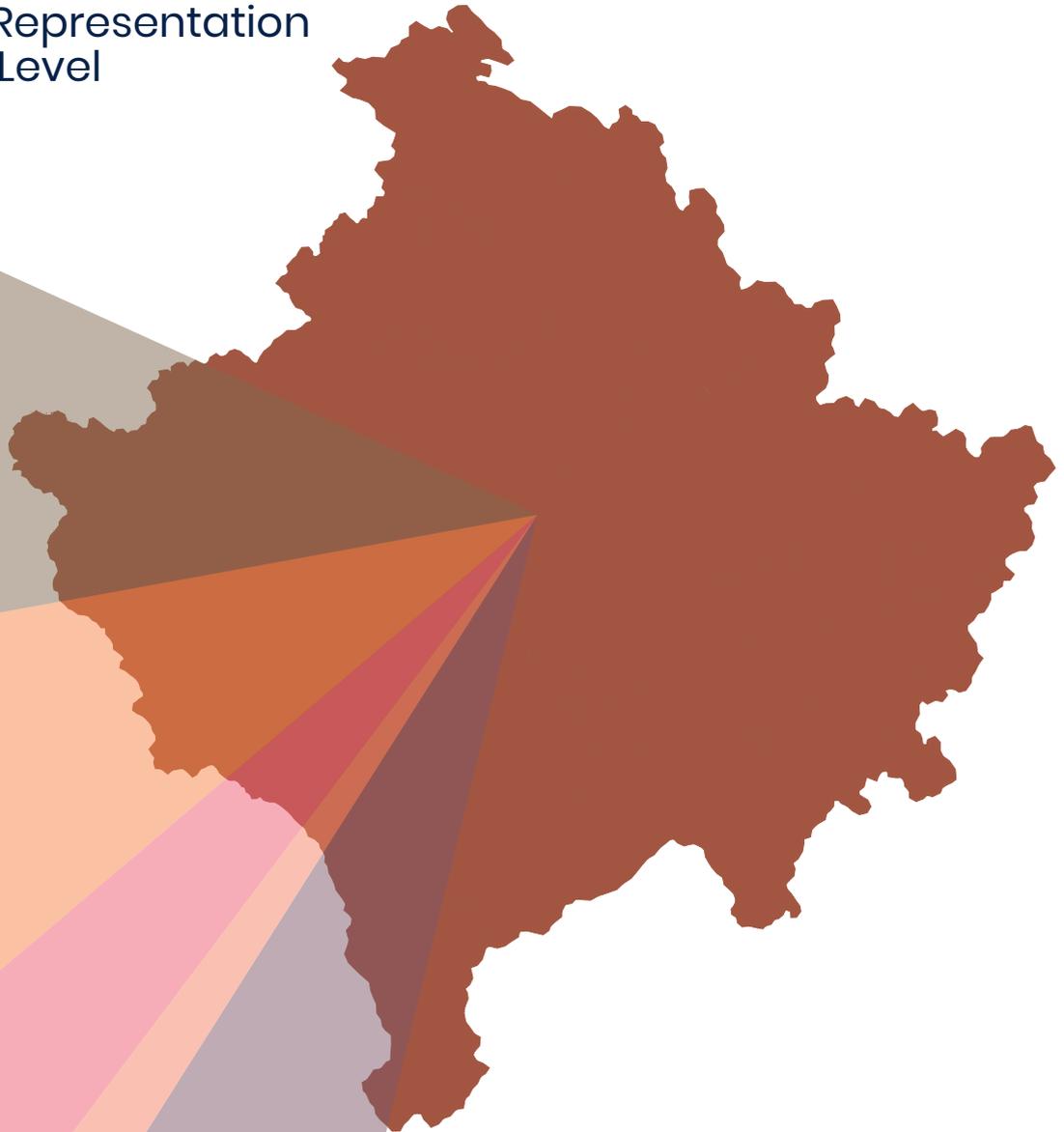


WOMEN IN POLITICS III

Gender Representation
at Local Level



March 2021



WOMEN IN POLITICS III: GENDER REPRESENTATION AT LOCAL LEVEL

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Balkans Policy Research Group (BPRG)

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EXECUTIVE SUMMARY



Gender equality in leading positions in the public sector remains a distant objective. Kosovo has the most advanced Law on Gender Equality in the region and the rhetoric of commitment towards it has been abundant in recent years. Yet, little progress has been noted in the agendas of public institutions to even comply with the minimum legal requirements foreseen by legislation.

