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**STRATEGY FOR THE ADVANCEMENT OF THE
RIGHTS OF THE ROMA AND ASHKALI
COMMUNITIES IN THE REPUBLIC OF KOSOVO 2022-
2026
AND THE ACTION PLAN 2022-2024**

July, 2022

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LIST OF TERMS AND ABBREVIATIONS USED

LFS	Labor Force Survey
MICS	Multiple indicator cluster surveys
KAS	Kosovo Agency for Statistic
EU	European Union
MDE	Municipal Directorate of Education
Constitution	Constitution of the Republic of Kosovo
EU framework for Roma integration	European Union Framework on National Strategies for Roma Integration until 2020-2030, Brussels, 07.10.2020, COM (2020)
MLGA	Ministry of Local Government Administration
MESTI	Ministry of Education, Science, Technology and Innovation
MCR	Ministry of Communities and Returns
MESPI	Ministry of Environment, Spatial Planning and Infrastructure
MIA	Ministry of the Interior Affairs
MFLT	Ministry of Finance, Labor and Transfer
MoH	Ministry of Health
SDG	Sustainable Development Goals
NVO	Non-governmental organization
KP	Kosovo Police
LAP	Local Action Plan
Government Program	Program of the Government of the Republic of Kosovo 2021–2025, May 2021
Government	Government of the Republic of Kosovo
CSW	Center for Social Work
Strategy	Strategy for the Advancement of the Rights of the Roma and Ashkali Communities in the Republic of Kosovo 2022-2026 and the Action Plan 2022-2024
UNDP	United Nations Development Program
UNICEF	United Nations Children's Fund
OCA	Office of Community Affairs
MOCR	Municipal Offices for Communities and Returns
OPM	Office of the Prime Minister

EXECUTIVE SUMMARY

Since the proclamation of the Republic of Kosovo on February 17, 2008, the institutions of the Republic of Kosovo, in addition to numerous initiatives and various activities, have developed two (2) strategies for integration and inclusion of Roma, Ashkali and Egyptians in Kosovo society.¹ The Republic of Kosovo has also actively participated in EU and regional initiatives aimed at improving the lives of the Roma and Ashkali communities. In this regard, it is worth mentioning the Summit of the Western Balkans, which was held in July 2019 in Poznan (Poland). Kosovo was part of this summit, where it pledged to support Roma integration by signing, like other countries, the "Declaration of the Western Balkans for Roma Integration within the EU Enlargement Process."²

Strategy for the Advancement of the Rights of the Roma and Ashkali Communities in the Republic of Kosovo 2022-2026, is a continuation of the policies of the Government of the Republic of Kosovo to build a multiethnic society and create a state of equal citizens, which will guarantee the rights of every citizen, civil liberties and equality of all citizens.

Based on the EU framework for Roma integration, five areas of action identified in the Strategy have been defined: education, employment and social protection, health, housing and discrimination. These areas represent the priorities that the implementation of the Strategy should face, and which are in interaction with each other. In most cases, they represent both causes and consequences or mutual effects, so it is essential that every effort is made to achieve effective results. One strategic goal has been defined for each of the five areas of the Strategy. Each strategic

¹ Strategy for the Inclusion of Roma and Ashkali Communities in Kosovo Society 2017-2021, as well as the Strategy for the Integration of Roma, Ashkali and Egyptian Communities in the Republic of Kosovo 2009-2015.

² Declaration of the Partners of the Western Balkans for Roma Integration in the Process of Enlargement of the European Union, Poznan, July 5, 2019. This document commits the signatory countries to achieve the following goals: a. Employment: Increasing the employment rate of Roma in the public sector in proportion to the participation rate of Roma in the general population; Increasing the Roma employment rate to at least 25 percent; b. Housing: Wherever possible, legalize all informal Roma settlements; or provide permanent, dignified and affordable housing for Roma currently living in informal settlements that cannot be legalized for justified reasons; c. Education: Increasing enrollment and completion rates of primary education among Roma to 90 percent and enrollment and completion rates in secondary education to 50 percent; d. Health: Guaranteeing universal health insurance coverage for Roma, at least 95 percent or equal to the rest of the population; e. Civil registration: Ensure that all Roma are registered in civil registers; f. Non-discrimination: Strengthen government structures to protect against discrimination and create a specific sub-division for non-discrimination against Roma within official non-discrimination bodies to process Roma complaints, provide legal support for alleged victims and identify discrimination schemes, including institutional and covert discrimination.

goal is broken down into specific objectives, and these specific objectives are further broken down in the Action Plan into results and activities.

Meeting these goals will also contribute to achieving the national goals defined according to the Sustainable Development Goals (SDG).³

Below is a brief overview of the challenges in these areas, based on the findings of recent national quality of life reports in various areas, such as the latest edition of the Kosovo Multiple Indicator Cluster Survey (MICS) Final Report, published in late 2020, and other reports with data on the citizens of Kosovo, especially for members of the Roma and Ashkali communities, such as those published by the UNDP and the OSCE:

Education: With all the progress in increasing participation in the education of children from the Roma and Ashkali communities, the difference with the average in Kosovo continues to be significant. Also, children from the Roma and Ashkali communities show poorer school performance than the Kosovo average. A high degree of lack of awareness of the importance of schooling is also observed among members of the Roma and Ashkali communities, but there is often a lack of awareness of the majority about the social importance of schooling in these communities. In addition to awareness of the importance of schooling, problems with low education rates are also a consequence of poverty, unemployment, conditions and low living standards, low participation in preschool education. In this regard, a significant number of families and children from the Roma and Ashkali communities are forced to find other alternatives for life. A large number of children from these communities are in a street situation, doing various jobs, such as begging, cleaning car windows, collecting cans, etc. Because of these jobs, some of them drop out of school in early childhood, and as a result, their right to education cannot be effectively exercised.

Employment and social protection: The employment situation for people belonging to the Roma and Ashkali communities is more difficult compared to other communities, and the jobs in which they are engaged are often temporary, in most cases manual labor, where high skills are not required and well paid. Add to this the low participation of communities in social protection programs and the under-utilization of social services, and poverty alleviation among the Roma and

³ The Assembly of the Republic of Kosovo, at its plenary session held on January 25, 2018, passed a Resolution (No. 06-R-001) on the adoption of the Sustainable Development Goals (or Agenda 2030). In 2015, world leaders adopted the 2030 Agenda for Sustainable Development, promising to eliminate extreme poverty, reduce inequality and create a greener planet. Promising that we will never leave anyone behind, the 2030 Agenda is our bravest agenda for humanity. The 2030 Agenda includes 17 Global Sustainable Development Goals (SDGs). They are interconnected, universal, inclusive and inseparable, and promote human rights and economic, social and environmental sustainability: we must achieve all these goals in order to build the future we want. Globally, 17 SDGs provide clear guidance on 169 goals to be adopted in line with local priorities and environmental challenges in the world at large. Governments will also develop their national indicators to help monitor progress towards goals and objectives. <https://assembly-kosova.org/shq/per-publikun/zhvillimi-i-qendrueshem/objektivat-per-zhvillim-te-qendrueshem/>

Ashkali communities poses a very serious challenge. Unemployment and poverty are among the main factors with multiple consequences for the lives of the Roma and Ashkali communities, where they appear both as a cause and as a consequence. The causes or consequences of unemployment and poverty are reflected in almost all other priority areas: education, health, housing. However, the reason for unemployment and poverty is largely discrimination, and in part the low level of education of the Roma and Ashkali communities.

Health: With limited access to preventive and curative health services, members of the Roma and Ashkali communities continue to suffer from ill health. Among the main barriers to accessing health services are: poverty and inability to pay for treatment and medicines, lack of medical staff and mobile teams, lack of public transport, and lack of identification documents needed to obtain public health services and register births. The Roma and Ashkali communities suffer from a high prevalence of inadequate nutrition as a result of poor economic conditions, which contributes to poor health and short life expectancy. The level of morbidity is worrying, especially the presence of chronic non-communicable diseases, such as diabetes, hypertension, cardiovascular disease and skeletal disorders.

Housing: A major challenge for solving the housing problem is to record the needs of families from the Roma and Ashkali communities. The need to provide housing is still much higher than the budget, so it is necessary to set priorities when providing assistance. This problem needs to be addressed within the housing registration process by the Ministry of Environment, Spatial Planning and Infrastructure (MESPI), in line with needs and priorities. Also, it is necessary to ensure a higher degree of involvement of members of the Roma and Ashkali communities in solving the housing problem, starting from the requirements of housing needs, all the way to regulating property documentation.

Discrimination: Discrimination is present in the entire population, especially in the gender aspect, but the number of Roma and Ashkali, who feel discriminated against in social situations due to their ethnicity, is more present than the rest of the population, so this phenomenon requires longer treatment. The EU Framework for Roma Integration, on which this Strategy is based, defines the fight against discrimination as: the fight against discrimination, harassment, hate crimes and hate speech against the Roma (read: and Ashkali); promoting (raising awareness) the history, culture, recognition and reconciliation of the Roma (read: and Ashkali). Discrimination is a phenomenon that is present in the field of education, employment and social protection, health and housing, where it will be treated in these four areas, setting specific goals dedicated to discrimination.

INTRODUCTION

Strategy for the Advancement of the Rights of the Roma and Ashkali Communities in the Republic of Kosovo 2022-2026, provided for in the Government Program ⁴ and the Strategic Operational Plan (SOP) of the Office of the Prime Minister.

During the development of the Strategy, the lessons learned from the report on the implementation of previous strategies for the inclusion of Roma, Ashkali and Egyptian communities were taken into account,⁵ EU Framework for Roma Integration,⁶ Government Program, Multiple Indicators Cluster Surveys, for Roma and Ashkali Communities in Kosovo, implemented in 2019-2020 by KAS,⁷ as well as legislation and documents and other sectoral strategies.

