<p>Measure 5: Design/modification of employment services and active labour measures in line with the needs of Roma and Ashkali communities The measure includes provision of ALMMs to 300 beneficiaries and business start-up grants to 10 beneficiaries in 2018 and 2019</p>	<p>There has been no design/modification of employment services and ALMMs. There were 223 ALMM beneficiaries and 40 business grant beneficiaries from Roma, Ashkali and Egyptian communities.</p>	<p>There has been no design/modification of employment services and ALMMs, but a dedicated scheme has been offered to these communities in cooperation with civil society. There were 200 beneficiaries of ALMMs and 13 beneficiaries of business grants from Roma, Ashkali and Egyptian communities.</p>	<p>There has been no design/modification of employment services and ALMMs, but the ALMMs for these communities have been provided in the framework of regular activities of EARK (in 2018) and, in addition, under a scheme dedicated to these communities in cooperation with civil society (in 2019). The target of 300 ALMMs per year has neither been reached within these activities, although the target of 10 start-up grants has been exceeded (partially because of assistance focused on the readmitted).</p>	
<p>Measure 6: Organization of outreach campaigns on employment services and active labour market measures</p>	<p>There are no data.</p>	<p>There have been several initiatives at the local level in some municipalities, in cooperation with civil society organizations.</p>	<p>Initiatives at the local level in several municipalities continued to happen, in cooperation with civil society organizations.</p>	<p>Although there have been several initiatives at the local level, there have been no comprehensive and systematic campaigns within a strategy to improve the access of these communities to the services and ALMMs provided by EARK.</p>
<p>Measure 7: Promoting success stories in the labour market of members of Roma and Ashkali communities</p>	<p>There has been no such promotion.</p>	<p>There has been no such promotion.</p>	<p>There has been no such promotion.</p>	<p>There has been no promotion of successes in the labour market through promotional videos or meetings with citizens.</p>

Measure 1: Improve representation of Roma and Ashkali communities in employment in public institutions and public enterprises.

Activity 2.1: Monitoring the employment situation in public institutions in municipalities with the highest participation of these communities.

This activity was not implemented during 2018.

Activity 2.2: Monitoring the employment situation in public institutions at central level

This activity, as foreseen in the Strategy, was not implemented during 2018, although the OGG in its Annual Report on implementation of the Strategy for Inclusion of Roma and Ashkali Communities in Kosovo Society 2017 - 2021, for 2017 reported the employment situation of these communities in ministries and other institutions at central level.

Activity 2.3: Information and advocacy, based on research results.

This activity follows previous activities 2.1 and 2.2, therefore it is implied that it could not be implemented.

Activity 2.4: Hiring of employment advisors from these communities in municipalities with the largest number of jobseekers from these communities

This activity was carried out during 2018 and doubts were raised as to whether such a form of recruitment on ethnic grounds is at all possible within the applicable legal framework.

Activity 2.5: Training of hired employment advisors

Box

Box 3.2: Summary of findings for Measure 3

Measure 3: Research and implementation of affirmative action measures for employment of Roma and Ashkali communities

Activity 3.1: Research of affirmative action measures that have worked in other countries

During 2019 no progress was made in this regard, although in 2018 there was a report that among others analysed international practices for promoting employment of Roma community in other European countries by the Kosovo Education Center (KOSINT), which contributes in part to implementation of this measure.

Activity 3.2: Implementation of quotas on active Labour market measures (including

Measure 4: Assessment of needs and effectiveness of employment services and active labour market measures

Activity 4.1: Drafting needs analysis and service effectiveness/active labour market measures for these two communities

In 2019 there was a research carried out by KOSINT project which contributed to partial implementation of this activity. The report addresses the benefits of Roma, Ashkali and Egyptian community members from employment services and active labour market measures provided by EARK and identifies challenges in this regard. However, the quantitative study of the effectiveness of measures and services in achieving employment results for participants of these communities as the Strategy envisages has not been

Box 3.4: Summary of findings for Measure 4

Measure 5: Design/modification of employment services and active labour measures in line with the needs of Roma and Ashkali communities

Activity 5.1: Active labour market measures/employment services specifically designed to meet the needs of Roma, Ashkali and Egyptian community members were not designed (or modified) during 2018.

Activity 5.2: Provision of:

- a) active labour market measures (300 beneficiaries per year); Business start-up grants (10 per year)

Although there are no specific services or measures for members of these communities, EARK has continued to provide active labour market measures for these communities. During 2018, a total of 223 members of the Roma, Ashkali and Egyptian communities benefited from the active labour measures.

