



International
Labour
Organization

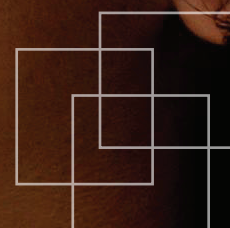


Perspectives of Roma, Ashkali and Egyptian youth on decent work opportunities and challenges in Kosovo

Municipalities of Gjakovë/Djakovica, Fushë Kosovë/
Kosovo Polje and Gračanica/Graçanicë

Ada Huibregtse

CROSS-CUTTING ISSUES IN THE
WORLD OF WORK



DECENT WORK TECHNICAL SUPPORT TEAM AND COUNTRY OFFICE FOR CENTRAL AND EASTERN EUROPE

Perspectives of Roma, Ashkali and Egyptian youth on decent work opportunities and challenges in Kosovo

Municipalities of Gjakovë/Djakovica, Fushë Kosovë/Kosovo Polje and Gračanica/Graçanicë

Ada Huibregtse

Copyright © International Labour Organization 2018
First published in 2018

Publications of the International Labour Office enjoy copyright under Protocol 2 of the Universal Copyright Convention. Nevertheless, short excerpts from them may be reproduced without authorization, on condition that the source is indicated. For rights of reproduction or translation, application should be made to ILO Publications (Rights and Licensing), International Labour Office, CH-1211 Geneva 22, Switzerland, or by email: rights@ilo.org. The International Labour Office welcomes such applications.

Libraries, institutions and other users registered with a reproduction rights organization may make copies in accordance with the licences issued to them for this purpose. Visit www.ifrro.org to find the reproduction rights organization in your country.

ISBN: 978-92-2-031313-8 (print)
978-92-2-031314-5 (web pdf)

Also available in Albanian *Perspektivat e të rinjve Rom, Ashkalinj dhe Egjiptian mbi mundësitë dhe sfidat për punë të denjë në Kosovë*
ISBN: 978-92-2-031319-0 (print), 978-92-2-031320-6 (web pdf), Geneva, 2018;
in Romani *Romane, Ashkalyune thay Egipqanyune ternengi perspektiva vash shukar butikeripaske shaiyya thay pharipya ani Kosova*
ISBN: 978-92-2-031315-2 (print), 978-92-2-031316-9 (web pdf)
and in Serbian *Perspektive mladih Roma, Ashkalija i Egipcana o mogućnostima i izazovima za dostojanstveni rad na Kosovu*
ISBN: 978-92-2-031317-6 (print) 978-92-2-031318-3 (web pdf).

The designations employed in ILO publications, which are in conformity with United Nations practice, and the presentation of material therein do not imply the expression of any opinion whatsoever on the part of the International Labour Office concerning the legal status of any country, area or territory or of its authorities, or concerning the delimitation of its frontiers.

The responsibility for opinions expressed in signed articles, studies and other contributions rests solely with their authors, and publication does not constitute an endorsement by the International Labour Office of the opinions expressed in them.

Reference to names of firms and commercial products and processes does not imply their endorsement by the International Labour Office, and any failure to mention a particular firm, commercial product or process is not a sign of disapproval.

Information on ILO publications and digital products can be found at: www.ilo.org/publns.

Cover Photo: ©Arben Llapashtica
Layout: Rrota
Printed in Pristina

This publication was supported by the Government of Israel



Ministry of Labor
Social Affairs and Social Services

Foreword

The project *Promoting Decent Work Opportunities for Roma Youth in Central and Eastern Europe* was implemented by the ILO Decent Work Technical Support Team and Country Office for Central and Eastern Europe (ILO DWT/CO-Budapest) in 2015 and 2016. Funded by the Government of Israel, the project has deepened the ILO's engagement on Roma employment and non-discrimination. It facilitated the development of a Resource Guide 'Promoting Decent Work Opportunities for Roma Youth in Central and Eastern Europe', which draws upon ILO tools, experiences, good practices, and lessons learned in promoting labour market inclusion of Roma youth in Central and Eastern Europe. Through a series of small-scale follow-up interventions, the Resource Guide has been rolled out in Kosovo¹, Montenegro, Moldova and Hungary.

This study details the perspectives and experiences of Roma, Ashkali and Egyptian youth from the municipalities of Gjakovë/Djakovica, Fushë Kosovë/Kosovo Polje and Gračanica/Gračanice on their challenges and opportunities in finding decent work. The findings and recommendations will serve to underpin the development of gender-sensitive measures for labour market inclusion of the three communities in the three municipalities covered by the study.

We hope that the research methodology and the lessons learnt from the three municipalities will contribute to an increased commitment of stakeholders at central and municipal levels in Kosovo towards design and implementation of fact-based, gender-sensitive measures for promoting decent work opportunities for Roma, Ashkali and Egyptian youth.

Pristina, July 2018

Markus Pilgrim

Director
ILO Decent Work Technical Support
Team and Country Office for Central
and Eastern Europe

Mariko Ouchi

Specialist on Working Conditions and
Gender/Employment Equality
ILO Decent Work Technical Support
Team and Country Office for Central and
Eastern Europe

¹ All references to Kosovo are made in the context of UN Security Council Resolution 1244 (1999).

Acknowledgements

The report is authored by Ada Huibregtse, an independent consultant under the supervision of Mariko Ouchi, Specialist on Working Conditions and Gender/Employment Equality at the ILO Decent Work Technical Support Team and Country Office for Central and Eastern Europe, and, Lindita Boshtrakaj, the ILO National Project Coordinator in Kosovo. Valuable technical feedback was provided from Niall O'Higgins (ILO Youth Employment Programme) and Ilka Schoellman (Gender, Equality and Diversity Branch of the ILOs Conditions of Work and Equality Department).

Identification of young participants from Roma, Ashkali and Egyptian communities for the focus group discussions and their participation in the study was made possible by the support of Municipal Employment Offices in the municipalities of Gjakovë/Djakovica, Fushë Kosovë/Kosovo Polje and Gračanica/Graçanicë and with the support of the NGOs 'Voice of Roma Ashkali and Egyptians' in Gračanica/Graçanicë, 'Raise your hand for help' in Fushë Kosovë/Kosovo Polje and 'Roma in Action', in Gjakovë/Djakovica.

Executive Summary

Albeit complex, Kosovo's legal and institutional framework for protecting non-majority community rights provides strong foundations for promoting respect for individual and group rights. And strategies and programs that seek to implement those rights, including equal access to the labour market for Roma, Ashkali and Egyptian are in place. Despite such programs, Roma, Ashkali and Egyptian communities have higher unemployment, inactivity and NEET (not in education, employment and training) rates, higher levels of poverty, lower educational attainment and lower access to other public services than the overall population of Kosovo. Roma, Ashkali and Egyptians have an unemployment rate of 49%, NEET rate of 78%, 57% report food security and 54% use preventive health care services.²

Focus groups held with young people of each community separately in the municipalities of Gjakovë/Djakovica, Fushë Kosovë/Kosovo Polje and Gračanica/Graçanicë³ confirm that they face similar challenges in the labour market: discrimination, inadequate skills, knowledge and information about the labour market and entrepreneurship, low education attainment and poverty. Unlike Ashkali and Egyptian youth, most Roma young people do not speak Albanian, thus narrowing their labour market opportunities to enclaves with a non-Albanian speaking majority.

Cultural norms concerning women's role in society may have a greater influence on women's poor participation and performance in the labour market than ethnic background or level of education. Irrespective of level of education, women of all Kosovan communities have significantly higher levels of inactivity and unemployment, and lower levels of labour force participation and employment than men.

Roma, Ashkali and Egyptian young people have little motivation to get involved or cooperate with public institutions, and with public employment services (PES) in particular, due to perceived or experienced discrimination, neglect, exclusion and corruption in interactions with these institutions. However, inclusion of Roma, Ashkali and Egyptian communities in the drafting of Local Action Plans (LAP) geared toward the inclusion of these communities is a positive step towards creating workable interventions and building reciprocal trust between the three communities and between them and Kosovar society at large.

While the legislation is broadly progressive, it is necessary to ensure its full implementation and more effective coordination among public institutions tasked with its enforcement to address these challenges and to guarantee equal treatment and opportunities for Roma, Ashkali and Egyptian youth in Kosovo. Mechanisms, tools and programs should focus on improving Roma, Ashkali and Egyptian young people's access to career guidance, labour market information, basic and advanced employability and entrepreneurial skills. All mechanisms, programs and measures should have a strong gender perspective and a particular focus on young women

² UNDP. 2018. Kosovo at a Glance. Received via e-mail.

³ Hereafter the Municipalities of Gjakovë/Djakovica, Fushë Kosovë/Kosovo Polje and Gračanica/Graçanicë are referred to as target municipalities.

who occupy the most disadvantaged position in the labour market. The application of this gender perspective must account for and seek to mitigate cultural norms that restrict women's access to the labour market and address different needs and concerns that are generated as a result of, or exacerbated by, gender issues.

The paper forms part of a broader body of work being carried out by the ILO globally. Equality of opportunity and treatment in employment is one of the fundamental principles of the ILO's Decent Work Agenda, and an integral part of its social justice mandate. The United Nations' (UN) Sustainable Development Goals (SDGs), to which all UN Member States – and Kosovo – are committed⁴, also provide a solid basis on which to advance policies to promote the employment rights of Roman Ashkali and Egyptian youth.

⁴ In January 2018, the Parliament of Kosovo endorsed the Resolution on the SDGs, formally committing to use SDGs as Kosovo's development framework.

Table of Contents

Foreword	3
Acknowledgements	4
Executive Summary	5
Abbreviations	10
Chapter 1	
Background and general context	11
Chapter 2	
Research methodology	13
Chapter 3	
Situation of Roma Ashkali and Egyptian communities in Kosovo	15
3.1 Labour market	17
3.2 Education	19
3.3 Gender Equality	21
3.4 Early marriage	23
3.5 Child labour	24
Chapter 4	
The legal, institutional and policy framework	25
4.1 Institutional framework	26
4.2 Strategies and policies on Roma, Ashkali and Egyptian communities' inclusion in the labour market	29
4.3 Local Action Plans for Inclusion of Roma, Ashkali, and Egyptian Communities	30

Chapter 5

Perception of decent work opportunities and challenges by Roma, Ashkali and Egyptian youth	32
--	----

5.1 Information of Roma, Ashkali and Egyptian young people about PES, labour market, and employability skills	32
5.2 Education	36
5.3 Discrimination	36
5.4 Risk-aversion to entrepreneurship and self-employment	38
5.5 Gender Equality	39
5.6 Cross-cutting issues	40
5.7 Services or programs to assist Roma, Ashkali and Egyptian youth in labour market	40

Chapter 6

Conclusions and recommendations	41
---------------------------------	----

Bibliography	47
--------------	----

Annex A

Number of Roma, Ashkali and Egyptian communities by municipality	50
--	----

Annex B

Questionnaire for the focus groups	51
------------------------------------	----

Annex C

Focus group and individual interview questionnaire	53
--	----

List of Tables

Table 1. Key labour market indicators, 2012-2017	12
Table 2. Key labour market indicators disaggregated by sex, 2012-2017	12
Table 3. Key labour market indicators by ethnicity, 2017	18
Table 4. Registered unemployed in 2016	19
Table 5. Education indicators, 2017	20
Table 6. Indicators for measuring the achievement of MEST objective of inclusion	21
Table 7. Education key indicators by ethnicity, 2017	22
Table 8. LAPs analysis of causes of unemployment and the extent to which they are being addressed	30
Table 9. Business representatives' and youth' assessment of youth job preparedness	35
Table 10. Number of Roma, Ashkali and Egyptian communities by municipality	50

List of Figures

Figure 1. Real GDP growth 2008 – 2017 and unemployment rate 2012 - 2017	11
Figure 2. Average estimates of Roma population in selected CSEE countries (2012)	16
Figure 3. Human capabilities and material well-being in Kosovo, 2017	17
Figure 4. Employment rate (percentage of population aged 15-65)	21
Figure 5. Gender Parity index in education	23
Figure 6. Early marriage	23
Figure 7. Kosovo's institutional framework regarding communities' affairs	27
Figure 8. Perceptions of meritocracy in gaining employment in the public sector	37

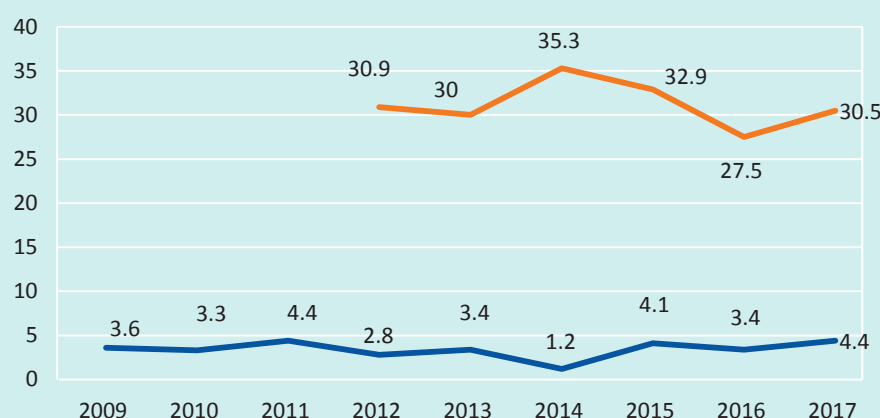
Abbreviations

ALMP	Active Labour Market Program
CSEE	Central and South Eastern Europe
EA	Employment Agency
EC	European Commission
ECMI	European Centre for Minority Issues
EMIS	Employment Management and Information Service
EU	European Union
GDP	Gross Domestic Product
GPI	Gender Parity Index
HDR	Human Development Report
ILO	International Labour Organization
KESP	Kosovo Education Strategic Plan (2017-2021)
LAP	Local Action Plan
LFS	Labour Force Survey
MEST	Ministry of Education, Science and Technology
MISC	Multiple Indicator Cluster Survey
MEO	Municipal Employment Office
MOCR	Municipal Offices for Communities and Return
NEET	Not in education, employment or training
NGO	Non-Governmental Organization
PES	Public Employment Services
UNICEF	United Nations Children's Fund
UNDP	United Nations Development Programme
UNMIK	United Nations Mission in Kosovo
WB	World Bank

1. Background and general context

Kosovo's economic growth has been relatively stable and is expected to improve during the next decade.⁵ Apart from a sharp dip in 2014 the Kosovar economy has maintained a growth rate of between three and five percent since 2008. Unlike in Central and South Eastern Europe (CSEE) where, broadly speaking, positive growth in Gross Domestic Product (GDP)⁶ is associated with a falling unemployment rate⁷, the World Bank concludes that in Kosovo “growth has not translated into robust employment creation”⁸ Data from 2005–2014 reveals that net job creation by formal-sector firms declined from over 7,000 new jobs in 2008 to just over 1,600 in 2014.⁹

Figure 1. Real GDP growth 2008 – 2017 and unemployment rate 2012 - 2017



Source: Kosovo Agency of Statistics and World Bank staff calculations.

Kosovo's Labour Force Surveys between 2012 and 2017 present a rather mixed picture. The employment rate¹⁰ has slowly but steadily increased from 2012, reaching the highest point in 2017 at 30 per cent. Moreover, the labour force participation rate¹¹ of 43 per cent, recorded in

5 World Bank, 2017. Data and statistics. Available at: <https://data.worldbank.org/country/kosovo>. ILO defines unemployment rate as the proportion of the labour force that does not have a job, is available to work and is actively looking for work.

6 WB defines real GDP growth as annual percentage growth rate of GDP at market prices based on constant local currency. GDP is defined as the sum of gross value added by all resident producers in the economy plus any product taxes and minus any subsidies not included in the value of the products. It is calculated without making deductions for depreciation of fabricated assets or for depletion and degradation of natural resources.

7 O'Higgins, Niall. 2012.

8 Cojucaru, Alexandru. 2017. "World Bank: Job Diagnostics Kosovo", World Bank, Job Series Issue No. 5. Available at: <http://documents.worldbank.org/curated/en/814361497466817941/pdf/ACS21442-WP-PUBLIC-ADD-SERIES-KosovoJDWEB.pdf>.

