

# THEMATIC REPORT

RESPECT OF THE EMPLOYMENT QUOTA OF MEMBERS  
OF ROMA, ASHKALI AND EGYPTIAN COMMUNITIES IN  
PUBLIC INSTITUTIONS

July, 2019

Dhurata Prokshi



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The views expressed in this assessment do not necessarily reflect the views of the Regional Cooperation Council or of its participants, nor of the European Union and the Open Society Foundations."

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# 1. INTRODUCTION

The thematic report "Respect of the employment quota of members of Roma, Ashkali and Egyptian communities in public institutions" is prepared under the KOSINT 2020 project. This project is implemented in partnership of four civil society organizations - Balkan Sunflowers Kosovo, Syri i Vizionit, RADC, run by the Kosovo Education Center, and is dedicated to the inclusion of members of Roma, Ashkali, Egyptian communities in the fields of education, employment and social welfare. Funded by the Roma Initiatives Office (RIO), in the framework of the Open Society Foundation (OSF), the project aims to improve the access of Roma, Ashkali and Egyptian communities to education, employment and social welfare, contributing to the fulfilment of the Kosovo Government's commitments through encouraging the participation of civil society organizations in monitoring sectoral reforms, development of policies, budget planning and advocacy.

The thematic report is composed of three parts: 1) The legal framework that ensures inclusion of communities in Kosovar society, 2) The context of inclusion of communities in Kosovar society, 3) Perspectives from the field on inclusion of communities in employment - regarding this issue, citizens, civil society activists, representatives of institutions and businesses have shared their views with us, and part 4) Conclusions and recommendations.

## 2. Aim of the study

Within the report "Respect of the employment quota of members of Roma, Ashkali and Egyptian communities in public institutions" a study was conducted to measure the employment quota implementation of minority communities in the country in order to assess its application to the employability of targeted Roma, Ashkali and Egyptian communities at central and local level. The report has selected four municipalities, Mitrovicë, Fushë Kosovë, Ferizaj and Gjakovë as a sample.

The research conducted aimed at bringing the viewpoint, voice of communities regarding

their employment status. At the same time, findings and recommendations of this report will serve as an advocacy tool, a call for sensitization of institutional and non-governmental stakeholders at local and central level to engage in improving the employment situation of communities, as an undisputable human right, legal and constitutional obligation.

## 3. Research methodology

The process of research development and report drafting had the period of May-June 2019 at disposal for its implementation.

Purpose of the research was to extract qualitative information from the field on the topic of community employment; therefore semi-structured interviews were also conducted. Interviews were conducted with members of these communities, representatives of civil society, and officials from the Offices for Communities and Return, Employment Offices, and Kosovo Business Alliance.

The research was extended to four municipalities - Gjakovë, Mitrovicë, Fushë Kosovë and Ferizaj, which have differences in the context of inclusion of Roma, Ashkali and Egyptian communities in Kosovar society.

## 4. The context of communities' inclusion in Kosovar society

With the aim of harmonizing local human rights legislation and policies with the European ones and inclusion of marginalized ethnic groups, Kosovo has also developed mechanisms and drafted documents for the purpose of this programmatic approximation. Representatives of local institutions inherited development of such an approach from the period of administration of the country by the United Nations Interim Administration, which had laid the foundations of respect for cultural diversity

as a value in the country. On this occasion, institutions were established to deal with particular topics, such as the Roma, Ashkali and Egyptian communities. The need to treat these communities with a special commitment, at least legally, stems from their unfavourable situation in Kosovar society, and the number of members of these communities is also high. According to the latest census in Kosovo, there are 1,739,825 inhabitants, out of them 15,436 Ashkali, 11,524

Egyptians and 8,824 Roma. Data from the last 2011 census in Kosovo are incomplete due to the non-inclusion of municipalities where the majority of the population are Serbs.

