

GENDER EQUALITY IN EMPLOYMENT



AN ANTI-STEREOTYPING
AND GENDER RESPONSIVE TOOLKIT
FOR THE KOSOVO EMPLOYMENT
AGENCY (KEA)

OCTOBER 2022

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Acronyms

CSO	Civil Society Organization
DLM	Department for the Labour Market
DVT	Department of Vocational Training
EIGE	European Institute for Gender Equality
EO	Employment Office
KEA	Kosovo Employment Agency
LGBTI+	Lesbian, Gay, Bisexual, Transgender, Transsexual, Intersexual and any other
MFLT	Ministry of Finance, Labour and Transfers
OJT	On-the-job training
PWD	People with disability
S4RE	Skills for Rural Employment
SIEM	System of Information Employment Management
UNDP	United Nations Development Programme
VTC	Vocational Training Center

I. Introduction

This toolkit aims at supporting the Kosovo Employment Agency (KEA), and specifically its Employment Offices and Vocational Training Centers, to include a gender perspective in their work, reduce gender blindness, break down stereotypes and contribute to gender equality through their activities. The toolkit also aims to strengthen their cooperation with businesses, companies and employers, to encourage them in this direction.

Rigid gender norms and roles in patriarchal societies worldwide have historically presented gender as binary: women and men. Gender differences are highlighted while common traits are played down. Femininity and masculinity, as gender categories, are commonly used to emphasize the differences and diminish the similarities between women and men. This strict division has caused the differences between women and men to be emphasized, while the common traits and skills are undervalued.

Consequently, pre-conceived perceptions of what is a suitable job for a woman and what is suitable for a man are still widespread in Kosovo¹. Domains that broadly deal with care and people are deemed feminine, whereas those that deal with machinery, hard physical work and technical fields are traditionally deemed masculine.

This toolkit is an attempt to respond to conventional notions of occupational choices. It aims at guiding employment officials towards breaking down such barriers for women and men as jobseekers and employees.

Breaking such barriers enables women, who are often discriminated in the labour market, to find and keep jobs with dignified wages, for better living conditions and economic independence. Moreover, breaking down gender barriers helps increase women's participation in the labour market.

Integrating gender concerns into employment promotion can more effectively improve productivity and economic growth, human resources development, sustainable development and poverty reduction². Moreover, applying a gender lens in employment is a matter of human rights and labour rights.

I.1. Who is this toolkit for?

The toolkit is designed for officials of the Kosovo Employment Agency, namely those in the Public Employment Services and the Vocational Training Centers. These include employment and career counselors, trainers and mentors, supervisors and the Agency's external collaborators. However, the toolkit can also serve other related and interested departments/officials from the Ministry of Finance, Labour and Transfers and beyond.

¹References to Kosovo shall be understood to be in the context of United Nations Security Council resolution 1244 (1999).

²ILO, Gender and employment (EMPLOYMENT) (ilo.org)

I.2. Why is this toolkit needed?

Deriving from widely-established social norms, gender stereotypes are common in various occupations and fields of work. When unchallenged, gender stereotypes – as fixed beliefs and an overgeneralization of women’s and men’s characteristics, differences, attributes, qualities, and abilities – are easily manifested in discriminatory gestures against women and vulnerable members of society.

Anti-stereotyping and gender responsiveness in employment are accordingly the two main perspectives and principles for the issues elaborated in this toolkit.

Such principles aim at guiding employment officials and professionals of the Kosovo Employment Agency – and potentially other institutions, businesses, and organizations – to assess and potentially transform the gendered perception of women and men as employees and employers, of their place in the labour market, and of their skills and potential.

I.3. How to use this toolkit

The toolkit consists of two main parts. The first part comprises three modules introducing the core content on gender and its significance in employment. Module 1 offers a glossary of gender-related terms as a starting point. Module 2 elaborates what a (gender) stereotype is and how it functions.

The second part of the toolkit includes the core content regarding the work of Agency. Section IV is about the gender perspective in the Public Employment Services, and Section V is about the gender perspective in the Vocational Training Centers.

Both include questions, exercises, case studies, and recommendations on how career orientation officials, trainers and mentors can work with gender representation and inclusion in their daily work.

Each section incorporates relevant legal, theoretical and contextual analysis in regard to gender, youth and employment.

II. Module 1: What is gender?

Awareness of the concepts and expressions related to gender is essential to understanding the significance and relevance of working with gender and incorporating this in the work of any institution or organization, regardless of its scope of work.

II.1. Glossary of key gender-related terms

Sex vs. gender

Gender refers to socially constructed roles assigned to women and men. It is an acquired identity that is learned, changes over time, and varies widely within and across cultures.³

Gender should be considered as a separate notion from sex, which refers to the biological and physiological characteristics that define women and men.⁴ Therefore, when talking about gender as a social construct, the appropriate expressions are woman and man. However, when talking about biological roles and features, the appropriate expressions are female and male.

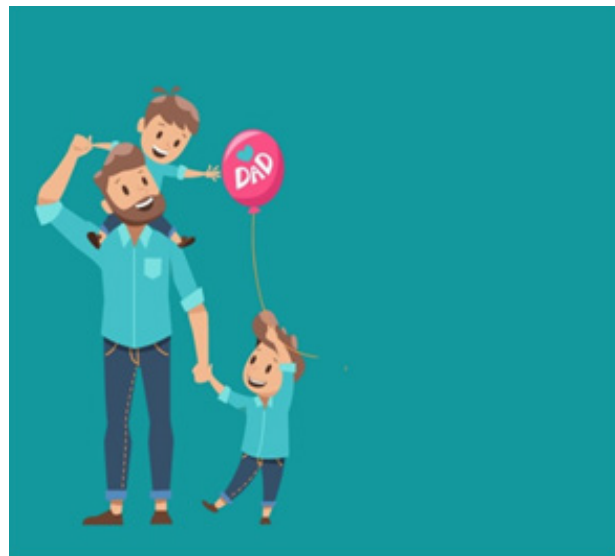


Image 1: Sex vs. Gender

³Law on Gender Equality, article 3. Source: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=10923>

⁴Ibid.

Gender equality vs. Gender equity

Gender equality is the principle that women, men, and persons with a protected characteristic of gender identity or sex determination (for example, non-binary people⁵, including transgender and transexual people, etc.) are entitled to their legal, political, social, economic, and human rights. Gender equality means that no one is subjected to gender-based discrimination, be it in opportunities, sharing of resources and benefits, or access to services.⁶

Gender equity, meanwhile, recognizes that people experience barriers to resources, opportunities, and support because of their gender and accordingly provides what each gender needs to ensure they have equal access. Sometimes equity means that one group gets more support, to ensure they can access resources, opportunities, and support equally. While equality can refer to 'sameness', equity can be seen as 'fairness'.⁷

Hence, gender equality means more than the equal representation of women and men. It means taking into consideration the traditional gender norms that determine different roles for women and men. Housework such as cooking and cleaning, taking care of children and the elderly, as well the 'emotional labour' that unpaid care work demands, is traditionally considered a woman's job.

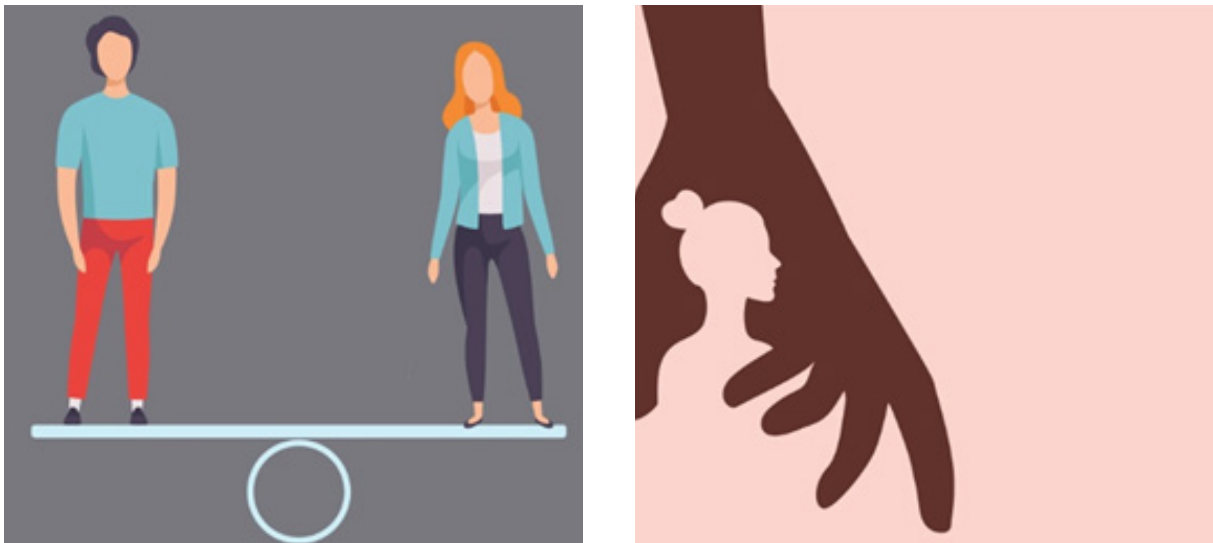


Image 2: Gender Equality vs. Gender Equity

Furthermore, the same traditional patriarchy-defined roles may apply more powerfully to women who come from specific backgrounds, such as a Roma woman, a woman with disabilities (who may also be of a marginalized ethnicity), women living in more isolated rural areas and so on. Therefore, ensuring gender equality and equity in employment policies means more than increasing the number of women in all employment sectors and having more women in the labour market. It means being aware of and working towards eliminating all forms of gender-based discrimination and gender stereotypes in all areas of life.

⁵ Non-binary is an umbrella term for gender identities that do not identify within the traditional gender binary of male or female.

⁶ Ibid.

⁷ UNESCO, Gender Responsive and Inclusive TEVET Training Course, Instructor's Handbook, 2019. Source: <https://unesdoc.unesco.org/ark:/48223/pf0000369087>

Gender responsiveness

Gender responsiveness refers to outcomes that reflect an understanding of gender roles and inequalities and encourage equal participation, including equal and fair distribution of benefits. Gender responsiveness is accomplished through gender analysis that informs inclusiveness.