9 Cojucaru, Alexandru. 2017. "World Bank: Job Diagnostics Kosovo", World Bank, Job Series Issue No. 5. Available at: <http://documents.worldbank.org/curated/en/814361497466817941/pdf/ACS21442-WP-PUBLIC-ADD-SERIES-KosovoJDWEB.pdf>.

10 ILO defines the employment-to-population ratio as the proportion of a country's working age population that is employed. The youth employment-to-population ratio is the proportion of the youth population – typically defined as persons aged 15–24 – that is employed.

11 ILO defines the labour force participation rate as a measure of the proportion of a country's working-age population that engages actively in the labour market, either by working or by looking for work.

2017, exceeded 2013-2014 levels. Meanwhile the inactivity rate¹² has dropped from its peak of 63 per cent in 2012 to 57 in 2017. There is a seeming anomaly in that unemployment and labour force participation are rising simultaneously, while inactivity is falling, likely to be explained by a growing informal economy.

Table 1. Key labour market indicators, 2012-2017

Labour market indicators	2012	2013	2014	2015	2016	2017
Labour force participation rate*	36.9	40.5	41.6	37.6	38.7	42.8
Inactivity rate*	63.1	59.5	58.4	62.4	61.3	57.2
Employment rate*	25.5	28.4	26.9	25.2	28.0	29.8
Unemployment rate*	30.9	30.0	35.3	32.9	27.5	30.5
Unemployment rate for ages 15-24	55.3	55.9	61.0	57.7	52.4	52.7
Percentage of NEET youth ages 15-24	35.1	35.3	30.2	31.4	30.1	27.4

Source: Kosovo Agency of Statistics, LFS 2012 - 2017. * Data refer to ages 15-64.

Women have significantly lower labour force participation and employment rates and significantly higher inactivity and unemployment rates than men. Since 2012 women's labour force participation has increased by just over two percentage points, while men's rose by almost ten percentage points. In 2017 women's labour force participation stood at 20 per cent, compared to 65 per cent for men; women's inactivity rate was recorded at 80 per cent compared to 34 per cent for men, and less than 13 per cent of women were employed compared to 47 per cent of men. Youth unemployment and the numbers of NEET youth in Kosovo remain high, at 53 and 27 per cent respectively, and young people that succeed in finding employment are typically hired into low-skilled, low-productivity positions, often in the informal sector.¹³

Table 2. Key labour market indicators disaggregated by sex, 2012-2017

Year	Labour force participation rate (per cent)		Inactivity rate (per cent)		Employment rate (per cent)		Unemployment rate (per cent)		Youth unemployment rate (per cent)	Percentage of NEET youth*
	Women	Men	Women	Men	Women	Men	Women	Men		
2012	17.8	55.4	82.2	44.6	10.7	39.9	40.0	28.1	55.3	35.1
2013	21.1	60.2	78.9	39.8	12.9	44.0	38.8	26.9	55.9	35.3
2014	21.4	61.8	78.6	38.2	12.5	41.3	41.6	33.1	61.0	30.2
2015	18.1	56.7	81.9	43.3	11.5	38.7	36.6	31.8	57.7	31.4
2016	18.6	58.3	81.4	41.7	12.7	43.0	31.8	26.2	52.4	30.1
2017	20.0	65.3	80.0	34.7	12.7	46.6	36.6	28.7	52.7	27.4

Source: Kosovo Agency of Statistics, LFS 2012 - 2017 (15-24 age group)

¹² ILO defines the inactivity rate as the percentage of the population that is neither working nor seeking work (that is, not in the labour force).

¹³ The World Bank Group in Kosovo, 2015. Country Snapshot. Available at: <http://www.worldbank.org/content/dam/Worldbank/document/cca/Kosovo-Snapshot.pdf>

2. Research methodology

This study combines primary research in the form of interviews and focus groups with desk research to identify employment challenges, as perceived by Roma, Ashkali and Egyptian young people in three Kosovar municipalities. On the basis of the findings, it proposes remedial policies and actions to promote the inclusion of young women and men from Roma, Ashkali and Egyptian communities in the labour market. The specific objectives of this study are:

1. to identify the current employment situation of Roma, Ashkali and Egyptian youth in the target municipalities;
2. to identify the perceptions of Roma, Ashkali and Egyptian youth regarding the high incidence of unemployment in their communities and to solicit their views on education and gender issues;
3. to identify particular differences in employment challenges among the three communities, if any;
4. to establish to what extent the existing policies and actions, i.e. Local Action Plans, take these concerns into account; and
5. to propose specific recommendations for policy interventions that have a more direct influence on reducing unemployment among Roma, Ashkali and Egyptian communities.

The study used focus groups and individual interview techniques to collect qualitative primary data. The expectation was that somewhat homogenous groups would facilitate the collection of data through participants' statements, their discourse, interactions and body language. The use of focus groups allowed for the exploration of specific topics in depth. The discussions were conducted in an atmosphere that facilitated comfortable social interactions and dialogue. However, this technique has less control than more formal interviews over the topic of discussion and it transpired that some subthemes generated more data than others. Additional individual interviews were used to collect detailed story lines about particular experiences of youth employment experiences.

The study divided the 36 individuals into six focus groups and interviewed three others individually: 20 Roma, 12 Ashkali, and 7 Egyptians participated; 17 women and 22 men. The focus groups had an average of six participants, and four of the six focus groups contained both women and men participants. Participants were identified by the Municipal Employment Offices (MEOs) and Non-governmental Organizations (NGO) working with Roma, Ashkali and Egyptian communities.¹⁴ The sex, levels of education, and employment status of individuals were recorded for correlation purposes. The target group included women and men aged between 16

¹⁴ VoRAE in Gračanica/Gračanić, Raise your Hand for Help in Fushe Kosovë /Kosovo Polje and Roma in Action in Gjakovë/Djakovica

and 29 years old with levels of education varying from no formal education to graduate degrees. There were unemployed; full-time employed; part time employed; temporary employed; and individuals ranged from those with formalized employment contracts to those with informal verbal agreements.

Of 39 participants, 19 were employed, 19 unemployed; and one inactive. Among 19 employed Roma, Ashkali and Egyptian participants, 15 of them were employed by NGOs working with these communities' issues, one by the local government, two were self-employed and one was employed by a private company owned by an individual from the majority ethnic group. They all had contracts. Only the participant working for a public institution had a long-term full-time contract; three had temporary contracts and 13 had part-time employment contracts.

In terms of geographic coverage, the study focused in the municipalities of Gjakovë/Djakovica, Fushë Kosovë/Kosovo Polje and Gračanica /Graçanicë, each containing all target minorities. To identify any similarities and tease out any differences among the three communities, focus groups were held with the predominant ethnic minority in each municipality: in Gjakovë / Djakovica with Egyptian youth; in Fushe Kosovë / Kosovo Polje with Ashkali youth, and in Gračanica/Graçanicë with Roma youth.

Assembling the groups was challenging. Of 71 unemployed Roma, Ashkali and Egyptian notified by the MEO, only 36 confirmed their participation. And of those who responded positively only 20 participated in the focus groups. This decreased the planned number of focus groups conducted and changed the intended composition of one of them. The remaining 19 participants were selected with the help of NGOs. The small number of participants in focus groups means that the results are not generalizable to the entire Roma, Ashkali and Egyptian population of the three target municipalities, nor to Kosovo per se. Nonetheless the data provides an interesting insight into Roma, Ashkali and Egyptian youth's views and perspectives on their situation, and when contextualized by the desk research, provides some interesting insights.

3. Situation of Roma Ashkali and Egyptian communities in Kosovo

While under the European Union (EU) Framework for National Roma Integration, Roma, Ashkali and Egyptian communities in Kosovo all fall under the wider definition of Roma, the Constitution of Kosovo recognizes them as three different minority communities. Thus, in the Kosovo context each of the three communities' particular concerns ought to be differentiated. Roma are a sedentary community living throughout Kosovo with heavy concentrations in the municipalities of Gračanica/Gračanicë, Pejë/Peć, and Mitrovicë South/Mitrovica. Official statistics place the Roma population at 8,824 inhabitants or half of one per cent of the total population in Kosovo. They trace their origin to Central India. Most Roma are Sunni Muslim and speak Romani, not recognized as an official language in Kosovo.¹⁵

The Ashkali community is the largest of these three communities with 15,436 members or one per cent of the total population of Kosovo. Ashkali are mostly sedentary and urban, living mostly in the municipalities of Ferizaj/Uroševac, Fushë Kosovë/ Kosovo Polje, Lipjan/ Lipjan, Prizren/ Prizren and Shtime/ Štimlje. The community traces back its ancestry to ancient Persia. They are Sunni Muslims, and native Albanian speakers.¹⁶

The Egyptian community numbers 11,524 members, just below one per cent of the total population of Kosovo. Egyptians are sedentary and urban with high concentrations in the municipalities of Gjakovë/ Dakovica, Pejë/ Peć, Istog/ Istok, and Klinë/ Klina. They trace their origin back to ancient Egypt. They are Sunni Muslims and native Albanian speakers.¹⁷¹⁸

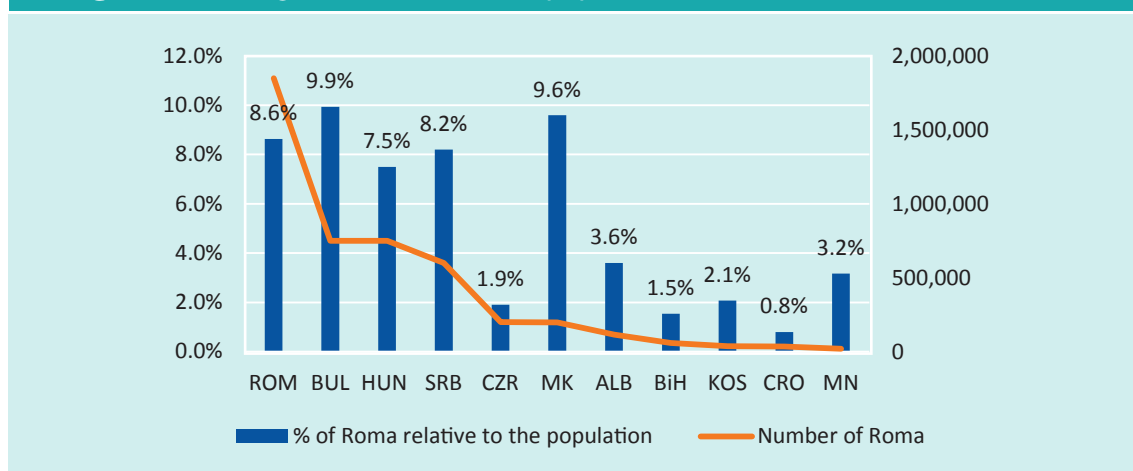
¹⁵ European Center for Minority Issues Kosovo. Community Profile: Roma Community. Available at: <http://www.ecmikosovo.org/uploads/Romacommunity1.pdf>.

¹⁶ European Center for Minority Issues Kosovo. Community Profile: Ashkali Community. Available at: <http://www.ecmikosovo.org/uploads/Ashkalicommunity1.pdf>.

¹⁷ European Center for Minority Issues Kosovo. Community Profile: Egyptian Community. Available at: <http://www.ecmikosovo.org/uploads/Egyptiancommunity1.pdf>.

¹⁸ The population census was not implemented in northern municipalities with a Kosovo-Serb majority. Therefore, these results do not reflect that part of Kosovo.

Figure 2. Average estimates of Roma population in selected CSEE countries (2012)



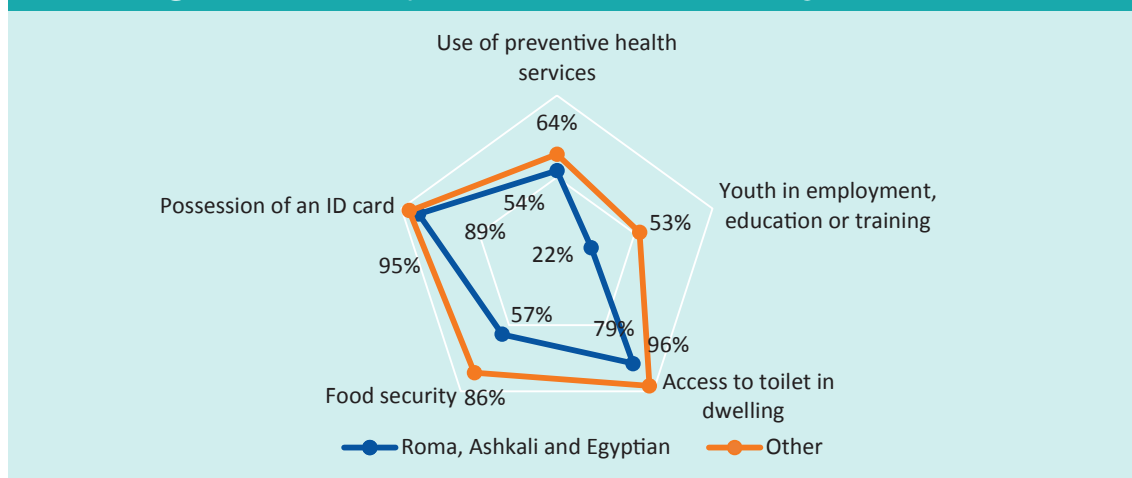
Source: Council of Europe. 2012. Available at: <https://www.coe.int/en/web/portal/roma/>. Legend: ROM-Romania, BUL-Bulgaria, HUN-Hungary, SRB-Serbia, CZR-Czech Republic, MK-Macedonia, ALB-Albania, KOS-Kosovo, CRO-Croatia, and MN-Montenegro.

Even though human rights, community rights and political rights are guaranteed for all three communities in Chapters II, III and IV of the Constitution and several institutions and mechanisms are in place at national and municipal levels to ensure protection of minority rights¹⁹, Roma, Ashkali and Egyptian communities, and youth in particular, face challenges in seeking to enter the labour market due to social marginalization and discrimination.

Like Roma populations in Central and South Eastern Europe²⁰, Roma, Ashkali and Egyptian communities in Kosovo face higher unemployment rates and lower employment rates than the population at large. And consequently there is a significant gap between these communities and the rest of the population regarding education, health, food security, and living conditions. The 2017 Regional Roma Survey recorded a 29-percentage point difference in food security between Roma and non-Roma households living in the same districts. In the month before the survey, 29 per cent more Roma than non-Roma households had one person go to bed hungry due to a lack of money for food. Compared to non-Roma households living in their proximity, 17 per cent fewer Roma households have access to a toilet in their dwelling; 10 per cent fewer use preventive health services; and 23 per cent fewer youth are in employment, education or training.

19 Institutions and mechanisms established to ensure protection of minority rights at national and municipal levels are the Communities Consultative Council, the Commission for Community Rights and Interests and Returns, Office for Good Governance, Office of Community Affairs, Office of the Language Commissioner and Municipal Offices for Communities and Return (MOCR).

20 O'Higgins, Niall. 2012. Roma and non-Roma in the Labour Market in Central and South Eastern Europe. Roma Inclusion Papers. Bratislava: United Nations Development Program.

Figure 3. Human capabilities and material well-being in Kosovo, 2017

Source: WB and UNDP estimates based on 2017 UNDP-WB-EC Regional Roma Survey data

Food security refers to the share of people living in households in which one went to bed hungry in the past month due to a lack of money for food

3.1 Labour market

There is a dearth of accurate employment data on Roma, Ashkali and Egyptian communities in Kosovo. However, it is commonly accepted that they face economic, educational, social challenges and have a higher probability of being unemployed and paid less than other ethnic communities.²¹ Members of the Roma, Ashkali and Egyptian communities are usually hired for hazardous, low skilled, low paid, temporary jobs and their youth are more likely to have part-time or temporary employment than Kosovar youth at large.²² Data from 2010 indicates that these communities had the highest exclusion rates (41 per cent) from labour markets compared to the national average of 8 per cent, and Roma, Ashkali and Egyptian households' unemployment rate stood at 58 per cent compared to 45 per cent nationally. Unemployment rate of young men from these communities, aged 15-24 was a staggering 75 per cent, the highest unemployment rate of any group in the country.²³ The level of employment among these communities in the municipalities of Obiliq/ Obilic and Fushë Kosovë/ Kosovo Polje was estimated at 7 per cent in 2013, compared to 40 per cent for Albanians and 21 per cent for Serbs.²⁴

The 2017 Regional Roma Survey, jointly undertaken by the European Union, the World Bank and the United Nations Development Program (UNDP) paints a bleak picture of Roma, Ashkali and Egyptian communities' situation in the labour market in Kosovo. In 2017, employment rates among these and other communities living in their proximity were among the lowest

21 World Bank, 2003. KOSOVO labour Market Study: Policy Challenges of Formal and Informal Employment. Available at: <http://www.esiweb.org/pdf/bridges/kosovo/1/11.pdf>.