Just as in politics and policy-making, women are under-represented at the local level as well, including, local **publicly-owned enterprises** and **municipalities**, as well as **regional publicly-owned enterprises** and **public institutions**, such as **public universities, regional hospitals, regional directorates of the Police, Coordinate Divisions of the Labor Inspectorate, Basic Courts, and Basic Prosecution Offices**. The data presents women's representation in different sectors and regions where the targeted institutions and enterprises are located.

An under-representation of women in leading positions is present in all municipalities and public enterprises. The judiciary and the security sector do not portray a much better picture either, with only two courts and only two directorates of the Police being run by women. However, a somewhat progressive representation of women is noted in other non-leading positions, which proves that women in Kosovo are more likely to hold lower-skilled and lower-paid positions than men.

Balkans Group
campaign

“A Call for Change”
promotes
increasing the
30% quota
in the Law on
General
Elections, to **50%**

There has been limited, if any, progress and a substantial under-representation of women at the regional and local level remains. The lack of gender diversity at such level seems to mirror the gender gap in politics, in policy-making, as well as inactivity at the central level in ensuring the implementation of gender-mainstreaming. The present situation calls for a continuance of advocacy for women's representation in leading positions, and for relevant actors to ensure a direct implementation of the legal framework covering gender equality.

INTRODUCTION

Men dominate in all but a few institutions of Kosovo, in all leading positions, as well as in other managerial and administrative levels. Men hold higher positions than women within the Presidency, the Assembly, the Government, as well as within political parties.¹ This is a cause for concern due to the role that political representatives have towards ensuring effective representation of both women and men, public and equal participation in policy-making, as well as monitoring existing legislation.² Consequently, the local level does not offer a better picture regarding equal gender representation either.

Men run **ALL**
Municipalities,
ALL Publicly
Owned
Enterprises,
ALL Regional
Hospitals,
as well as
the Labor
Inspectorate

Women hold very few of the decision-making positions in all municipalities and there is an enormous gap between women and men as members of the Municipal Assemblies. This reflects the lack of cooperation between Municipal Assembly members and Members of Parliament (MPs), as well as the need for more mobilization of women Municipal Assembly members to address issues pertaining to gender-mainstreaming.³

No institution across Kosovo stands much better than the others when it comes to the gender gap in leading and managerial positions. One may stand better than the other in very small percentages. Data shows deep gender gaps especially among public enterprises, many of which have no women in their boards of directors and/or in other managerial positions. Meanwhile, some sectors stand better than the others in other non-leadership roles, within public institutions, especially in education and health.

Women's representation in leading positions within public institutions and enterprises is worrying. The statistics call for immediate action towards shifting the general mentality in the business sector, and towards ensuring implementation of the law.

¹ Balkans Group, Women in Politics: Gender (In) Equality in Politics and Decision Making, February 2019

² Balkans Group, Women in Politics II: Gender responsive policy-making at the local and national level, August 2020

³ Ibid.

WOMEN'S REPRESENTATION IN MUNICIPALITIES

Out of **38**
Municipal
Assembly
Chairpersons,
only **6** of them
are women

Men outnumber women in all municipal institutions (*Full statistics are presented in **Annex A***). All mayors are men; women are under-represented in all leading positions. As of 2020, women hold only 24.67% of leading positions in local institutions within municipalities.⁴ In Dragaš, Mamuša and Štrpce no woman holds leading positions.

A deep gender gap is firstly noted in Municipal Assemblies which are directly elected by citizens, as the highest representative bodies of the municipalities.⁵ Most of the members of Municipal Assemblies are men.

Women are under-represented within the municipal administration, as well. The administration of each municipality is organized into directorates and out of a total of 372 municipal directorates, women manage only 79 of them. Meanwhile, men outnumber women in other administrative positions as well, by holding 2,735 more administrative positions than women, in all municipalities.