The table below shows the extension of Roma, Ashkali and Egyptian communities by municipalities:

Municipality	Roma	Ashkali	Egyptians	Total
Deçan	33	42	393	468
Gjakovë	738	613	5,117	6,468
Glllogoc	0	0	2	2
Gjilan	361	15	1	377
Dragash	3	4	3	10
Istog	39	111	1,544	1,694
Kaçanik	5	1	0	6
Klinë	78	85	934	1,097
Fushë Kosovë	436	3,230	282	3,948
Kamenicë	240	0	0	240
Mitrovicë	528	647	6	1,181
Lipjan	342	1,812	4	2,158
Novobërdë	63	3	0	66
Obiliq	661	578	27	1,266
Rahovec	84	404	299	787
Pejë	993	143	2,700	3,836
Podujevë	74	680	2	756
Prishtinë	56	557	8	621
Prizren	2,899	1,350	168	4,417
Skenderaj	0	10	1	11
Shtime	23	750	0	773
Shtërpcë	24	1	0	25
Suharekë	41	493	5	539
Ferizaj	204	3,629	24	3,857
Viti	12	14	0	26
Vushtrri	68	143	1	212
Malishevë	26	5	0	31
Mamushë	39	12	0	51
Graçanicë	745	104	3	852
Klllokot	9	0	0	9
<b>Gjithsej</b>	<b>8,824</b>	<b>15,436</b>	<b>11,524</b>	<b>35,784</b>

Table 1. Members of Ashkali, Egyptian and Roma communities by municipalities in Kosovo<sup>1</sup>

<sup>1</sup> Table.1 ASKDATA <http://askdata.rks-gov.net/PXWeb/pxweb/sq/askdata/?rxid=0b4e087e-8b00-47ba-b7cf-1ea158040712/>

## 5. Ensuring the rights, access and inclusion of citizens from Roma, Ashkali and Egyptian communities in the labour market

Equal treatment and respect for the rights of all citizens of Kosovo regardless of ethnicity are based on the Constitution of Kosovo, which, as the highest legal act of the state, has regulated the rights of citizens in accordance with international human rights conventions.<sup>2</sup> On the grounds of such legal basis were also drafted laws that guarantee the rights of all citizens. Legislation and strategies that specifically address the inclusion of Roma, Ashkali and Egyptian communities are:

1. Law Against Discrimination
2. Law on Civil Service
3. Strategy for Inclusion of Roma, Ashkali and Egyptian Communities 2017/2021 and 2009/2015
4. Kosovo Education Strategic Plan 2017/2021, 2011/2016

Commitment of local institutions to work for promotion of human rights and the fight against discrimination of minority communities in the country has also emerged with the development of mechanisms that have their scope at central and local level. The mechanisms by which it is sought to address respect for the rights of communities are:

### 1) Office of Good Governance (OGG)

### 2) Consultative Council for Communities

### 3) Committee on the Rights and Interests of Communities and Return

### 4) Office of Community Affairs (OCA)

### 5) Office of the Language Commissioner

### 6) Municipalities

### 7) Municipal Offices for Communities and Return (MOCR)

### 8) Municipal Communities for Committees

## 6. Employment situation of Roma, Ashkali and Egyptian citizens in public sector and perspective from the field

Ministry of Administration, as the highest institution of administration in the country, in its regular reports on the situation of employees at central and local level, provides regular data where we also see the employment situation of Roma, Ashkali and Egyptian communities.

With the aim of evaluating the implementation of 10% community employment quota in the public sector *"Within the civil service in institutions of central level the minimum of 10% of positions should be reserved for persons belonging to communities that are not majority in Kosovo and who fulfil the specific employment criteria.*

<sup>2</sup>Constitution of the Republic of Kosovo, Chapter II

*In municipal level for qualified members of the community that are not majority in Mu-*

*2016/2017 and 2018 for the local level in the municipalities - Mitrovicë, Ferizaj, Fu-*