22 Republic of Kosovo, 2017. Strategy for inclusion of Roma and Ashkali communities in the Kosovo society 2017-2021; and data collected from as part of this study.

23 UNDP, 2011. Kosovo Human Development Report for 2010, pp. 42-43. Available at: http://hdr.undp.org/sites/default/files/nhdr_kosovo_2010_english.pdf.

24 UNDP, 2013. Community Vulnerability Assessment Report 2013.

in the Western Balkans.²⁵ In addition, there is a gap in employment rates of eight percentage points between Roma, Ashkali and Egyptian and other communities living close by, and a 16 percentage point gap in the national employment rate. 49 percent of Roma, Ashkali and Egyptian respondents - 17 per cent higher than other communities living in in close proximity and 22 per cent more than national average - report that they are unemployed. Furthermore, 78 per cent of Roma, Ashkali and Egyptians aged 18 to 24 are NEET compared to 47 per cent of youth living in their proximity, and a national figure of 30 per cent of the nationally. However, it should be noted that the gap between these and other communities in Kosovo regarding labour force participation is second smallest among all CSEE countries.²⁶

Table 3. Key labour market indicators by ethnicity, 2017

Key labour market indicators	National	Roma, Ashkali and Egyptians	Non-Roma, Ashkali and Egyptian	Roma, Ashkali and Egyptian women	Roma, Ashkali and Egyptian men	Non-Roma, Ashkali and Egyptian women	Non-Roma, Ashkali and Egyptian men
Employment (per cent of population) *	29	13	21	4	21	6	35
Labour force participation rate (percentage of population) *	40	26	31	10	41	13	48
Unemployment (percentage of total labour force) *	27	49	32	53	48	52	27
Not in education, employment or training (percentage of population) **	27.***	78	47	88	70	53	40

Source: WB and UNDP estimates based on 2017 UNDP-WB-EC Regional Roma Survey data.

*Data refer to ages 15-64. **Data refer to ages 18-24. ***This was updated to reflect the official statistics published in the Kosovo Agency of Statistics website.

High levels of unemployment among Roma, Ashkali and Egyptian is usually associated with income loss, diminished employability, increased disengagement, exclusion and persistent poverty.²⁷ Furthermore, research shows that having had non-working parents at a young age increases the probabilities of being NEET, compared to those with at least one working parent²⁸, thus increasing the likelihood of a persistent NEET phenomenon among Roma, Ashkali and Egyptian youth. This is particularly concerning because 78 per cent of young people from the three communities report that they are neither in education, employment nor training, 39 per cent more than their counterparts from other communities living in their proximity, and 51 per cent more than the national average. High youth unemployment rates discourage young people from looking for work, and those who are not prepared to give up looking for jobs face long periods looking. Kosovo is not unique in this regard, as most countries with high youth unemployment

25 UNDP. 2018. Kosovo at a Glance. Received via e-mail. The summary of the UNDP-WB-EC Regional Roma Survey does not disaggregate data by Roma, Ashkali and Egyptian communities. Therefore, any statistics from this survey will present aggregated data about Roma, Ashkali and Egyptian communities.

26 WB, UNDP and EC. 2017. Regional Roma Survey data.

27 ILO. 2015. Key indicators of the labour market 2015 KILM 11: Long-term unemployment. Available at: http://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/publication/wcms_422451.pdf.

28 Zuccotti, Carolina, V., and Jacqueline O. Reilly. 2018. Ethnicity, gender and Household effects on becoming NEET: An Intersectional Analysis. *Work, Employment and Society*. Available at: <http://journals.sagepub.com/doi/full/10.1177/0950017017738945#articleCitationDownloadContainer>.

rates also have a high incidence of youth long-term unemployment (the number of unemployed for one year or longer as a proportion of all unemployed).²⁹

While Roma, Ashkali and Egyptian communities comprise 2 per cent of the total population of Kosovo, they comprise 5 per cent of all people registered as unemployed: about 2 per cent Roma, 3 per cent Ashkali and less than one per cent Egyptian.³⁰ Roma and Ashkali have significantly higher unemployment rates than Egyptians: 19 per cent of Roma and 16 per cent of Ashkali are registered as unemployed compared to 5 per cent of Egyptians.³¹ Considering that unemployment status is tied to social assistance benefits, it is likely that bigger numbers of Roma and Ashkali are beneficiaries of social assistance.

Table 4. Registered unemployed in 2016

Ethnicity	Total	Women	Men	Unemployed as a percentage of Kosovo's unemployed population	Percentage unemployed within ethnic groups
K-Albanians	76840	34179	42661	4.8	n/a
K-Roma	1707	719	988	1.9	19.3
K- Ashkali	2526	890	1636	2.8	16.4
K-Egyptian	584	246	338	0.6	5.1
Other community groups	8841	4062	4779	n/a	n/a
Total	90498	40096	50402	n/a	n/a

Source: *Employment Management Information System (EMIS), Employment Agency.*

Data from Kosovo's Employment Management and Information Service (EMIS) indicates that Roma, Ashklali and Egyptian communities comprise 8 per cent (2 per cent for Roma, 4 per cent for Ashkali and 2 per cent for Egyptians) of all beneficiaries participating in various active labour market measures and 3 per cent (1 per cent for each of Roma, Ashkali for Egyptians) of all beneficiaries in job matching services.³²

3.2 Education

In general, higher levels of education are closely related to more positive labour market outcomes. Youth from the Roma, Ashkali and Egyptian communities are at a significant disadvantage compared to other youth regarding their levels educational attainment. 73 per cent of women and 87 per cent of men from the three communities are literate, compared to a national figure of 98 per cent. At national level, net attendance ratio³³ is 96 per cent in lower secondary school and 82 per cent in upper secondary school. For Roma, Ashkali and Egyptian youth the

29 ILO. 2012. Global Employment Trends for Youth. Available at: http://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/publication/wcms_180976.pdf.

30 ILO. 2017. Promoting decent work opportunities for Roma, Ashkali and Egyptian youth in Kosovo: an ILO resource guide / International Labour Office, Decent Work Technical Support Team and Country Office for Central and Eastern Europe. – Pristina, ILO.

31 Calculation done by the author based on Kosovo Agency of Statistics 2011 Census.

32 ILO, 2017.

33 Lower secondary school net attendance ratio (adjusted) is calculated as percentage of children of lower secondary school age currently attending lower secondary school or higher.

figures are 65 per cent and 30 per cent respectively.³⁴ However learning centres are playing an important role in reducing the number of children from these communities dropping out of school and in allowing for their further integration in the education system. Moreover, free textbooks in the Romani language have been provided to the Roma children.³⁵

Table 5. Education indicators, 2017

Indicator	Description	Roma, Ashkali and Egyptian (per cent)	Overall (per cent)
Net intake in primary education	Percentage of children of school-entry age who enter the first grade of primary school	68.1	91.6
Primary school net attendance ratio	Percentage of children of primary school age currently attending primary or secondary school	85.3	98.0
Lower secondary school net attendance ratio	Percentage of children of lower secondary school age currently attending lower secondary or higher	65.0	95.9
Upper secondary school net attendance ratio	Percentage of children of upper secondary school age currently attending upper secondary or higher	30.3	82.0
Secondary school net attendance ratio	Percentage of children of secondary school age currently attending secondary school or higher	53.4	90.9
Transition rate to lower secondary school	Number of children attending the last grade of primary school during the previous school year who are in the first grade of lower secondary school during the current school year divided by number of children attending the last grade of primary school year during the previous school year	91.1	99.6
Transition rate to upper secondary school	Number of children attending the last grade of lower secondary school during the previous school year who are in the first grade of upper secondary school during the current school year divided by number of children attending the last grade of lower secondary school year during the previous school year	69.9	91.5

Source: Kosovo Agency of Statistics. 2014. 2013-2014 Kosovo Multiple Indicator Cluster Survey

To address this disparity in education between members of the Roma, Ashkali and Egyptian communities and the population at large the Ministry of Education, Science and Technology (MEST) prioritises participation of children of these communities in both primary and secondary education in its strategic plan for 2017-2020.³⁶

³⁴ Kosovo Agency of Statistics, 2014. 2013-2014 Roma, Ashkali and Egyptian Communities in Kosovo Multiple Indicator Cluster Survey, Key findings. Prishtinë/Priština, Kosovo: The Kosovo Agency of Statistics.

³⁵ EC. 2016. Kosovo Progress Report.

³⁶ MEST, 2017. Kosovo Education Strategic Plan 2017-2020. P.41. <https://masht.rks-gov.net/uploads/2017/02/20161006-kesp-2017-2021.pdf>

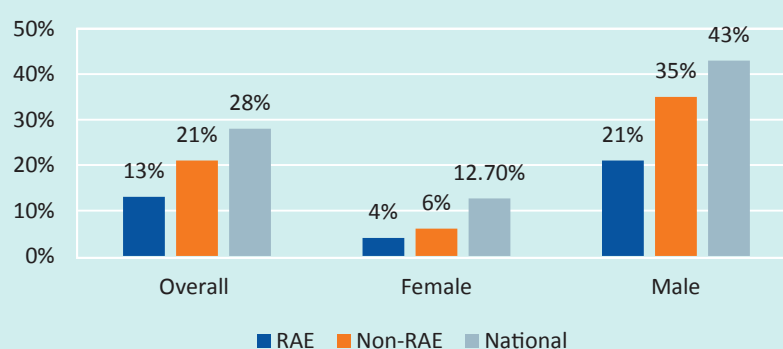
Table 6. Indicators for measuring the achievement of MEST objective of inclusion

Indicator for measuring the achievement of the objective	Baseline	Target
Inclusion of Roma, Ashkali and Egyptian children in pre-primary education	53.9 per cent	70 per cent
Inclusion of Roma, Ashkali and Egyptian children in primary education	85.3 per cent	95 per cent
Inclusion of Roma, Ashkali and Egyptian children in lower secondary education	65 per cent	85 per cent
Inclusion of Roma, Ashkali and Egyptian children in upper secondary education	30.3 per cent	50 per cent
Transition rate to upper secondary education for children from Roma, Ashkali and Egyptian communities	69.9 per cent	80 per cent

Source: MEST, 2017. *Action Plan of Kosovo Education Strategic Plan 2017-2020*, Available at: <http://masht.rks-gov.net/uploads/2017/02/20161006-action-plan.pdf>.

3.3 Gender Equality

Women have worse outcomes in education, employment, and health than men. Only 37 per cent of Roma, Ashkali and Egyptian women have a positive perception about their lives³⁷ compared to over 55 per cent of men from these and other communities and 51 per cent of women from other communities.³⁸ Roma, Ashkali and Egyptian women, and other women living in their vicinity, have extremely low rates of labour force participation and high unemployment rates. Employment rates for women from the three communities stand at four per cent, compared with six per cent nationally; labour force participation at 10 per cent and 13 per cent; and unemployment at 53 per cent and 52 per cent respectively. Thus, it would appear that all Kosovo women experience marginalization and discrimination, irrespective of ethnic origin. A key difference however emerges when we look at NEET status. As many as 88 per cent of Roma, Ashkali and Egyptian women are classified as NEET compared to 53 per cent of other women living in their proximity.

Figure 4. Employment rate (percentage of population aged 15-65)

Source: WB and UNDP estimates based on 2017 UNDP-WB-EC Regional Roma Survey data.

37 Percentage of young people age 15-24 years whose life improved during the last one year, and who expect that their life will be better after one year.

38 Kosovo Agency of Statistics, 2014. Key findings, 2013-2014 Roma, Ashkali and Egyptian Communities in Kosovo: Multiple Indicator Cluster Survey. Prishtinë/Priština, Kosovo: The Kosovo Agency of Statistics, pp:12.

The gap between Roma, Ashkali and Egyptian women and men permeates every labour indicator and most education indicators, placing women at great disadvantage compared to men. They are also at a great disadvantage compared to other women living in their vicinity regarding levels of education. However even for Kosovar women with improved educational outcomes, these have not translated into better labour market outcomes, a common theme in the region, and in many middle-income countries globally.

Table 7. Education key indicators by ethnicity, 2017

Key education indicators	National	Roma, Ashkali and Egyptian	Non-Roma, Ashkali and Egyptian	Roma, Ashkali and Egyptian women	Roma, Ashkali and Egyptian men	Non-Roma, Ashkali and Egyptian women	Non-Roma, Ashkali and Egyptian men
Adjusted net compulsory education enrolment rate (percentage of population, ages 7-15)	n/a	72	93	71	73	90	96
Completion rate in compulsory education (percentage of population, ages 18-21)	n/a	60	95	54	65	94	96
Completion rate in upper secondary (percentage of population, ages 22-25)	84	20	78	15	24	71	83
Completion rate in tertiary education (percentage of population, ages 26-29)	23	3	22	3	2	31	15

Source: WB and UNDP estimates based on 2017 UNDP-WB-EC Regional Roma Survey data.

The literacy rate³⁹ among Roma, Ashkali and Egyptian women stands at 73 per cent compared to 86 per cent among for men from these communities, and 98 per cent nationally. Young Roma, Ashkali and Egyptian women living in rural areas and those living in the poorest households are twice more likely to be out of the school system than young men from their communities. Only 75 per cent of young women from these communities use computers⁴⁰ and 76 per cent have used the Internet, compared to 90 per cent of Roma, Ashkali and Egyptian men.⁴¹

Roma, Ashkali and Egyptian girls start their primary education attendance on an equal, if not stronger, footing than boys. The Gender Parity Index⁴² (GPI) for primary education is 1.01 indicating that more girls than boys attend primary school. The gender parity index drops to

39 Literacy rate is calculated as percentage of young people age 15-24 years who are able to read a short simple statement about everyday life or who attended secondary or higher education.

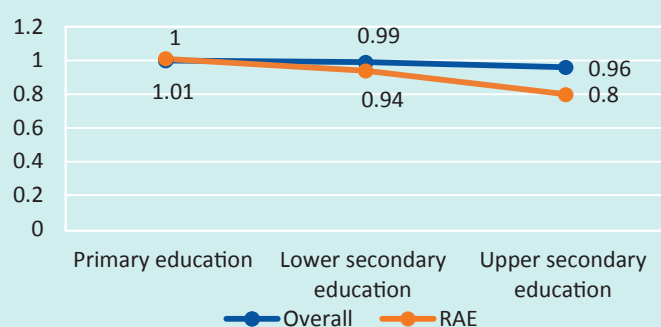
40 Percentage of young people age 15-24 years who used a computer during the last 12 months.

41 Percentage of young people age 15-24 years who used the internet during the last 12 months.

42 Gender parity index is measured as net attendance ratio (adjusted) for girls divided by net attendance ratio (adjusted) for boys.

0.94 at secondary level 0.94 and to 0.80 for upper secondary school.⁴³ In other words, as school advances more Roma, Ashkali and Egyptian girls drop out, creating significant obstacles to entering the labour market in later life.