See Annex 1: Glossary of gender-related terms for a more detailed elaboration of gender concepts and expressions relevant to employment.

See Annex 2 for a detailed elaboration of adapting gender responsiveness in the work of the Agency.

II.3. Gender-responsive language and communication

One of the first steps towards working appropriately with gender is analysing the language an institution or organization uses and whether it is gender responsive.

According to the European Institute for Gender Equality (EIGE), language is not only a reflection of the attitudes, behaviour and norms within a society, but also shapes people's attitudes as to what is normal and acceptable.⁸

Furthermore, experts warn that language influences behaviour and that word choices often carry unconscious assumptions about gender roles. The use of terms only referring to men is not accepted anymore, because excluding women is considered an offence. Language should therefore be used with a high degree of precision.⁹

Gender-sensitive language means that gender equality is manifested through language. It means that we work with linguistic expressions and concepts that treat everyone as equal in values, dignity, integrity, and respect.

Consider the following steps as starting points:

Do not use sexist and discriminatory language

Sexist and discriminatory language are often used as synonyms. However, there is a subtle difference in how people use the terms: sexist language is commonly seen as language that the user intends to be derogatory; gender discriminatory language, on the other hand, also includes language people use without any sexist intention.¹⁰ The latter is commonly justified as “what we are used to”.

⁸ The European Institute for Gender Equality, “Toolkit on Gender-sensitive Communication; A resource for policymakers, legislators, media and anyone else with an interest in making their communication more inclusive”, 2019. Source: https://eige.europa.eu/sites/default/files/20193925_mh0119609enn_pdf.pdf

⁹ Hayek, N. (n.d.). “Gender-Sensitive Language Guide-lines”, Retrieved March 14, 2015, from UN-ESCWA. Source: https://www.un-escwa.org/sites/default/files/services/doc/guidelines_gender-sensitive_language_e-a.pdf

¹⁰ The European Institute for Gender Equality, “Toolkit on Gender-sensitive Communication; A resource for policymakers, legislators, media and anyone else with an interest in making their communication more inclusive”, 2019. Source: https://eige.europa.eu/sites/default/files/20193925_mh0119609enn_pdf.pdf

Examples of sexist language:

1. Women are not meant to be firefighters.
2. Women are not physically capable of construction work.
3. Emotionally distant, men are not meant to do care work.

Example of discriminatory language:

1. The ambassadors' wives joined the after-dinner reception as well.

Here, the assumption is that all ambassadors are men and thus their spouses are all women, which reinforces the gender stereotype that men are in senior positions and women are their companions. The correct way would be to say 'spouses' or 'partners' instead of 'wives'.

Be cautious when using gender-neutral language

Gender-neutral language is not gender-specific and considers people in general, with no reference to women or men. It is also called gender-blind language. Gender blindness fails to take into account the differences between men and women, their needs and lived experiences. Taking a gender-blind stance can reinforce the gender status quo and undermine women's opportunities as job seekers and professionals.

The Agency's Operational Toolkit for Vocational Training states: *"The words that describe a specific gender imply the inclusion of another gender, just as those presented in the singular also imply those in plural"*.

Implying the inclusion of 'the other' is not sufficient. On the contrary, it may do harm since it fails to understand the systemic exclusion of women in any sector, including employment.

For example, if we have an open call for a job that is traditionally perceived as a male job or occupation, and we use a gender-neutral term – 'technician', 'engineer' etc. – the call may be perceived as automatically meant for male applicants. Thus, it may be discouraging for women to apply.

Meanwhile, even jobs that are done by both men and women can be listed in the male form by default. For example: baker, hairdresser, tailor, manager, and so on. Therefore, gender-responsive language also reflects linguistic inclusiveness.

<input type="checkbox"/>	Administratë
<input type="checkbox"/>	Asistent I Prokurimit (2)
<input type="checkbox"/>	Administrator (10)
<input type="checkbox"/>	Receptionist (12)
<input type="checkbox"/>	Asistent Administrativ (6)
<input type="checkbox"/>	Project Officer (1)
<input type="checkbox"/>	Praktikant (6)
<input type="checkbox"/>	Sekretar (1)
<input type="checkbox"/>	Konsulent (4)
<input type="checkbox"/>	Farmacist (2)
<input type="checkbox"/>	Specialistë Të Shkencave Shoqërore (1)
<input type="checkbox"/>	Specialist I Gjeodezisë (1)
<input type="checkbox"/>	Art Dhe Kulturë
<input type="checkbox"/>	Dizajner Grafik (10)
<input type="checkbox"/>	Planifikues Eventesh (1)
<input type="checkbox"/>	Këshilltar Për Klientë (2)
<input type="checkbox"/>	Dizajner Enterieri (2)
<input type="checkbox"/>	Banka
<input type="checkbox"/>	Analist Kreditor (1)
<input type="checkbox"/>	Zyrtar Për Shërbime Me Klientë (1)
<input type="checkbox"/>	Zyrtar Bankar (2)
<input type="checkbox"/>	Zyrtar Për Siguri Të Informacionit (1)
<input type="checkbox"/>	Industria Automobilistike
<input type="checkbox"/>	Automekanik (2)
<input type="checkbox"/>	Punëtor Në Autolarje (1)
<input type="checkbox"/>	Retail Dhe Distribuim
<input type="checkbox"/>	Përfaqësues I Shitjes (12)
<input type="checkbox"/>	Shitës (31)
<input type="checkbox"/>	Arkatar (13)
<input type="checkbox"/>	Shitës Në Teren (12)
<input type="checkbox"/>	Merchandiser (2)
<input type="checkbox"/>	Asistent I Shitjes (13)
<input type="checkbox"/>	Nërtimtari & Patundshmëri
<input type="checkbox"/>	Arkitekt (2)
<input type="checkbox"/>	Saldues (3)
<input type="checkbox"/>	Agjent I Patundshmërisë (4)
<input type="checkbox"/>	Mbështetje E Konsumatorëve, Call Center
<input type="checkbox"/>	Punëtore Në Pastrim Kimik (1)
<input type="checkbox"/>	Ekonomi, Financë, Kontabilitet
<input type="checkbox"/>	Kontabilist (7)
<input type="checkbox"/>	Ekonomist (3)
<input type="checkbox"/>	Zyrtar Financiar (6)
<input type="checkbox"/>	Auditor (1)
<input type="checkbox"/>	Edukim, Shkencë & Hulumtim
<input type="checkbox"/>	Mësimdhënës (1)
<input type="checkbox"/>	Edukator (1)
<input type="checkbox"/>	Content Writer (1)
<input type="checkbox"/>	Drejtor Shkolle (1)
<input type="checkbox"/>	Punë Të Përgjithshme
<input type="checkbox"/>	Mirëmbajtës (16)
<input type="checkbox"/>	Punëtor Në Pompë (1)
<input type="checkbox"/>	Enëlarës (9)
<input type="checkbox"/>	Car Detailer (1)
<input type="checkbox"/>	Punëtore Në Estetikë (1)
<input type="checkbox"/>	Burime Njerëzore
<input type="checkbox"/>	Rekrutues (3)
<input type="checkbox"/>	Specialist I Burimeve Njerëzore (3)
<input type="checkbox"/>	Zyrtar I Burimeve Njerëzore (2)
<input type="checkbox"/>	Teknologji E Informacionit
<input type="checkbox"/>	Administrator I Sistemit (6)
<input type="checkbox"/>	IT Support Specialist (4)
<input type="checkbox"/>	Data Analytics Instructor (3)
<input type="checkbox"/>	Zyrtar Për Mbrojtjen E Të Dhënave (1)
<input type="checkbox"/>	Administrator I Aplikacionit (1)
<input type="checkbox"/>	Mirëmbajtës Teknik (4)

Image 2: List of professions taken from job portal kosovajob.com

The image above is a screenshot of a job portal with advertisements in Albanian language. Unlike in most cases in English language, the Albanian and Serbian language have male and female suffixes to determine the masculine and/or feminine form of a profession.