The Office for Good Governance also led the development of the first Strategy in 2008,⁸ and other Strategies in 2017,⁹ and this Strategy is a continuation of the Government's policies for building a multiethnic society and creating a state of equal citizens. As part of the process of drafting this strategy, lessons from the previous two strategies 2009-2015 and 2017-2021 were presented, as well as action plans for their implementation.

Kosovo Roma and Ashkali are specific communities that traditionally live in Kosovo and that have made significant contributions to its diverse society through their diverse traditions and cultures.¹⁰ These communities, among other communities, enjoy the rights established by the Constitution and applicable law. However, these communities face similar obstacles and challenges, in terms of their inclusion in society. Kosovo Roma and Ashkali face the same problem in all European countries, and that is social exclusion. "Usually, this type of exclusion manifests itself in the form

⁴ Program of the Government of the Republic of Kosovo 2021–2025, May 2021.

⁵ Strategy for Inclusion of Roma and Ashkali Communities 2017-2021, Government of the Republic of Kosovo, Office of the Prime Minister-Office for Good Governance, Prishtina, April 2017 (hereinafter: Strategy for Inclusion of Roma and Ashkali Communities 2017-2021) and Strategy for Integration of Roma, Ashkali and Egyptian Communities in the Republic of Kosovo 2009-2015, Government of the Republic of Kosovo, Office of the Prime Minister-Office for Good Governance, Pristina, December 2008 (hereinafter: Strategy for Integration of Roma, Ashkali and Egyptian Communities in the Republic of Kosovo 2009-2015). As can be seen, in the Strategy of the Government of the Republic of Kosovo adopted in December 2008, the Egyptian community was also included, then, the representatives of the Egyptian community did not want to be part of this strategy. Respecting the will of the representatives of these communities, since the Strategy of the Government of the Republic of Kosovo adopted in April 2017, the Egyptian community is not included in the strategies, including this Strategy. Kosovo Roma, Ashkali and Egyptians are three separate communities. However, all three communities face similar obstacles and challenges, in terms of their inclusion in society. Aware that in many situations, the Egyptian community faces the problems and challenges of the Roma and Ashkali communities, and bearing in mind that often no division can be made between the problems and challenges of these three communities, the will of the Egyptian community is respected and focus of this strategy are Roma and Ashkali communities.

⁶ EU framework for National Roma Integration Strategies until 2020-2030. Brussels, 07.10.2020, COM (2020) 620. In the Kosovo context, within the comprehensive broader term "Roma", according to the EU Framework for Roma Integration, Roma, Ashkali and Egyptians are included.

⁷ MICS for Roma, Ashkali and Egyptian Communities, KAS, 2020.

⁸ Strategy for the Integration of Roma, Ashkali and Egyptians in the Republic of Kosovo 2009-2015.

⁹ Strategy for Inclusion of Roma and Ashkali in Kosovo Society 2017-2021.

¹⁰ See Kosovo Roma, Ashkali and Egyptian Communities Survey, OSCE, January 2020, p. 4.

of living in poverty, segregation, difficult access to social services, discrimination, and the like. The Western Balkans region is also facing similar situations, which, given the stagnation in economic development, make the situation of the Roma even more difficult.”¹¹

As a result, most members of these communities ... live on the margins of society, facing high unemployment and low educational attainment. They often live in settlements that are in some cases informal, with poor infrastructure, and in houses that are in terrible conditions. Moreover, members of the Roma, Ashkali and Egyptian communities of Kosovo, and especially women, face obstacles that lead to their exclusion from participation in all areas of life.”¹²

As a result, the Roma and Ashkali communities face a number of constraints that hinder their capacity to achieve the desired level of human capacity, to participate actively in the labor market on an equal footing with other communities, and to reap economic benefits. The level of education remains unsatisfactory and the continuation of secondary and higher education among members of the Roma and Ashkali communities is low, although the situation in this regard has improved significantly in recent years. Weak engagement in the labor market is also a constant phenomenon and has not improved. In this sense, the opportunities for Roma and Ashkali communities to generate labor and income are small.

To help integrate Roma and Ashkali communities into Kosovo society, in 2022-2026, the Government adopted this Strategy and its Action Plan 2022-2024, which include clear strategic objectives broken down into specific objectives as well as concrete actions, the implementation of which will significantly improve inclusion of Roma and Ashkali communities in Kosovo society.

METHODOLOGY

The methodology used to draft the Strategy is a combination of workshops, drafting via electronic communications, as well as individual meetings with key domestic and international stakeholders, primarily consultations with representatives of the Roma and Ashkali communities, at the national level, including but not limited to participation of parents, children of members of these communities. In addition, individual and group meetings were held with representatives of municipalities and communities to analyze the current state of implementation, monitoring and municipal reporting mechanisms and to collect data to rethink the framework, with a special focus on coordination between municipal and central levels.

After a brief analysis of the current situation, strategic goals, specific goals, activities and specific actions were identified, which were budgeted. Meeting these goals will also contribute to achieving the national goals set by the SDGs. Special attention should be paid to the poor, the elderly, children, young families and single-parent families, widows and members of communities with disabilities.

¹¹ Strategy for the Inclusion of Roma and Ashkali Communities in Kosovo Society 2017-2021, p. 11.

¹² *ibid.*

The Strategy and the Action Plan, in structural terms, have been drafted in accordance with the applicable legislation¹³ and guidelines of the Office for Strategic Planning (OSP), through the representatives of this office in the working group, and are based on the EU Framework for National Strategies for Roma Integration for 2020-2030.¹⁴

The strategy is based on three main principles and is in line with the EU Framework for Roma Integration:

- **Principle of equal rights and equal opportunities:** This principle recognizes the need for members of the Roma and Ashkali communities to have equal opportunities in all areas of society, as is the case with the majority population.
- **Principle of non-discrimination:** Based on this principle, all measures taken ensure that the level of discrimination against the Roma and Ashkali communities in all aspects of social life is significantly reduced.
- **The principle of eliminating differences:** - One of the main reasons for the social exclusion of Roma and Ashkali is the fact that they in most cases live in separate and isolated settlements from others. In this way, social mechanisms and factors reproduce marginalization and prevent measures of action aimed at social inclusion.

The process of drafting the Strategy went through three phases: 1) the first phase was characterized by the analysis of the general situation, as well as the implementation of consultative meetings, which included relevant institutions and relevant actors working at the local level. During this phase, individual and group meetings were held with municipal representatives to analyze the current situation in the implementation, monitoring and municipal reporting mechanisms and to collect data to rethink the framework, with a special focus on coordination between local and central levels; 2) during the second phase, strategically valid documents, sectoral strategies, various domestic and international reports and assessments, statistical data and various surveys conducted by KAS were analyzed,¹⁵ with special emphasis on documents dedicated to the Roma and Ashkali communities. 3) While in the third phase the strategy and action plan were the subject of a process of preliminary and public consultations.

During the development and finalization of the Strategy and Action Plan, in accordance with Regulation no. 05/2016 on minimum standards for public consultations, the procedures set out in this administrative instruction were developed and held through meetings, where there was a wider participation of representatives of various institutions, as well as representatives of various NGOs, including but not limited to the following institutions : Office of the Prime Minister (OGG, OCA, OSP, RDA, Legal Office, Finance Office), Ministry of Local Government Administration; Ministry of Education, Science and Technology and Innovation; Ministry of Communities and

¹³ Administrative Instruction (GRK) no. 07/2018 on planning and development of strategic documents and action plans, (04.04.2018).

¹⁴ EU Framework on National Strategies for Roma Integration until 2020-2030, Brussels, 07.10.2020, COM (2020) 620.

¹⁵ See e.g., MICS for Roma, Ashkali and Egyptian Communities, KAS, 2020.

Returns; Ministry of Environment, Spatial Planning and Infrastructure; Ministry of Internal Affairs; Civil Registration Agency, Department for Reintegration of Repatriated Persons and Integration of Foreigners, Kosovo Academy for Public Safety, KIPA; Ministry of Finance, Labor and Transfers; Ministry of Culture, Youth and Sports; Ministry of Local Government Administration; Employment Agency; Healthy ministry; Kosovo Agency of Statistics; The Academy of Law, as well as a number of local and international NGOs.

Following the previous phases and the process of preliminary and public consultations, the comments and suggestions given by various stakeholders, which are included in the financial version of the Strategy and Action Plan, were taken into account.

The drafting of the Strategy and Action Plan was supported by the Regional Coordination Council - Roma Integration Project (RCC), the Organization for Security and Co-operation in Europe (OSCE) and the NGO VoRAE.

I. OVERVIEW

1.1. Description of the current situation and problem definition

The Government considers its national, ethnic, linguistic and religious diversity as a source of strength and wealth for the further development of a democratic society, where it encourages and appreciates and actively contributes to all persons belonging to communities.

The Government is aware of the situation of the Roma and Ashkali communities, and is determined to make additional efforts to create the most appropriate conditions for them, so that they can enjoy equal rights with all other communities in Kosovo without any form of discrimination.

This commitment is proven and concretized through the adoption of this Strategy and Action Plan.

According to the data from the last census from 2011,¹⁶ 1,739,825 residents live in the Republic of Kosovo¹⁷. The population of Kosovo by ethnicity / culture is as follows: 92.9% Albanians, 1.5% Serbs, 1.1% Turks, 1.6% Bosniaks, 0.5% Roma, 0.9% Ashkali, 0.7% Egyptians, 0.6% Gorani and 0.2 (0.3) are others or who do not want to comment or no data is available.¹⁸ The strategy is largely based on these statistics, as well as alternative statistics from recent reports. If necessary, the objectives of the Strategy can be adjusted to the new data of the future census, in order to adjust as much as possible to the statistics and more realistic needs in the coming years covered by this strategy.