Nr.	Institution	Overall number of the employed	Ashkali	Egjiptians	Roma
1.	Ministry of Environment and Spatial Planning	525		1	
2.	Ministry of Health	7723	3	12	19
3.	Ministria e Punës dhe Mirëqenies Sociale	771			1
4.	Ministry of Labour and Social Welfare	1496		1	3
5.	Ministry of Finance	1064			1
6.	Ministry of Justice	1862	1		9
7.	Ministry of Interior	1894		1	3
8.	Kosovo Police	8680	19	8	16
9.	Kosovo Customs	583	2	3	3
10.	Kosovo Judicial Council	1097	1	2	2

Tabela 2. Gjendja e punësimit të komuniteteve në nivel qendror për vitin 2018<sup>4</sup>

*nicipality, the number of reserved working places shall be in compliance with percentage representation of the communities in the given Municipality<sup>3</sup> stipulated by Law 03/L-149 on the Civil Service in the Republic of Kosovo. Below we will present employment situation for the Roma, Ashkali and Egyptian communities for the 2017/2018 period at central level and*

shë Kosovë and Gjakovë.

During 2018, out of 56 central level institutions that numbered **30,635** public service employees, only 113 of them resulted to be members of the Roma, Ashkali and Egyptian communities and they were employed only in 10 of these institutions.

<sup>3</sup>LAW NO. 03/L-149 ON THE CIVIL SERVICE OF THE REPUBLIC OF KOSOVO <https://qzk.rks-gov.net/ActDocumentDetail.aspx?ActID=2679>

<sup>4</sup>Tabela 2. Raporti Gjendja e punësimit të komuniteteve në nivel qendror për vitin 2018 i

Ministrisë së Administratës Publike <https://map.rks-gov.net/page.aspx?id=1,49>

On the other hand, if we look at the state of employment of communities in 2017 we note that the difference is symbolic with a slight positive trend in 2018 in terms of increasing the number of employees from the ranks of communities. Regardless of the space created by the political parties from the ranks of the communities that were part of the current government, by

taking up six positions for deputy ministers, such a political step was not followed by opening up the employment perspective in the public sector as we can conclude from the number of employees in central level institutions and agencies.

Nr	Institution	Overall number of the employed	Ashkali	Egyptians	Roma
1.	Ministry of Health	7695	3	11	15
2.	Ministry of Labour and Social Welfare	775		1	
3.	Ministry of Local Government Administration	260		1	
4.	Ministry of Education, Science and Technology	1032			3
5.	Ministry of Finance	1031			1
6.	Ministry of Justice	1850	1		9
7	Ministry of Interior	1894		1	3
8.	Kosovo Police	8743	19	8	16
9.	Ombudsperson's Institution	48	1		
10.	Kosovo Judicial Council	1574	2		7
11.	Free Legal Aid	26		1	
12	Kosovo Property Agency	198			1

Table 3. State of employment of communities at the central level for 2017<sup>5</sup>

<sup>5</sup> Table 3. The state of communities' employment at the central level for 2017 <https://map.rks-gov.net/page.aspx?id=1,49>

Whereas in the municipalities we targeted to assess the implementation of the quota for inclusion of Roma, Ashkali and Egyptian communities for the period 2016/2017/2018, we note that employment situation of communities has not changed, which can be considered as a negative trend. Of the selected municipalities - Gjakovë, Ferizaj, Fushë

Kosovë and Mitrovicë, the latter appears to be in the worst situation with no community members being employed in public services. The tables reflect the employment situation in the municipal administration, education and health - as the three sectors that have the highest number of employees in the public service at the local level.

## 1.1 Mitrovica

According to the latest census, there are 71,909 inhabitants in the municipality of Mitrovicë, of which 528 (0.73%) are Roma, 647 (0.90%) are Ashkali and 6 (0.01%) are Egyptians. These communities mainly live in the urban area of the town. The Ashkali community is more concentrated in the "2 Korriku" neighbourhood, while the Roma community in the "Adem Voca" neighbourhood.<sup>6</sup> As it can also be seen from the official data on employment of members of these two communities in the public sector, their involvement in institutions in Mitrovicë is zero. A concerning fact in this respect is that these communities after 2016, on the occasion of job ending in the Office for Communities and Return by a member of the Roma community, the job was taken by a member of other minority communities, which has undermined representation of these communities in local institutions.