- b) Business start-up grants (10 per year)

During 2018, 40 business start-up grants have been awarded to members of Roma, Ashkali and Egyptian communities.

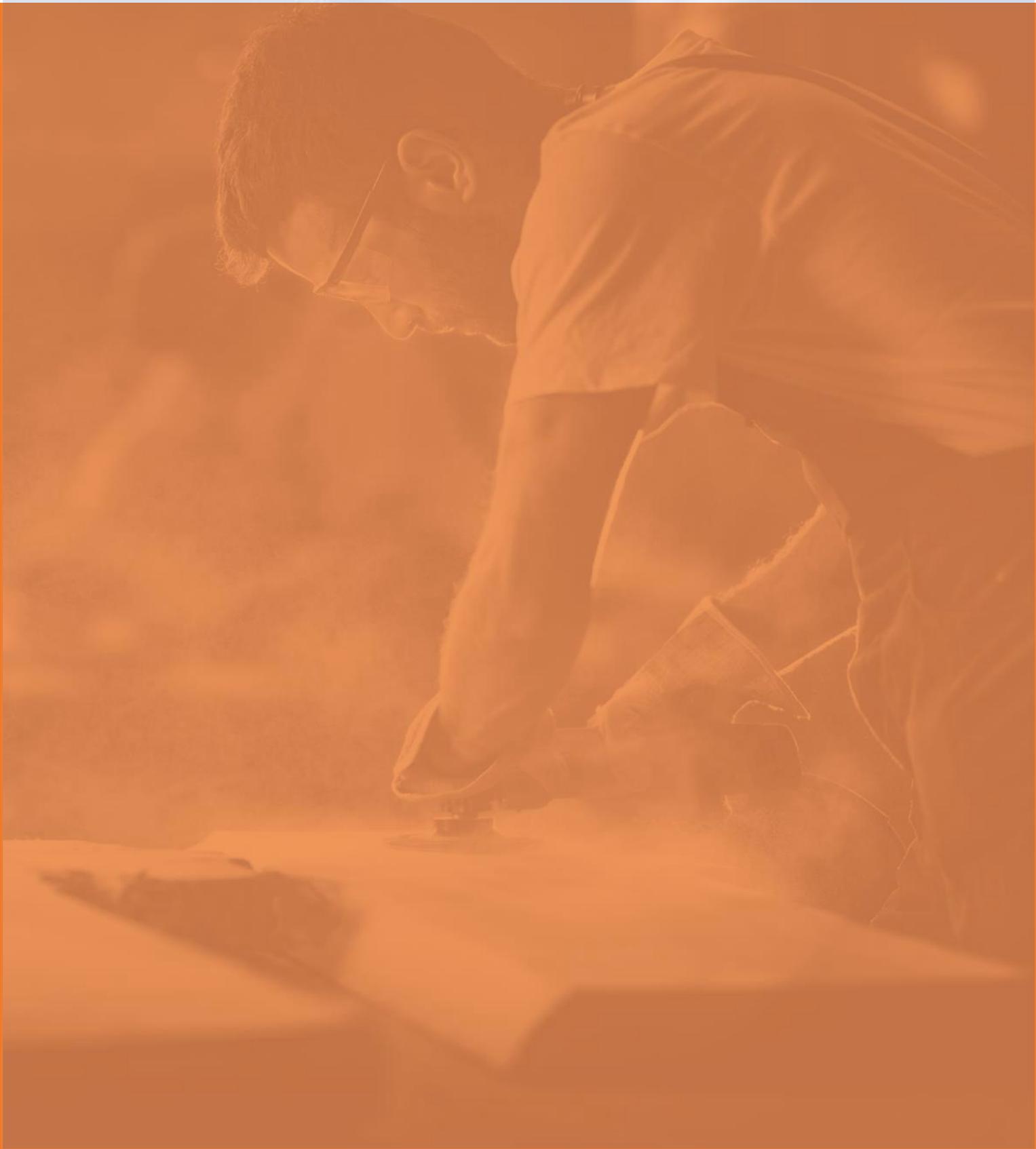
Box 3.5: Summary of findings for Measure 5

Measure 7: Promoting success stories in the labour market of members of Roma and Ashkali communities

Activity 7.1: Broadcast of promotional videos

This activity hasn't been implemented during 2018.

Box 3.7: Summary of findings for Measure 7



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