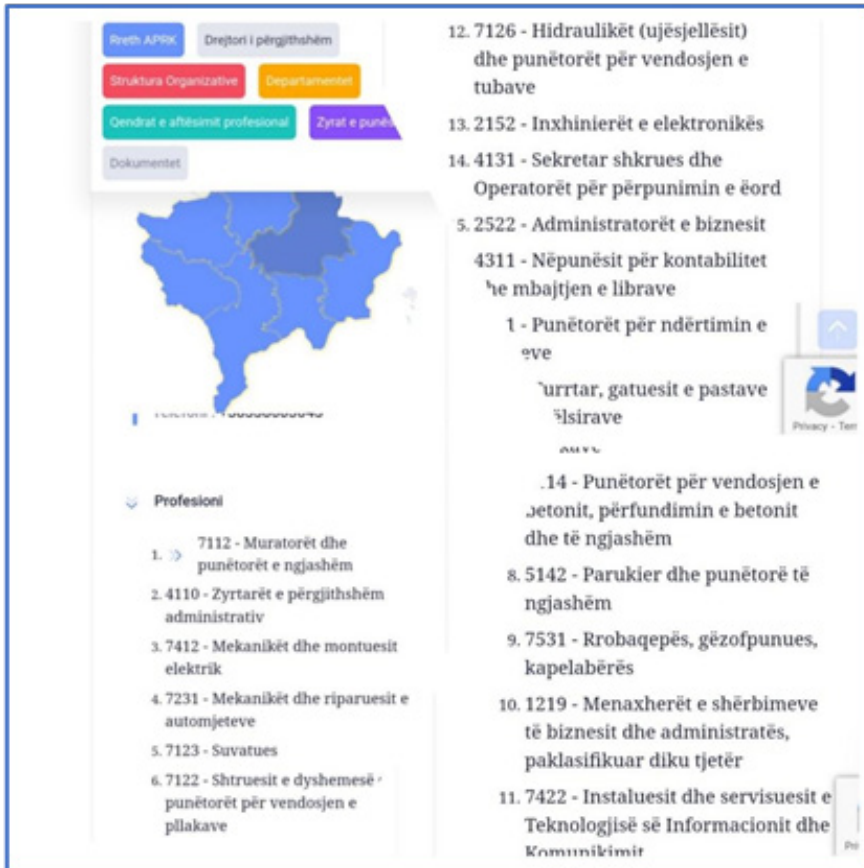


Image 4: List of available jobs on the website of the Kosovo Employment Agency

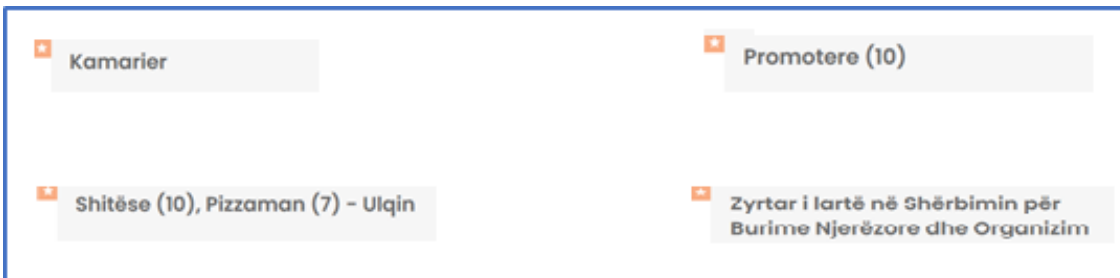


Image 5: Gender-unresponsive job listings; source: Kosovajob.com

Image 5 shows a typical example of gender-unresponsive job listing. Two positions are explicitly promoted as jobs for women: sales assistant (Alb. Shitëse), and product promoter (Alb. Promotere). Image 6, meanwhile, properly names jobs as suitable for women and men alike.

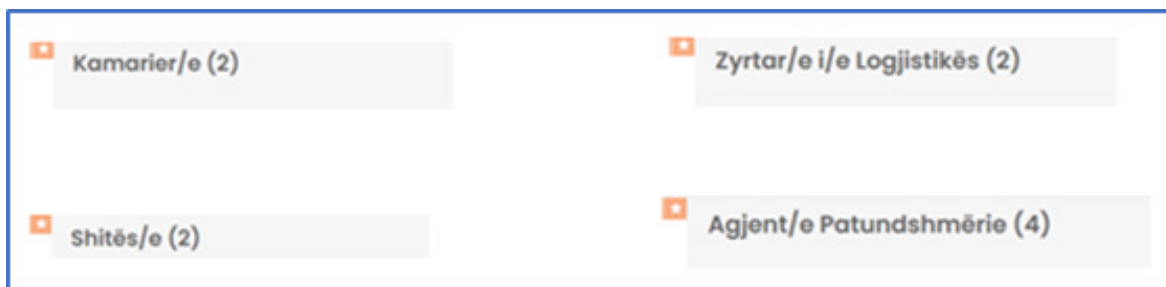


Image 6: Gender-responsive job listings; source: Kosovajob.com

The Albanian language allows both masculine and feminine forms and these should be applied in open calls for jobs, training programmes, and so on.

Gender blindness should generally be avoided. However, in certain contexts it may be acceptable to use gender-neutral language. For example, if the focus is on shared obligations – in the community or family, for example – gender-neutral expressions such as people or parents can be used. This should be done with caution.

For example: “People want more green areas in their neighborhoods.”

Adopt gender-sensitive language

Gender-sensitive language addresses women, men, and non-binary people (those who do not conform to the binary gender system) as persons of equal value, dignity, integrity, and respect.

Gender-sensitive language avoids referring explicitly or implicitly to only one gender and, through inclusive alternatives, is thus gender-responsive.

In Albanian, as in English and other languages, the pronoun ‘he’ has often been used to refer to men and women. Director, manager, employer, employee, applicant, worker, resident, are commonly used in the male form with the attempted justification that “women’s inclusion is implied”.

However, with gender-sensitive language, today it is preferable that we refer to women and men in an explicit manner both in speech and writing. The Albanian language has its male and female suffixes, which facilitate this.

Therefore, instead of using gender-neutral language in professions and statuses, we should use the accurate pronouns and suffixes to include men, women and non-binary people. This enables inclusivity and avoids reinforcing diminishing stereotypes.

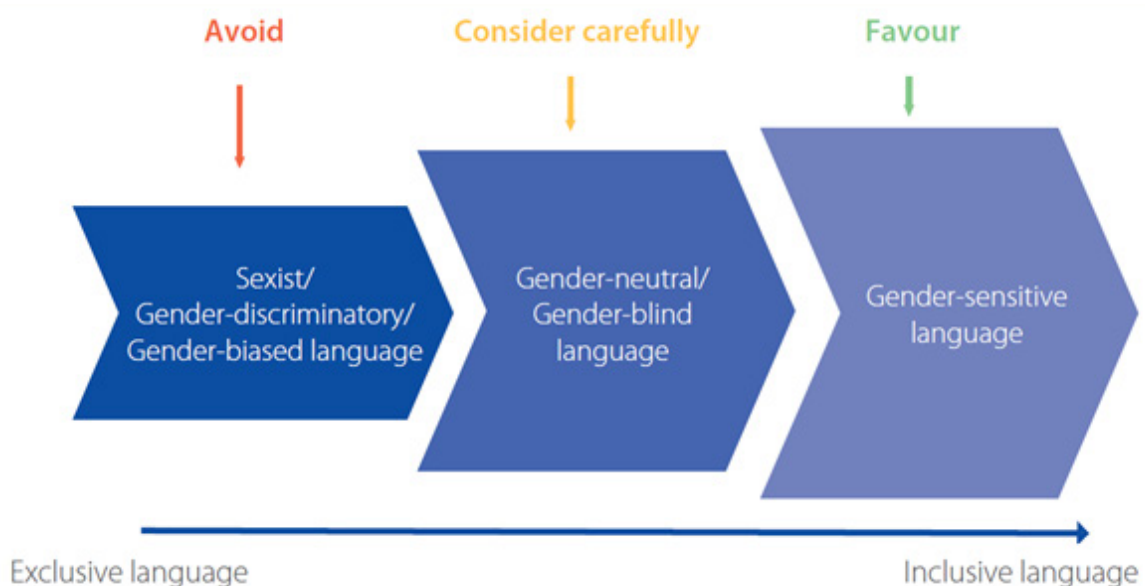


Image 6: Source: The European Institute for Gender Equality
See Annex 2, Legal Framework on Gender and Employment.

II.4. What counts as work?

Divided gender roles among women and men have historically been reflected in duties and responsibilities within the family. Albeit with exceptions, men have traditionally worked outside of the home and have provided the financial means. Women meanwhile have been in charge of taking care of the family and doing housework. Women's work, although demanding, difficult, and time-consuming, has thus always been unpaid.

Women's unpaid work is also one of the main reasons why today some women in Kosovo are not even looking for a job.¹¹ The double burden of paid work outside the home and unpaid work at home affects women's economic decisions and tends to their inactivity in the labour market.

This gender context should be taken into account by employment officials since it highlights the impact of gender roles in the professional and economic decisions of women and men.

Therefore, it is crucial to **ask yourself**:

- > What counts as work?
- > Do you consider unpaid labour as legitimate work? Why – or why not?
- > Who do you think contributes more in terms of unpaid work among your family, relatives, and society at large – women or men?

After you have reflected on the above questions, please remember:

- **The International Conference of Labour Statistics¹² has redefined the concepts of 'work' and 'employment'**. It refers to 'employment' only for work for pay or profit. The wider category of 'work' includes volunteer work but also work in production in goods and services.
- **The Law on Gender Equality (Article 18) introduces the concept of 'unpaid work'**. Unpaid work by women and men is considered a contribution to the development of family and society in terms of care for family welfare, care of children, and care for other family members. It also refers to contributions to agriculture and the family economy. According to this law, subjects specified in the article shall benefit from community services, labour policies and employment, and vocational training based on the legislation in force.
- **It is crucial to remember the concept and practice of unpaid work when working with and advising potential employees**, avoiding pre-established notions of what is a proper job for a man or a woman.

¹¹ Riinvest Institute, Women in the Labour Market, 2020. Source: https://www.riinvestinstitute.org/uploads/files/2021/February/23/Raporti_D4D_1614087867.pdf

¹² International Association For Feminist Economist, Panel discussion: Improving Data Collection for Gendered Analysis, 2022. Source: <https://www.youtube.com/watch?v=pOj3vHvrCAM>

III. Module 2: What is a stereotype and how does it work?

A stereotype is a widely held, simplified and essentialist belief about a specific group of people. Groups are often stereotyped on the basis of sex, gender identity, race and ethnicity, nationality, age, religion, socioeconomic status or language, among other factors.

Stereotypes are not necessarily untrue in specific cases or negative. The problem is that they diminish people – often from minority, marginalized or vulnerable groups – according to generalized (often negative) characteristics which serve to justify their exclusion.

Women are an easy target of gender stereotypes. Using exaggerated ideas of what it means to be a woman (or man) and thus what women (or men) can do, reducing them to their physical appearance, to their biological and reproductive roles as mothers or future mothers, stereotypes have a negative impact that should not be underestimated.

Challenging such stereotypes is essential not only to ensure gender equality and equity, but also to expand the debate about economic development. For example, if we don't challenge the stereotype that boys are better at working with computers than girls, we reinforce the status quo, we don't tend to think about the potential of girls in computer science, and consequently we end up excluding them from the field.

III.1. Identifying common gender stereotypes

Gender stereotypes commonly function in dichotomy: that is to say they reflect normative notions of femininity and masculinity.