WOMEN'S REPRESENTATION IN PUBLICLY OWNED ENTERPRISES (POES)

Board of Directors

Urban Traffic	NO women
Termokos	NO women
Gjakova District Heating	NO women
"KRM" Pastrimi	NO women
"KRM" Ambienti	NO women
"KRM" Ekoregjioni	NO women
"KRU" Gjakova	NO women
"KRM" Ekohigjiena	NO women
"KRM" Uniteti	NO women

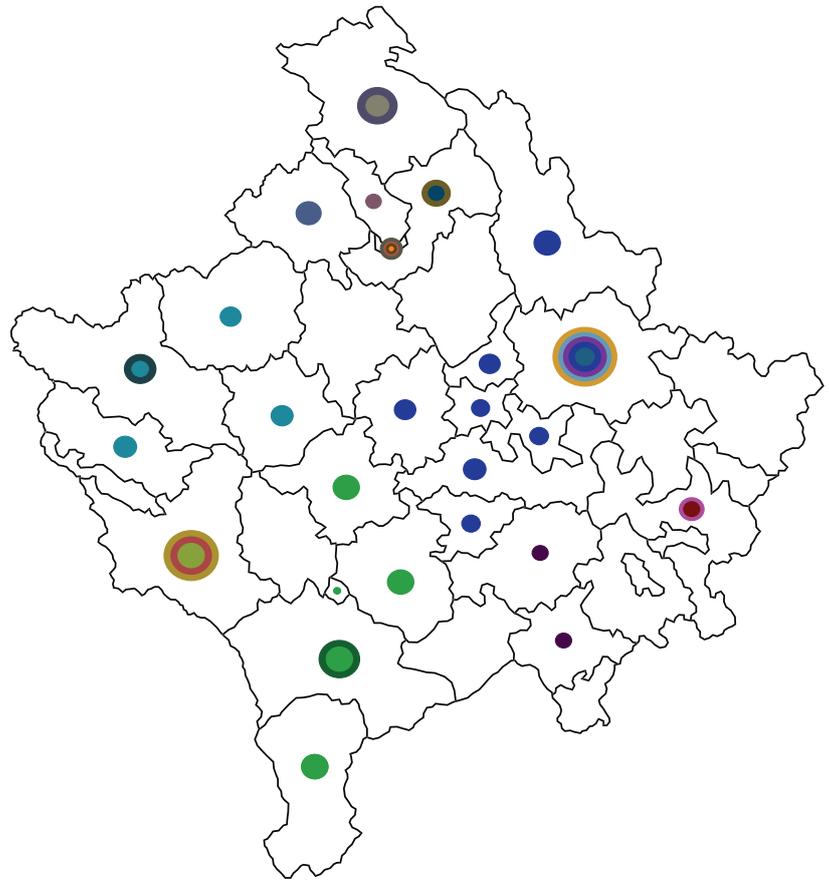
There is an unequal gender composition in 25 regional and local Publicly Owned Enterprises (POEs) functioning at a regional and local level throughout Kosovo, none of which are run by women (**Annex B**).

There is also a deep gender gap in the enterprises' boards of directors and other positions at the management level.

⁴ Interview with officials from Ministry of Local Government Administration (MLGA), December 2020, Prishtina

⁵ Law No. 03/L-040 on Local Self-Government, Article 35 (1).

- KRM "Pastrimi"
- KRU "Prishtina"
- Termokoss Prishtina
- Urban Traffic
- KRU "Hidrodrini"
- KRM "Ambienti"
- KRU "Hidroregjioni Jugor"
- KRM "Ekoregjioni"
- KRU "Gjakova"
- Gjakova's District Heating
- KRU "Hidromorava"
- KRM "Eco-Higjiena"
- KRU "Bifurkacioni"
- KRU "Mitrovica"
- KRM "Uniteti"
- KRM "Çabрати"
- Public Housing Enterprise J.S.C.
- Public Community Company Standard
- Company for Water Supply Ibar
- Directorate for Residential and Business Premises
- Directorate for Construction, Land and Roads
- Public Communal and Housing Company
- Forest Estate Ibar
- Public Communal Company 24th of November
- Public Enterprise for Water Supply and Production and Distribution of Electricity Ibar