The tables below show the census data, divided by municipalities where members of the Roma, Ashkali and Egyptian communities are concentrated.¹⁹ The strategy is largely based on these statistics, as well as alternative statistics from recent reports. However, the Action Plan will be a

¹⁶ See Kosovo Census of Population, Households and Housing 2011 - Final Results Main Data - Kosovo Agency of Statistics

¹⁷ See, Kosovo Population Assessment 2019 Pristina, June, 2020, p. 11. During 2019, net migration was estimated at -28,845 inhabitants. The resident population in Kosovo, for the period from January 1 to December 31, 2019, decreased by - 13,551 inhabitants. According to Tab. 3 total population of Kosovo estimated for 2019 at the municipal level is considered to be 1,782,115.

¹⁸ Population by Gender, Ethnicity and Residence - Kosovo Agency of Statistics, Prishtina, April 2013, Tab 1.1. Kosovo population by ethnicity, gender and type of residence - 2011 Census It should be noted that under the Constitution, citizens are guaranteed complete freedom to express their ethnicity or cultural group, to declare (or the right not to declare at all) in accordance with Article 57.2 of the Constitution, which stipulates: "Every member of the community shall have the right to freely choose to be treated or not to be treated as a member of the community, or because of the exercise of the rights associated with that choice, no discrimination shall arise."

¹⁹ Population by Gender, Ethnicity and Residence - Kosovo Agency of Statistics, Pristina, April 2013, p. 64. Tab 5.4 - Population by ethnic / cultural affiliation, gender and municipality

document that will adapt to more realistic needs and demographic data and will be updated after a new census is planned, which is planned to be conducted after the end of the COVID-19 pandemic.

Table 1. Distribution by ethnicity

Ethnicity	Total number. members of the Roma and Ashkali communities
Roma	8,824
Ashkali	15,436

Source: Askdata

As illustrated in Table 1, there are 24,260 (1.4% of the total population) Roma and Ashkali living in Kosovo, divided into the following percentages: Roma 0.5% of the total population and Ashkali 0.9% of the total population).

Table 2. Gender distribution

Gender	Total population in Kosovo according to gender	Total percentage of Kosovo population according to gender
Men	875,900	50.34%
Women	863,925	49.66%
Total	1,739,825	100.00%

Source: Askdata

Regarding the gender structure of the population for each of the specific communities, which is almost equal.

Roma		Ashkali	
Men	Women	Men	Women
4396	4428	7855	7581
49.9%	50.1%	50.9%	49.1%

Source: Askdata

Table 3. Distribution by age groups²⁰

²⁰ As mentioned above, the data are from the 2011 census, and for the existing data, 10 years can be added in each category to calculate the most approximate statistics with reality at the time of strategy development. For age groups 0-4 and 5-9 there are almost no official data, except for those from enrollment of children in primary schools (i.e., from the age of 6), for more details, see Tables 5, 6. But they only show children enrolled in preschool education, and the actual number is projected to be much higher. It is expected that the next census will update the data, and that the changes will be reflected in the relevant goals.

Age group	Roma	%	Ashkali	%	Egyptians	%	Total by age group	% by age group
0-4	1,191	13.5%	2,100	13.6%	1,213	10.5%	4,504	12.6%
5-9	1,100	12.5%	2,061	13.4%	1,409	12.2%	4,570	12.8%
10-14	1,067	12.1%	1,902	12.3%	1,445	12.5%	4,414	12.3%
15-19	901	10.2%	1,628	10.5%	1,250	10.8%	3,779	10.6%
20-24	756	8.6%	1,368	8.9%	1,033	9.0%	3,157	8.8%
25-29	631	7.2%	1,159	7.5%	903	7.8%	2,693	7.5%
30-34	578	6.6%	1,046	6.8%	775	6.7%	2,399	6.7%
35-39	524	5.9%	974	6.3%	710	6.2%	2,208	6.2%
40-44	453	5.1%	747	4.8%	549	4.8%	1,749	4.9%
45-49	368	4.2%	622	4.0%	566	4.9%	1,556	4.3%
50-54	347	3.9%	551	3.6%	495	4.3%	1,393	3.9%
55-59	325	3.7%	476	3.1%	350	3.0%	1,151	3.2%
60-64	218	2.5%	309	2.0%	286	2.5%	813	2.3%
65-69	139	1.6%	215	1.4%	217	1.9%	571	1.6%
70-74	119	1.3%	141	0.9%	168	1.5%	428	1.2%
75-79	67	0.8%	64	0.4%	109	0.9%	240	0.7%
80+	40	0.5%	73	0.5%	46	0.4%	159	0.4%
Total	8,824	100%	15,436	100%	11,524	100%	35,784	100%

Table 4. Distribution by municipalities

Municipality	Total	Roma	Ashkali	Egyptians	Total %
Deçan/Dečani	40,019	33	42	393	1.17%
Gjakova/Đakovica	94,556	738	613	5,117	6.84%
Gllgoc /Glogovac	58,531	0	0	2	0.00%
Gjilan/Gnjilane	90,178	361	15	1	0.42%
Dragash/Dragaš	33,997	3	4	3	0.03%
Istoq/Istok	39,289	39	111	1,544	4.31%
Kaçanik/Kaçanik	33,409	5	1	0	0.02%
Klinë/Klina	38,496	78	85	934	2.85%
Fushë Kosova /Kosovo Polje	34,827	436	3,230	282	11.34%
Kamenicë/Kamenica	36,085	240	0	0	0.67%
Mitrovicë/Mitrovica	71,909	528	647	6	1.64%
Lipjan/Lipljan	57,605	342	1,812	4	3.75%

Novobërda/Novo Brdo	6,729	63	3	0	0.98%
Ibiliq/Obilić	21,549	661	578	27	5.87%
Rahovec/Orahovac	56,208	84	404	299	1.40%
Peja/Peć	96,450	993	143	2,700	3.98%
Podujeva/Podujevo	88,499	74	680	2	0.85%
Prishtina/Priština	198,897	56	557	8	0.31%
Prizren	177,781	2,899	1,350	168	2.48%
Skenderaj/Srbica	50,858	0	10	1	0.02%
Shtime/Štimlje	27,324	23	750	0	2.83%
Shtërpca/Štrpce	6,949	24	1	0	0.36%
Suharekës/Suva Reka	59,722	41	493	5	0.90%
Ferizaj/Uroševac	108,610	204	3,629	24	3.55%
Viti/Vitina	46,987	12	14	0	0.06%
Vushtrri/Vučitrn	69,870	68	143	1	0.30%
Malishevë/Mališevo	54,613	26	5	0	0.06%
Mamushë/Mamuša	5,507	39	12	0	0.93%
Gračanicë/Gračanica	10,675	745	104	3	7.98%
Kllokot/Klokot	2,556	9	0	0	0.35%
Total	1,739,825	8,824	15,436	11,524	2.06%

The five (5) municipalities with the largest numbers of members of the Roma and Ashkali communities are the municipalities of Gjakova/Đakovica, Prizren, Fushë Kosovë/Kosovo Polje, Ferizaj/Uroševac and Peja/Peć.

In addition, according to the 2018 OSCE Municipal Profile Report, 12 Roma live in Leposaviq/Leposavić, and 200 Roma and 40 Ashkali live in Mitrovica / North Mitrovica ²¹. The 2011 census was not conducted in these two municipalities.

1.2. Legal and strategic basis

By adopting the Constitution,²² Kosovo has committed itself and is committed to creating a state of equal citizens, which will guarantee the rights of every citizen, civil liberties and equality of all citizens before the law. In this sense, “*The Republic of Kosovo guarantees full and effective equality for all people in the Republic of Kosovo. The Republic of Kosovo respects its national, ethnic, linguistic and religious diversity as a source of strength and wealth in the further*

²¹ OSCE, Municipal Profiles, 2018.

²² The Constitution was adopted on April 9, 2008 and entered into force on June 15, 2008 <https://gzk.rks-gov.net/ActDetail.aspx?ActID=3702>

*development of a democratic society based on the rule of law. The active participation of all members of communities in the development of the Republic of Kosovo is encouraged”.*²³

The Constitution qualifies communities of residents belonging to the same national or ethnic, linguistic or religious group, which are traditionally present in the territory of the Republic of Kosovo.²⁴ The Law on Protection and Promotion of the Rights of Communities and their Members further clarifies this definition and for the purpose of this law communities are defined as national, ethnic, cultural, linguistic or religious groups that are traditionally present in the Republic of Kosovo and not in the majority. These groups are Serbs, Turks, Bosniaks, Roma, Ashkali, Egyptians, Gorani, Montenegrins, Croats and other communities.²⁵

As can be seen from the Constitution and current legislation, the Roma and Ashkali communities are known and recognized communities in the Republic of Kosovo, which enjoy all the rights defined by the Constitution and applicable law.

Also, according to the Constitution, communities enjoy special rights, prescribed in Chapter III (Rights of communities and their members) of the Constitution, in addition to human rights and fundamental freedoms, prescribed in Chapter II (Rights and fundamental freedoms).

The Constitution gives communities the right to freely express, nurture and develop their identity and the characteristics of their communities.²⁶ Every member of the community has the right to freely choose whether or not to be treated as such, and no disadvantage or discrimination will result from the choice to enjoy or not to enjoy the rights associated with that choice.²⁷

Also, Article 58.2 of the Constitution stipulates that the Republic of Kosovo will promote the spirit of tolerance, dialogue and support for reconciliation between communities and respect the standards set by the Council of Europe Framework Convention for the Protection of National Minorities and the European Charter for Regional or Minority Languages.