Figure 5. Gender Parity index in education

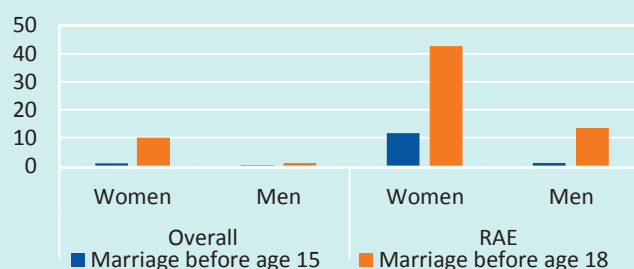


Source: The Kosovo Agency of Statistics, 2014. 2013-2014 Kosovo Multiple Indicator Cluster Survey

3.4 Early marriage

Young Roma, Ashkali and Egyptian women marry early in greater numbers than young men from their communities, and at proportionally higher rates and young women from other communities. Multiple Indicator Cluster Study (MICS) data shows that 12 per cent of women from Roma, Ashkali and Egyptian communities marry before the age of 15 years compared to only one percent of young Roma, Ashkali and Egyptian men, and compared with less than one percent of young women from other communities. By the age of 18 years, 43 per cent of Roma, Ashkali and Egyptian women are in a marriage or union, compared to only 14 per cent of young men from their communities, and to 10 per cent of Kosovar women at large. Early marriage is a likely cause for women's lower education attainment and poor labour market outcomes.

Figure 6. Early marriage



Source: Kosovo Agency of Statistics, 2014. 2013-2014 Kosovo Multiple Indicator Cluster Survey.

⁴³ Kosovo Agency of Statistics, 2014. Key findings, 2013-2014 Roma, Ashkali and Egyptian Communities in Kosovo: Multiple Indicator Cluster Survey. Prishtinë/Priština, Kosovo: The Kosovo Agency of Statistics, pp:12.

3.5 Child labour

Children from Roma, Ashkali and Egyptian communities are more frequently involved in child labour - at a rate of 17 per cent - compared to 11 per cent for Kosovo as a whole. MISC reports that almost twice as many Roma, Ashkali and Egyptian children (13 per cent) aged 5-17 years are working under hazardous conditions compared to Kosovar children per se (7 per cent). Moreover 27 per cent of Roma, Ashkali and Egyptian children aged 5-17 years who are not attending school are involved in child labour compared to 12 per cent of all children. The incidence of child labour among Roma, Ashkali and Egyptian boys is 25 per cent, compared to 7 per cent of girls, and to 16 per cent for boys from other communities.⁴⁴ Thus gender seems a bigger driver than ethnicity in child labour, with boys being far more likely to be victims than girls.

⁴⁴ Kosovo Agency of Statistics, 2014. 2013-2014 Kosovo Multiple Indicator Cluster Survey, Summary Report. Prishtinë/Priština, Kosovo: The Kosovo Agency of Statistics, pp. 13; and 2013-2014 Roma, Ashkali and Egyptian Communities in Kosovo Multiple Indicator Cluster Survey, Summary Report. Prishtinë/Priština, Kosovo: The Kosovo Agency of Statistics, pp. 13.

4. The legal, institutional and policy framework

Kosovo has a complex legislative framework for protecting and promoting minority rights (albeit in the Kosovar language the wording used is “community rights” and this will be used throughout). The Constitution of Kosovo, which entered into force on July 15th, 2008, guarantees and protects fundamental rights such as protection against discrimination, right to life, freedom of expression and assembly of all individuals regardless of race, ethnicity, gender, religion, or other differentiating characteristics. Chapter three of the Constitution is entirely dedicated to protection and promotion of the rights of communities and their members. Community rights are further delineated in and protected by the following set of laws:

- the Law on the Protection and Promotion of the Rights of Communities and their Members in Kosovo⁴⁵ (03/L-047);⁴⁶
- the Law on Education in the Municipalities of the Republic of Kosovo (03/L-068)⁴⁷;
- the Anti-discrimination Law (2004/3)⁴⁸;
- the Law on the Use of Languages (02/L37);⁴⁹
- the Law on Local Self-government (03/L-040);⁵⁰
- the Cultural Heritage Law (02/L-88);⁵¹ and
- the Law on Special Protective Zones (03/L-039).⁵²

This set of laws prohibits direct and indirect discrimination on grounds of national, ethnic, cultural, linguistic, religious identity or gender⁵³ and provide remedies in cases of discrimination. Article 3.5 of the Law on the Protection and Promotion of the Rights of Communities and their Members in Kosovo and articles 29.1 and 35 of the Kosovar Constitution guarantee freedom of movement and safety and security throughout the country. Kosovar legislation also guarantees the right to voluntarily associate oneself with a particular community, and the prohibition of forced assimilation, and there are a range of laws guaranteeing protection and implementation of self-governance of cultural and religious affairs and community symbols.⁵⁴

⁴⁵ Hereafter referred to as the Law on Communities.

⁴⁶ Assembly of Kosovo. 2008. On the Protection and Promotion of the Rights of Communities and their Members in Kosovo (03/L-047). Available at: http://www.assembly-kosova.org/common/docs/ligjet/2008_03-L047_en.pdf.

⁴⁷ Assembly of Kosovo. 2008. On Education in the Municipalities of the Republic of Kosovo (03/L-068). Available at: <http://masht.rks-gov.net/uploads/2015/06/09-2008-03-l068-en.pdf>

⁴⁸ Assembly of Kosovo. 2004. The Anti-discrimination Law. Available at http://www.unmikonline.org/regulations/2004/re2004_32ale04_03.pdf.

⁴⁹ Assembly of Kosovo. 2006. On the Use of Languages (02/L37). Available at: http://www.assembly-kosova.org/common/docs/ligjet/2006_02-L37_en.pdf.

⁵⁰ Assembly of Kosovo. 2008. On Local Self-government (03/L-040). Available at: www.assembly-kosova.org/common/docs/ligjet/2008_03-L040_en.pdf.

⁵¹ Assembly of Kosovo. 2008. The Cultural Heritage Law (02/L-88). Available at: http://www.assembly-kosova.org/common/docs/ligjet/2006_02-L88_en.pdf.

⁵² Assembly of Kosovo. 2008. Law on Special Protective Zones (03/L-039). Available at: http://www.assembly-kosova.org/common/docs/ligjet/2008_03-L039_en.pdf.

⁵³ Law on Communities, Article 3.3 and the Anti-discrimination (Article 2.a).

⁵⁴ Constitution, Article 8; 38.1; and 59.1. Law on Communities, Article 2.2; 5.1 - 5.7; 5.12; 7.1 - 7.4; 7.6; 7.7; 11.5. Law on the Establishment of Special Protective Zones, Article 1, 2, 4.

Romani is not designated as an official national language in Kosovo. However, Articles 2.3 and 2.4 of the Law on the Use of Language guarantees that Romani can be an official language at the municipal level wherever the Roma community constitutes at least five per cent of the total population. Romani can also be designated as a language for official use if the Roma community consists of at least of 3 per cent of total population of the municipality, but Romani has traditionally been spoken in that municipality. In such circumstances, communication with public authorities, including public enterprises, may be conducted in Romani.

Employment, social protection and housing are also addressed in Kosovar legislation.⁵⁵ The Labour Code prohibits discrimination “in employment and occupation in respect to recruitment, training, promotion of employment, terms and conditions of employment, disciplinary measures, cancellation of the contract of employment or other matters arising out of the employment relationship.”⁵⁶ While Roma, Ashkali and Egyptian communities are not directly mentioned in the law, Article 5.5 clarifies that bases for discrimination are those covered by the Anti-Discrimination Law. Moreover, Article 9 of the Law on Communities mandates government institutions to develop and implement “public employment programs and other initiatives, aimed at overcoming direct and indirect discrimination against persons belonging to communities” and a special consideration is given to Roma, Ashkali and Egyptian communities in this regard.

Meanwhile Article 2.1.g and h of Regulation No. 2001/36 of the Kosovo Civil Service, declare non-discrimination and inclusiveness as their main governing principles. Accordingly, recruitment at all levels in the Civil Service is expected “to reflect the multi-ethnic character of Kosovo and the need for equitable representation of all the communities in Kosovo”⁵⁷. Article 3.1b of the same regulation establishes hiring panels whose composition mirrors that of representation of communities in Kosovo, and municipalities and executive agencies are required to prepare equal opportunity policy statements (EOPSS) and implementation strategies.

The law On Local Self Government creates the legal basis for establishing a Municipal Communities Committee tasked with ensuring that municipal policies, practices and activities respect the rights and interests of all the communities; and establishes a position of Deputy Mayor for community issues in municipalities where non-majority communities make up at least 10 per cent of the total population.⁵⁸

4.1 Institutional framework

As outlined above, various laws provide an institutional framework, permeating all branches of central and municipal government, supporting implementation of the legal framework aiming to protect and advance community rights in Kosovo. The office of Prime Minister hosts

⁵⁵ Anti-discrimination Law, Articles 4.a, 4.c, 4.e, 4.h. Law on Communities, Article 9. Regulation No 2001/36 on the Kosovo Civil Service, Article 2.1.g-h; 31a-b. Administrative Direction No 2003/2 implementing UNMIK Regulation No 2001/36 on the Kosovo Civil Service, Articles 10.1(a)-(c). MPS DCSA AI 2003/12 on Equal Opportunity Procedures, available at <http://www.ks-gov.net/mshp/Documents/No.MPS-DCSA-2003-12.pdf>.

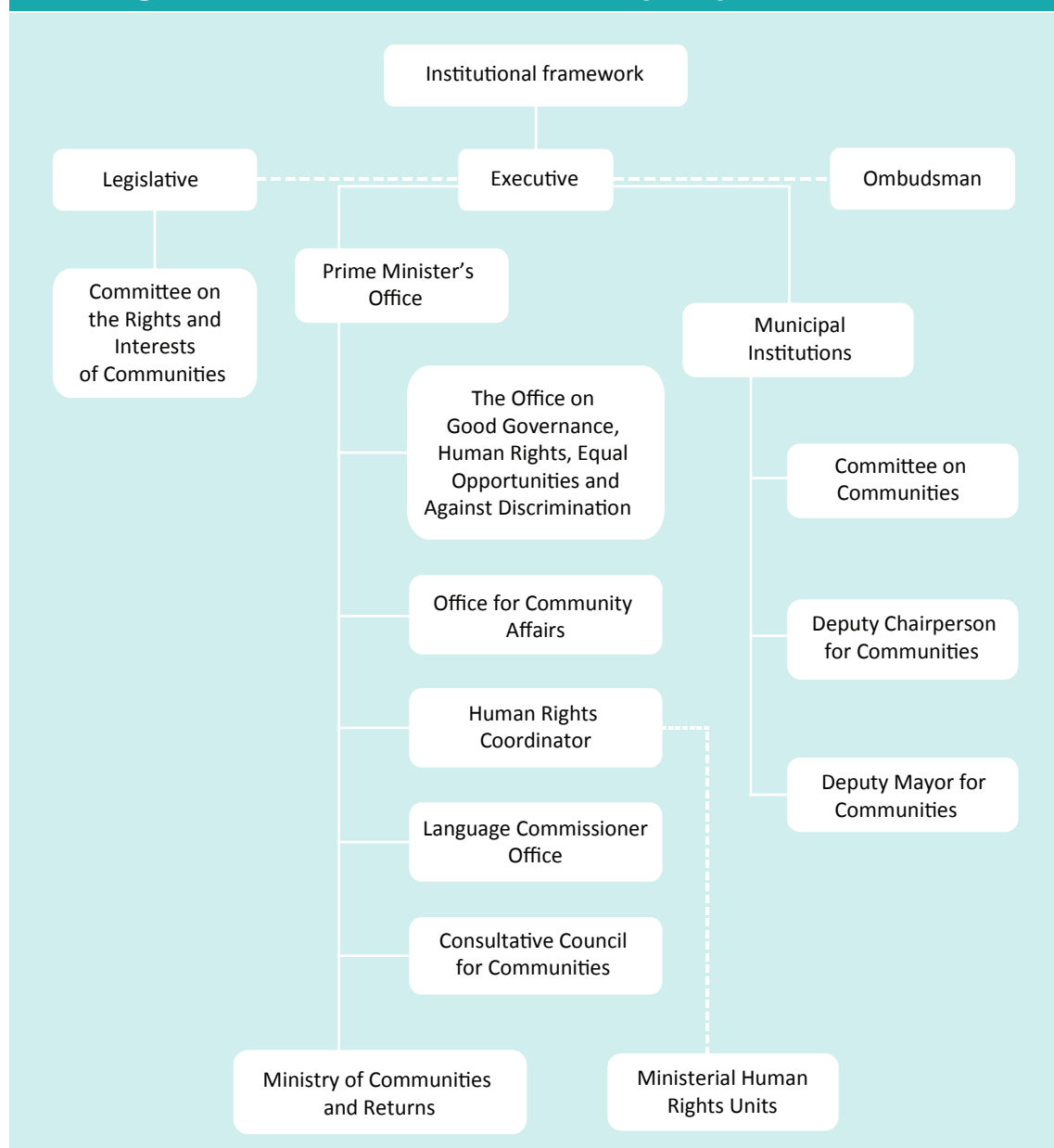
⁵⁶ Assembly of Kosovo. 2010. Law on Labour. Available at: <http://www.assembly-kosova.org/common/docs/ligjet/2010-212-eng.pdf>.

⁵⁷ UNMIK. 2001. Regulation No 2001/36 on the Kosovo Civil Service, Article 2.1.h. Available at: http://www.unmikonline.org/regulations/unmik-gazette/02english/E2001regs/RE2001_36.pdf.

⁵⁸ On Local Self-government (03/L-040), Article 53.2.

four distinct offices, each of which directly contribute to the development and strengthening of the rights of the communities. The Office for Community Affairs develops, supports and coordinates government policies on communities. The Human Rights Coordinator coordinates ministerial Human Rights Units (HRU) and human rights reporting to the government. The Office on Good Governance, Human Rights, Equal Opportunities and Against Discrimination is mandated to coordinate human rights issues among all ministries and municipalities, formulate policies that encourage equal opportunities, monitor the Ombudsman's recommendations and uphold good governance. The Office of the Language Commissioner promotes and supervises implementation of the law On the Use of Languages. Finally, the Consultative Council for Communities, on which members of all the communities in Kosovo are represented, facilitates the political participation of communities at the central level of government.

Figure 7. Kosovo's institutional framework regarding communities' affairs



Additionally, the Ministry of Communities and Returns (MRC), established in 2005, is dedicated to community issues and has a broad mandate to develop and implement legislation and policies on community rights. Each ministry, including the MRC, have Human Rights Units to monitor compliance with policies, legislation and activities with human right standards.

The permanent Committee on the Rights and Interests of Communities (CRIC) in the Assembly of Kosovo ensures representation of non-majority communities in the legislative branch. The CRIC assesses the compatibility of legislation with the rights and interests of communities.

The Office of the Ombudsman was established in June 2000 and performs his or her functions on the basis of the 2015 law On Ombudsman No.05/L-019.⁵⁹ The law establishes the office of the Ombudsman as independent body mandated to address alleged human rights violations or abuses of authority by public institutions in Kosovo. The Ombudsman can investigate complaints lodged by anyone in Kosovo. The Non-Discrimination Team formed within the office of the Ombudsman addresses community issues and complaints and seeks to reach out via direct contact with marginalized communities.

At the municipal level there are three distinct bodies mandated ensure that the interests and rights of the communities are respected and promoted. The permanent Committee on Communities⁶⁰ of the Municipal Assembly, composed of members for every community living in the respective municipality, reviews “municipal policies, practices and activities (...) with the aim to ensure that rights and interests of the Communities are fully respected” and recommending additional measures to enhance the implementation of community rights within the municipality.⁶¹ In municipalities where at least 10 per cent of the municipal population belongs to communities not in the majority, the Deputy Chairperson for Communities (DCC) in that municipality is automatically held by the non-majority community candidate who receives the most votes. The Deputy Chairperson is tasked with advising the mayor on promoting inter-community dialogue and interests of non-majority communities at the Municipal Assembly⁶² or Constitutional Court.⁶³ And the Chairperson is obliged to consult the DMC on community matters.⁶⁴

4.2 Strategies and policies on Roma, Ashkali and Egyptian communities' inclusion in the labour market

Kosovo's Strategy and Action Plan for Inclusion of Roma and Ashkali 2017-2021 serves as a blueprint for public policies, programs and actions regarding legal protection, education, employment and social policy, housing, health, gender equality, security, and registration. It sets out measurable indicators to determine progress. Complementary to this strategy is the Kosovo Education Strategic Plan 2017-2021⁶⁵ (KESP). KESP's first strategic objective is to increase the participation and

59 Assembly of Kosovo. 2015. Law on Ombudsman No.05/L-019. Available at: http://ombudspersonkosovo.org/repository/docs/LAW_NO_05_L-019_ON_OMBUDSPERSON_770172.pdf.