Image 8: Gender-stereotypical toys for children

Girls	Boys
Pink	Blue
Play with dolls	Play with military toys
Girls wear dresses	Boys do not
Girls should be pretty	Boys are allowed to be aggressive and violent
Girls should be creative	Boys should pursue sports
Girls would rather work with people	Boys would rather work with computer
Girls are better at reading	Boys are better at math
Girls are less interested in STEM¹³ subjects	Boys are naturally inclined towards STEM subjects

When children are raised with beliefs and behaviour consistent with the stereotypes above, it is no surprise that we encounter the following common beliefs, behaviors, expectations, and choices among grown up women and men:

Women	Men
Sensitive/emotional	Emotionally distant/reserved
Mothers/caretakers	Breadwinners
Works in the kindergarten	Works in construction
Natural nurturers	Natural leaders
Women with children perform badly at work	Irrelevant
(Physically) Weak	(Physically) Strong
Assertive women are ‘bossy’	Assertive men are ‘leaders’
Unfeminine women are lesbians	Feminine men are gay
Women are victims of gender-based violence, i.e. passive and weak.	Men are naturally violent.

In order to think outside the gender dichotomy, and to break down stereotypes that reinforce harmful gender roles and discriminate against women (and men) having access to opportunities and reaching their potential, remember:

¹³ Academic and professional disciplines and fields within Science, Technology, Engineering and Mathematics.

> **Anti-stereotyping as a principle**

Stereotypes stem from inequality and discrimination against certain groups of people.

Stereotypes are both the cause and the manifestation of structural disadvantage and discrimination against certain groups of people. “Women are ‘natural’ caregivers”, “men are emotionally distant”, “Muslim women are oppressed”, and so on reinforce widely accepted beliefs about men and women. So anti-stereotyping as a principle requires the redressing of disadvantage.

> **Stereotypes intersect**

Gender stereotypes intersect with other stereotypes, such as those related to age, disability, race or ethnicity. Such intersecting stereotypes have a disproportionate negative impact on certain groups of women (and men), particularly those from minority groups – be it women with disabilities, LGBTI+ persons, women, and men from marginalized ethnic groups, and so on.

> **“Stereotype threat”**

A phenomenon first uncovered by American social psychologists, the “stereotype threat” refers to the fear of doing something that would confirm negative perceptions of a stigmatized group that we are members of.¹⁴

III.2. Occupational gender stereotypes

Gender stereotypes, as cultural and social attitudes towards what are traditionally considered ‘feminine’ or ‘masculine’ roles and functions, should not be underestimated when it comes to women’s and men’s employment and occupational choices.

Ask yourself:

- > What jobs or occupations do you consider feminine in nature?
- > What jobs or occupations do you consider masculine in nature?
- > What features make a job feminine or masculine?

The following exercises are designed to help employment officials and professionals not only to identify occupational gender stereotypes, but to understand the significant impact that gender stereotypes may have on women and men, their quality of life, and their opportunities for development and advancement.

¹⁴ “The terrifying power of stereotypes – and how to deal with them”, August 2018. Source: <https://theconversation.com/the-terrifying-power-of-stereotypes-and-how-to-deal-with-them-101904>

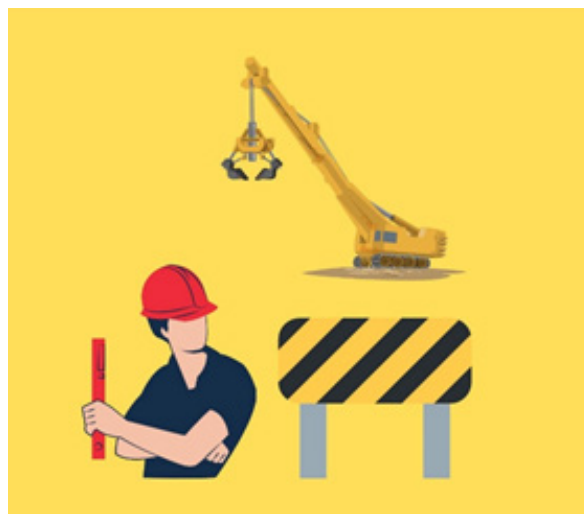
Exercise 1: An administrative assistant vs. a programmer



Look at the images above and answer the following questions:

- What are the main features associated with being an administrative assistant?
- What are the main features associated with being a programmer?
(Think skills and responsibilities, payment and working hours, prestige, and opportunities etc.)
- Are there any particular social norms, cultural values, or gender expectations associated with a woman being an administrative assistant?
- Are there any particular social norms, cultural values, or gender expectations associated with a man being a programmer?

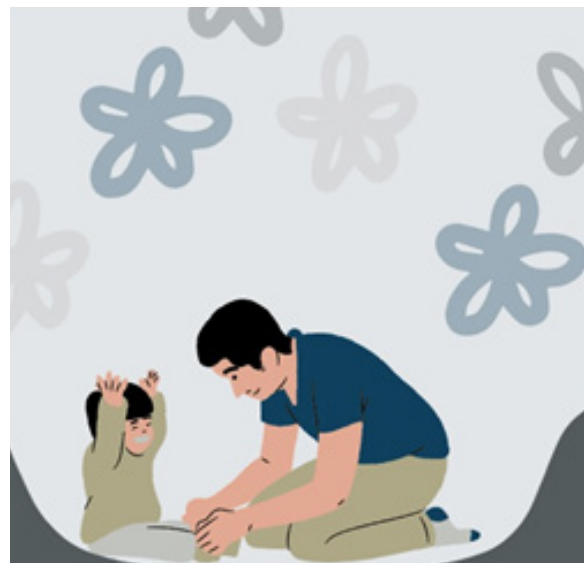
Exercise 2: A tailor vs. a construction worker



Look at the images above and answer the following questions:

- What are the main features associated with being a tailor?
- What are the main features associated with being a construction worker?
(Think skills and responsibilities, payment and working hours, prestige, and opportunities etc.)
- Are there any particular social norms, cultural values, or gender expectations associated with a woman being a tailor?
- Are there any particular social norms, cultural values, or gender expectations associated with a man being a construction worker?

Exercise 3: Challenging gender division of occupational choices



Look at the images above and answer the following questions:

- How does the image of a woman as a construction worker make you feel? What comes to mind?
- What are the benefits of having women employed in the construction sector?
- What challenges might women face in construction?
- How many women are employed in the construction sector in Kosovo?
- What can/should be done to help women pursue jobs and careers in construction, energy or other male-dominated occupations?
(See Annex 5, Case Study – Engaging women in construction through innovative curriculum development in South Africa and the UK, and Annex 7: Case Study – Women in Energy Programme)
- How does the image of a man as a child care provider/educator make you feel? What comes to mind?
- What are the main features associated with being a childcare provider/educator? (Think skills and responsibilities, payment and working hours, prestige and opportunities etc.)
- What are the benefits of having men employed in childcare?
- What are the challenges that men (might) face in childcare?
- What can/should be done to increase the number of men in childcare as a female-dominated occupation?

See Annex 6: Case Study – Men in childcare, “Our nursery chain has twice as many men as the national average”

Note: Please note that the word ‘choice’ should be treated with caution since, in developing countries, choice – or rather ‘an informed and conscious choice’ – is generally reserved for privileged people. Those desperate for a job to support themselves and their families do not have the luxury of choosing.

IV. Gender perspective in the Public Employment Services

Among the many duties and responsibilities of the Labour Market Department is developing new practices in providing services for the employer, and assessing the training needs for service provision, mediation, and career orientation¹⁵. Furthermore, within its division for employment services, the Labour Market Department provides professional support to Employment Offices in building technical capacities, developing analysis and research on labour market developments and carrying out their publishing.

Employment offices, meanwhile, are responsible for registering job seekers, keeping records and updating information on them, providing information and counseling services to the unemployed and job seekers, and supporting them in career orientation and in lifelong learning based on an assessment of their needs.

Employment offices are also responsible for the preparation of individual employment plans for members of vulnerable groups, as well as assisting with mediation, training proposals and active measures and programmes for persons in employment.¹⁶

How to incorporate gender in the work of the Public Employment Services?

In the following, you will find guided steps for including gender analysis and inclusion in:

- Registering and profiling the unemployed
- Career guidance services
- Matching in employment
- Active Labour Market Measures

V.1. Registering and profiling the unemployed

The phase of interviewing and registering jobseekers is a great opportunity for employment counselors to get to know the young women and men interested in finding a suitable job that responds to their needs and their skill set.

It is important to be aware of and understand how gender roles are manifested in the personal and professional lives of women and men. It is likewise important to recognize stereotypes, and how various identity markers (age, disability, ethnicity, religion, sexuality, etc.) may create layers of discrimination and disadvantage.

¹⁵ Regulation (GRK) no. 13/2015 for the Internal Organization and Systematization of the Jobs Within the Agency of Employment, article 9. Source: [https://kryeministri.rks-gov.net/wp-content/uploads/docs/Rregullore_\(QRK\)_nr_132015__per_Organizimin_e_Brendshem_dhe_Sistematizimin_e_Vendeve_te_Punes_ne_Agjencine_e_Punesimit.pdf](https://kryeministri.rks-gov.net/wp-content/uploads/docs/Rregullore_(QRK)_nr_132015__per_Organizimin_e_Brendshem_dhe_Sistematizimin_e_Vendeve_te_Punes_ne_Agjencine_e_Punesimit.pdf)

¹⁶ LAW NO. 04/L-205 ON THE EMPLOYMENT AGENCY OF KOSOVO. Source: <https://gzk.rks-gov.net/ActDocumentDetail.aspx?ActID=8983>

For example, a young Roma woman in Kosovo may be discriminated against in employment or in other aspects not only because of her gender, but also because of her ethnicity. A Muslim woman wearing a headscarf may experience double discrimination, due to her gender and religious identity. A young Ashkali man with a disability may be excluded from an employment opportunity because of ethnic discrimination and/or because of disability.

Moreover, the registering and interviewing of the unemployed can help them later on with the matching stage. Being aware of the gender relations and patriarchal context in Kosovo society, ideally the counselor might even help influence behavior change regarding gender norms.

What should employment counselors be aware of in order to ensure a gender perspective is included in the profiling of the interested jobseeker?

✓ **Understand traditional gender roles and how they affect women's and men's opportunities for long-term employment.**

It is important to avoid questions regarding young women's marital status and family planning¹⁷. One of the most common forms of gender-based discrimination in Kosovo's private sector is related to pregnancy and maternity leave. Therefore, make sure to avoid highlighting the limitations that jobseekers themselves, but also potential employers, might perceive around young women in this regard.