Whereas, the Law on the Protection and Promotion of the Rights of Communities and their Members guarantees members of the Roma and Ashkali communities (as well as other communities) a wide range of rights that reflect the standards of the Council of Europe Framework Convention for the Protection of National Minorities. The law provides, inter alia, for the recognition of the Romani language as the official language in use at the municipal level in

²³ Law no. 03 / L-047 on protection and promotion of the rights of communities and their members in the Republic of Kosovo (OJ, No. 28, 04 June 2008), as amended by Law no. 04 / L-115 (OJ 25, 7 September 2012) and Law no. 04 / L-020 (OJ, No. 29/27 December 2011). Hereinafter: The Law on Protection and Promotion of the Rights of Communities and their Members. Article 1 (1) prescribes the following: The aim of this law is to establish a general framework for preventing and combating discrimination based on nationality or association with a community of social or national origin, race, ethnicity, color, birth, origin, sex, gender affiliation, gender identity, sexual orientation, language, citizenship, religion and belief, political affiliation, political or other opinion, social or personal status, age, marital or marital status, pregnancy, childbirth, property status, health status, disability , genetic inheritance or otherwise, in order to implement the principle of equal treatment.

²⁴ See Constitution, Article 57.1.

²⁵ Law on Protection and Promotion of the Rights of Communities and their Members, Article 1 (1.4). As can be seen, the list of communities is not closed and “other communities” can also benefit from these rights.

²⁶ Constitution, Article 57 (3).

²⁷ Law on Protection and Promotion of the Rights of Communities and their Members, Article 1 (1.5).

accordance with the Law on the Use of Languages (Article 4.1);²⁸ the right to express, maintain and develop their culture and tradition as well as to manage their cultural issues (Article 5); the right of persons belonging to communities to receive public education at all levels, in one of the official languages of Kosovo of their choice. Members of communities have the right to pre-school, primary and secondary public education in their own language, even though it is not an official language (Article 8.1); the right of members of communities to enjoy their property and the opportunity to work with fair and equitable remuneration, without discrimination (Article 9.2); the right of persons belonging to communities to have equal representation in employment (Article 9.5); equal access to health care without discrimination for persons belonging to communities (Article 10.1); communities and their members have the right to participate effectively in political decision-making at all levels of government, including decisions that are of particular importance to them and the area in which they live (Article 11.1).

The Law on Financing Special Housing Programs creates conditions for permanent housing for families or persons who are not economically able to overcome the offers of the free housing market, as well as for determining the manner of providing and using financial resources for the development of special housing programs.²⁹ Special housing programs, according to the Law on Financing Special Housing Programs, are forms of suitable and satisfactory housing for families or persons who are not able to economically cope with free housing market offers and need for the state aid, and which include apartments built by municipalities, governments and leased donors; existing apartments owned by natural or legal persons, which can be leased to families who have a housing bonus; other apartments owned by the municipality can be adapted for use on the basis of special housing programs.³⁰ Sources of funding for these housing programs are from the budget of the Republic of Kosovo through the Ministry of Environment and Spatial Planning, municipal revenues, intended for housing, as well as contributions from various donors.³¹ This law also covers the categories of families that may benefit from special housing programs³² and criteria for determining priority rights.³³ These special housing programs, as prescribed in the Law on Financing Special Housing Programs, should also be used for the Roma and Ashkali communities. While, MESP and municipalities, in this regard, should carry out the duties and responsibilities established by this law and relevant applicable legislation.³⁴

From the previous constitutional and legal provisions, it follows that all recognized rights in the Republic of Kosovo for communities, represent rights for the Roma and Ashkali communities, without any distinction.

²⁸ The Constitution (Article 5.2) also stipulates that the Romani language has the status of an official language at the municipal level or that it will be in official use at every level in accordance with the law.

²⁹ Law no. 03 / L-164 on the financing of special housing programs (Official Gazette, No. 67, March 29, 2010).

³⁰ See, *ibid*, Article 2(1.1) and Article 3.

³¹ See, *ibid*, Article 19.

³² See, *ibid*, Article 4.

³³ See, *ibid*, Article 5.

³⁴ *Ibid*, Article 24 and Article 25.

In addition, as stipulated in the Constitution, the Republic of Kosovo shall take effective measures against all those who undermine the enjoyment of the rights of members of communities.³⁵

Article 22 of the Constitution³⁶ lists international agreements and instruments guaranteed by the Constitution and are directly applicable in the Republic of Kosovo and prescribes that they, in case of conflict, take precedence over provisions, laws and other acts of public institutions.

The Constitution and agreements and instruments that are directly applicable in Kosovo impose three types or levels of obligations of the Republic of Kosovo, namely: to respect, protect and fulfill each of these rights and freedoms guaranteed by law. The obligation to respect them requires States parties to refrain from measures that impede or prevent the enjoyment of these rights. The obligation to protect requires signatory states to take measures to prevent third parties from interfering with the enjoyment of the right to employment and education. Obligation to meet the requirements of states to take positive measures that enable, facilitate and support individuals and communities in the enjoyment of the right to employment and education.³⁷

It should be noted that, in accordance with Article 53 of the Constitution, the interpretation of the provisions on human rights and fundamental freedoms guaranteed by the Constitution is done in accordance with the court decisions of the European Court of Human Rights.

The Universal Declaration of Human Rights (1948) obliges states to respect, protect and comply with human rights. Article 22 of the Universal Declaration prescribes that: "*Everyone, as a member of society, has the right to social security and the right to exercise economic, social and cultural rights necessary for his dignity and for the free development of his personality, with the help of the state and through international cooperation*".

The Convention for the Protection of Human Rights and Fundamental Freedoms (1951) is a document on which the principles of modern democracy in Europe are based - the rule of law and the unified protection of human rights and individual freedoms. The essence of this declaration is based on the practice and protection of basic human rights, which are guaranteed to all people regardless of their personal qualities and characteristics.

The Framework Convention for the Protection of National Minorities (1995) gives non-majority communities a wide range of rights in all areas of economic, social, political and cultural life, including protection from policies or practices aimed at assimilation (Article 5.2).

³⁵See Constitution, Article 58.6.

³⁶ Article 22 of the Constitution lists the following international agreements and instruments: the Universal Declaration of Human Rights; European Convention for the Protection of Human Rights and Fundamental Freedoms and its protocols; International Convention on Civil and Political Rights and its protocols; Council of Europe Framework Convention for the Protection of National Minorities; Convention on the Elimination of All Forms of Racial Discrimination; Convention on the Elimination of All Forms of Discrimination against Women; Convention on the Rights of the Child; Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment; Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence.

³⁷ Implementation of the International Convention on Economic, Social and Cultural Rights, General Comment no. 13 (21st session, 1999).

The Council of Europe has adopted a number of recommendations, declarations and resolutions, paying special attention to Roma rights (education,³⁸ health,³⁹ housing,⁴⁰ employment and economic empowerment)⁴¹ and general policies proposed to improve the position of Roma men and women,⁴² their social inclusion⁴³ and preventing discrimination against them.⁴⁴

Recommendations of the European Commission against Racism and Intolerance (KERI)⁴⁵ to eliminate racism and prejudice against the Roma are also very important and equally important.

This Strategy should be linked to other strategies, in order to ensure better implementation results and responsibilities for meeting the objectives set out in this Strategy and in other strategies, and to better link the objectives set out in the respective strategies. In addition to the outdated strategy for the inclusion of Roma and Ashkali communities during 2017-2021, and the action plan, as well as local plans for the implementation of the strategy at the local level, there are other policies that are relevant to further involve the Roma and Ashkali communities and used in the development of this Strategy and linked to these strategic documents. In this regard, the strategic documents related to the process of integrating the Roma and Ashkali communities into Kosovo society are as follows:

1. **Program for the Protection and Promotion of Human Rights and Fundamental Freedoms (2021-2025)**⁴⁶ was adopted by the Government with the aim of socio-economic development based on the removal of obstacles to the fulfillment of rights and fundamental freedoms, including economic ones, which will help the citizen to work, save, spend and live with dignity and peace. As defined in this Program, "On the shoulders of the Republic lies a great responsibility: to ensure respect for human rights and fundamental freedoms, through respect for the standards contained in international conventions and those in the case law of the European Court of Human Rights." The program is also linked to and

³⁸ Recommendation CM/Rec (2009)4 of the Committee of Ministers to member states on the education of Roma and Travelers in Europe; Recommendation No. R (2000) 4 of the Committee of Ministers on the education of Roma/Gypsy children in Europe.

³⁹ Recommendation Rec (2006)10 of the Committee of Ministers on better access to health care for Roma and Travelers in Europe.

⁴⁰ Recommendation Rec (2005)4 of the Committee of Ministers on improving the housing conditions of Roma and Travelers in Europe.

⁴¹ Recommendation Rec (2001)17 of the Committee of Ministers on improving the economic and employment situation of Roma/Gypsies and Travelers.

⁴² Recommendation CM/Rec (2008)5 of the Committee of Ministers on policies for Roma and/or Travelers in Europe

⁴³ Recommendation CM/Rec (2012)9 of the Committee of Ministers to member States on mediation as an effective tool for promoting respect for human rights and social inclusion of Roma.

⁴⁴ Declaration of the Committee of Ministers on the Rise of Anti-Gypsyism and Racist Violence against Roma in Europe.

⁴⁵ ECRI General Policy Recommendation N°13 on combating anti-Gypsyism and discrimination against Roma;

⁴⁶ Program for the Protection and Promotion of Human Rights and Fundamental Freedoms (2021-2025) October 2021. <https://kryeministri.rks-gov.net/ep-content/uploads/2021/11/SHQIP-PROGRAMI-PER-MBROJTJEN-E-TE-DREJTAVE-TE-NJERIUT-2021-2023.pdf>

complemented by other sectoral programs and strategies addressing specific areas of human rights, and is linked to this Strategy.