Factors of such a situation of these two communities in the municipality of Mitrovicë appear to be: Poor organization of communities, lack of political representation and their involvement in local government structures, lack of political will to create employment opportunities for members of these communities, and the lack of international pressure to include these communities in employment. On the part of the domestic institutions, when asked about the employment of these communities in the institutions, the general answer is that members of these communities are not educated or lack adequate qualifications, a situation which has changed in recent years, thanks to support with scholarships from organizations and foundations that focus on working with communities.

Year	Administration		Education		Health		
	Gjithsej	A	R	Total	Communities	Total	Communities
2018	298	0	0	1225	0	271	0
2017	349	0	0	1216	0	256	0
2016	366	1	1	1216	0	280	0

Table. 4. State of employment of communities in the municipality of Mitrovicë

<sup>6</sup>Census in Kosovo 2011

## 1.2 Fushë Kosovë

According to the latest census, there are 34,827 inhabitants in the Municipality of Fushë Kosovë, of which 436 (1.25%) are Roma, 3,230 (9.27%) Ashkali, and 282 (0.81%) Egyptians.<sup>8</sup> Of the three communities, the Ashkali comprises the majority. The unemployment rate among the communities in this municipality is quite high. The causes that contribute to the high unemployment rate of Roma, Ashkali and Egyptian communities are lack of university qualifications, which are also key criteria for employment in the public sector.

Another reason that has contributed to the low number of employees from these communities in the public sector is the non-implementation of the quota proportionally in relation to the number of employees from other minority communities in the municipality. Drafting and approval of the Local Action Plan for Inclusion of Communities 2018-2021 has had no impact on the promotion of community employment in this municipality.

Year	Administration				Education				Health			
	Total	A	E	R	Total	A	E	R	Total	A	E	R
2018	116	1	1	0	468	0	0	2	105	0	1	0
2017	115	0	1	1	468	0	0	2	105	0	1	0
2016	145	3	0	2	447	0	0	2	104	1	0	0

Table 5. State of employment of communities in the municipality of Fushë Kosovë<sup>7</sup>

<sup>7</sup>Table 5. State of employment of communities in the municipality of Fushë Kosovë <https://map.rks-gov.net/page.aspx?id=1,49>

<sup>8</sup>Census in Kosovo 2011

### 1.3 Ferizaj

According to the latest census in the municipality of Ferizaj, there are 108,610 inhabitants, of whom 204 (0.19%) are Roma, 3,629 (3.34%) Ashkali, and 24 (0.02%) Egyptians. Of the three communities, the Ashkali comprises the majority.<sup>9</sup> Members of Roma, Ashkali and Egyptian communities in this municipality mainly reside in urban areas and three villages (Dুবравë, Zaskok, Koshare

Municipality of Ferizaj has the largest number of officials of the Office for Communities in the country, however, despite the fact that this municipality has adopted a drafted Strategic Plan for the Inclusion of Roma, Ashkali and Egyptian communities in the field of employment and social welfare, it is difficult to say this municipality has been committed to implementation of this policy.

An advantage of this municipality over other municipalities may be considered the employment of members of these communities on service contracts, a practice that is rarely encountered in other municipalities where large numbers of communities reside.

Year	Administration				Education				Health			
	Total	A	E	R	Total	A	E	R	Total	A	E	R
2018	300	6	1	0	1747	5	1		308	0		2
2017	301	6	0	1	1730	5	1		308	0	1	1
2016	249	9	0	3	1817	5	0	1	308	0	0	2

Table 6. State of employment of communities in the municipality of Ferizaj<sup>10</sup>

<sup>9</sup>Census in Kosovo 2011

<sup>10</sup>Table 6. State of employment of communities in the municipality of Ferizaj <https://map.rks-gov.net/page.aspx?id=1,49>

## 1.4 Gjakova

According to the latest census, there are 94,556 inhabitants in the municipality of Gjakovë, of which 738 (0.78%) are Roma, 613 (0.65%) Ashkali and 5,117 (5.41%) Egyptians. Of the three communities, the Egyptian community comprises the majority.<sup>12</sup> What distinguishes the municipality of Gjakovë, respectively the position of communities in this municipality, is the great involvement and better organization of civil society, media and the Office for Communities and Return that works consistently, professionally and openly with all institutional stakeholders - local and central, which has affected the wellbeing of communities in this municipality.