60 The Committee on Communities was established by UNMIK Regulation 2007/30 and it was later included in the Law on Local Self Government, Article 51.

61 Law on Local Self Government, Article 53.1-2.

62 Law on Local Self Government, Article 55.1

63 Constitution, Article 62.4

64 Law on Local Self Government, Article 58.1, 61.1-2; & 4.

65 Ministry of Education, Science and Technology, July 2016, Kosovo Education Strategic Plan. Available at: http://www.kryeministri-ks.net/repository/docs/KOSOVO_EDUCATION_STRATEGIC_PLAN.pdf.

inclusion of marginalized and vulnerable children. The KESP specifically identifies Roma, Ashkali and Egyptian children as one of their target groups, and takes particular steps to identify and mitigate gender differences in Roma, Ashkali and Egyptian communities.⁶⁶

The Sector Strategy for Employment and Social Welfare (SESW) 2018-2022 has been completed and approved. The strategy sets social inclusion (including employment and social welfare) as a prerequisite for development and has dedicated sections and specific objectives on Roma, Ashkali and Egyptian communities' inclusion in the labour market and social protection schemes.⁶⁷ The Ministry of Labour and Social Welfare (MLSW) has also approved an action plan "On Increasing Youth Employment 2018-2020". While minority communities and women are only tangentially mentioned in the action plan, planned activities are likely to be as useful for the general Kosovo youth as for Roma, Ashkali and Egyptian youth.⁶⁸ The MLSW has applied quotas to several active labour market measures (ALMMs). In 2014, Roma, Ashkali and Egyptian accounted for 247 participants (10 per cent of the total number of beneficiaries), and in the first half of 2016, accounted for 95 (28 Roma, 67 Ashkali).⁶⁹

Overall there is a clear acknowledgement of the marginalized position of Roma, Ashkali and Egyptians in Kosovo's society in all documents focusing on non-majority communities. Progress is noted in the Strategy for Inclusion of Roma and Ashkali communities in Kosovo 2017 -2021). In 2010, the European Commission's (EC) Kosovo Progress Report pointed out that situation of Roma, Ashkali and Egyptian in Kosovo was "a very serious concern and progress on minority rights was limited"⁷⁰, the 2016 and 2018 EC progress reports⁷¹ indicate progress and suggest that the institutional and legal framework for protection of minorities is in place and is adequate. The 2018 report does remain critical in certain respects and calls for better implementation and coordination among the institutions responsible for community affairs, better qualified public service, and better provision of services. The report encourages municipalities to renew, approve and implement Local Actions Plans for inclusion of Roma Ashkali and Egyptian communities in Kosovo society.

4.3 Local Action Plans for Inclusion of Roma, Ashkali, and Egyptian Communities

Based upon the national strategy for inclusion of Roma and Ashkali communities, the three targeted municipalities drafted their local action plans in 2017.⁷² The action plans focus on education, employment, welfare, housing and health.

⁶⁶ Ibid. pp.21, 40 & 44.

⁶⁷ Ministry of Labour and Social Welfare. 2017. Strategy for Employment and Social Welfare. Available at: <http://mpms.rks-gov.net/en-us/publications.aspx>.

⁶⁸ Ministry of Labour and Social Welfare. 2017. Action Plan on Increasing Youth Employment. Available at: <http://mpms.rks-gov.net/en-us/publications.aspx>.

⁶⁹ Ministry of Labour and Social Welfare. 2017. Strategy for Employment and Social Welfare.

⁷⁰ European Commission. 2010. Kosovo 2010 Progress Report. Available at:

https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/pdf/key_documents/2010/package/ks_rapport_2010_en.pdf.

⁷¹ European Commission. 2018. Kosovo 2018 Report. Available at:

<https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20180417-kosovo-report.pdf>; and European Commission. 2016. Kosovo 2016 Report. Available at: https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/pdf/key_documents/2016/20161109_report_kosovo.pdf.

⁷² Drafting of Municipal Action Plans was supported under an EU funded project "Kosovo Education and Employment Network – KEEN" implemented by a coalition of four Kosovo-based civil society organizations. It aims to improve the employability of vulnerable groups in Kosovo and their inclusion in both the education sector and labour market.

Table 8. LAPs analysis of causes of unemployment and the extent to which they are being addressed

Issues	Gjakovë Djakovica		Fushë Kosovë Kosovo Polje		Gračanica Graçanicë	
	Identified	Addressed	Identified	Addressed	Identified	Addressed
Low level of education	√	√√	√	√√	√√	√√
Lack of qualified people	√√	√√	√√			
Discrimination in the labour market	√		√		√√	
Lack of information related to employment		√√		√ √	√	√√
Lack of implementation of the Labour Law provisions	√	√√	√	√√	√	√√
Lack of vocational training		√√			√	√√
Lack of personal identity documents					√	
Lack of cooperation between authorities and CSOs		√√		√√	√	√√
Lack of trust in public institutions		√		√	√	√

Legend: √√ - Addressed / identified directly; √ - addressed / identified indirectly

The Action Plan for Inclusion of Roma, Ashkali and Egyptian communities in the Municipality of Gjakovë/Djakovica

The Municipality of Gjakovë/Djakovica publicly declares human rights' and non-discrimination as guiding principles in its work provides some positive examples of the inclusion of Roma, Ashkali and Egyptian communities. It has provided support for community members to attend vocational training programmes; to gain seasonal employment in public municipal enterprises; and to receive subsidies for equipment in crafts and agriculture. However, while the municipality has supported Roma, Ashkali and Egyptian communities in accessing education, it is clearly acknowledged in the Action Plan that there is a lot more to be done in terms of encouraging and helping children, especially girls, to stay in school and complete compulsory education.

The plan also acknowledges that more needs to be done address unemployment. The main reasons cited for Gjakovë/Djakovica's high unemployment rate are the failure to implement the non-discrimination clauses in labour law provisions and the lack of qualified and skilled individuals from the Roma, Ashkali and Egyptian communities that could be hired, especially in the public sector. The lack of trust of these communities in public institutions and discrimination is not identified as a reason of any importance to explain disparities in employment.

The Action Plan was formulated through consultations with these communities' representatives, which served to increase their trust in public institutions perceived to be run for and by the majority community. The plan seeks to improve information flows to Roma, Ashkali and Egyptian communities about labour market and public and private employment services, to

promote self-employment; to ensure that the legal framework on non-discrimination is respected, including in relation to minority quotas in the public sector; and to support vocational and university education for Roma, Ashkali and Egyptian youth.

The Local Action Plan for Inclusion of Roma, Ashkali and Egyptian communities in the Municipality of Gračanica/Graçanicë

The Municipality of Gračanica/Graçanicë acknowledges that, despite a high percentage of Roma, Ashkali and Egyptian inhabitants, there are shortcomings in their representation in public bodies. As an example: of the 80 people working at the municipality, none of them is from the Roma, Ashkali and Egyptian communities. It is the only municipality in Kosovo in which Roma language is used as an official language.

The municipality's Action Plan identifies low levels of education, lack of labour market information, poor implementation of non-discrimination laws, lack of relevant vocational training, lack of personal identity documents, lack of cooperation between public authorities and NGOs, and lack of trust in public institutions as the main causes of unemployment for Roma, Ashkali and Egyptian individuals. The Action Plan seeks to address unemployment through the promotion of self-employment, increased information about the labour market and increased access to and support for vocational education.

The Local Action Plan for Inclusion of Roma, Ashkali and Egyptian communities in the Municipality of Fushë Kosovë / Kosovo Polje

Roma, Ashkali and Egyptian communities account for eleven per cent of the population of the Municipality of Fushë Kosovë. Albeit there is no specific data, unemployment among members of these communities is anecdotally reported to be high, both in the public and private sector. The main reasons for the high unemployment rate identified in the Municipality's Action Plan are a failure to adequately implement non-discrimination laws, and the lack of qualified individuals from these communities especially in the public sector. The plan stops short of identifying discrimination based on ethnic grounds as the reason for this and does not consider that a lack of trust between Roma, Ashkali and Egyptian communities and public institutions to be a reason for high unemployment and inactivity amongst the three communities.

The plan seeks to reduce discrimination against Roma, Ashkali and Egyptians and dedicates activities to the elimination of segregation and discrimination against children from these communities in schools. The Action Plan's approach to addressing unemployment is built around the dissemination of information to community members about MEO and ALMPs; high quality data collection of labour market indicators disaggregated by ethnicity and gender to produce evidence-based policies; cooperation with local and national NGOs to gain a more accurate understanding of communities' problems; and more effective implementation of public policies and programs that address unemployment. Inclusion in vocational education is addressed within the education section of the local plan. Consultations with the community are planned only as part of the Action Plan's focus on health. This could somewhat address these communities' lack of trust in public institutions.

5. Perception of decent work opportunities and challenges by Roma, Ashkali and Egyptian youth

The majority of Roma, Ashkali and Egyptian young women and men want to work and build a professional career so as to secure a stable future for them and their families. Participants in the focus groups said that they are not shying away from work, and those who had a job worked hard to keep it. The unemployed participants reported that they looked for a job every day, either through the MEO, by following up on leads through word-of-mouth, and through direct contact with businesses. Only one unemployed participant reported that she had not looked for work.

Broadly speaking the focus groups and interviews with young people from the three communities revealed similar experiences, challenges and patterns of behaviour in the labour market. The only significant difference was that young Roma described how they were often hampered from getting a job due to their lack of Albanian language skills. Another difference was a clear desire among young Ashkali women to set up their own businesses. However, as mentioned above, these results ought to be interpreted with caution due to the small sample. For this reason, the findings and conclusions of this study refer to Roma, Ashkali and Egyptian youth in general, and do not seek to further stratify further by individual ethnic group.

5.1 Information of Roma, Ashkali and Egyptian young people about PES, labour market, and employability skills

Employment services

The Kosovo Employment Agency (EA) and Municipal Employment Offices (MEO) develop and publicise labour market information and statistics, develop and implement active labour market measures, oversee labour migration services and administration, and manage benefits. The MEOs also offer job brokerage and job placement services to job seekers. Registered job seekers, unemployed or not, can request assistance with interviews, job placement profiling and can undergo a personal assessment of chances of finding a job. Job offers, and the contacts for employment agencies are displayed on bulletin boards and walls at the MEO. Through the MEO, jobseekers can register with the EA website to access online vacancies, can participate in national or local job fairs, or obtain information on jobs abroad.

The EA and MEOs design and implement a variety of Active Labour Market Measures (ALLM) targeting specific groups, including general vocational guidance; external vocational training; self-employment schemes; and subsidies to firms to promote recruitment of unemployed young people under the age of 25; disabled people, women and returnees. During 2015, “the Public Employment Services mediated 6,706 employment cases, a 44 per cent increase from 2014 suggesting increased availability and suitability of programmes for employment in these institutions.”⁷³

Most participants in the focus groups only possessed a basic understanding of the services available through the MEO, even those registered with it; and few had benefited from ALMMs. Those who had direct contact with the MEO noted that the staff were pleasant and interaction promising, but there was little to no follow-up after the first interview. The general perception was that the MEO facilitates only low paying jobs and it is mostly known among participants as the place one registers for unemployment benefits. As a result, several participants were not registered with the MEO because they do not expect to find employment through it.

Roma, Ashkali and Egyptian young people report limited access to information on employment services. The most frequent modes of learning about job vacancies cited by focus group participants were word-of-mouth, and announcement boards at the MEO or in supermarkets. IOs and NGO, especially those focused on minority issues, provide Roma, Ashkali and Egyptian young people with information about employment and informal career guidance. Most participants had no information about private employment agencies, and a large minority of participants, mostly men, said that private employment agencies find employment only in foreign markets, and the service fees ranged from €500 to €1500, reported by all participants to be too high. IOs and NGO, especially those focused on minority issues, provide Roma, Ashkali and Egyptian young people with information about employment and informal career guidance.

The Labour Law (No. 03/L-212) and the Law on Occupational Safety and Health of Employees and Protection of Labour Environment (No. 2003/19) establish the main standards for legal and safe employment. The law protects employees in the private and public sectors. Article 10 of the Labour law stipulates that the employment relationship between employer and employees must be governed by a written contract signed by both parties. The contract must include the personal details of the parties, a job description, place of work, working hours, start and end date, salary, benefits, and annual leave. This law also specifies the minimum wage, break periods and the minimum age (15 years) to enter employment. According to Centre for Policy and Advocacy, in 2012, half of employees in the private sector did not possess a written contract and only 20 per cent were compensated for injuries inflicted in the job place.⁷⁴ In 2012, KFOS reported that to a large extent, employees in the private sector have no job contracts, work as long as 12 hours a day, are denied weekly or annual leave, do not get compensated for their overtime work, and occupational safety and health is in sub-standard.

73 UNDP. 2016. Human development report: Making the labour work for women. Available at: http://hdr.undp.org/sites/default/files/human_development_report_2016.pdf.

74 Center for Policy and Advocacy. 2012. Monitoring of implementation of Labour Law. In KFOS. 2014. Employee rights (legal framework), safety at work and implementation mechanisms. Available at: <http://kfos.org/wp-content/uploads/2015/03/EMPLOYEE-RIGHTS-LEGAL-FRAMEWORK-SAFETY-AT-WORK-AND-IMPLEMENTATION-MECHANISMS.compressed.pdf>.

Focus groups participants reported that employment contracts were the norm in public and international organizations or NGOs, while private employers preferred not to formalize employment and relied mostly on oral contractual relations. In general, participants had some knowledge about basic standards that govern labour relations. Some participants insisted that they would not work without a contract, either due to their negative experiences with past employers or because they know that the absence of an employment contract makes them vulnerable to employers' unpredictable behaviour. However, most participants in the focus groups discussions, especially men, said that they are willing to accept any form of employment regardless of the standards it meets, because they are poor and must take care of their families.

Kosovo's Labour Inspectorate (LI) is the sole public institution that monitors implementation of labour laws, including safety and health at work. Out of 8,128 inspection visits in 2017 and 7,285 visits in 2016, the LI has not identified any cases of discrimination on grounds of ethnicity or gender.⁷⁵ Focus group participants reported that in general young people from the Roma, Ashkali and Egyptian communities, including those who had been in conflictual situations at work, do not voice their concerns to employers or authorities because they do not trust either part. The only case in which a young Ashkali man sought to solve a conflict with the employer, neither discussion of his concerns with his employer nor reports to the labour inspectorate provided a solution to his conflict or addressed concerns about labour exploitation.

Employability skills

Low skills demanded by the labour market and a skills mismatch are among the main reasons that many young people, Roma, Ashkali and Egyptian and otherwise, face difficulties in finding a job. Kosovo's poor-quality education system, coupled with limited employment opportunities, has made it difficult for young people to access and retain jobs.⁷⁶ A 2015 survey conducted with young people in upper secondary and tertiary education and businesses showed that young people in Kosovo, regardless of ethnicity or education, are generally unaware about what skills are valued in the labour market and overestimate their skills' value.⁷⁷

⁷⁵ Labour Inspectorate. 2017. Annual Report. Available at: <https://ip.rks-gov.net/wp-content/uploads/Raporti-i-Punes-per-vitin-2017-nga-Inspektoriati-i-punes-2.pdf>.

⁷⁶ WBG. 2015. Kosovo in a snapshot.

⁷⁷ Statman, James, Ada Huibregtse, Dukagjin Pupovci and Vjosa Mullatahiri. 2015. Workforce readiness assessment for USAID/Kosovo.