2. **Kosovo Gender Equality Program 2020-2024**⁴⁷ aims to ensure that gender equality is at the heart of Kosovo's transformation processes, within all structures, institutions, policies, procedures, practices and programs of government, agencies, civil society, the private sector and the donor community. The Strategy builds on the Kosovo Gender Equality Program and together should serve as a platform for promoting gender equality in Kosovo, focusing on activities related to achieving gender equality among members of the Roma and Ashkali communities, which is related to the overall strategic goal of the Kosovo Program for Gender Equality to ensure that gender equality is at the heart of Kosovo's transformation processes, within all structures, institutions, policies, procedures, practices and programs of government, agencies, civil society, the private sector and the donor community.
3. **National Strategy on the Rights of Persons with Disabilities in the Republic of Kosovo 2013-2023**⁴⁸ aims to provide a sustainable framework of activities aimed at addressing challenges and obstacles, as well as to promote a comprehensive society and improve the current situation in these areas: health; social protection; employment; education; legal protection; participation, communication, access and statistics. Moreover, this strategy should serve as a guide for the institutions of the Republic of Kosovo to work according to the principles of non-discrimination, respecting the rights and members of the Roma and Ashkali communities with disabilities.
4. **Government strategy for cooperation with civil society 2019–2023**⁴⁹ defines the strategic goals and policies that the Government intends to achieve in the medium term to improve the environment for support in the development of civil society, as well as creating preconditions for effective cooperation with CSOs for major reforms in the country. A strengthened and active civil society can contribute to shaping better legislation, providing better public services, ensuring more effective monitoring of the implementation of key policy reforms and enhancing civic volunteering. The role of civil society in the process of preventing and combating discrimination against members of the Roma and Ashkali communities and achieving the strategic goals of this strategy is inevitable and in this spirit the connection with this strategy should be observed. Government through partnership with civil society, through a number of services or support measures to help the

⁴⁷ Kosovo's program for gender equality 2020-2024 was adopted by the Government on May 23, 2020 by Decision no. 01/34.

⁴⁸ National Strategy on the Rights of Persons with Disabilities in the Republic of Kosovo 2013-2023 (Pristina, 2013) <https://kryeministri.rks-gov.net/ep-content/uploads/2019/09/PLANI-NACIONAL-P%C3%8BR-T%C3%8B-DREJTAT-E-PERSONAVE-ME-AFT%C3%8BSI-T%C3%8B-KUFIZUAR-N%C3%8B-REPUBLIK%C3%8BN-E-KOSOV%C3%8BS-2018-2020-002.pdf>

⁴⁹ Government Strategy for Cooperation with Civil Society 2019-2023 (Pristina 2019) <https://kryeministri.rks-gov.net/ep-content/uploads/2019/08/Strategjia-ne-tri-gjuhe.pdf>

Roma and Ashkali community in promoting equality and opportunities for integration and inclusion.

1.3. Mechanisms for the protection of Roma and Ashkali communities in Kosovo

Kosovo's declaration of independence (2008) and the creation of a number of mechanisms at the central and local levels have also influenced communities in general to have better integration into Kosovo society and to be participants in public and political life in Kosovo.

Through various mechanisms, both at the central and local levels, Kosovo provides support for the rights of non-majority communities. While some of these mechanisms relate to their protection against discrimination, others also address issues related to participation in decision-making. The Constitution, laws and bylaws have created various mechanisms that have the task and responsibility to take care of the promotion, protection and realization of the interests of communities, including the inclusion of Roma and Ashkali communities in Kosovo society.

First of all, the institutional framework for the protection and promotion of community rights is divided into: judicial and non-judicial institutions. Judicial institutions for the protection and promotion of community rights are: the Constitutional Court⁵⁰ and regular courts (Supreme Court, as the highest judicial authority; Court of Appeals and basic courts). Until the judicial institutions for the protection and promotion of community rights are divided into two types: independent and governmental institutions. Independent institutions consist of: the president;⁵¹ Assembly Committee for the Rights and Interests of Communities;⁵² Community Advisory Council;⁵³

⁵⁰ See Constitution, Article 4.6. and Article 112 The Constitutional Court is an independent body for the protection of constitutionality and performs the final interpretation of the Constitution and the harmonization of laws with the Constitution.

⁵¹ Besim M. Kajtazi & Florent Muçaj: The Role and Legal Status of the President of the Republic of Kosovo - 111 Questions and Answers, AAB, Prishtina 2021, p. 49: The President represents the state and the unity of the people, in this regard, the President has a responsibility to ensure freedoms and human and civil rights, because the protection of human rights and fundamental freedoms is crucial to guarantee the constitutional and democratic functioning of institutions. In that context, the president cannot remain indifferent and allow the violation (threat) of freedoms and human and civil rights, because their violation would jeopardize democratic principles and the entire constitutional system. Therefore, it is up to the President, as a representative of the unity of the people, according to Article 83 of the Constitution, to prevent situations where freedoms and human and civil rights are violated, by using available constitutional and legal mechanisms.

⁵² Constitution, See Article 77, Article 78.4: Assembly Commissions - Commission on the Rights and Interests of Communities: The Assembly of Kosovo appoints permanent, functional and ad hoc commissions that reflect the political composition of the Assembly, while maintaining the multiethnic nature of Kosovo. The Permanent Assembly Commissions also include the Commission on the Rights and Interests of Communities, which, on its own initiative, may propose laws and other acts within the competence of the Assembly, which it deems necessary and in the interest of the communities.

⁵³ The Community Advisory Council assists in organizing and articulating the attitudes of communities and their members regarding legislation, public policy programs of special importance to them and provides a mechanism for regular exchanges between communities and state institutions to raise awareness of community concerns in Kosovo and to contribute to harmonious relations between all communities in the Republic of Kosovo.

Ombudsman;⁵⁴ Agency for Free Legal Aid;⁵⁵ Independent Oversight Board of the Kosovo Civil Service. Government institutions⁵⁶ consist of: Office of the Prime Minister (including: Agency for Gender Equality; Office for Good Governance; Office for Community Affairs; Office of the Language Commissioner); Ministry of Communities and Returns; Ministry of Finance, Labor and Transfer; Ministry of Local Government Administration (MLGA), as well as municipal offices for communities and return.

The Strategy is a document of the Government and, accordingly, one such document can be binding only on government bodies, but certainly that all institutions have their legal obligations, which in some ways are connected with the strategic goals of the Strategy. Not forgetting here, the great role that civil society organizations have in the process of protecting and promoting the rights of communities.

II. OBJECTIVES

The inclusion of Roma and Ashkali communities in Kosovo society is in the long-term interest of the Government and all citizens of the Republic of Kosovo. Through the inclusion of members of the Roma and Ashkali communities, the existing gap between members of these communities and other citizens in all areas of social life is reduced, directly affecting the reduction of poverty that prevails in these communities. The EU Framework for Roma Integration has set three horizontal objectives, in the areas of equality, inclusion and participation. The other four are sectoral targets in the areas of education, employment, housing and health. This document is also based on: the

⁵⁴ The Constitution also provides for the OI, which monitors and protects the rights and freedoms of individuals from illegal and irregular actions of public bodies. The Constitution in Chapter XII (Independent Institutions), in 4 articles, from Articles 132 to 135, defines the functions, principles of activity, status and competencies of the Ombudsman, See Law no. 05 / L-019 on the Ombudsman (OJ No. 16/26 June 2015), Article 16: The Ombudsman has the power to investigate complaints received from any natural or legal person regarding allegations of human rights violations under the Constitution, laws and other acts, as well as international human rights, in particular the European Convention on Human Rights, covering acts or omissions that constitute an abuse of authority. The Ombudsman may raise an issue in the Constitutional Court in accordance with the Constitution and the Law on the Constitutional Court.

⁵⁵ Law no. 04 / I-017 on Free Legal Aid (OJ, No. 03, 22 February 2012), Article 1. The Law on Free Legal Aid has established a functional system (Legal Aid Council and Free Legal Aid Agency) for free legal aid in civil, criminal, administrative and misdemeanor proceedings, through which effective access to justice is ensured for citizens who do not have sufficient financial resources.

⁵⁶ The government includes the prime minister, deputy prime ministers and ministers. The government, exercising executive power in accordance with the Constitution and current legislation, has a very important role in protecting and promoting the rights of communities, which should initiate measures and various procedures in the implementation of community rights and contribute to protection against discrimination and especially in promoting equal treatment.

European Reform Agenda (ERA), the Regional Cooperation Strategy for Southeast Europe 2020 (RCC) and the Guide to Implementing the National Development Strategy 2016-2021, as well as the Multiple Indicators Cluster Survey for Kosovo (MICS) for the Roma and Ashkali communities in Kosovo conducted 2019-2020.⁵⁷

The definition of strategic objectives was made based on the results of the implementation of the previous Strategies ⁵⁸The determination of strategic goals was done on the basis of the results of the implementation of previous strategies, the EU Framework for Roma Integration, the Government Program, as well as other sectoral strategies. Meeting these goals will also contribute to achieving the goals of the COR in Kosovo. The strategic goals are in line with and contribute to the main goal of the 2030 Agenda, which calls for the eradication of poverty in all its forms and the elimination of inequalities, increasing the opportunities for all children to succeed in educational outcomes. (COR 1⁵⁹, 4⁶⁰, 5⁶¹ and 10⁶²), quality health and social services, employment (COR 2⁶³ and 3⁶⁴, 8⁶⁵), preventing negative phenomena and making their voices heard (COR 16⁶⁶).

In 2008, the Government adopted the Strategy for the Integration of Roma, Ashkali and Egyptian Communities in the Republic of Kosovo 2009-2015 ⁶⁷, also the Action Plan for its implementation, ⁶⁸ identifying areas of particular importance for the integration of these communities.⁶⁹ The strategy focused on eleven priority areas: Anti-discrimination; Education; Employment and economic empowerment; Health and social affairs; Housing and informal settlements; Return and reintegration; Registration and documentation; Gender issues; Culture, media and information; Participation and political representation; Security (police work). The same areas are covered in the document of the Strategy 2017-2021, which was developed by the Government. It should be emphasized here that other important areas for ensuring the inclusion of

⁵⁷ Multiple Indicators Cluster Survey for Kosovo (MICS) for the Roma, Ashkali and Egyptian communities. Kosovo Agency of Statistics (KAS). 2020

⁵⁸ Medium Term Report on the implementation of the Strategy and Action Plan for the inclusion of Roma and Ashkali communities in Kosovo society 2017-2019

⁵⁹ Eradicating poverty in all its forms in every place.