However, this municipality also has its challenges in integrating the inhabitants of neighbourhoods on the outskirts of the town, where there is a constant return of migrants from Europe and those in Montenegro, whose integration needs are of a different nature, starting with the documentation, housing, lack of language skills, lack of education, etc. The Municipality of Gjakovë has developed and adopted policies targeting the inclusion of Roma, Ashkali and Egyptian communities in Kosovo society. Implementation of these local policies is achieved thanks to its own that the Office for Communities and Return has, cooperation with other sectors of the municipality and donor organizations.

Year	Administration				Education				Health			
	Total	A	E	R	Total	A	E	R	Total	A	E	R
2018	213		5	0	1051	8	11	7	347	0	0	0
2017	213	0	5	0	1501	8	11	7	347	0	0	0
2016	223	0	5	0	1216	0	0	0	280	0	0	0

Table 7. State of employment of communities in the municipality of Gjakovë<sup>11</sup>

<sup>11</sup> Table 7. State of employment of communities in the municipality of Gjakovë <https://map.rks.gov.net/page.aspx?id=1,49>

<sup>12</sup> Census in Kosovo 2011

## 7. Perspective from the field on the implementation of employment quota of members of Roma, Ashkali and Egyptian communities

With the aim of creating a broader picture of the implementation of employment quota and employment situation of communities in the selected municipalities, in-depth interviews were conducted with representatives of institutions, civil society organizations dealing with community issues, activists and citizens who shared their opinions on the questions asked.

- 1) How important is the employment quota for employment of communities, with a particular emphasis on Roma, Ashkali and Egyptian communities?

The employment quota for communities in the civil service at the local and central level of the country was highly valued by all respondents, where it was considered as an opportunity to balance the employment of communities with other citizens. **"The quota is very important for the communities because they find it very difficult to get employed,"** said one respondent, while the respondents also point out the misuse of the quota by other communities as an element that undermines the importance of this quota.

**"I want the quota to be used from communities and not be exploited by any other community, as it has happened and is happening."** Another issue that has also come up in this research,

when asked about the importance of the quota, is the disproportionate use with other communities, as one of our respondents put it: **"Quota is very important but overcharged with the Serb community. Political parties should advocate for implementation of the quota on employment of Roma, Ashkali and Egyptian communities."** Such an attitude demonstrates the political power that certain minority communities have in Kosovo, which also prioritizes their demands and needs in relation to other communities in the country.

- 2) To what extent is the community employment quota applied in public institutions in your municipality?

Respondents expressed their dissatisfaction with implementation of the quota so far, emphasizing that it is not implemented or symbolically implemented. **"At the local level there is a lack of political will for employment of these communities. Job vacancies are set up,"** says one respondent. What is often provided by local institutions as information when reporting on the number of employees is the confusion of political positions with those of civil servants.

If we closely look at the extent of employment of community members at the municipal level, if that employment exists at all, we will find employed people at the Office for Communities and Return, but not also at other departments within the municipality or outside it, in education, health or any other public sector.

- 3) Where are the successes and challenges in implementing the quota?

The success and challenge of applying the employment quota for members of the Roma, Ashkali and Egyptian communities has different perspectives, depending on whether we hear officials or civil society speak about it. The existence of such a legal measure to enable promotion of employment rights of minority communities in

the country is seen as key to enhancing the wellbeing of communities. Respondents related challenges in its implementation to education, where we have attitudes that this problem has been overcome by acknowledging that there are **"Over 300 graduated persons from Roma, Ashkali and Egyptian communities. Balancing is neither referred nor justified in the absence of education now"**, and experience from applying for vacancies announced **"Often when individuals from these communities have applied for jobs in the public sector, although they were true and professional staff in the required professions, it did not result well for them and still local institutions accuse us of lack of staff"**, the thought that education is a challenge in implementation of the quota, but the general unemployment situation in the country is a problem, says one of the respondents, adding that **"The employment issue is problematic for everyone. The economic situation is bad, inadequate qualifications and lack of professionalism impact on the non-employment of communities"**.