✓ **Due to traditional gender roles and lack of social infrastructure, women are more likely to become long-term unemployed.**

According to the Kosova Women's Network, investing in care and social infrastructure can create more jobs and enhance wellbeing for more people, including both women and men. Such investment is integral to strong and gender-equal economic growth.¹⁸

✓ **Stereotypes about 'jobs for women' vs. 'jobs for men' impair jobseekers' understanding of their own interests and abilities when searching and applying for a job, causing them to impose artificial limitations on themselves.**

It is important that employment counselors take into consideration that, whatever the norms, there are women as well as men willing to do jobs that are not stereotypically appropriate for their gender. Once we enable those opportunities and, better yet, once we promote such choices it will be easier to break down harmful gender stereotypes.

✓ **Stereotypes intersect and there are direct consequences.**

Example: In Gjakovë/Djakovica region, among the 668 known people with special needs (PWD) of working age, only fourteen (two women) were employed in municipal public institutions, whereas four (one woman and three men) were employed in civil society organisations (CSOs), primarily working with others with disability.¹⁹ Moreover, while CSOs working with PWD suggest slight improvement in the employment of PWD, there is no data to evidence it.²⁰

¹⁷ UNDP, Workshop with Youth CSO on Youth Development and Gender Norms, date: 24.06.2022.

¹⁸ Kosova Women's Network, "The Pandemic Knows no Gender"? A Gender Fiscal Budget Analysis: The Kosovo's Response to the COVID-19 Pandemic from a Gender Perspective, 2020. Source: https://womensnetwork.org/wp-content/uploads/2020/12/KWN-The-pandemic-knows-no-gender_-ENG-1.pdf

¹⁹ Kosova Women's Network, Gender Based Discrimination and Labour in Western Balkans, 2022. Source: https://womensnetwork.org/wp-content/uploads/2022/05/Gender-based-Discrimination-and-Labour-in-WB_2022-1.pdf

²⁰ Ibid.

Discrimination based on gender identity and sexual orientation occurs in the labour market in Kosovo and the region. Representatives of the LGBTI+ community claim they are discriminated against in hiring, for example struggling to get jobs as waiters because “people who look more feminine do not fit the stereotypically ‘masculine’ image of a waiter”.²¹

During and after the interviewing of the jobseekers and the profiling process, ask yourself:

- Are there more women than men in a certain group with more or less risk of becoming long-term unemployed?
- What makes them so?
- Are there gender differences in those groups?
- Does unpaid care work have an impact on the ‘choice’ of a job a woman/man is interested in?
- Are women willing to do jobs that are traditionally perceived as male occupations?
- Are men willing to do jobs that are traditionally perceived as female occupations?
- Does ethnicity have an impact on specific job choices/interests?
- Does disability have an impact on specific job choices/interests?
- How does age affect men and women differently in these groups?

V.2. Career orientation services

Various aspects are involved in guiding jobseekers. Among others, these include understanding the abilities and the interests of clients with regard to particular occupations, identifying the right occupations for the client, and identifying the knowledge, skills and characteristics that need improvement.

When guiding jobseekers, ask yourself:

- ✓ **Are they focused on stereotypical occupations, or a job they think suits them better because of their gender? What can you say/do to provide an anti-stereotypical view regarding the choices available?**

Example: The hiring of women as public bus drivers in Prishtinë/Priština only started several years ago. Prior to that, few could imagine women in a role traditionally done by men. Having women as public transport drivers and more women in the public space in general has proven not only to inspire other girls and women, but also to improve women’s sense of safety.

- ✓ **Can you think of at least three gender non-traditional roles that an interested jobseeker could consider as a job/career choice?**

Remember that women are under-represented in almost every field²². Even the tourism sector is male-dominated²³. Given (youth) unemployment rates, and the energy of young people, why shouldn’t tourism appeal to young women seeking a career? Try to reflect on the following:

²¹ Ibid

²² UNDP, Skills needs assessment: Identifying employers’ needs in six economic sectors in Kosovo, 2016. Source: <https://www.undp.org/kosovo/publications/skills-needs-assessment-identifying-employers%E2%80%99-needs>

²³ Ibid.

- Why are women under-represented in the tourism sector?
- What makes tourism a male-dominated occupation?
- What are the barriers to including women or members of vulnerable groups in tourism?
- What are the benefits of including women or members of vulnerable groups in tourism?
- What is the best type of intervention that could help women (as an under-represented group) get engaged in the field of tourism?

✓ **Do you think pay influences why men and women are inclined towards certain jobs or occupations?**

Due to gender roles and expectations, the images of women doing unpaid (care) work and men as 'breadwinners' endure. Therefore, young women should be guided towards well-paid jobs and jobs with benefits as determined by the Law on Labour. Not only will a well-paid job help women provide for the family, it also helps them gain financial independence and empowerment.

V.3. Matching in employment

Employment offices help match the needs and skills of the interested jobseeker with jobs available in the labour market²⁴. After the employment counselor understands the profile of the jobseeker, including his/her/their skills and career aspirations, the counselor is able to recommend jobs, help the search for a job, and provide information about the labour market²⁵.

Even though the matching is done automatically through the System of Information Employment Management, in order to provide a quality service, it is recommended that the counselor go beyond automatic matching²⁶. The matching phase is an excellent opportunity to take into account the gender-responsive perspective and the principle of anti-stereotyping.

Ask yourself:

- ✓ Are there visible gender differences regarding women and men's language skills and comprehension, information technology, etc.?
- ✓ Are there more men than women, or vice versa, provided with a driving licence?
- ✓ What does evaluation of the matching results tell you? Are women and men significantly inclined to choose jobs and occupations traditional to their gender?
- ✓ Is there something you can do to change jobseeker attitudes and behaviors and encourage them to think beyond gender stereotypes?
- ✓ Is there something you can do to change employer attitudes and behaviors and encourage them to make gender prejudice-free hiring decisions?
- ✓ Are there any affirmative measures that the Agency applies during the matching process?

²⁴ Kosovo Employment Agency, Operational Toolkit for Vocational Training, 2019. Source: file:///C:/Users/shqip/Desktop/5_ToolkitOperacional_Aftesim-Riaftesim.shqip%202019.pdf

²⁵ Ibid.

²⁶ Ibid.

Case Study: Matching Skills with Demand in the Labour Market - S4RE project from Helvetas Kosovo

Responding to Kosovo's need for improved income and employment opportunities for young people, in particular women and minorities, as well as rural households in the municipalities of the Sharr/Šar Mountains and the south-east of Kosovo, from 2016 to 2018 Helvetas Kosovo implemented the project S4RE to promote practical on-the-job training²⁷.

In Kamenicë/a, young people were taught such skills as tailoring, IT, central heating installation, fruit cultivation, food processing and chicken farming. In addition to learning a trade, the participants analysed their opportunities and found solutions that brought employment and income.

Consequently, the project team started calling their method an “opportunity group approach” instead of just a “learning group approach”²⁸.

Having seen the positive impact of the in-house informal training on business performance, some of the companies that provided on-the-job training have shown a willingness to take it forward at their own expense. Other young people have managed to pool resources and start their own small businesses.

Local institutions such as employment agencies and youth councils have also expressed interest in taking the project's training method forward to provide more sustainable assistance to young job seekers. The project supported their efforts to adapt its methods to the institutional setting.

S4RE also promoted the integration of small local producers into supply chains for higher productivity, quality, and income. It focused on four agricultural value chains – non-timber forest products, berries & fruit, dairy livestock and honey – and on two non-agricultural ones – textile & handicrafts and services.

The dairy company “Malësia” was able to diversify and expand its business by launching new products such as cheddar cheese and cheesecake. Hit Flores, a company that specializes in selling plants and other non-timber products from the Sharr Mountains, trained its staff to identify, classify, clean, process and package wild mushrooms, which helped it increase the quality and eventually sales of this product line.

In order to evaluate projects such as S4RE from the gender perspective, questions such as the following should follow:

- ✓ How many young women and young men benefited from the project?
- ✓ What is the background of the youth groups involved in the project?
- ✓ In which of the following fields did more young women participate, and in which did more young men: tailoring, IT, central heating installation, fruit cultivation, food processing, chicken farming?

²⁷ Helvetas Kosovo S4RE, Skills for Rural Employment. Source: <http://helvetas-ks.org/s4re/>

²⁸ Helvetas Kosovo, Matching Skills with Demand in the Labour Market. Source: <https://www.helvetas.org/en/eastern-europe/kosovo/what-we-do/how-we-work/our-projects/Europe/Kosovo/Kosovo-S4RE>

- ✓ How would you encourage more participation in non-traditional jobs by young women and men?
- ✓ What can employers/companies do towards gender-equal representation in their fields?
- ✓ What can other parties – including institutions and non-governmental organizations – do to topple occupational stereotypes?

V. Active Labour Market Measures

Active labour market measures refer to temporary support and interventions for identified individuals or groups to integrate into employment in the labour market.²⁹ The measures in question include on-job training, internship, employment subsidy, professional development, self-employment, entrepreneurship promotion and public work.³⁰

The following examples, questions and suggestions will help officials in the employment offices and vocational centers understand how they can incorporate the gender perspective.

VI.1. On-job training

On-the-job training (OJT) means training provided by an employer to a jobseeker while the latter does productive work. It develops essential knowledge or skills to perform a specific job with adequate performance. Thus, the key OJT objective is to enhance the skills and prospects of the jobseeker for further employment.

Ask yourself:

- > Who do you think is more likely to attend on-job training, women, men, or others?
- > Are there gender differences in terms of attending on-job training?
- > Do you think different genders get the same reward for the same work skills?
- > Do you think women and men have different needs in terms of on-job training? What might those be?

After you have reflected on the above questions, consider the following tips on including the gender perspective in public work.

- ✓ What can be done to improve fair and equal access to public sector work opportunities?
- When campaigns regarding on-job training are conducted make sure to use gender-sensitive language. Do not assume that by using gender-neutral language, you invite equally men and women as well as marginalized groups to attend. Make sure you exclusively invite women and men that fulfill the criteria for attending on-job training.
- When assessing whether the request from the company matches the criteria for on-job training, pay attention to whether those requests are influenced by gender norms. Is there anything you, as an employment official, can do about it?
- Analyze how many women vs men are in the list of the participants registered in the MLSW's Information Management System? Is there an under-represented gender? Why? Is there anything you can do in the future to ensure the list is more gender-balanced?
- From your experience with on-job training as an active labour market measure, what are the most common training needs for men? Are they any different from women's needs?
- Is there anything else you would add to the list?