⁶⁰ Providing comprehensive and quality education and promoting lifelong learning opportunities.

⁶¹ Gender equality.

⁶² Reducing inequalities within and between countries.

⁶³ Eradicate hunger, provide food and improved nutrition as well as promote sustainable agriculture.

⁶⁴ Ensuring a healthy life and promoting well-being for all ages.

⁶⁵ Promote sustainable, inclusive and economically sustainable growth, full and productive employment and dignified work for all.

⁶⁶ Promote a peaceful and inclusive society for sustainable development, ensure access to justice for all and build efficient, accountable and inclusive institutions at all levels.

⁶⁷ Strategy for the Integration of Roma, Ashkali and Egyptian Communities in the Republic of Kosovo 2009-2015.

⁶⁸ Action Plan for the Implementation of the Strategy of the Republic of Kosovo for the Inclusion of Roma, Ashkali and Egyptian Communities, 2009-2015.

⁶⁹ 1. Education, 2. Employment and economic empowerment, 3. Health and social affairs, 4. Housing and informal settlements, 5. Return and reintegration, 6. Registration, 7. Culture, media and information, 8. Participation and representation, 9. Security, police service, law, 10. Anti-discrimination and 11. Gender equality

Roma and Ashkali communities in the period 2017-2021 have not been forgotten, such as: civil registration, return and reintegration and security. In addition to these areas, the Strategy for the period 2022-2026 is based on the same assumptions of priority needs and the EU Framework for Roma Integration, and as a result includes Discrimination as a priority area of action.

In order to achieve the goals of the Strategy, the following five strategic goals have been determined:

Strategic Goal 1: Effectively increase the provision of opportunities, equal access and development in quality comprehensive education for the Roma and Ashkali communities;

Strategic Goal 2: Increasing equal access to sustainable employment, as well as reducing poverty in the Roma and Ashkali communities;

Strategic Goal 3: Improving the health of members of the Roma and Ashkali communities and increasing equal access to quality health services;

Strategic Goal 4: Increasing equal access to sustainable housing, basic services and public infrastructure for Roma and Ashkali communities;

Strategic Goal 5:⁷⁰ Preventing and combating discrimination, racism, hate speech, hate crimes, segregation, prejudice, stereotypes and bullying.

⁷⁰ Strategic Goal 5 addresses key forms of anti-Gypsyism, as envisaged by the EU Framework for National Strategies for Roma Integration until 2020-2030.

There are many definitions of anti-gypsyism, such as: Council of Europe ECRI General Policy Recommendations No.13 on combating anti-Gypsyism and discrimination against Roma, 2011: Antigypsyism is a specific form of racism, an ideology founded on racial superiority, a form of dehumanisation and institutional racism nurtured by historical discrimination, which is expressed, among others, by violence, hate speech, exploitation, stigmatisation and the most blatant kind of discrimination; is especially persistent, violent, recurrent and commonplace form of racism. The Council of Europe's Human Rights Commissioner report on Human rights of Roma and Travellers in Europe", 2012 defines "anti-Gypsyism" as "the specific expression of biases, prejudices and stereotypes that motivate the everyday behaviour of many members of majority groups towards the members of Roma and Traveller communities". Alliance against antigypsyism working definition, 2016: Antigypsyism is a historically constructed, persistent complex of customary racism against social groups identified under the stigma 'gypsy' or other related terms and incorporates: 1. a homogenizing and essentializing perception and description of these groups; 2. an attribution of specific characteristics to them; 3. discriminating social structures and violent practices that emerge against that background, which have a degrading and ostracizing effect and which reproduce structural disadvantages.

Figure 1: An overview of strategic goals and results related to five areas.



2.1. Education

Strategic goal 1: Effectively increase the provision of opportunities, equal access and development in quality comprehensive education for the Roma and Ashkali communities

Education is an important and stable factor for poverty prevention and inclusion in society. It is well known that uneducated people, those who start their education late, or those who leave education early, have difficulties in finding employment and, consequently, have limited opportunities in life. Adult education programs can to some extent compensate for the lack of formal education, but they must not be the first alternative to ensure the education of members of one community.

Education also has a positive impact on physical and mental education, security, civic engagement and social development. Teenagers may also face the risk of dropping out of school, early marriage or pregnancy, or being forced to work prematurely. The low level of basic reading and counting skills includes a large number of children in Kosovo, but for children from the Roma and Ashkali communities this level is twice as low.

Strategic Plan for Education in Kosovo 2017-2021⁷¹ includes measures related to the education of Roma and Ashkali communities, but also other marginalized groups. Some of these measures are given below, in the appropriate form, while some other measures are specific to this Strategy.

For the realization / fulfillment of Strategic Goal 1, the theory of change envisages 1) raising awareness and awareness of communities and all relevant actors in the field of education on the importance of community education, will increase the level of enrollment and equal access to education; 2) through specialized supplementary programs and affirmative action measures in education, the level of achievement of students from communities will increase, and thus attendance; and 3) through raising awareness of bullism and promoting the history and culture of the Roma and Ashkali communities, at all levels of education, there will be a reduction in systematic discrimination and true integration of members of the Roma and Ashkali communities into society.

⁷¹ The Strategic Plan for Education in Kosovo 2017-2021, July 2016, envisages measures to achieve certain specific indicators for the education of the Roma and Ashkali communities by 2021: Inclusion of Roma and Ashkali children in pre-primary education (Target: 70%); Inclusion of Roma and Ashkali children in primary education (Target: 95%); Inclusion of Roma and Ashkali children in lower secondary education (Target: 85%); Inclusion of Roma and Ashkali children in higher secondary education (Target: 50%); Degree of transition in upper secondary education for Roma and Ashkali children (Target: 80%); Gender parity index for Roma and Ashkali communities (Target: ONSS - 1, VSS - 0.90).

For the realization of Strategic Goal 1, the following specific goals are envisaged:

1.1 Specific Goal 1: Raising awareness and promoting the importance of education and inclusion of children from Roma and Ashkali communities at all levels of education and with all relevant actors;

1.2 Specific Goal 2: Improving the academic performance of pupils and students from the Roma and Ashkali communities through specialized supplementary programs and affirmative action measures in education;

1.3 Specific Goal 3: Combating discrimination, racism, stigma, hate speech, hate violence and bullying in schools and promoting the culture and history of the Roma and Ashkali communities.

The right to education is one of the fundamental rights and freedoms protected and guaranteed by Article 47 of the Constitution, which prescribes the following:

Article 47 [Right to education]

1. Everyone has the right to primary and free education. Compulsory education is regulated by law and will be financed by public funds.

2. Public institutions shall guarantee every person equal educational opportunity, all on the basis of his / her individual needs and abilities.

In order to guarantee democracy and respect for human rights, the right to education should be respected, protected and supplemented by all legal measures and other systematic measures provided by the state through the education system.

The aim of the EU Framework for Roma Integration in Education is to ensure that all Roma children complete at least primary education".⁷²

By implementing the Strategy for Inclusion of Roma and Ashkali Communities 2017-2021 and taking measures by the Government of Kosovo and local authorities, progress has been made in the field of well-being, health and participation of Roma and Ashkali communities in the education system. However, the inclusion of Roma and Ashkali communities in the education system, as well as school dropouts by members of these communities, remain challenges, although the situation has improved significantly in recent years. MESTI and the MIA have signed a Memorandum of Understanding to integrate repatriated children into the public education system of the Republic of Kosovo, which is expected to benefit a significant number of children from the Roma and Ashkali communities. Also, MESTI has issued special bylaws to facilitate the inclusion of repatriated children in Kosovo's school system. The possibility of learning the Romani language as an elective subject was provided, while in higher education MESTI issued an administrative

⁷² 2019, POST-2020 EU ROMA STRATEGY: THE WAY FORWARD

instruction on determining reserved places for students belonging to non-majority communities, including members of the Roma and Ashkali communities⁷³.

Roma and Ashkali generally have lower levels of education and spend fewer years in school compared to other population groups. As a result, the level of education, writing and reading, Roma and Ashkali communities is lower than the national average.⁷⁴ Extreme poverty is one of the reasons for the low level of education of the Roma and Ashkali communities, as most of them cannot afford the cost of schooling. Monthly per capita incomes among Roma and Ashkali are lower than among the general population in Kosovo. Very often, Roma, Ashkali and Egyptian children enter the labor market at a very early age⁷⁵ in order to contribute to the survival of their families, and for that reason children do not enroll in school or leave school very early.

The inability to speak Albanian or Serbian for children from the Roma and Ashkali communities is one of the difficulties Roma children face when starting school. Due to language difficulties, they face problems at school and, as a consequence, we have a high dropout rate.

With all the progress in increasing participation in education in the Roma and Ashkali communities, the difference with the Kosovo average remains significant. Roma, Ashkali and Egyptian children have very low enrollment in pre-school and upper secondary education, while the gross enrollment rate in compulsory education (grades 1-9) is around 85%, which is again well below the national average.⁷⁶

Thus, the inclusion of Roma and Ashkali communities in the education system, as well as school dropouts by members of these communities, remain challenges for society. This is reflected in the statistics below.