Table 9. Business representatives' and youth' assessment of youth job preparedness

Skills	Category	Completely prepared	Somewhat prepared	Somewhat unprepared	Completely unprepared
Completing a project as part of the team	Business	20.59	29.41	32.35	17.65
	Youth	50.41	34.10	6.66	8.83
Collaborate with people from diverse backgrounds	Business	38.24	26.47	23.53	11.76
	Youth	55.01	24.25	11.25	9.49
Making a persuasive argument to convince other to adopt an idea	Business	23.53	20.59	38.24	17.65
	Youth	46.60	37.64	7.88	7.88
Complete a project independently	Business	14.7	20.6	20.6	44.1
	Youth	45.8	37.5	7.5	9.2
Conflict resolution	Business	18.2	27.3	33.3	21.2
	Youth	48.4	36.1	8.2	7.4
Think creatively to come up with solutions	Business	26.47	26.47	32.35	14.71
	Youth	55.74	31.28	6.28	6.69
Apply theoretical knowledge in practice	Business	23.5	29.4	32.4	14.7
	Youth	53.6	32.6	6.5	7.4

Source: Statman, et.al. 2015. *Workforce Readiness Assessment for USAID/Kosovo*.

Focus groups participants, especially those without high school education, viewed individual characteristics and technical skills as central to their employability. Individual characteristics such as good manners, respect, honesty, loyalty, optimism and trust came up usually first, without any prompting and more frequently than any other skills necessary in the job market. Only after several prompts did high school or university graduates identify socio-emotional skills such as teamwork, cooperation, responsibility, and professionalism as important. Skills such as stress resistance, self-management, goal orientation, negotiation, organization, accuracy, leadership, and perseverance were not identified at all.

Technical skills or “knowing your job” were the second most frequently cited category to succeed in the labour markets. Only a few recent graduates from school, university or vocational courses spoke of their concrete technical skills and how they could use them to their advantage. For example, only one participant mentioned information technology and computer skills as advantageous in the labour market. Communication skills and languages were identified by a few highly educated participants and acknowledged by others as important skills to succeed in the labour market. Communication was understood as being agreeable and respectful with superiors and colleagues. Other advanced cognitive skills such as learning, time management, analytical skills, multitasking, critical thinking, creativity, problem-solving, and decision-making were not mentioned even after several prompts.

Language skills were identified by the majority of young people as important in the labour market. Ashkali and Egyptian youth are fluent in Albanian. However, Roma youth were mostly focused on Albanian language skills because they viewed their inability to speak and write it as a severe disadvantage in the labour market. High school or university graduates of all three ethnic groups identified working levels of English as a key to succeeding in the labour market.

5.2 Education

There are large disparities in access to education between the Roma, Ashkali and Egyptian communities and other Kosovars. At each successive level of education, the educational attainment gap between them and other communities increases. To address these disparities, as expressed in the strategies for inclusion in education, the MEST and OGG have made educational attainment of children and youth from these communities a priority. Despite making the Roma language an elective course in pre-university education and establishing reserved enrolment quotas for members of these communities⁷⁸, there is no evidence to indicate a positive trend in educational attainment among Roma, Ashkali and Egyptians.

Low levels of education is most cited by policy-makers and other stakeholders in explaining the disadvantaged position of Roma, Ashkali and Egyptian communities' members in the labour market. As a result, increased educational attainment is seen and presented as something of a panacea. However, research shows that the relationship between educational attainment and labour market outcome is more nuanced. While there are logical reasons and empirical data to suggest that low educational attainment is closely associated with low labour market outcomes for the general population and Roma in Central Europe⁷⁹, evidence from Kosovo shows that increased educational attainment for Roma, Ashkali and Egyptians accrues smaller labour market benefits than for other communities.⁸⁰

Nonetheless, evidence from the focus groups does suggest that low levels of education is hindering young people from Roma, Ashkali and Egyptian communities in finding getting employment. Less educated youth have difficulties finding unskilled or low-skilled jobs and are more likely to be unemployed. None of the less educated focus group participants had used the Internet to find employment and did not really know how to go about applying for jobs. Roma, Ashkali and Egyptian youth with higher levels of education were more informed about factors and skills that can help them succeed in the labour market; existing employment services; locations and processes of acquiring labour market information; and their human and labour rights. However, Roma, Ashkali and Egyptian university graduates and students did perceive their labour market outcomes inferior to their counterparts from other communities.

5.3 Discrimination

Discrimination on ethnic grounds is another important explanation for poor labour market outcomes among Roma, Ashkali and Egyptian communities, yet it is the least considered by policy and decision-makers. Even though Kosovo has adequate legislation and institutional frameworks to protect and promote non-majority rights, including equal employment oppor-

78 MEST.2016. Administrative Instruction, No.09.2016 Application of affirmative measures and reserved quota for registration of candidates of non-majority communities in public institutions of higher education. Available at: <http://masht.rks-gov.net/uploads/2016/06/ua-masht-09-2016-aplikimi-i-masave-afirmative-dhevendevete-rez-al.pdf>.

79 Revenga, Ana, Dena Ringold, and William M. Tracy. 2002. Poverty and ethnicity: A cross-country study of ROMA poverty in Central Europe. World Bank Technical Paper; No. 531. Washington, DC: World Bank. Available at: <http://documents.worldbank.org/curated/en/839821468759298610/pdf/multi0page.pdf>. Branson, Nicola and Murray Leibbrandt. 2013. Educational attainment and labour market outcomes in South Africa, 1994-2010. OECD Economics Department Working Papers, No. 1022. <https://www.oecd-ilibrary.org/docserver/5k4c0vvbv0q-en.pdf?expires=1526552238&id=id&accname=guest&checksum=77C103F05BA6FAE972E581B349598651>. O'Higgins 2012, 2015.

80 OECD Economics Department Working Papers, No. 1022. <https://www.oecd-ilibrary.org/docserver/5k4c0vvbv0q/en.pdf?expires=1526552238&id=id&accname=guest&checksum=77C103F05BA6FAE972E581B349598651>. O'Higgins 2012

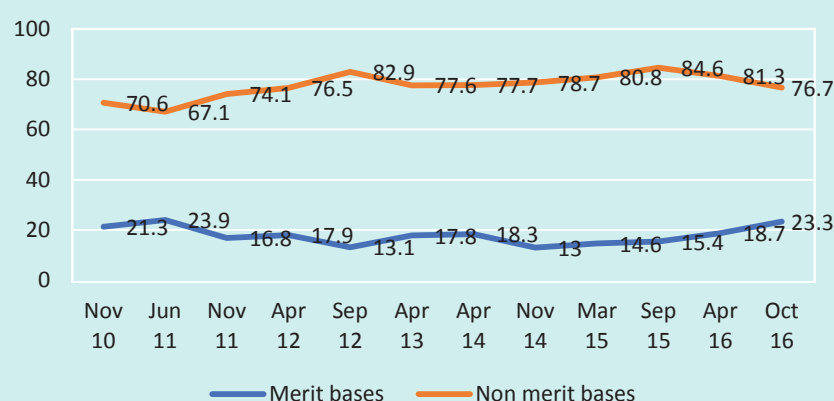
tunities and non-discrimination⁸¹, implementation and enforcement of legislation is lagging. Overall public institutions lack the capacity and are insufficiently coordinated to effectively apply the law. Moreover, behavioural and attitudinal changes, a necessary backdrop to effective implementation of legislation, have not permeated Kosovar society, and prejudice persists.

All young people participating in focus groups reported facing discrimination in every aspect of life, including the labour market. As they see it, their ethnicity is the main impediment to finding a job in either the public or private sectors. They report high levels of negative stereotyping when in contact with individuals from other communities and confirmed prior reports that they receive lower salaries than the rest of the population. As a result, the process of looking for a job in the public and private sectors was described as difficult, disempowering, depressing, stressful, demotivating, discriminatory and humiliating.

The employment quota for non-majority community members in the public sector is perceived as a well-intended mechanism to create opportunities for Roma, Ashkali and Egyptian communities to find employment, build their careers and help the community overall. To benefit from employment quotas one must declare their ethnicity, and overall ethnic identification in job applications was perceived as hindering their chances of employment. The overall perception was that employers will not give them an opportunity for an interview because they belong to one of these communities. However, the removal of mandatory ethnic identification in job applications was not viewed by participants as a panacea to this problem. Indeed, it was reported that some members of the majority community are claiming to be members of one of the Roma, Ashkali and Egyptian communities as a means of availing of opportunities designated to help them.

Focus group participants see nepotism and cronyism in employment in the public and private sectors as another key impediment to getting a job. Almost all of them stated that public and private sector entities prefer to fill their vacancies with family members, friends or colleagues because family and friendship networks are valued more than competency, skills and knowledge. This phenomenon aggravates the Roma, Ashkali and Egyptian communities' situation in the labour market because they are either outsiders and do not tend to have such contacts.

Figure 8. Perceptions of meritocracy in gaining employment in the public sector



Source: UNDP. 2017. Public pulse survey.

81 For a detailed discussion, see The legal, institutional and policy framework section.

E.G. is a young Roma that has completed his master level education in English language abroad. Upon his return to Kosovo, he was interviewed for a teaching position in a public high school. Once the interviewing panel noted in his application that that he was Roma, he was asked as to why he was not working to teach his own kind, i.e. Roma children. *"The first thing I thought after this question was that I was not treated as a professional that can offer high quality services to the school, but as an individual who is qualified to teach only a specific group of children, that of his own kind. I was not hired."*

The previous experience stands in stark contrast to the experience that E.G. had with an international organization (IO) where he currently works with. *"In the final interview with this IO, I was told that they highly appreciated my application for the position, my educational qualifications, and very satisfactory tests results. The interviewing process was encouraging and positive. I felt that I was evaluated for my professional qualities. Additionally, the interviewing panel said that they were extremely happy to work with such a member of the Roma community."*

Box 1. Discrimination in employment

5.4 Risk-aversion to entrepreneurship and self-employment

The World Bank's Doing Business 2018 report⁸² ranks Kosovo 40th out of 190 countries in ease of doing business. Kosovo ranks 10th in starting a business, 12th in getting credit, 34th in registering property, 45th in paying taxes and 49th in enforcing contracts and resolving insolvency. The report outlines how business registration process is simpler, faster and more transparent due to application of the "one-stop-shop" approach. It can be done in-person or on-line in 29 municipal registration centres in Albanian, Serbian, English, and Turkish. On the other side, Kosovo ranks 89th in protecting minority investors; its institutional capacity to deal with the large informal economy is weak; and the licensing and inspection regime is fragmented, thus depressing formal private sector activities.⁸³ While the situation for many Kosovar entrepreneurs or self-employed may have improved, Roma, Ashkali and Egyptian communities report feeling somewhat excluded from this progress. These communities' extreme poverty, lower levels of education, low level of information about procedures for starting and managing a business, little experience with the formal economy and pervasive discrimination hinder their capacity either to start or formalize their businesses.

Lack of information about business procedures and lack of familiarity with running a business may have contributed to focus group participants' preference for being employees rather than employers. Preference for working for others rather than starting a business was most strongly expressed by Roma participants regardless of gender or employment status. The main reasons for such preferences was a view that owning a business brings with it high levels of risk and pressure

82 WBG. 2018. Doing business 2018: Reforming to create jobs. Available at: www.doingbusiness.org/~media/WBG/DoingBusiness/Profiles?Country/KSV.pdf.

83 WBG. 2016. Country program snapshot. Available at: pubdocs.worldbank.org/en/419461462386476530/World-Bank-Kosovo-Program-Snapshot-April-2016.pdf.

for success. Fixed monthly salaries, potential on-the-job training, social and health insurance payments by the employer and unemployment benefits in case of being laid off were some additional reasons for preferring being employed by others. One exception was that a majority of skilled, unemployed Ashkali women expressed a preference for operating their own businesses.

Overall the bulk of the participants had not thought of starting a business as a means of employment. They nonetheless showed interest in the advantages created by running one's own business such as freedom of action, freedom from being fired and having more control over one's own life. Furthermore, all of them saw their businesses as a source of employment for their family members. However, taxes, social and medical insurance obligations were viewed as heavy burdens and a discouragement to businesses. The majority of participants preferring or having thought of starting a business had little to no knowledge of how to create a business plan, legal and administrative requirements in starting a business, bookkeeping, and the necessary human resources or business management.

5.5 Gender Equality

The Law on Gender Equality⁸⁴ establishes the foundations for providing equal opportunities for women and men to participate in political, economic, cultural and other aspects of social life. It quantitatively defines gender inequality as occurring in institutions or organizations when one sex is represented by less than 40 per cent of employees (Article 2.12). Furthermore, women are entitled to 9 months paid maternity leave: the first 6 months at 70 per cent of base salary is paid by the employer; the following 3 months at 50 per cent of average salary is paid by government, and a final 3 months without payment (Article 3.2).

However, such positive legislation and policies have not translated in positive labour market outcomes for Roma, Ashkali and Egyptian or women or indeed for those from other communities. The inactivity rate for women in Kosovo stands at 80 per cent, and it is not particularly different for Roma, Ashkali and Egyptian women. Four percent for Roma, Ashkali and Egyptian women and six percent of women per se are in employment, while unemployment is 53 per cent for Roma, Ashkali and Egyptian women and 52 per cent per se. The main constraints faced by Kosovar women from all communities is their traditional role as the primary caregiver in the family, such as child caring, house chores, etc.⁸⁵ Even though, overall, Kosovar women's levels of education are significantly better than Roma, Ashkali and Egyptian women, their labour market outcomes are broadly the same. This suggests that gender has a greater effect on women's labour market outcomes than ethnicity.

Focus group discussions with young Roma, Ashkali and Egyptian suggested gender had little to no effect on how to approach the labour market, but that it had a strong effect on labour market outcomes. Women participants stated that men have better opportunities in employment because they can also undertake physically demanding, labour-intensive jobs which are very

⁸⁴ Assembly of Kosovo. 2004. Law On Gender Equality in Kosovo. Available at: http://www.assembly-kosova.org/common/docs/ligjet/2004_2_en.pdf.

⁸⁵ UNDP. 2016. Human development report: Making the labour work for women. Available at: http://hdr.undp.org/sites/default/files/human_development_report_2016.pdf.

often left for the Roma, Ashkali and Egyptian communities to do. Young women from these communities stated that sexual harassment is widespread and discourages them from looking for jobs and covered women stated that they are viewed less favourably than those who are not covered. Many women participants stated that outside their neighbourhood they are insulted to the point that they feel unsafe.

5.6 Cross-cutting issues

Poverty was a clear and obvious cross cutting dimension in focus groups discussions of labour market issues. Many young Roma, Ashkali and Egyptian said that they are very poor and almost no one in their families has a job. They said that they feel they are few steps behind others because of poverty. Poverty affected their mobility, and a few of them could take jobs located far away, either for lack of public transportation or because transportation was expensive. Young Roma, Ashkali and Egyptian men identified poverty as the main reason for dropping out of school.

Trust in the fairness and effectiveness of the public system is very low, the main reason cited being the consistent failure of the young Roma, Ashkali and Egyptian jobseekers to gain employment in public institutions. The focus groups revealed a perception of corrupt hiring procedures, institutional irresponsiveness regarding high levels of unemployment and a perception that public institutions look after the majority and neglect minority communities. As a result, unless the attitudes of public officials change, Roma, Ashkali and Egyptian youth see little point in getting in touch with them and discuss their concerns.

Some Ashkali youth see discrimination from the Albanian majority as a post-war (1999) phenomenon. Ashkali youth in the focus groups indicated that prior to the war, the Albanian majority did not discriminate against them. “Our relations were amicable. Now, relations have changed. Suddenly we have become different; we have become others,” summarized one Ashkali youth.

5.7 Services or programs to assist Roma, Ashkali and Egyptian youth in labour market

Focus group discussions among Roma, Ashkali and Egyptian identified the lack of labour market information as a fundamental need that has to be addressed. The majority suggested that MEOs need to be more active in informing young women and men from these communities about jobs and skills training opportunities. They suggested an internet platform that would consolidate all information about job vacancies and trainings in one place. Participants in the focus groups were clear on the need support to improve their employability. Most of them suggested that vocational training, skills training to strengthen their communication, behaviour at work, team work, interview and negotiation skills are important to be competitive in the job market.

6. Conclusions and recommendations

Overall Kosovo's legal and institutional framework for protection and promotion of non-majority rights, including Roma, Ashkali and Egyptian communities and young people is adequate. Problems that exist pertain chiefly to implementation. The legal framework at national and local levels requires stronger political will to implement it among policy and decision-makers, and more acceptance and compliance from other communities.