²⁹ Regulation (MLSW) NO. 01/2018 On Active Labour Market Measures

³⁰ Kosovo Employment Agency, Employment and Vocational, Annual Report 2021.

VI.2. Internship

As an active labour market measure, internship aims to provide the opportunity of gaining valuable experience in the work environment for participants seeking to enter a given career area. Thus, the key internship objective is to enhance the skills and prospects of the jobseeker for employment.

Ask yourself:

- In which area of expertise is there more demand for internship?
- Does gender have anything to do with that area of expertise?
- Are there more girls/young women than boys/young men who seek out internship opportunities?
- Are there any common traits regarding the internship beneficiaries in terms of identity, be it economic background, disability, rural/urban background, etc.
- What arrangements are there to address cases of sexual harassment while attending an internship?

After you have reflected on the above questions, consider the following tips on including the gender perspective in your work with internships:

- ✓ **What can be done to improve gender representation and dynamics in internships?**
 - Be aware of the importance of inclusivity in internship programmes. In order to end the gender gap in the workplace, we have to pay attention not only to the number of women and men as potential interns, but also the balance of beneficiaries from other under-represented groups.
 - Internship monitoring practices should be developed to assess if the work process is going well and if interns' rights are being respected at work – i.e. if they are facing harassment or discrimination, and other important questions.
 - Build strong partnerships with universities and colleges, particularly with the faculties and fields that in practice tend to see an imbalance of representation.
 - Including a quota or affirmative measure in internship programmes in gender non-traditional fields – for example for men in child-care, women in energy – would help to give a broader perspective to young women and men.
 - Is there anything else you would add to the list?

VI.3. Public Work

Public Work refers to the provision of short-term employment in improving local infrastructure. The purpose of Public Works programmes is to generate temporary employment for the registered unemployed through the implementation of labour-intensive projects, and to maintain and rehabilitate municipal properties (assets) and public spaces.

Ask yourself:

- Do women and men have the same access to public space?
- Do women and men have the same opportunities to engage in public work?
- Is there mutual interest by both men and women to engage in public sector work?
- Is infrastructural work more appropriate for women or men? What affects suitability?

After you have reflected on the above questions, consider the following tips on including the gender perspective in engagement with public work:

- ✓ **What can be done to improve fair and equal access to public work opportunities?**
 - When public work opportunities are advertised, make sure that women and members of other under-represented groups are equally encouraged to apply.
 - In awareness-raising campaigns, emphasize that public work is a job for any interested individual regardless of gender.
 - Include images of women in public work in messaging campaigns to help destroy the stereotype of public work as a job for men.
 - Have in mind that women and men as equals should have the same opportunities, not just in employment, but also in contributing to community and society.
 - Is there anything else you would add to the list?

VI. Gender perspective in Vocational Training Centers

The Vocational Training Department consists of two divisions: 1) The Vocational Training Services Division, and the 2) Quality Assurance and Certification Division. This toolkit's focus is primarily on the former. Among other things, the department in question is responsible for monitoring and coordinating the implementation of the work plan of both divisions.³¹

Moreover, the Vocational Training Department monitors implementation of legislation by Vocational Training Centers and maintenance of standards in providing training, evaluation and certification of knowledge and skills acquired through training. It also assesses and answers the needs of Vocational Training Centers for consumables, tools and improvement of technical capacities.³²

Vocational Training includes all activities that are intended to provide practical knowledge and skills for effective and efficient performance of the activities within an occupation or group of occupations.³³

There are Vocational Training Centers in eight municipalities in Kosovo: Prishtinë/Priština, Prizren, Pejë/Peć, Gjilan/Gnjilane, Mitrovicë/Mitrovica, North Mitrovica, Gjakovë/Djakovica and Ferizaj/Uroševac. They have several duties and responsibilities, including the provision of training services required by the labour market. The Centers monitor the training conducted by other parties in agreement with the Agency and prepare individual training plans. Besides monitoring, evaluation and certification, the Centers also report on the progress of training.³⁴

How to apply gender considerations in the Vocational Training Centers?

The following gives questions, recommendations, and contextual information to help trainers, mentors and other relevant professionals include the gender perspective and principles in the work of the Vocational Training Centers, specifically in:

- Training and mentoring
- Training programme/curriculum
- Promotion and communication

³¹ Regulation (GRK) no. 13/2015 for the Internal Organization and Systematization of the Jobs Within the Agency of Employment, article 13. Source: [https://kryeministri.rks-gov.net/wp-content/uploads/docs/Rregullore_\(QRK\)_nr_132015__per_Organizimin_e_Brendshem_dhe_Sistematizimin_e_Vendeve_te_Punes_ne_Agjencine_e_Punesimit.pdf](https://kryeministri.rks-gov.net/wp-content/uploads/docs/Rregullore_(QRK)_nr_132015__per_Organizimin_e_Brendshem_dhe_Sistematizimin_e_Vendeve_te_Punes_ne_Agjencine_e_Punesimit.pdf)

³² Ibid.

³³ LAW NO. 04/L-205 ON THE EMPLOYMENT AGENCY OF KOSOVO, article 3. Source: <https://gzk.rks-gov.net/ActDocumentDetail.aspx?ActID=8983>

³⁴ Ibid, article 8.

VI.1. Training and mentoring

Training sessions: Training Centers?

1. How is gender representation in the training in a certain field or occupation?
2. Are there more men than women, or the other way around?
3. If gender representation is not equal, why do you think that is?
4. What can be done to improve the gender gap in the training?
5. Is the schedule appropriate for all participants?
 - 5.1. Where do the interested participants come from (city, village etc.)?
 - 5.2. Is there public transport that allows them to arrive at the training on time?
 - 5.3. Are there any other challenges or difficulties that hinder women or other disadvantaged or vulnerable participants in attending regularly and successfully?

Trainers:

1. How many trainers are engaged at the Centers for Vocational Training?
2. How many are women? How many are men?
3. In what fields are there more men than women trainers, and vice versa?

Remember the anti-stereotyping principles when working with specific groups such as the detained men and women in the Correctional Centre. The women prisoners in the Correctional Facility in Lipjan/Lipljane complain that there are very stereotypically vocational trainings offered for them, such as hair and make-up techniques, knitting and tailoring. Such courses are very unlikely to help them provide with jobs once they get out of prison and find jobs that pay.

VI.2. Training programme/curriculum

The curricula and the training package are designed and modified by the trainers in the given field, supervised by foreign experts. The curriculum consists of modules prepared according to the procedures relating to the relevant professional standards and the requirements of the labour market.³⁵

A gender-sensitive training programme or curriculum should reflect the different concerns, needs, living conditions and circumstances of individuals, in all their diversity. When preparing and designing a training programme, trainers and supervisors should take into account the inequalities faced by women and men, the concept of gender itself and what have been traditionally considered feminine and masculine occupations, as well as the different layers of identities that might further reinforce prejudice against certain members of society, such as Roma women or a person with disabilities, LGBTI+ people etc.

For more information on challenging stereotypical notions of gender occupations, see Annex 5: a case study on engaging women in construction through innovative curriculum development in South Africa and the UK.

³⁵ Kosovo Employment Agency, Operational Toolkit for Vocational Training, 2019. Source: file:///C:/Users/shqip/Desktop/5_ToolkitOperacional_Aftesim-Riaftesim.shqip%202019.pdf

Trainers, supervisors and other relevant staff should take into account the following if aiming at producing gender-responsive training programmes or curriculums:

- ✓ A certain field should not be presented or referred to, directly or indirectly, as a job or occupation appropriate for a woman or a man.
 - Is there a certain occupation or job that you think is ‘naturally’ destined for a man or a woman? For example: if a kindergarten teacher/educator is a job traditionally done by women, make sure to not reinforce the stereotype that it is a woman’s job. Taking care of and educating children should be promoted as a job suitable for both men and women.

- ✓ **Those designing training material should ask the following questions:**
 - Does the training programme, in any way, reinforce stereotypes about women and men, their roles and responsibilities, their professional capacities, their backgrounds and so on?
 - Does the training programme reflect the status quo and gender norms that still spotlight and celebrate men as the natural breadwinners?
 - What are the jobs that pay well? Are they traditionally seen as men’s jobs?

- ✓ **The training programme should use gender-sensitive language.**

Example: We start to eliminate stereotypes when we start viewing women as breadwinners and worthy of well-paid work. When a certain jobseeker is suggested as a construction worker, a welder, or a farmer, make sure that both women and men are linguistically as well as visually presented.

- ✓ **Be cautious about using images that display women or men in traditional gender professions**, such as men as constructive workers, and women as kindergarten teachers, cleaners or bakers.

Important aspects to be taken into account by the trainer:

- Sense of humour: Are there jokes – by the trainer or by participants – that insult, discriminate, or undermine women and other disadvantaged or vulnerable members of society?
- Group dynamics: Who asks more questions, women or men? Is there enough time available for everyone to ask questions and make comments during the training lessons?

Note: The above questions can also be applied in the monitoring and evaluation process of the training sessions.

VI.3. Promotion and communication

In order to promote the work and services of the Kosovo Employment Agency and in particular its vocational training opportunities, appropriate and adequate messaging activities should take place. The following aspects should be considered:

When informing applicants/jobseekers about vocational training:

✓ Use gender-responsive Kosovo wide campaigns

Kosovo wide campaigns are excellent tools to inform all interested jobseekers about the opportunities and services provided by the Vocational Training Centers. Moreover, they should also be seen as an effective way to change people's perceptions of "women's jobs vs. men's jobs" and challenge stereotypes.