Boards of directors of local POEs are elected according to the Law on Publicly Owned Enterprises. The board of directors of a local POE shall consist of 5 directors, 1 of them serving as Chief Executive Officer (CEO). After 4 of the directors of the board are elected at a shareholders' meeting, they will select the 5th member of the board to serve as the POE's CEO.⁶ When it was first adopted in 2008, the Law on Publicly Owned Enterprises had no reference to women at all, when regulating the establishment of the boards of directors of public enterprises. Upon its supplementation, a new sentence was added to it, merely stating that the composition of the boards of directors should comply with the Law on Gender Equality.⁷

ALL CEOs are **MEN**

NO Women in **9** POE's boards of Directors

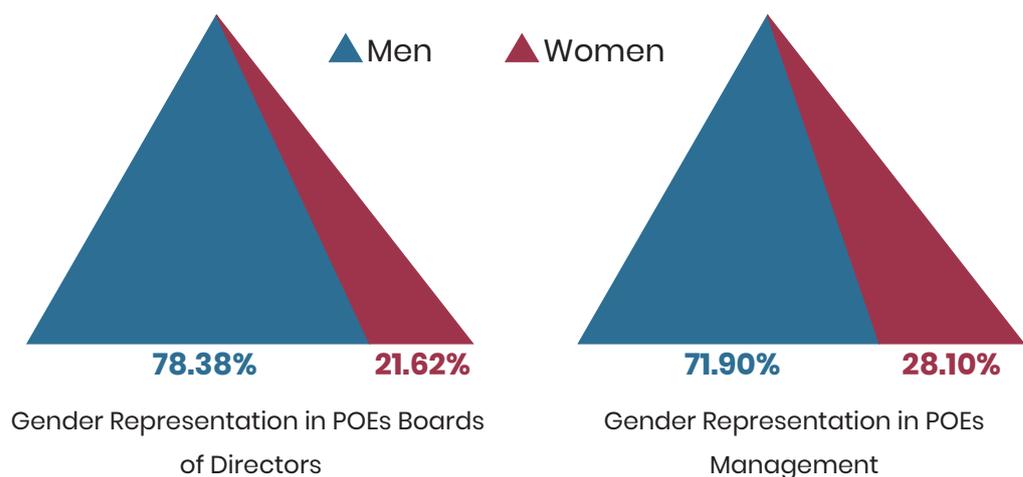
NO Women in Management Positions in **5** POEs

⁶ Law No. 03/L-087 on Publicly Owned Enterprises, Article 16

⁷ Law No. 05/L-009 on amending and supplementing the Law on Publicly Owned Enterprises, Article 6

Data shows an under-representation of women in decision-making positions within regional and local POEs in Prishtina, Peja, Prizren, Gjakova, Gjilan, Ferizaj, Mitrovica, as well as in the north of Kosovo.⁸ 9 POEs located in Prishtina, Peja, Prizren, Gjakova, Gjilan and Mitrovica have no women in their boards of directors. In 5 POEs located in Prizren, Ferizaj, north Mitrovica and Leposaviq, only men hold managerial positions.

A deep gender gap is noted in POEs functioning in each region. In many of them, there is at least one POE functioning with no women on the board of directors and/or no women in other managerial positions. Out of 5 regional and local POEs functioning in Prishtina, 3 of them have no women in their boards of directors.



Only 3 regional water companies in Prizren, Ferizaj and Mitrovica have more women than men on their boards of directors. In all the other boards of directors, there are 2 (women) members at most, while there are up to 8 (men) members.

NO WOMEN in the Steering Council of the **University of Gjakova**

WOMEN’S REPRESENTATION IN UNIVERSITIES

The steering council is every university’s main governing body. Its members are elected partially by the Ministry of Education,

⁸ Health and education institutions in the north are financed solely by Serbia, while municipal administration and a number of public enterprises function under the Kosovo legal framework (financed from either Kosovo budget or local municipal budgets).