It is acknowledged by local and national government that Roma, Ashkali and Egyptian youth face grave difficulties in accessing the labour market and that remedial actions are required. Indeed authorities at the central level and in the three target municipalities have launched Action Plans for Inclusion of Roma, Ashkali and Egyptian Communities 2018-2022.

The low official rate of discrimination in the workplace on grounds of ethnicity or gender is likely a result of people not voicing their concerns or public institutions not listening to their complaints, and the low rates of personal experiences of discrimination among focus group participants in work is likely a result of them working for IOs and NGOs that promote minority rights. In general, young people from Roma, Ashkali and Egyptian communities perceive discrimination based on ethnic origin as a prevalent feature in their everyday life and in interactions with public or private entities. Discrimination at the recruitment stage is widespread and it is contributing to the exclusion of Roma, Ashkali and Egyptian young people from the labour market.

The focus groups with Roma, Ashkali and Egyptian young people confirm previous research findings that they have poorer labour market outcomes than young people from other communities with the same level of education. This is particularly valid for men's labour market outcomes. Roma, Ashkali and Egyptian youth are aware that they have inadequate skills to succeed in the labour market; yet many of them do not seem to see the cause-and-effect relationship between poor education, inadequate skills and labour market outcomes. This could be the result of several factors. Many university-educated Roma, Ashkali and Egyptian young people cannot find work commensurate with their qualifications, and lower educated youth cannot find unskilled jobs. Furthermore, the current education system might not be viewed as transferring adequate employability skills, thus there is less importance placed on education.

Generally, Roma, Ashkali and Egyptian youth that participated in the focus groups do not have sufficient understanding of how to succeed in a highly competitive workforce in a struggling economy amidst discriminatory attitudes. They were not aware of a whole range of cognitive, socio-emotional and technical skills that are needed to develop and to succeed in the job market such as:

- Socio-emotional skills: teamwork, stress resistance, self-management, goal orientation, negotiation, organization, accuracy, leadership, and perseverance;
- Technical skills: IT/computer skills; computerized production;
- Advanced cognitive skills: learning, time management, analytical skills, multitasking, critical thinking, creativity, problem solving and decision making.

IOs or NGOs working with minority issues are assisting Roma, Ashkali and Egyptian youth enter the labour market through giving them the first job or internship opportunities; and in providing guidance in writing CVs, interview techniques, communication, team work and collaboration, management, computer skills, etc. However, the number of Roma, Ashkali and Egyptian youth that IOs and NGOs can help is limited, and a more fundamental shift is required.

Women from all communities, including Roma, Ashkali and Egyptian communities, face graver challenges in the labour market than men of any majority or non-majority community. Regardless of the level of educational attainment, women have significantly higher levels of inactivity and unemployment and lower levels of labour force participation than men. Widespread sexual harassment coupled with an unsafe environment outside their neighbourhood narrows the geographic focus of where women can look for employment and serves to discourage them. Since fewer women than men stated their willingness to work in substandard workplaces without legal contracts it is likely that more women are inactive in the labour market in the near term. However, the chief finding with regard to gender equality is that it is a much greater predictor of employment status than ethnicity with Kosovar women per se being structurally excluded from many professions.

Local government has responded to the challenges of integration by means of Action Plans. Even though NGOs representing these communities' interests were consulted in the drafting of the plans, only the LAP of the municipality of Gračanica/ Graçanicë directly named discrimination as one of the main reasons for the disadvantaged position in the labour market. Lack of direct acknowledgment of discrimination as a reason for Roma, Ashkali and Egyptians' disadvantaged position can increase the lack of trust in public institutions; enlarge the gap in trust between Roma, Ashkali and Egyptian youth and those institutions; and negatively impact upon the success of the plans. It is positive, however, that even though discrimination or lack of trust in public institutions is not explicitly cited as a reason for employment disadvantages among Roma, Ashkali and Egyptian youth in two of the three plans, the plans do include activities that can remedy discrimination and lack of trust in public institutions.

Despite the use of quotas and dedicated funds to improve Roma, Ashkali and Egyptian young people's employability, focus groups participants' trust in public institutions has eroded. The main reasons cited are a perception of discrimination in interactions with state institutions such as central or local governments, schools and employment offices; and perceptions of public institutions as irresponsible, corrupt and unwilling to uphold their responsibility for guaranteeing citizens' equal rights. As a result, young people from the Roma, Ashkali and Egyptian communities do not think it is worthwhile to turn to public institutions to discuss their needs, address their concerns, and solve any perceived injustice done to them. Therefore, any policies

or programs that will require the involvement of Roma, Ashkali and Egyptian youth will have to account for this lack of motivation to cooperate and, as a starting point include mechanisms to increase their interest and motivation to work with public institutions.

Quotas and affirmative action is one manner being employed to overcome such obstacles. However this requires ethnic self-identification and many Roma, Ashkali and Egyptian are reluctant to self-identify out of fear of prejudice. Moreover, there is a fear of free-riding by the majority in taking up opportunities created specifically for Roma, Ashkali and Egyptian and other non-majority communities.

Roma, Ashkali and Egyptian young people have some knowledge of standards that employers should meet: legal contracts, minimum wage, working hours, social and health benefits, break and vacation periods, etc. However, low skilled men in particular are willing to accept any form of employment to get themselves out of desperate economic situations.

Roma, Ashkali and Egyptian young people do not view public and private employment services as particularly helpful. MEOs are viewed as mechanisms to facilitate employment for low skilled and low paying jobs and to oversee the determination of unemployment benefits. They do not associate MEOs with career guidance and school-to-work transition, skills-training, or matching of their skills with those needed in the labour market, etc. Young Roma, Ashkali and Egyptian that have had contact with MEOs are not convinced that their actions and programs are useful for them. Meanwhile private employment services are associated with jobs overseas and are seen to have exorbitant fees.

Roma, Ashkali and Egyptian youth are, generally speaking, aware that they are legally protected against discrimination and that there are affirmative action measures to increase their representation in public service is in place. However, many participants, and women in particular, are not prepared to fight for their rights and deal with the discrimination they face. This could be a result of feeling powerless, neglected for a long time, having little knowledge of how to claim one's rights, and unsuccessful efforts of other Roma, Ashkali and Egyptian young people to address discrimination against them. Unlike Roma and other minority populations in the CEE region, identity documents are not a concern, and they are not associated with challenges they face in the labour market.

A majority of Roma, Ashkali and Egyptian youth display risk averse behaviour towards entrepreneurship and self-employment. They do not view self-employment as a viable avenue to employment because of the risks and heavy obligations associated with running a business. However, there are indications that vocational training coupled with promotion of entrepreneurship could instil enthusiasm for entrepreneurship among Roma, Ashkali and Egyptian youth. An impediment to entrepreneurship is a lack of necessary knowledge to start or run a business, and the Municipality of Fushë Kosovë/ Kosovo Polje, where the focus groups showed most enthusiasm about self-employment and entrepreneurship were identified, has not included actions to promote self-employment in its action plan. However, both the municipalities of Gračanica/ Graçanicë and Gjakovë/ Djakovica are placing a heavy focus on self-employment as a mechanism for supporting Roma, Ashkali and Egyptian communities. There is a recognition

that self-employment without adequate entrepreneurial skills and ideas is likely to turn into a low-income generating activity that does not provide decent work for youth. On the other hand, in lower income countries with large cohorts of disadvantaged youth, skills training and entrepreneurship promotion interventions can produce the most favourable labour market outcomes for young people of all types of ALMPs.⁸⁶

It is essential that public authorities acknowledge discrimination against Roma, Ashkali and Egyptian youth in the labour market as a means of building trust and encouraging collaboration between these communities and public institutions. It is crucial to create opportunities for dialogue that will work towards a common understanding of the current employment situation and its causes. MEOs are one of the first offices that Roma, Ashkali and Egyptian youth looking for employment have contact with, so it is vital that they work to create a positive relationship with young people from these communities, including by taking steps to themselves hire Roma, Ashkali and Egyptian youth.

One means of promoting employment for Kosovar youth, minority and otherwise, is to establish labour market information hubs which can make concerted efforts with MEOs and other public and private bodies to make that information accessible. Informational hubs can provide advertisements for job vacancies; information on industries in which employment is increasing; areas and regions where there are a greater number of jobs; ways to get training or further education in different fields; wage information per occupation, etc. Hubs can also provide information about labour laws, workers' rights, and institutions that enforce these laws and uphold these rights. Hubs should have specific mechanisms for outreach to Roma, Ashkali and Egyptian youth, alerts and updates of labour market information and can provide on-site training on CV and interview preparation etc.

In order to facilitate Roma, Ashkali and Egyptian university students' transition into the labour market, programs could be created that assist them to acquire internships or job experience in exchange for a commitment to increasing their communities' cooperation with public institutions. Such a program could increase the number of Roma, Ashkali and Egyptian students graduating, shorten their university attendance time, increase the numbers of qualified young people in the workforce, augment community involvement in public life and motivate other Roma, Ashkali and Egyptian youth to succeed in the labour market.

As a means of building Roma, Ashkali and Egyptian communities' trust in public institutions, young people from these communities engaged with IOs or NGOs in the three target municipalities could facilitate communication and cooperation between their respective communities and local authorities. Furthermore, they can turn into agents of change through informational campaigns about employment, entrepreneurship and skills building opportunities through participation in ALMPs. NGOs working with minority issues could motivate and encourage Roma, Ashkali and Egyptian young people in their communities to attend and complete vocational courses in order for them to be on par with the rest of Kosovo's youth.

86 Kluve, J.; Puerto, S.; Robalino, D.; Romero, J.M.; Rother, F.; Stöterau, J.; Weidenkaff, F.; Witte, M. 2016. Interventions to improve the labour market outcomes of youth: A systematic review of training, entrepreneurship promotion, employment services, mentoring, and subsidized employment interventions (Oslo, Campbell ColLabouration). Available at: <http://campbellcollabouration.org/lib/project/306/>.

Considering the high school drop-out rate and high numbers of inactive youth among Roma, Ashkali and Egyptian communities, referral mechanisms for early school leavers (ESL) and NEET groups could be established. Both groups need career guidance, which could be provided by a career unit at the MEO or a career guidance centre run by not-for-profit private providers. It is important to include schools, Municipal Directorates of Education, social services, NGOs working with Roma, Ashkali and Egyptian youth and communities and faith-based organizations in identifying early school leavers and NEET groups as a means of maximizing the reach of such programmes.

Integrated services that include relevant aspects of employment offices, social services and directorates of education could create opportunities for Roma, Ashkali and Egyptian young people to access services that they did not know about or did not have time to access. Integrated services should entail more than a one-stop shop where a number of services are consolidated in one place; they should have a common general goal and complementary functions. For example, integrated services can be the heart of the referral mechanism for early school leavers by not only identifying them, but also addressing ESL and NEET needs with a variety of alternatives from different services. Apprenticeship and internship programs could be conditional to achieving a certain level of formal education or completion of vocational training that focuses on both technical and cognitive skills.

A position of employment mediator placed with integrated services, hubs, or other relevant institutions can address these communities' lack of trust in public institutions and increase their involvement in improving their conditions. This professional would mediate between the respective communities and various institutions with regard to labour market services, education, social services and health care with the aim of increasing access to information, communication and conflict resolution mechanisms between service providers and clients.⁸⁷

Basic and advanced skills training courses for Roma, Ashkali and Egyptian youth at existing public or private vocational training providers should be encouraged to tackle the mismatch or lack of skills among Roma, Ashkali and Egyptian young people. These providers could be part of the referral mechanism and connected to career guidance providers to ensure that Roma, Ashkali and Egyptian youth become part of a service chain that covers their employment needs. The challenge for the MEOs will be outreach to Roma, Ashkali and Egyptian youth and, once identified, keeping them in the program. Outreach campaigns and follow-up career guidance sessions with Roma, Ashkali and Egyptian youth beneficiaries who have participated in ALMP can be steps to maximizing success.

The promotion of quality self-employment and entrepreneurship programs are other avenues to address youth unemployment in Roma, Ashkali and Egyptian communities. Design of those programs should carefully target youth that have the qualities (such as innovative ideas, determination and a will to learn) to become entrepreneurs and provide training opportunities for Roma, Ashkali and Egyptian young people to run businesses, and to identify market niches

⁸⁷ For more see *Promoting decent work opportunities for Roma, Ashkali and Egyptian youth in Kosovo: an ILO resource guide* / International Labour Office, Decent Work Technical Support Team and Country Office for Central and Eastern Europe. - Pristina: ILO, 2017

and ways to differentiate a new business from existing ones. Successful completion of the entrepreneurship programs should be linked to possible access to credit or other support for business start-up. Otherwise the outcome might simply be self-employment for subsistence that does not offer opportunities to youth for decent work and growth.

All mechanisms, programs and measures should have a strong gender perspective and a specific focus on young girls and women who occupy the most disadvantageous position in the labour market. Applying a gender perspective to programs should not be viewed simply as data collection disaggregated by sex or simply about ensuring that there are equal numbers of women and men in the programs. A gender perspective, if properly applied, should address different needs and concerns that are generated because of or exacerbated by gender. Thus, if there is a difference in the preferred means of communication between young Roma, Ashkali and Egyptian women and men, hubs should account for this difference. A potential referral mechanism for NEET youth should account for young women being more difficult to identify than young men. And sexual harassment as a phenomenon predominantly affecting women in Kosovo's society should be accounted for in any ALMP, formal or vocational education program. Roma, Ashkali and Egyptian women can be also encouraged and supported to become employment mediators in order to open direct lines of communication and access to services between these women and public institutions, promote equal opportunities and increase the number of Roma, Ashkali and Egyptian women role models.

Bibliography

Administrative Direction No 2003/2 implementing UNMIK Regulation No 2001/36 on the Kosovo Civil Service, Articles 10.1(a)-(c). MPS DCSA AI 2003/12 on Equal Opportunity Procedures. Available at <http://www.ks-gov.net/mshp/Documents/No.MPS-DC-SA-2003-12.pdf>.

Assembly of Kosovo. 2015. Law on Ombudsman No.05/L-019. Available at: http://ombudspersonkosovo.org/repository/docs/LAW_NO._05_L-019_ON_OMBUDSPERSON_770172.pdf

Assembly of Kosovo. 2010. Law on Labour. Available at: <http://www.assembly-kosova.org/common/docs/ligjet/2010-212-eng.pdf>.

Assembly of Kosovo. 2008. On the Protection and Promotion of the Rights of Communities and their Members in Kosovo (03/L-047). Available at: http://www.assembly-kosova.org/common/docs/ligjet/2008_03-L047_en.pdf.

Assembly of Kosovo. 2008. On Education in the Municipalities of the Republic of Kosovo (03/L-068). Available at: <http://masht.rks-gov.net/uploads/2015/06/09-2008-03-l068-en.pdf>

Assembly of Kosovo. 2008. On Local Self-government (03/L-040). Available at: www.assembly-kosova.org/common/docs/ligjet/2008_03-L040_en.pdf.

Assembly of Kosovo. 2008. The Cultural Heritage Law (02/L-88). Available at: http://www.assembly-kosova.org/common/docs/ligjet/2006_02-L88_en.pdf.

Assembly of Kosovo. 2008. Law on Special Protective Zones (03/L-039). Available at: http://www.assembly-kosova.org/common/docs/ligjet/2008_03-L039_en.pdf.

Assembly of Kosovo. 2006. On the Use of Languages (02/L37). Available at: http://www.assembly-kosova.org/common/docs/ligjet/2006_02-L37_en.pdf.

Assembly of Kosovo. 2004. Law On Gender Equality in Kosovo. Available at: http://www.assembly-kosova.org/common/docs/ligjet/2004_2_en.pdf. Assembly of Kosovo. 2004. The Anti-discrimination Law. Available at http://www.unmikonline.org/regulations/2004/re2004_32ale04_03.pdf.

Center for Policy and Advocacy. 2012. Monitoring of implementation Labour Law. In KFOS. 2014. Employee rights (legal framework), safety at work and implementation mechanisms. Available at: <http://kfos.org/wp-content/uploads/2015/03/EMPLOYEE-RIGHTS-LEGAL-FRAMEWORK-SAFETY-AT-WORK-AND-IMPLEMENTATION-MECHANISMS.compressed.pdf>.