Table 5 provides data on the enrollment of children / students of the Roma and Ashkali communities in pre-university education, while Table 6 provides a comparison over the years. While the high number of students in primary and lower secondary education is encouraging, the low number of students in higher secondary and pre-school education is a concern, and further work is needed to achieve full involvement in these levels of education. Table 6 shows a slight

⁷³ Administrative Instruction (MEST) no. 09/2016 application of affirmative measures and reserved places for enrollment of candidates from non-majority communities in public higher education institutions. <https://masht.rks-gov.net/uploads/2016/06/ua-masht-09-2016-aplikimi-i-masave-afirmative-dhe-vendeve-te-rez-al.pdf>

⁷⁴ According to a study by the Kosovo Agency of Statistics: Roma and Ashkali Communities in the Republic of Kosovo, Multiple Indicators Survey 2013-2014, the level of reading and writing of Roma, Ashkali and Egyptian communities is very low compared to the majority population. The main data of this study related to the educational level of the Roma, Ashkali and Egyptian communities are presented below: Reading and writing ability - (a) Women - 72.8% (98% at the Kosovo level). (b) Men - 86.5% (97.6% at the Kosovo level). Early school attendance: 16.1% (13.9% at the Kosovo level). School preparation: 53.9% (75.5% at the Kosovo level). Net enrollment rate in primary education: 68.1% (91.6% at the Kosovo level). Percentage of primary school age children currently attending primary or secondary education: 85.3% (98% at the Kosovo level). Percentage of lower secondary school age children currently attending lower secondary school or higher: 65.0% (95.9% at the Kosovo level).

Percentage of upper secondary school children currently attending upper secondary school or higher: 30.3% (82% at the Kosovo level).

⁷⁵ Agency for Statistics of Kosovo, Roma and Ashkali Communities in the Republic of Kosovo, Multiple Indicator Survey 2013-2014: Percentage of children aged 5-17 employed, 16.6% (10.7% at the Kosovo level).

⁷⁶ Kosovo Education Strategic Plan 2017-2021, Prishtina, July 2016.

growth trend in enrollment in the period 2016 / 17-2020 / 21, which may be the result of government policies that have affected public awareness, while the situation in 2019/20. may be the result of COVID-19, which resulted in fewer students from the Roma and Ashkali communities.

Table 5. Students by ethnicity and school level 2020/21

Level	Ashkali	Roma	Total
Preschool education (age 0<5)	3	4	7
Preschool / pre - primary education (age 0<6)	216	88	304
Primary / lower secondary education	3755	1072	4827
Higher secondary education	224	170	394
Total	4195	1330	5525

(Source: Annual MESTI statistics data)

Table 6. Comparison of the number of students over the years

Ethnicity	2016/2017	2017/2018	2018/2019	2019/20	2020/21
Roma and Ashkali	6,268	6,662	6,835	6,754	6,863

(Source: Annual MESTI statistics data)

This is supported by the reduction in school dropouts in the 2016/17 and 2020/21 school years, which can be seen in Table 8. The downward trend in dropout rates can be attributed, at least in part, to the work of school mediators, teaching centers and prevention and response teams (PRTAN). To further reduce the number of students leaving school, the effectiveness of TPRNN must be increased.⁷⁷ Apart from poverty, other reasons for leaving should be sought in the low awareness of the importance of schooling, where some of them dropped out of school due to employment and early marriages among girls.

Table 7. Students who dropped out of school

2017/18	Grade	Roma			Ashkali		
		M	Ž	U	M	Ž	U
	Grade 1-9	26	28	54	12	2	14
	Grade 10-13	0	0	0	2	1	3
	Total	26	28	54	14	3	17
2018/19	Grade	Roma			Ashkali		
		M	W	T	M	W	T

⁷⁷

	Grade 1-9	27	21	48	5	2	7
	Grade 10-12	2	1	3	5	0	5
	Total	29	22	51	10	2	12
2019/20 First semester	Grade	Roma			Ashkali		
		M	Ž	U	M	Ž	U
	Grade 1-9	12	14	26	0	0	0
	Grade 10-12	1	1	2	4	3	7
	Total	13	15	28	4	3	7

(Source: Annual MONTI statistics data)

Table 8. Comparison of the number of students who dropped out of school over the years

Ethnicity	2017/2018	2018/2019	2019/20
Roma and Ashkalia	88	83	50

(Source: Annual MESTI statistics data)

The situation regarding schooling has constantly improved, supported by the awarding of scholarships by MESTI,⁷⁸ in cooperation with partners REF and VORAE for the school year 2020/2021 awarded 596 scholarships for high school students from Roma and Ashkali communities. MESTI awarded 333 scholarships for the school year 2020/2021, REF awarded 103 scholarships and awarded 160 scholarships to VoRAE. From the budget of MESTI for the school year 2021/2022, a total amount of 150,000 euros has been allocated for scholarships, which is about 500 scholarships for this school year.

Table 9. Educational data in Kosovo based on SDG indicators

SDG	MICS indicators	Data	Values		
			Primary education 6-11 years	Lower secondary education 12-15 years	Higher secondary education 16-18 years
4.1.2	LN.8a, b, c	Percentage of completion	85%	59%	24%
4.1.4	LN.6a, b, c	Percentage out of school	13%	21%	58%
4.1.5	LN.10a, b, c	Percentage of children over the age of a grade	12%	15%	Na
4.5.1	LN.5a	Gender equality index (girls / boys)	0.97	0.98	0.99
4.5.1	LN.5b	Property equality index (poorest / richest)	0.80	0.50	0.25
4.5.1	LN.5c	Equality index of area (rural / urban)	1.07	1.21	0.80

⁷⁸Report of the OSCE Mission in Kosovo, Access to Communities in Pre-University Education in Kosovo, December 2018, available at <https://www.osce.org/mission-in-kosovo/406952> (accessed September 17th 2019), p. 18.

			Total	Boys	Girls
4.2.2	LN.2	Rate of participation in organized classes (one year before the official age for primary school)	45%	47%	43%

(Source: Multiple Indicators Survey for Kosovo (MICS) for Roma and Ashkali communities in Kosovo conducted in 2019-2020)⁷⁹

According to Table 9, the number of students who do not finish school is higher among children from the Roma and Ashkali communities, with about two thirds graduating from lower secondary school (59 percent) and only one quarter graduating from upper secondary school (24 percent).

The decrease in the number of Roma and Ashkali children attending lower secondary education (grades 6-9) is 59% compared to those enrolled in primary education (85%), representing a drop-out rate of 30%. This reduced number of students in lower secondary education is even more endangered by the fact that they are 2 or more years older than the appropriate age for the class they attend.

Levels of school attendance are higher at all three levels in rural areas and among children living in wealthier families.

Virtually full gender equality at all levels of education is a positive phenomenon and shows that significant progress has been made in including Roma and Ashkali girls in education. It is essential to ensure that this trend continues in the long term and that attention is paid to the inclusion of girls and boys at all levels.

Only 2 out of 5 children aged 7–14 in Kosovo have basic reading skills and basic counting skills. Percentages are even lower among children living in the Roma and Ashkali communities (1 in 5 and 1 in 10, respectively).⁸⁰

While primary and lower secondary school attendance levels are over 90 per cent, they fall for upper secondary school, especially for boys (84 per cent). Attendance rates among children living in Roma and Ashkali communities are lower, especially for lower and upper secondary schools (about 60 percent and 30 percent, respectively)⁸¹.

Significant differences can be observed between girls and boys, where more girls than boys show basic reading skills, and more boys than girls show basic reading skills; this may be the result of gender-based stereotypes in education. Differences can also be observed among children

⁷⁹MICS for Roma, Ashkali and Egyptian Communities, KAS, 2020.

⁸⁰Ibid.

⁸¹Ibid.

belonging to different communities (See Table 10 and Table 11). Only Egyptian girls approach the general population of the study regarding basic reading skills (37.3% versus 41.7%).

Table 10. Percentage of children aged 7-14 who show basic reading skills

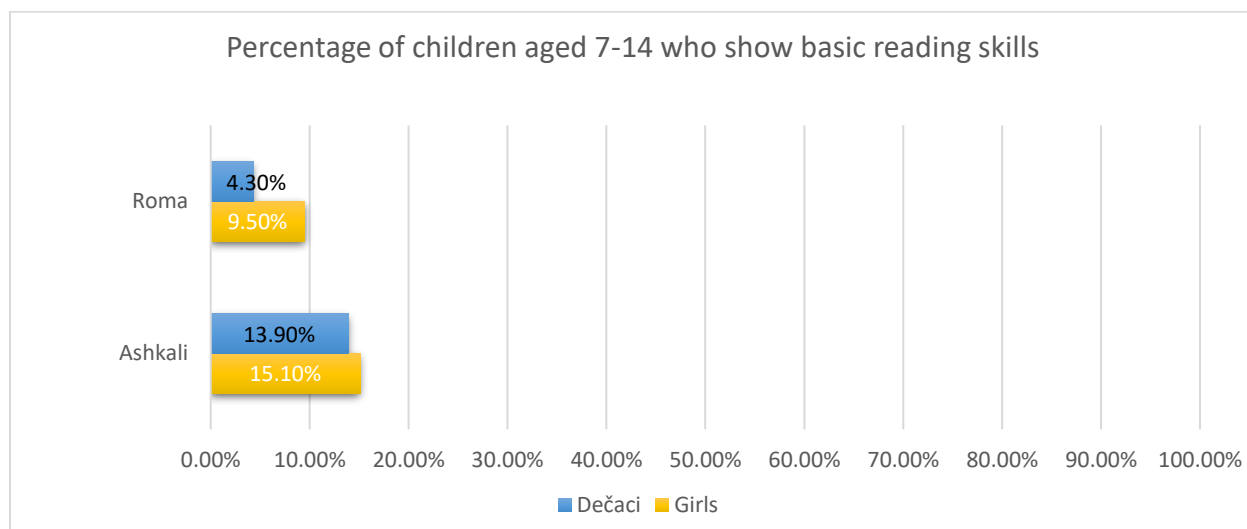
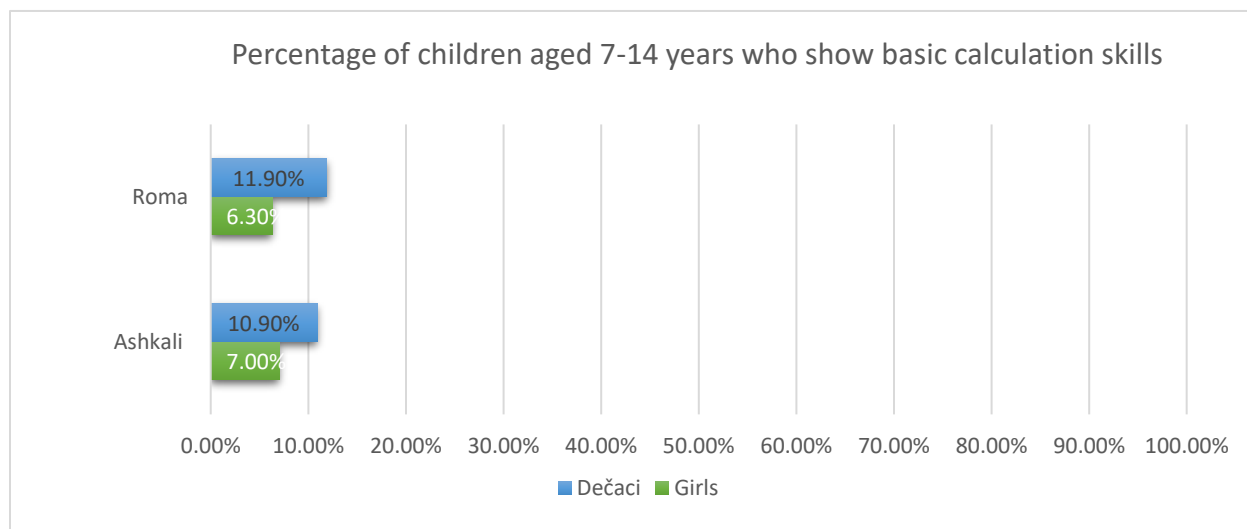