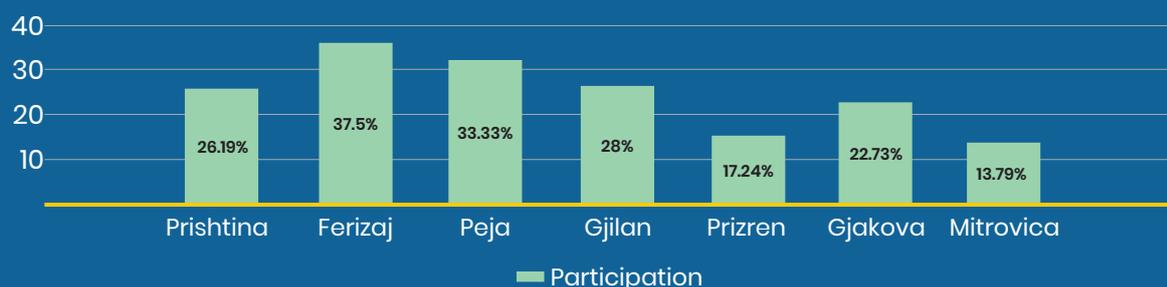
Science and Technology, and partially from the Senate which is the highest academic body of the university. From a total of 53 members of the steering councils of all public universities, 16 of them are women. The least representative is the University of Gjakova, with no women in its steering council, and the University of Mitrovica with only 1 woman out of 9 members of the steering council.

ALL University rectors are **MEN**

The steering council elects the rector of the university, as the main managing authority, and the university's secretary, which is the highest executive and administrative authority.

The chart below compares the overall women's representation in public universities' steering councils, senate and the secretariat.

Main bodies of Public Universities: Steering Council, Senate & the Secretariat



WOMEN'S REPRESENTATION IN THE LABOR INSPECTORATE

Male dominance is also present within the Labor Inspectorate and its Coordinate Divisions. The Labor Inspectorate works under Law No. 2002/9 on the Labour Inspectorate, as amended and supplemented and has 7 coordinate divisions in Prishtina, Mitrovica, Peja, Prizren, Gjakova, Ferizaj, and Gjilan. Only the head of the coordinate division in Gjakova is a woman. All the other six divisions of the Labour Inspectorate are run by men. Also, the Chief Inspector of the Labour Inspectorate is a man, while only 3 women hold managerial positions.

WOMEN'S REPRESENTATION IN THE JUDICIARY, SECURITY SECTOR, AND HEALTH INSTITUTIONS

Men run **ALL** Prosecution Offices

Gender representation is slightly more balanced in the judiciary, security sector and health institutions, in non-managerial positions.

Only **ONE** of the Basic Courts is run by a Woman

The data regarding gender representation in Kosovo's courts, presents somewhat larger participation of women in the judiciary, as judges and administrative staff. Even though more men are serving as judges in the basic courts (111 women and 230 men), the gap is smaller in comparison to the participation of women in municipal institutions and various publicly-owned enterprises, as shown above. On the other hand, most of the courts' presidents are men. Only two women act as court presidents, those being the President of the Basic Court in Prishtina, and the President of the Constitutional Court.

A more positive situation can be noted in the Prosecution Offices as well, with 71 women and 87 men working as prosecutors. However, the gender gap is enormous in other leading positions. The Chief State Prosecutor is a man, and so are all other chief prosecutors of all 7 Prosecution Offices.

An equal representation of women and men is not present in the Kosovo Police either. From a total of 5745, including top positions such as colonels, lieutenants, majors, captains, and sergeants, in all regions, only 696 of them are women. Moreover, the Police has 8 regional directorates located in Prishtina, south Mitrovica, north Mitrovica, Gjilan, Ferizaj, Prizren, Peja, Gjakova, and only two of them (Regional Directorate in south Mitrovica and Regional Directorate in Gjilan), are run by women.

3 Women at most hold any leading/managerial positions in regional hospitals.

Statistics have shown an active engagement and participation of women in health institutions. From a total number of 13,518 employees in all health institutions, 8,245 of them are women.⁹ Yet, women remain excessively underrepresented in leading and management positions. The General Director of the University

⁹ Kosovo Agency of Statistics, Health Statistics 2019, October 2020

Clinical Centre is a man, while an equal gender representation is present in its board of directors consisting of 3 women and 3 men. The most concerning situation regarding women's representation in senior leading and managerial positions is present in the regional hospital in Gjakova with no women in management, and with 9 men and only 3 women running departments within the hospital.

In addition to the above, the situation with women's representation in leading positions within a health institution is noticeably better at the 4 Community Health Centers located in the north, out of which only the one in Zvečan is run by a man, while the 3 others are run by women.