Cojucaru, Alexandru. 2017. "World Bank: Job Diagnostics Kosovo", World Bank, Job Series Issue No. 5. Available at: <http://documents.worldbank.org/curated/en/814361497466817941/pdf/ACS21442-WP-PUBLIC-ADD-SERIES-KosovoJDWEB.pdf>.

ECMI Kosovo. 2013. Reports 2000: Roma in 2013 in Gračanica/Graçanicë. Available at: <http://www.ecmikosovo.org/uploads/ECMIKosovoDec2013GuidebookforProfessionalsENG.pdf>

- ECMI Kosovo. 2013. Reports 783: Roma in 2013 in Fushë Kosovë/Kosovo Polje. Available at: <http://www.ecmikosovo.org/uploads/ECMIKosovoDec2013GuidebookforProfessionalsENG.pdf>
- ILO. 2017. Promoting decent work opportunities for Roma, Ashkali and Egyptian youth in Kosovo: an ILO resource guide / International Labour Office, Decent Work Technical Support Team and Country Office for Central and Eastern Europe. – Pristina, ILO.
- ILO. 2015. Key Indicator of the labour market 2015 KILM 11: Long-term unemployment. Available at: http://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/publication/wcms_422451.pdf.
- Kluve, J., S.Puerto, D.Robalino, J.M.Romero, F.Rother, J.Stöterau, F.Weidenkaff, M.Witte. 2016. Interventions to improve the labour market outcomes of youth: A systematic review of training, entrepreneurship promotion, employment services, mentoring, and subsidized employment interventions (Oslo, Campbell Collabouration). Available at: <http://campbellcollabouration.org/lib/project/306/>.
- Kosovo Agency of Statistics. 2017. Kosovo in Figures 2016. Available at: <http://ask.rks-gov.net/media/3672/kos-in-figures-2016.pdf>.
- Kosovo Agency of Statistics. 2017. Results of the 2016 Labour Force Survey.
- Kosovo Agency of Statistics. 2016. Results of the 2015 Labour Force Survey.
- Kosovo Agency of Statistics. 2014. 2013-2014 Roma, Ashkali and Egyptian Communities in Kosovo Multiple Indicator Cluster Survey, Key findings. Prishtinë/Priština, Kosovo: The Kosovo Agency of Statistics.
- Kosovo Agency of Statistics. 2014. Summary, 2013-2014 Roma, Ashkali and Egyptian Communities in Kosovo. Prishtinë/Priština, Kosovo: The Kosovo Agency of Statistics.
- Kosovo Agency of Statistics. 2014. Multiple Indicator Cluster Survey. Prishtinë/Priština, Kosovo: The Kosovo Agency of Statistics.
- Kosovo Constitution, June 2008. Available at: <http://www.kryeministri-ks.net/repository/docs/Constitution1Kosovo.pdf>.
- Kosovo Prime Minister's Office. 2017. Strategy for inclusion of Roma and Ashkali communities in the Kosovo society 2017-2021.
- Kovrova, I, and S. Lyon. 2013. NEET youth dynamics in Indonesia and Brazil: A cohort analysis. *Understanding Children's Work Programme Working Papers Series*. Available at: http://sitere-sources.worldbank.org/EXTNWDR2013/Resources/8258024-1320950747192/8260293-1320956712276/82610911348683883703/NEET_Youth_cohort_effects_Indonesia&Brazil.pdf.
- Labour Inspectorate. 2017. Annual Report. Available at: <https://ip.rks-gov.net/wp-content/uploads/Raporti-i-Punes-per-vitin-2017-nga-Inspektoriati-i-punes-2.pdf>.
- MEST. 2017. Kosovo Education Strategic Plan 2017-2010. P.41. Available at: <https://masht.rks-gov.net/uploads/2017/02/20161006-kesp-2017-2021.pdf>.

MEST.2016. Administrative Instruction, No.09.2016, Application of affirmative measures and reserved quota for registration of candidates of non-majority communities in public institutions of higher education. Available at: <http://masht.rks-gov.net/uploads/2016/06/ua-masht-09-2016-aplikimi-i-masave-afirmative-dhevendev-te-rez-al.pdf>.

O'Higgins, Niall. 2012. Roma and non-Roma in the Labour Market in Central and South Eastern Europe. Roma Inclusion Papers. Bratislava: United Nations Development Program.

Ranzani M., and F.C. Rosati. 2013. The NEET trap: A dynamic analysis for Mexico. *Understanding Children's Work Programme Working Papers Series*. Available at: http://www.ucw-project.org/attachment/Youth_Empl_NEET_TRAP_MEXICO20130328_160056.pdf.

Revenge, Ana, Ringold, Dena, and Tracy, William Martin. 2002. Poverty and ethnicity: A cross-country study of ROMA poverty in Central Europe. World Bank Technical Paper; No. 531. Washington, DC: World Bank. Available at: <http://documents.worldbank.org/curated/en/839821468759298610/pdf/multi0page.pdf>.

Statman, James, Ada Huibregtse, Dukagjin Pupovci and Vjosa Mullatahiri. 2015. Workforce readiness assessment for USAID/Kosovo.

UNDP. 2018. Kosovo at a Glance. Received via e-mail. The summary of the UNDP-WB-EC Regional Roma Survey does not disaggregate data by Roma, Ashkali and Egyptian communities. Therefore, any statistics from this survey will present aggregated data about Roma, Ashkali and Egyptian communities.

UNDP Kosovo. 2017. Public Pulse XIII. Available at: http://www.ks.undp.org/content/kosovo/en/home/library/democratic_governance/public-pulse-xiii/.

UNDP, 2013. Community Vulnerability Assessment Report, 2013.

UNDP, 2011. Kosovo Human Development Report for 2010. Available at: http://hdr.undp.org/sites/default/files/nhdr_kosovo_2010_english.pdf.

UNMIK. 2001. Regulation No 2001/36 on the Kosovo Civil Service. Available at: http://www.unmikonline.org/regulations/unmikgazette/02english/E2001regs/RE2001_36.pdf.

World Bank Group. 2018. Doing business 2018: Reforming to create jobs. Available at: www.doingbusiness.org/~media/WBG/DoingBusiness/Profiles?Country/KSV.pdf.

World Bank Group. 2017. Kosovo Snapshot. Available at: <https://data.worldbank.org/country/kosovo>.

World Bank Group. 2016. Country program snapshot. Available at: pubdocs.worldbank.org/en/419461462386476530/World-Bank-Kosovo-Program-Snapshot-April-2016.pdf. World Bank Group in Kosovo. 2015. Country Snapshot. Available at: <http://www.worldbank.org/content/dam/Worldbank/document/eca/Kosovo-Snapshot.pdf>.

World Bank Group. 2003. Kosovo labour Market Study: Policy Challenges of Formal and Informal Employment Available at: <http://www.esiweb.org/pdf/bridges/kosovo/1/11.pdf>.

Zuccotti, Carolina, V., and Jacqueline O. Reilly. 2018. Ethnicity, gender and Household effects on becoming NEET: An Intersectional Analysis. *Work, Employment and Society*. Available at: <http://journals.sagepub.com/doi/full/10.1177/0950017017738945#articleCitationDownloadContainer>.

Annex A

Number of Roma, Ashkali and Egyptian communities by municipality

Table 10. Number of Roma, Ashkali and Egyptian communities by municipality

Municipality	Roma		Ashkali		Egyptian		Municipal total population
	No	per cent	No	per cent	No	per cent	
Decan/Decane	33	0.1	42	0.1	393	1.0	40019
Dragash/Dragaš	3	0.0	4	0.0	3	0.0	33997
Ferizaj/Urosevac	204	0.2	3629	3.3	24	0.0	108610
Fushë Kosovë/Kosovo Polje	436	1.3	3230	9.3	282	0.8	34827
Gjakovë/Djakovica	738	0.8	613	0.6	5117	5.4	94556
Gjilan/Gnjilane	361	0.4	15	0.0	1	0.0	90178
Glogoc/Glogovac	0	0.0	0	0.0	2	0.0	58531
Gračanica/Graçanicë	745	7.0	104	1.0	3	0.0	10675
Hani i Elezit/Elez Han	0	0.0	0	0.0	0	0.0	9403
Istog/Istok	39	0.1	111	0.3	1544	3.9	39289
Junik/Junik	0	0.0	0	0.0	0	0.0	6084
Kaçanik/Kaçanik	5	0.0	1	0.0	0	0.0	33409
Kamenicë/Kamenica	240	0.7	0	0.0	0	0.0	36085
Klinë/Klina	78	0.2	85	0.2	934	2.4	38496
Klllokot/Klokot	9	0.4	0	0.0	0	0.0	2556
Lipjan/Ljpljane	342	0.6	1812	3.1	4	0.0	57605
Malishevë/Mališevo	26	0.0	5	0.0	0	0.0	54613
Mamuša/Mamushë/Mamuša	39	0.7	12	0.2	0	0.0	5507
Mitrovicë/Mitrovica	528	0.7	647	0.9	6	0.0	71909
Novobërdë/Novo Brdo	63	0.9	3	0.0	0	0.0	6729
Obiliq/Obilic	661	3.1	578	2.7	27	0.1	21549
Partesh/Partesh	0	0.0	0	0.0	0	0.0	1787
Pejë/Pec	993	1.0	143	0.1	2700	2.8	96450
Podujevë/Podujevo	74	0.1	680	0.8	2	0.0	88499
Prishtinë/Pristina	56	0.0	557	0.3	8	0.0	198897
Prizren/Prizren	2899	1.6	1350	0.8	168	0.1	177781
Rahovec/Orahovac	84	0.1	404	0.7	299	0.5	56208
Ranilug/Ranillug	0	0.0	0	0.0	0	0.0	3866
Štrpce/Shtërpçë	24	0.3	1	0.0	0	0.0	6949
Shtime/Stimlje	23	0.1	750	2.7	0	0.0	27324
Skenderaj/Srbica	0	0.0	10	0.0	1	0.0	50858
Suharekë/Suva Reka	41	0.1	493	0.8	5	0.0	59722
Viti/Vitina	12	0.0	14	0.0	0	0.0	46987
Vushtrri/Vucitrn	68	0.1	143	0.2	1	0.0	69870
Total	8824	0.5	15436	0.9	11524	0.7	1739825

Source: Kosovo Agency of Statistics and author's calculations.

Annex B

Questionnaire for the focus groups

1. Please indicate your gender

Women	<input type="checkbox"/>
Men	<input type="checkbox"/>

2. Please indicate your age: _____

3. What best describes your level of education?

a.	No schooling	<input type="checkbox"/>
b.	Some or primary school	<input type="checkbox"/>
c.	Some or graduated middle school	<input type="checkbox"/>
d.	Some of graduated high school	<input type="checkbox"/>
e.	Some university or university degree	<input type="checkbox"/>

4. If Q3 answered 3d,

General education	<input type="checkbox"/>
Vocational education	<input type="checkbox"/>

5. If Q3 answered 3e, specify the field of study: _____

6. Please indicate your area of living:

Urban	<input type="checkbox"/>
Semi-urban	<input type="checkbox"/>
Rural	<input type="checkbox"/>

7. Please indicate, what best describes your status of employment?

a.	Full-time employed	<input type="checkbox"/>
b.	Part-time employed	<input type="checkbox"/>
c.	Temporary employed	<input type="checkbox"/>
d.	Self-employed	<input type="checkbox"/>
e.	Unemployed	<input type="checkbox"/>

8. If Q9 answered a-c, please indicate below:

With employment contract	<input type="checkbox"/>
Without employment contract	<input type="checkbox"/>

9. If Q9 answered a-c, please indicate below:

Public sector	<input type="checkbox"/>
Privat sector (non-NGO)	<input type="checkbox"/>
Civil society	<input type="checkbox"/>

10. Please indicate how much do you spend for entertainment per day?

11. Please indicate how many friends do you have from the communities specified below:

Roma	
Ashkali	
Egyptian	
Albanian	
Serbs	
Bosnian	
Turk	

Annex C

Focus group and individual interview questionnaire

1.	What can you tell us about your personal experience looking for a job?
a.	Can you walk us step-by-step through the process you followed the last time you were looking for a job?
b.	What kind of job are you looking for? (Full/part-time, high/low skill job, contract – no contract; social security/ health insurance/ minimally / highly paid job)
c.	How would you describe the process of looking for a job and why? (difficult, tiring, easy, inspiring, demoralizing, etc)
d.	Can you share your experience with having applied for or received a job or internship in a public institution? Can you explain why have not applied?
e.	Can you tell us about reasons why you are unemployed?
2.	What can you tell us about your personal experience of keeping a job?
a.	Can you describe a usual day at work?
b.	Can you walk us step-by-step through the actions you have taken to retain one of the jobs you held?
c.	Can you describe any differences that you have experienced in processes of getting a job or keeping a job?
d.	You mentioned ... How about ...?
3.	What do you know about jobs and work skills that are wanted in your area?
a.	Can you describe skills / attributes that employers want in their employees?
b.	Can you list public or not-public services that you have used to find a job?
c.	Can you describe for me specific experiences you have had with those services?
d.	Can you tell us reasons for continuing or interrupting education? Did anyone share their opinions with you about it? If you could make that decision today, what would you do?
e.	You mentioned ... How about ...?
4.	Can you describe your preferences regarding owning your business versus working for other people/organizations?
a.	A friend has a business idea. S/he is looking for information to implement her/his idea. At the same time s/he finds out that a factory near-by is looking for paid apprentices in a job that has little to do with her business idea. How would you proceed if you were in your friend's situation? How would you proceed if the apprenticeship is unpaid?
b.	Which one do you prefer most: your own business or working for another person/organization? Why?

5.	Can you describe your plans to find or to keep employment?
a.	A R/A/E women friend is looking for a job. She comes to you for advice on how to find a job. What advice would you provide her?
b.	A R/A/E men friend is looking for a job. He comes to you for advice on how to find a job. What advice would you provide him?
c.	You have just received a call to notify that you have been selected for a job interview. You are excited because you really like that job. What would you do right after that? Can you tell us about things you will say in the interview? Can you share your experience if you have been interviewed? What would you do differently if you're selected again?
d.	Few days after the interview, you receive a call notifying that you got the job. What would you do to finalize the process? What are things that you would ask from the employer before you starting work? (Contract, length of work day, respectful treatment, on-the-job training, vacation time, etc)
e.	Two years down the road, there is a vacant position in your work place with more responsibilities than your current one. You meet the requirements, but you are one year short of experience. You like it. If you have been in such situation can you share with us, what did you do, what was the thought process and how did you go about it? If you have not been in such situation, can you tell us what did you do?
f.	You mentioned ... How about ...?
6.	Can you describe challenges that you have faced looking for a job? Keeping one?
a.	Think about a situation in which you have been looking for a job and it seemed very hard to find one. Tell me about it. (Education, discrimination, documentation, lack of opportunities, information, etc)
b.	Can you tell us about your experience with any services or programmes that you have used to find a job? (Municipality, employment agency, NGOs, vocational education schools/training centers, headhunting programs, etc). How can such services / programs help you find a job? Keeping your job?
c.	You mentioned ... How about ...?
7.	Can you describe services or programs that are needed to facilitate Roma, Ashkali and Egyptian youth becoming employed?
a.	Can you describe services or programs that are needed to facilitate Roma, Ashkali and Egyptian youth becoming employed?
b.	You mentioned ... How about ...?
8.	Can you describe services or programs that need improvement to assist Roma, Ashkali and Egyptian youth more effectively with their job search?
a.	How do you expect these improvements will help Roma, Ashkali and Egyptian youth become competitive in the job market?
b.	You mentioned ... How about ...?

The study details the perspectives and experiences of Roma, Ashkali and Egyptian youth from the municipalities of Gjakovë/Djakovica, Fushë Kosovë/Kosovo Polje and Gračanica/Graçanicë on their challenges and opportunities in finding decent work. The findings and recommendations will serve to underpin the development of gender-sensitive measures for labour market inclusion of the three communities in the three municipalities covered by the study.

ISBN 9789220313138