The political factor was identified by respondents of this research as a challenge that hinders implementation of the quota, be it as a result of political divisions between the three communities. **"The quota for youth employment in the municipality of Ferizaj is implemented very vaguely since the political parties play their part"**, between different parties within the same community. **"The challenge in employment is the failure to enforce laws and policies, as well as the competition between two community parties"**, or the lack of political representation in local institutions stating that: **"Political entities of communities in Mitrovicë are active; lack of political representation is a major drawback"**. For others, the challenge for implementation of the community quota is the lack of involvement of the international factor in this process **"The lack of pressure from the international community to**

**implement policies targeting community involvement is reflected"** but also the lack of initiatives started by the relevant mechanisms and politicians to demand implementation of the employment quota, stating: **"There has been no pushes/initiatives to highlight this issue. In the last 3-4 years to initiate it as an issue by MPs, the Consultative Council for Communities, Deputy Ministers."**

- 4) In which public sector is the largest number of people from communities employed?

The inclusion of parties from the ranks of communities in the current ruling coalition did not produce results in changing the employment situation of communities at the local level, with the exception of some service contracts that several members of these communities in the municipality of Ferizaj signed.

The largest number of employees from the Roma, Ashkali and Egyptian communities, according to respondents from different municipalities, is employed in services, respectively in the maintenance companies in the towns where the survey was conducted: **"Communities are mainly employed in services. The largest number is in P.E. Qabrati". "From the ranks of communities in the municipality of Ferizaj, in the public sector, the most employed are in the hygiene sector from these three communities." "Members of these communities are mainly employed in the maintenance and hygiene sector of public buildings and spaces, while a smaller number of them are employed as officials in the administrative structure of the Municipality."**

- 5) What measures would the state need to take to improve employment of members of the Roma, Ashkali and Egyptian communities?

From the citizens interviewed, the measures that need to be taken by the state for employment of communities were said to be many and as such multidimensional and highly substantive, starting with the demand that:

**"The state should be built on a democratic basis where communities are treated equally and without discrimination, otherwise as a state it will then create communities that will not be able to contribute to the state and turn into a problem in the future", therefore "Institutions must strictly respect the legal obligations taken over by the adopted laws, create equal conditions for the employment of every citizen in Kosovo, including communities".**

Starting from the work on community inclusion and changing of discriminatory mind-set since the very beginning of school, it was stated that:

**"The state needs to create better conditions first on the issue of education where teachers do not discriminate children at their very young age and do not allow development of an indifferent spirit", so that with the education and training of the younger generations the right to vocational education and training of the staff does not present a challenge in the future as it is now, where the following request is made:**

**"To open schools for adults, to involve them in learning crafts, to be given opportunities to apply with projects, to be employed in markets and construction profiles."**

In order to understand the real situation of employees in the civil service of the country, one of the respondents requests that:

**"Initially a research should be done in the institutions and know the exact number of employees from the community ranks and then take concrete steps to fulfil these quotas and hire community members, otherwise the quota must be removed as it isn't respected."** Such a research would clearly

define what should be the agenda of civil society and institutional mechanisms to address the issue of quota implementation and prevent its misuse by communities not belonging to these ethnic groups, as one of the respondents expressed his concern:

**"The state should commit itself to implementation of this legal norm and influence monitoring of employment and its non-violation by citizens who do not belong to these communities, as there are cases when they are employed on behalf of the community by not being a member of that community."**

There is a lack of research in the country on labour market needs and occupations/education, which are mostly demanded and ensure inclusion of all citizens in the labour market, including Roma, Ashkali and Egyptian citizens. The lack of a strategic employment plan and identification of labour market needs over the next five or ten years, provokes the desire of communities to migrate abroad and discourages young people from all communities, including those from Roma, Ashkali and Egyptian communities, from continuing with their education.