CONCLUSION

The situation with gender representation at local level will not improve until more women lead local institutions. With no woman sitting as a mayor, and with very few women being represented in other leading positions within municipal organs, it is unlikely that gender gaps will narrow. Therefore, political parties should be pressured to put forward more women candidates for elections and leading positions. Two decades after it was included in the Law on Gender Elections, the 30% quota is no longer sufficient. As such, it should be changed to a quota of 50%, as set by the Law on Gender Equality (LGE), as soon as possible.

In parallel, other legal and administrative actions should be taken to improve conditions for an increased participation of women in public institutions. Amending important laws to ensure their harmonization with the Law on Gender Equality (LGE), is urgently required. The Law on the Organization and Functioning of State Administration and Independent Agencies, and the Law on Publicly Owned Enterprises vaguely note conformity with the LGE. Both laws should be supplemented with concrete amendments and rules to ensure representation in institutions of public administration in the central and local level, and in the boards of directors of public enterprises. Explicit and specific

legal provisions should be added to ensure more women participation in the boards of directors of public enterprises. The selection process of the boards of directors should be reformed as one that guarantees public transparency, so that equal gender representation is ensured and more accountability in the process of appointments is held.

Correspondingly to the legal measures as above, other affirmative actions need to be taken. Such actions would include support programs, trainings, preferential treatment, recruitment, hiring and promotion where inequality exists, as well as other effective policies aiming to include more women in leading positions. While respecting the legal obligation to always take into account the candidates' qualifications, preferential hiring and treatment within an institution can be an effective temporary measure for boosting gender equality. Hence, between a woman and a man, both applying for the same position and both having the same required qualifications, an effective action to take would be favoring the woman. Known as positive discrimination and aiming at protecting marginalized groups, such affirmative action would encourage more women labour force participation. In this respect, Municipal Assemblies can enact municipal acts obliging local enterprises for applying affirmative measures. They can impose any measure with regards to the appointments made within the municipality, or within a local enterprise, that are in line with the legal requirements for equal gender representation.

Along efforts to ammend the Law on General Elections, work should continue on all counts and on all fronts to enforce the existing legislation and introducing new measures. All relevant actors should work on gender equality as a strategic issue and create balanced leadership in every institution and company throughout Kosovo.

ANNEX A

Table 1 – Women's Representation in Municipalities

Municipality	Members of Municipal Assembly		Administrative Positions		Decision-making Positions	
	Women	Men	Women	Men	Women	Men
Deqan	10	17	29	103	2	9
Dragash	8	18	13	129	0	8
Drenas	11	19	40	97	6	5
Fushë Kosova	8	19	48	80	2	9
Ferizaj	15	26	80	202	3	9
Gjakovë	15	20	74	138	3	9
Gjilan	13	22	80	270	2	10
Graçanicë	7	10	33	58	1	10
Hani i Elezit	7	8	4	49	2	6
Istog	9	13	60	133	1	10
Junik	6	9	9	38	3	4
Kamenicë	11	16	46	158	6	5
Kaçanik	11	16	22	105	1	6
Klinë	9	20	29	107	1	9
Kllokot	5	10	12	33	3	2
Lipjan	10	21	53	100	2	11
Malishevë	11	20	29	165	1	10
Mamushë	4	10	13	43	0	6
Mitrovicë	13	22	132	235	3	11
Novobërdë	5	10	56	63	2	7
Obiliq	7	14	52	77	5	6
Partesh	6	17	6	33	1	5
Pejë	8	9	105	200	3	11
Podujevë	11	23	52	214	1	10
Prishtinë	13	33	241	324	7	8
Prizren	16	25	122	292	2	10
Rahovec	11	20	23	137	5	7
Ranillug	4	10	114	44	1	6
Shtërpçë	6	7	28	83	0	8
Shtime	8	13	18	47	3	5
Skenderaj	9	22	54	195	3	7
Suharekë	9	22	44	148	3	7
Viti	9	19	19	127	3	7
Vushtrri	12	23	62	185	2	10
Mitrovica V.	3	8	11	12	3	8
Leposaviq	6	13	42	65	6	14
Zveçan	6	13	11	12	7	11
Zubin Potok	7	12	5	6	2	7
Total	347	637	1871	4507	101	303