Gender-responsive language should be used in all modes of communication:

Promotional material that aims at communicating with jobseekers and employers should use gender-responsive language. This means language that explicitly communicates to people of all genders regardless of the occupation and field. Thus, consider the language, wording and images used in:

- advertisements on electronic/social media;
- media events at the Kosovo wide level or conferences between the Agency and the Economic Chamber and the Kosovo Business Alliance where enterprises and other employers are invited to apply;
- brochures and posters distributed in places frequented by employees and employers, such as in the Centers for Vocational Training, High Schools, colleges and universities, youth centers, municipal facilities, economic chambers and business associations;
- emails sent to potential employees;
- meetings and visits to businesses.

Annexes

Annex 1: Glossary of gender-related terms

Sex – refers to the biological and physiological characteristics that define men and women

Gender – refers to socially constructed roles assigned to women and men, i.e. an acquired identity that is learned, changes over time and varies widely within and across cultures.

Gender identity – this protected characteristic covers the gender-related identity, appearance or other gender-related characteristics of a person (whether by way of medical intervention or not), with or without regard to the person’s designated sex at birth.

Social construction (of masculinity and femininity) – refers to the fact that being viewed as a man or a woman in any given society is defined not just by biological traits but also by the unwritten rules or norms about what is expected of us based on our sex (Greene and Levack, 2009).

Gender norms – are a set of rules, ideas and principles on how girls and boys, women and men should behave. Gender norms are not based on biology but are culturally determined by society. They may differ from one culture to another.

Gender stereotypes – are generalized views or preconceptions about attributes or characteristics that are or ought to be possessed by, or the roles that are or should be performed by, men and women.

Unconscious bias – also known as implicit bias, refers to deep-seated prejudices and attitudes held unconsciously due to living in unequal societies.

Gender equality – the principle that women, men, and persons with a protected characteristic of gender identity or sex determination (example: non-binary people, including transgender and transexual people etc.) are entitled to their legal, political, social, economic and human rights.

Gender equity – means fairness of treatment for women and men according to their respective needs. It means no one is subjected to gender-based discrimination, be it in opportunities, sharing of resources or benefits, or access to services

Feminization of poverty – the phenomenon that women represent a disproportionate percentage of the world’s poor.

Unpaid work – unpaid work by women and men is considered as a contribution to the development of the family and society, in terms of care for family welfare, care of children, and care for other family members. It also refers to contribution through agriculture and the family economy.

Patriarchy – “Patriarchy is political-social system that insists that males are inherently dominating, superior to everything and everyone deemed weak, especially females, and endowed with the right to dominate and rule over the weak and to maintain that dominance through various forms of psychological terrorism and violence.” (bell hooks) Another definition presents Patriarchy as a social system in which men dominate others, and dominate women in particular.

Sexism – prejudice, stereotyping or discrimination on the basis or sex. Sexism affects primarily girls and women.

Misogyny – ingrained prejudices against women, their existence, and their humanity; viewpoints that justify and legitimize discrimination and violence against women.

Feminism – a social, political, and intellectual movement that works and advocates for political, economic, social and cultural equality between women and men. It seeks to improve the recognition of women’s rights and their position as an under-represented group.

Gender responsiveness – outcomes and approaches that reflect an understanding of gender roles and inequalities and encourage equal participation, including equal and fair distribution of benefits. Gender responsiveness is accomplished through gender analysis, which informs inclusiveness.

Gender budgeting – valorisation of budgets from the viewpoint of gender, in which the gender question is taken into account at all levels of the budgetary process; restructuring of incomes and expenditures with the aim of promoting the equality of women and men.

Affirmative action – temporary measures in order to address systemic forms of discrimination against women and marginalized groups.

Sexual harassment – any form of unwanted verbal, non-verbal or physical conduct of a sexual nature, with the purpose or effect of violating the dignity of a person, in particular when creating an intimidating, hostile, degrading, humiliating or offensive environment.

Annex 2: What is gender responsiveness?

Gender responsiveness refers to outcomes that reflect an understanding of gender roles and inequalities and encourage equal participation, including equal and fair distribution of benefits. Gender responsiveness is accomplished through gender analysis, which informs inclusiveness.³⁶

Gender equality policies and efforts aim at transforming unequal gender relations to promote shared power, control of resources, decision-making, and support for women’s empowerment. Thus, to come up with practical solutions for making gender equality real in the work of the Agency, it is important that we take into account the different realities of men and women, particularly those that belong to less advantaged groups, and work towards eliminating any barriers, be they cultural or institutional.

³⁶ UNDP, Gender Responsive Indicators, Gender and NDC Planning for Implementation, 2019. Source: <https://www.ndcs.undp.org/content/dam/LECB/docs/pubs-reports/undp-ndcsp-gender-indicators-2020.pdf>

The following table³⁷ explains what gender analysis and gender inclusiveness mean, and how to adopt them in your everyday work as an employment official.

Gender analysis	Gender inclusiveness
<p>Refers to careful and critical examination of how differences in gender roles, activities, needs, opportunities, and rights/entitlements affect men, women, girls and boys in particular situations or contexts.</p> <p>A key element of gender analysis is the examination of women’s and men’s access to and control of resources—especially economic, political and knowledge resources and access to and control of time. Other important factors that should be considered along with gender itself include age, poverty levels, ethnicity, race and culture.</p>	<p>Who is included?</p> <p>Gender inclusiveness is a process and refers to how well women and men are included as equally valued players in initiatives.</p> <p>Gender-inclusive projects, programmes, political processes and institutional services are those which have protocols in place to ensure women and men (and boys and girls, where appropriate) are included and have their voices heard and opinions equally valued.</p>

In order to reflect better on both concepts and understand how they can be put into practice, consider the following:

- ✓ In order to conduct gender analysis, ask yourself:
 - What are the gender roles in our society?
 - Are there specific tasks that women ought to accomplish?
 - ‘Are there roles that are more appropriate or suitable for women?’

- ✓ **After the above questions are answered, examine whether:**
 - Your beliefs are affected by traditional gender stereotypes.
 - Your beliefs challenge harmful stereotypes.
 - Your beliefs translate into behavior.

- ✓ **In order to make sure your work involves gender inclusiveness, ask yourself:**
 - When you hear ‘inclusivity’ who precisely do you think of?
 - Do you have a pre-established idea of what a female employer should be like?
 - Do you have a pre-established idea of what a male employer should be like?
 - When you think of women as jobseekers or potential employees, are there certain qualities you are expecting from them?
 - Do those qualities differ from those of male jobseekers and employees?
 - Are there specific jobs that come to mind when it comes to Roma, Egyptian, or Ashkali young women?
 - Are there specific jobs that come to mind when it comes to Roma, Egyptian, or Ashkali young men?
 - Do you think potential employers are comfortable hiring persons from the LGBTI+ communities?

³⁷ UNDP, Gender Responsive National Communications Toolkit, 2015. Source: <https://www.undp.org/publications/gender-responsive-national-communications>

- ✓ **After you have answered or reflected on the questions above, examine whether:**
- You have a biased attitude regarding the typical female jobseeker or employee.
 - You have a biased attitude regarding the typical male jobseeker or employee.
 - You are willing to break down stereotypes regarding gender, sexuality, ethnicity, religion, and other social categories.

Annex 3: Legal framework on gender, youth, and employment

This annex presents the legal framework that regulates gender issues in employment, and relevant inter-related issues.

Kosovo Constitution³⁸ (article 7 “Values”) declares gender equality a fundamental value for the democratic development of society, providing equal opportunities for both female and male participation in political, economic, social, cultural and other areas of life.

The Law on Gender Equality³⁹ is in accordance with European Commission Directives on: establishing a general framework for equal treatment in employment and occupation; the implementation of the principle of equal opportunities and equal treatment of men and women in matters of employment and occupation; the application of the principle of equal treatment between men and women engaged in an activity in a self-employed capacity; and implementing the principle of equal treatment between men and women in the access to and supply of goods and services.

After outlining general principles and concepts regarding employment, Chapter 3 – “Equal Protection and Treatment on the Basis of Gender Affiliation in Employment Relationships” – (Article 15) prohibits gender discrimination in employment relationships, including access to all types and levels of vocational guidance, vocational training and advanced and requalification, practical work experience, employment and working conditions, dismissals and pay.

Article 17 of the Law regulates the obligations in employment relationships, among other things obliging employers to offer equal payment for work of equal value, to refrain from including elements of gender discrimination in vacancy announcements, and to ensure equal opportunities for women and men to apply for vacant positions. In addition, it obliges employers to take all necessary measures to enable women and men to correspond to both their professional and family obligations.

The Law on Labour⁴⁰ – “Protection of Youth, Women and Persons with Disabilities” – (Article 44) provides special protection for employed women, employees under eighteen and employees with disabilities.

Article 46 of the same Law generally protects young people from dangerous labour and unhealthy environments and obliges employers to adopt the necessary measures to maintain the occupational safety and health of young people by specifying the risks of the labour process.

³⁸ Constitution Kosovo, 2008. Source: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=3702>

³⁹ Law on Gender Equality, 2015. Source: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=10923>

⁴⁰ The Law on Labour, 2010. Source: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2735>

Protection for women is regulated through Articles 46, 48 and 49. They refer to pregnant and breastfeeding women in terms of prohibition from hard physical labour and any exposure that may harm the health of the mother or child.

Women are entitled to 12 months of maternity leave. For the first six months of maternity leave, the employer shall give compensation of seventy percent (70%) of basic salary. For the following three months, the Kosovo institutions shall give compensation of fifty percent (50%) of the Kosovo average salary. The woman shall then have the right, under this Law, to extend her maternity leave for a further three months without payment.

The father of the child may assume the compensation rights of the mother only if the mother dies or abandons the child before the end of the maternity leave. Article 50 addresses the rights of the child's father. Fathers have the right to two days' paid leave at the birth or upon adoption of the child, and two weeks' unpaid leave after the birth or upon adoption of the child, at any time before the child reaches the age of three.

Note: In terms of parental rights in general and paternal leave in particular, the Law on Labour has long been subject to criticism⁴¹. Activists, gender experts, feminist economists, and women from other relevant fields claim the current Law on Labour does not adequately help women in many respects.

They suggest that the name itself (maternity leave) be changed, replacing the Albanian word meaning 'break' with that meaning 'permit' or 'leave' since healing and taking care of a newborn and accomplishing other duties as dictated by gender norms hardly counts as a break or vacation⁴².