One approach that discourages families of communities that do not have returnee status is precisely the focus of their reintegration programs into society, which angers them and makes them sceptical regarding their decision not to migrate abroad, be it as a lack of opportunities or a decision of free will.

- 6) How much do they find employment space in the private sector?

Involvement of Roma, Ashkali and Egyptian members in the private sector labour market through Active Labour Market

Measures<sup>13</sup> is one of the most frequent forms of their involvement in the employment, which is led as a process by the Regional Employment Offices in cooperation with international development organizations and agencies. This process has its impact factors in each of the municipalities where the research was conducted, while in the municipality of Gjakovë it was managed to establish a genuine cooperation of the Employment Office with the Office for Communities and Return, thus reaching to 14 regular employees from the Roma, Ashkali and Egyptian communities, and three through the Active Labour Market Measures. Such cooperation has impacted on creation of business communities in this town that are led by community members, and as such they present economic power and potential for recruitment of workers, interns who benefit from schemes of the Active Labour Market Measures.

Different from the business community in Gjakovë, which is open and welcomes workers belonging to these communities, jobseekers from municipalities such as Mitrovicë, Fushë Kosovë and Ferizaj do not have such an opportunity, which is confirmed by the representatives of civil society, activists and representatives of institutions in their response to this question, saying:

**"Communities are more employed in the private sector, but working conditions are not as good as for all other communities"; "As far as the private sector is concerned, it is slightly more pronounced for the young people who do heavierphysi-callabour. As I mentioned above, members of this community are not employed in private businesses/companies. They do their job only for certain individuals who need them to complete their household needs"; "The employment of members of Roma, Ashkali and Egyptian**

**communities is not the same as that of other communities. These communities have more challenges. In the private sector there are prejudices about their culture and mentality."**

Such attitudes show that employment conditions of members of the Roma, Ashkali and Egyptian communities in the private sector are of the nature of indirect discrimination which affects marginalization of these communities in society. Such elements are a reflection of the stagnation of democracy development in the country.

- 7) 7) How do you assess the impact of the social scheme on (non) employment of citizens coming from these communities?

The social scheme is a cause-and-effect factor in our society for its form and application criteria. As such, it is criticized to have encouraged families from the communities to increase the number of child births to meet the eligibility criteria for benefiting this assistance. Non-safety at work, in the cases of employment, low wages and scarce opportunities to find a job in the private sector have also been listed among the factors that make families coming from these communities more likely to benefit from the social scheme. This experience is shared by all stakeholders and citizens in the country who express themselves as it follows:

- 1) **"The social scheme affects employment to a certain extent, but when it comes to low-wage jobs."**
- 2) **"Whereas, as far as the social scheme is concerned, I think it is making families dependent from one day to the other because not much work was done to turn them from social scheme to employment. Most communities that receive**

<sup>13</sup> R.(MPMS) No.01/2018 on Active Labour Market Measures <https://gzk.rks-gov.net/ActDocumentDetail.aspx?ActID=16068>

***social assistance do not work fearing that the social scheme will be quit, but they do not have secure long-term jobs as the work they do is rather seasonal.***

- 3) *"In the case of their decision to start working, their social assistance would be suspended and they would not be able to engage in other activities that generate additional***

***incomes, such as collection of materials, second-hand or used materials.***

In order for the situation to change, it is suggested that the state takes concrete steps to improve the rights and working conditions of private sector workers. By doing so, both the communities and the state economy can be developed, that is to make a mutually beneficial contribution.