ANNEX B

Table 2 – Women’s Representation in POEs

Publicly Owned Enterprise	Location	Members of the Board		CEO	Management	
		Women	Men		Women	Men
KRM “Pastrimi	Prishtina	0	7	Male	6	28
KRU “Prishtina”	Prishtina, Fushë Kosova, Obiliq, Shtime, Lipjan, Podujeva, Glllogoc, and Gracanica	1	3	Male	1	12
Termokos Prishtina	Prishtina	0	4	Male	2	1
Urban Traffic	Prishtina	0	4	Male	2	3
KRU “Hidrodrini”	Peja, Istog, Klina, Junik, and Decan	-	-	Male	-	-
KRM “Ambienti”	Peja	0	4	Male	1	4
KRU “Hidroregjioni Jugor”	Prizren, Suhareka, Dragash, Malisheva, Mamusha	3	1	Male	0	11
KRM “Ekoregjioni”	Prizren	0	4	Male	19	26
KRU “Gjakova”	Gjakova	0	5	Male	1	1
Gjakova’s District Heating	Gjakova	0	4	Male	4	0
KRU “Hidromorava”	Gjilan	2	4	Male	1	5
KRM “Eco-Higjiena”	Gjilan	0	8	Male	6	0
KRU “Bifurkacioni”	Ferizaj, Kaçanik	4	1	Male	0	8
KRU “Mitrovica”	Mitrovica	3	1	Male	3	1
KRM “Uniteti”	Mitrovica	0	4	Male	7	6
KRM “Çabрати”	Gjakova	2	2	Male	-	-
Public Housing Enterprise J.S.C.	Prishtina	1	2	Male	-	-
Public Community Company Standard	North Mitrovica	-	-	Male	0	6
Company for water supply Ibar	North Mitrovica	-	-	Male	1	2
Directorate for Residential and Business Premises	North Mitrovica	-	-	Male	1	3
Directorate for Construction Land and Roads	North Mitrovica	-	-	Male	0	2
Public Communal and Housing Company	Zvecan	-	-	Male	1	6
Forest Estate Ibar	Leposaviq	-	-	Male	1	12
Public Communal Company 24 th of November	Leposaviq	-	-	Male	0	7
Public Enterprise for Water Supply and Production and Distribution of Electricity Ibar	Zubin Potok	-	-	Male	2	7

“KRM” are “Regional Waste Management Companies,” while “KRUs” are “Regional Water Companies.”

The Balkans Policy Research Group is an independent, regional think-tank based in Pristina, Kosovo. We provide timely policy analysis and recommendations on a wide array of state building issues; institutional and democratic consolidation; minority integration and good neighborly relations: European integration and policy change. We have decades of experience in policy reporting and development, strategic thinking and advocacy with governmental, international and non-governmental organizations.

Our rigorous, detailed, impartial reporting, always based on in-depth fieldwork, is the core of our work. We go beyond mainstream positions and seek to make change through creative, feasible, well-measured and forward-looking policy recommendations with the aim of helping develop strong, vibrant democracies, prosperous states and societies based on rule of law in the Western Balkans.

We engage in high-level advocacy, domestically, regionally and internationally, impacting policy discussions and options with regard to the home affairs and European policies toward the Western Balkans.

Balkans Group has developed other tools and platforms to achieve this change:

The Policy Dialogue promotes Kosovo's domestic dialogue, cohesion and reform-making agenda.

The Policy Forum (a Think-Tankers High-level Advocacy Forum) committed to enhancing the dialogue between the civil society and the institutions.

The Kosovo Serbia Policy Advocacy Group (a forum for Cross-Border Civil Society Cooperation) that aims to communicate, promote and enhance dialogue toward full normalisation between Kosovo and Serbia, and their societies.

Women in Politics promotes the empowerment of women and girls; their security and inclusiveness; and is committed to strengthen the Women Caucus' impact and reach throughout Kosovo.

Youth in Politics promotes an active participation from youth from different political parties in the institutions. This component helps in developing a culture of dialogue and cooperation, by providing capacity building trainings on key policy areas and skills and leadership.

The Dialogue Platform promotes the dialogue process between Kosovo and Serbia, by informing the wider public and generating debate about the agreements, benefits and challenges of the Dialogue.

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