The Kosovo Women Economic Forum, a coalition of seven non-governmental organizations, suggests a new model of parental leave, by which payment for maternal leave should be the responsibility of the institutions for the first six months, and then of the employer for three, with the last three months available without pay.

Under a further proposal, in order to better include fathers in family life and childcare, promoting gender equality and shared parental responsibilities, the first five paid months would be reserved solely for the mother, her physical and emotional recovery, whereas one paid month by the institutions would be available to fathers.

⁴¹ Kosovo Women Economic Forum, The Discussion on Maternal and Parental Leave, 23 March 2022. Source: <https://www.facebook.com/WEFKosovo/videos/4851952541590127>

⁴² Ibid.

Annex 4: Sexual Harassment Policy

Questions for discussion:

- Do I work in an environment where women and men can speak out freely against words, expressions and behaviors they don't like or approve of?
- Are there often jokes made about women, their bodies or their sexuality?
- Are there jokes made about the LGBTQI+ community?

Definition

Sexual harassment is a criminal offence acknowledged by the Criminal Code of Kosovo. According to article 183, "Sexual harassment shall mean any form of unwanted verbal, non-verbal or physical conduct of a sexual nature which aims at or effectively constitutes a violation of the dignity of a person, which creates an intimidating, hostile, degrading or offensive environment"⁴³. A similar definition is provided by the Law on Gender Equality, article 3⁴⁴. Moreover, human dignity as the basis of all human rights and fundamental freedoms is acknowledged by article 23 of the Constitution⁴⁵.

How is sexual harassment manifested?

Sexual harassment can take a variety of forms – from looks and words through to physical contact of a sexual nature. Examples of sexual harassment (non-exhaustive list) include⁴⁶:

- attempted or actual sexual assault, including rape;
- sharing or displaying sexually inappropriate images or videos in any format;
- sending sexually suggestive communications in any format;
- sharing sexual or lewd anecdotes or jokes;
- making inappropriate sexual gestures, such as pelvic thrusts;
- unwelcome touching, including pinching, patting, rubbing, or purposely brushing up against another person;
- staring in a sexually suggestive manner;
- repeatedly asking a person for dates or asking for sex;
- rating a person's sexuality;
- making sexual comments about appearance, clothing, or body parts;
- name-calling or using slurs with a gender/sexual connotation;
- making derogatory or demeaning comments about someone's sexual orientation or gender identity.

While institutions and organizations have internal disciplinary measures and procedures, it is important to acknowledge that sexual harassment is a common male behavior and tends to be culturally tolerated. In consequence, many may not even be aware that it is a criminal offence and recognized as such by Kosovo's criminal code. Therefore, sexual harassment in any institution or organization must be addressed through a gender-sensitive perspective.

⁴³ Criminal Code of Kosovo, article 183. Source: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=18413>

⁴⁴ Law on Gender Equality, article 3. Source: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=10923>

⁴⁵ Constitution of Kosovo. Source: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=3702>

⁴⁶ UN System Model Policy on Sexual Harassment, 2018.a

Crucial points to consider when dealing with sexual harassment in institutional level:

- **Sexual harassment is the manifestation of a culture of discrimination and privilege based on unequal gender relations and other power dynamics⁴⁷.** Therefore, when a sexual harassment case is reviewed with all parties involved, make sure to enable an environment where the person issuing the complaint can speak freely and without fear of consequences – especially if the person who has made the complaint is a subordinate. The fear of losing one’s job, or being judged or misbelieved, are common reasons why women don’t report sexual harassment.
- **Eliminate the argument of ‘provocation’.** The argument that a woman/person dresses, talks, walks, or otherwise behaves ‘provocatively’ is completely unacceptable and should not be used to excuse sexual harassment.
- **Eliminate the arguments “it was a joke”, or “it wasn’t meant in a bad way”.** When harmful behavior is reduced to superficial justifications, it helps normalize such behavior.
- **Dress code** should be treated with caution. In a wider cultural context, dress code often applies to women. How women dress is often linked directly to the social expectations of “proper” and acceptable behavior. This may result in employed women being reduced to their physical appearance and their professional contributions and capabilities undervalued.
- **A code of conduct** should go beyond clothing. In a patriarchal context, “there is a danger that men, consciously or unconsciously, will act out aspects of their male privilege and thus undermine the struggle against the gender inequalities which underpin so much of the violence⁴⁸”.

Annex 5: CASE STUDY – Engaging women in construction through innovative curriculum development in South Africa and the UK⁴⁹

Context

Responding to low representation of women in construction, from November 2017 to February 2019 the International Skills Partnership brought together Umgungundlovu TVET College (South Africa) and West Lothian College (Scotland) to develop relationships and build knowledge, experience and skills to meet the current needs of industry and stay ahead of the technology curve.

Programme aims

- The partnership aimed to develop a plumbing curriculum, supported by teaching and learning materials, that promoted emerging technologies, encouraged women into the sector and offered a sustainable model transferable to other construction areas.
- The enhanced curriculum, making the plumbing trade more exciting, inviting and higher tech, aimed to attract a wider range of learners, including women.

⁴⁷ UN System Model Policy on Sexual Harassment, 2018.

⁴⁸ United Nations Population Fund, Mobilizing Men in Practice, 2012. Source: https://www.unfpa.org/sites/default/files/pub-pdf/Mobilising_Men_in_Practice.pdf

⁴⁹ British Council, DEVELOPING SKILLS PROGRAMMING THROUGH A GENDER LENS Executive summary, case studies and tools, 2020. Source: https://www.britishcouncil.org/sites/default/files/developing_skills_programming_through_a_gender_lens.pdf

- Teaching staff would become more confident in higher-skilled areas as they enhanced their technical skills, developed skills to meet a broader range of learners' needs and enabled students to remain engaged and complete their studies.

Programme summary

- An in-depth process to enhance the plumbing curriculum included: establishing the extent to which emerging technologies were currently used within the construction industry; researching information on new technologies; engaging with employers to establish the needs of their employees, current levels of use of emerging technologies and the appetite for further skills; meeting with staff to discuss the challenges in implementing changes to the curriculum, developing suitable materials and upskilling the workforce; liaising with Awarding Bodies; and meeting with students to discuss emerging technologies, their understanding of this area of development and their commitment to a changing delivery model.
- Discussions between colleges, students and employers took place to identify the challenges and opportunities related to recruiting, retaining, and placing women.
- Gender impact assessments were conducted on curriculum materials to ensure they did not include gender bias and promoted equal engagement of all students.
- Opportunities were provided for male and female students of both countries to connect through social media, email, or text, to build professional relationships and to share learning and experiences.

Outcomes

- Creation of an up-to-date, exciting plumbing curriculum in line with emerging technologies is likely to attract a wider range of learners, including women, and create a better skilled and more diverse workforce more appropriate to the developing construction industry.
- Adapted learning and teaching strategies that embrace new technologies to meet the needs of a wider range of learners.
- Staff have greater capacity in developing gender-neutral curricula, lesson plans and assessment processes.
- A visiting lecturer from Scotland benefited from teaching a group of nine female and six male students in South Africa, using a range of delivery methods to meet diverse learning styles. The session had a significant impact on students – women from rural areas were particularly engaged by the prospect of using solar energy in their localities where access to electricity is limited.
- Increased contact with industry, with both colleges proactively engaging employers in discussions about the benefits of recruiting women, with the aim of improving placement and employment opportunities for women.
- A strategy was developed to recruit, retain, and place more women in construction, including:
 - producing promotional material that offers opportunities to women and men;
 - providing girls with opportunities to work with tools and technology they may never have been afforded before;
 - ensuring group work challenges all students, does not leave anyone behind and uses gender-neutral materials for both colleges;
 - using more interactive and engaging learning and teaching methods that suit a wider range of learners.

- using mentors to work with and encourage younger female and male students, and sharing success stories across the TVET Sector.
- West Lothian College will use the new curriculum materials in schools to engage younger girls with exciting, emerging and high-tech areas of construction.

Annex 6: CASE STUDY – Men in childcare⁵⁰

London Early Years Foundation (LEYF), a nursery chain in London, United Kingdom, employs 751 staff across its 38 nurseries; of these, 58 are men. For contact roles (which includes staff who are not teachers but have direct contact with the children, e.g. chefs), men currently make up 6.12% of the workforce.

Measures taken by LEYF in order to encourage more men in joining the team include:

- marketing apprenticeships in ways that make them more attractive to men;
- changing the language of recruitment adverts;
- building positive links with the fathers of children who attend LEYF nurseries, and listening to what they say about the valued relationships they have with male staff;
- surveying male recruits during their induction period, about what worked and what didn't in the recruitment process;
- creating a Men in Childcare network, to which all male staff within the organisation are invited, and instructing managers that male staff must be released from normal duties to attend network meetings;
- setting up a 'male buddy' system so that if men feel isolated in their setting, they can look beyond that and connect with others in the same shoes.

Annex 7: Case Study: Women in Energy Program⁵¹

Women in Energy is a Millennium Foundation Kosovo programme aiming to bridge the enormous gap in the energy sector in Kosovo. A five-year programme, it seeks to increase women's awareness of opportunities in the energy sector, provide on-the-job and other relevant training in order to increase the pool of technically skilled women willing to work in energy-related jobs, and build links between energy employers and qualified women candidates.

Opportunities provided by the program to encourage more women in joining the Energy Sector include:

- **Entrepreneurship programme** – is designed to help women in Kosovo use energy more efficiently to unlock growth for their businesses;
- **Internship programme** – aims at boosting women's potential for employment in the energy sector by providing them on-the-job experience through paid internships with leading companies and organizations;
- **Scholarship Programme** – focuses on educating women in the energy sector, thus helping the Kosovo economy grow.

⁵⁰ Case Study, Our nursery chain has twice as many men as the national average. Source: <https://miteyuk.org/case-study-our-nursery-chain-has-twice-as-many-men-as-the-national-average/>

⁵¹ Millennium Foundation Kosovo, Women in Energy Programme. Source: <https://millenniumkosovo.org/we/>

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