## 8. Conclusions and recommendations

The quota for employment of communities, as a measure to ensure equal inclusion of all communities living in Kosovo, which are recognized by the Constitution of the country, has little application. The factors for such a situation are many and different ranging from:

- 1) Lack of economic development and general unemployment situation in the country,
- 2) Overload in the country's administration, 3) Privatization of socially-owned enterprises,
- 4) Politicization of employment 5) Lack of staff profiling, with a particular emphasis on the age groups of over 30, 6) Inattention of politicians from the task of meeting demands, needs arising from citizens, therefore it is recommended to:

- 1) Take the initiative for changing the social scheme criteria.
  - a) Extend the age of the child as a criterion for the social scheme benefit.
  - b) Increase the amount of the social scheme, combined with work at public interest with limited hours of engagement. Such a practice would affect creation of work experience for beneficiaries and would increase the potential for beneficiaries of this scheme to be employed.
- 2) Create better employment conditions by providing greater number of different grants, on-the-job training and wage subsidies.
- 3) Increase the request for qualitative implementation of Active Labour Market Measures.
  - a) Conditioning employers with keeping employees from community ranks for the same timeframe for which their wage is subsidized.
  - b) Tax exemptions for businesses that agree to hire workers coming from Roma, Ashkali and Egyptian communities.
- 4) Fine beneficiaries of Active Labour Market Measures, employers and employees, in case of an agreement between them for receiving funds from the Measure and not going to work at the selected business is proven.
- 5) Initiate the request from the Consultative Council for Community for issuance of additional instruction by the Prime Minister or the Ministry of

Administration and Local Government on implementation of the 10% quota, respectively balancing the representation of communities in future vacancies.

- 6) Amend the law on political representation at the municipal level, not to remain 10% of the communities in relation to the majority of that municipality, but to obtain the right to political representation from the community which by number ranks as the second largest community in the municipality.
- 7) Find ways for employment of community members in municipal directorates, at least in those fields that are targeted by the Strategy (labour and social welfare, education, health and infrastructure). Employing community members in these sectors would restore their trust in institutions and a step towards ensuring equal and non-discriminatory access to public goods.
- 8) Urgently advocate for employment of members of Roma, Ashkali and Egyptian communities in security services in the country, e.g. Kosovo Police. The low participation of community members in Kosovo Police is an indication that institutions and their leaders haven't thought of involving these three communities as a significant component that contribute to preservation of security and order in the country.
- 9) Provide opportunities for internships in local and central institutions: Municipalities, schools, hospitals and medical centres.
- 10) Advocacy initiated by civil society for inclusion of employment counsellors in the Regional Employment Offices as foreseen by the Strategy for Inclusion of Communities in Kosovo Society 2017/2021.  
In order to ensure impartiality in this process, an agreement should be reached by the network of organizations of KOSINT2020 project in cooperation with the Office for Good Governance and the Employment Agency of the Republic of Kosovo.
- 11) Raise the awareness and commitment of communities to change their situation in the field of economic, educational and political development.

- 12) Develop feasible policies aimed at developing communities on sustainable economic premises.
- 13) Support community-based organizations in developing their capacities-  
formation of communities in employment (especially in municipalities  
where they lack representation in the civil and political service).
- 14) Support staff development, young people coming from these communities  
to increase their experience and professionalism by involving them in man-  
agerial, substantive and visible (with visibility) work for different stake-  
holders.
- 15) Promote and stimulate success cases of employment of community mem-  
bers. Such an activity would impact the change of the image and break  
the prejudices that business and the wider community may have for the  
Roma, Ashkali and Egyptian communities.
- 16) Promote businesses of communities in various projects targeting the eco-  
nomic empowerment of Roma, Ashkali and Egyptian communities, and
- 17) Improve working conditions in the private sector, provision of health insur-  
ances, controls on contract regulation and possession of work equipment.  
Increase of controls by the labour inspectorate, especially on construction  
sites.







**ROMA INTEGRATION 2020**  
Regional Cooperation Council

# THEMATIC REPORT

RESPECT OF THE EMPLOYMENT QUOTA OF MEMBERS  
OF ROMA, ASHKALI AND EGYPTIAN COMMUNITIES IN  
PUBLIC INSTITUTIONS