Table 11. Percentage of children aged 7-14 years who show basic calculation skills



(Source: Multiple Indicators for Kosovo Survey (MICS) for Roma and Ashkali communities in Kosovo conducted in 2019-2020)⁸²

⁸²MICS for Roma, Ashkali and Egyptian Communities, KAS, 2020.

Out-of-school student rate

According to the MICS, a significant percentage of primary school children belonging to the Roma and Ashkali communities still do not attend school: 12.3% of Kosovo Roma girls, 15.9% of Kosovo Roma boys; 17.7% of Kosovo Ashkali girls, 14.7% of Kosovo Ashkali boys. While gender and community inequalities are relatively small, major differences have been identified between richer and poorer families: while 17.2% of the poorest 60% of Roma, Ashkali and Egyptian families do not attend school, only 3.7% of children from 40% of richer families are in the same position. There is also a gender dimension: while more girls from poorer families do not attend school (18.4%) than boys (15.9%), the situation is reversed in richer families - 1.8% of girls and 5.2% of boys are out schools in this population.

In the general population, only 2.1% of primary school children do not attend school (1.7% of girls and 2.4% of boys), with virtually all living in families in the poorest quintiles of families - in such families, the percentage of out-of-school children is growing to 7.3% (5.4% girls, 9.1% boys), while in the other four quintiles it is still below 1%.

It is clear that there is a link between poverty, community membership and school attendance, and attention must be paid to the structural causes of socio-economic exclusion, including historical models of discrimination, in order to find a solution to this important problem. Following the success of the treatment of school leavers, further institutional efforts should be made to identify children who do not attend school (who may never have attended school) and to take steps to simultaneously stimulate school attendance and mitigate social and the economic situation of their families, in order to make school attendance sustainable.

Teaching language

Students from the Roma community face an additional challenge that may hinder their education. According to MICS7, only 46 percent of Roma children use the same language at home as teachers at school (as opposed to 96.2 percent of Kosovo Ashkali children, 100 percent of Kosovo Egyptian children, and 98.6 percent of the general population). This is probably due to the many Kosovo Roma families who mainly use Romani as a language of communication, as well as returnee families who use the main language of the former resettlement country as their language of communication. The Law on Protection and Promotion of the Rights of Communities and Their Members, as well as the Law on Pre-University Education,⁸³ guarantee students the right to education in the official language of their choice, which can be facilitated, e.g., by creating additional classes with a lower enrollment threshold, or by providing subsidized transportation to

⁸³Law no. 04 / L-032 on Pre-University Education in the Republic of Kosovo (Official Gazette, No. 17, 16 September 2011)

<https://gzk.rks-gov.net/ActDetail.aspx?ActID=2770&langid=1>

the area where such education is provided. Furthermore, in order to promote participation, municipalities have an obligation to organize transportation for students in compulsory education under certain conditions. Responsible institutions should try to identify students who do not attend school or who do not receive classes in the official language of their choice, due to transportation problems.

Higher education

In accordance with the Law on Protection and Promotion of the Rights of Communities and Their Members, MEST has adopted Administrative Instruction no. 09/2016 on the application of affirmative measures and quotas for enrollment of candidates from non-majority communities in public higher education institutions. The guide reserves 12 percent of seats in public higher education institutions for students belonging to non-majority communities, including students from the Kosovo Roma, Kosovo Ashkali, and Kosovo Egyptian communities. Since the instruction took effect, the number of students from the Kosovo Roma, Ashkali and Egyptian communities has increased significantly. Currently, there are students studying at public universities, in addition to students at private higher education institutions. A number of students receive scholarships, and some municipalities, including Ferizaj and Gjakova, offer a small number of scholarships for university students from the Kosovo Roma, Ashkali and Kosovo Egyptian communities with permanent residence in their territory.

2.2. Employment and social protection

Strategic objective 2: Increase equal access to sustainable employment, and reduce poverty in the Roma and Ashkali communities;

Strategic Objective 2 aims to improve the position of the Roma and Ashkali communities in the field of employment and social protection.

Access to employment, social protection schemes and social services contribute to improving the economic and social well-being of the individual and the community. Equal access for members of these communities to employment, employment services, career development opportunities and social service schemes needs to be improved, as well as ensuring that they reflect the specific needs of these two target communities. Activation in the labor market and the creation of new opportunities for professional development, rather than dependence on social assistance schemes, remain the main goal in terms of improving the economic and social well-being of these communities.

The employment of members of the Roma and Ashkali communities in the public institutions of the Republic of Kosovo is not in itself a political issue but a necessity and a legal obligation arising from the universal principles of equal treatment, the right to employment and non-discrimination.

Mechanisms to stimulate employment and reduce poverty in the Roma and Ashkali communities

To achieve Strategic Goal 2, the Government will implement and promote a range of central and local policies, but will also encourage and stimulate private sector participation in alleviating unemployment and poverty among members of the Roma and Ashkali communities.

At the central level, the implementation of the employment policy of the Roma and Ashkali community, according to the statistics below, provides room for increasing the number of employees from the Roma and Ashkali community, but an even broader effect can be achieved by adopting and implementing legislative infrastructure including ethic codes that prohibit hate speech and discrimination in Kosovo society.

At the local level, the statistics presented below also show that there is enough room for improvement by local institutions themselves that can improve the employment rate of members of the Roma and Ashkali communities. Also, in order to reduce unemployment and poverty of the Roma and Ashkali community, CSW and Municipal Employment Offices should engage in a joint initiative, where CSWs can disseminate information on employment opportunities and that beneficiaries of social schemes can register as active jobseekers in municipal employment offices,

to give them access to information and employment opportunities. These municipal institutions should also be supported to provide vocational training programs for all beneficiaries of social schemes, with a focus on involving the Roma and Ashkali communities.

In addition to engaging in the public sector, policies can be developed at the central and local levels to encourage and support the private sector in the employment of Roma and Ashkali citizens. Relevant policies may include tax relief policies for companies that employ members of the Roma and Ashkali communities; in addition, tax relief measures can be applied to companies running vocational training programs for members of the Roma and Ashkali communities. Engaging community members in long-term employment will, on the one hand, directly help to improve socio-economic conditions for families in the community, and on the other hand will facilitate long-term social schemes and help register regular workers by businesses to benefit from tax incentives. The costs of mitigating tax measures in the long run would significantly exceed the costs of social programs on which families in the community depend as long as no member is in regular employment.

To achieve Strategic Goal 2, the theory of change envisages: 1) that by monitoring certain employment rates of the Roma and Ashkali community at the central level, and certain rates according to the concentration of demographics at the municipal level, employment of Roma and Ashkali communities in the public sector will be increased; 2) that the registration of members of the Roma and Ashkali communities as active jobseekers and specialized vocational training programs for these communities will improve the access and participation of these communities in the labor market; and 3) to increase the possibility and participation in the labor market for target communities by raising awareness and raising the awareness of target communities, especially employers in the private sector, as well as incentive measures (such as tax incentives for employment or vocational training of members of the Roma and Ashkali community by employers).

Following this logic, in order to achieve Strategic Goal 2, the following specific goals are envisaged:

2.1 Specific goal 1: Improving access to equal participation in the labor market through the deployment of members of the Roma and Ashkali community in municipal employment offices and vocational training programs;

2.2 Specific goal 2: Increasing participation and employment opportunities by raising the awareness of employers and members of the Roma and Ashkali community as well as incentives for employers;

2.3 Specific goal 3: Involvement of Roma and Ashkali communities in employment in central and local public institutions, according to quotas established by law;

Employment

The right to work is one of the fundamental rights and freedoms protected and guaranteed by Article 49 of the Constitution, which defines the following:

Article 49 [Right to work and practice the profession]

1. The right to work is guaranteed.

2. Everyone has the right to freely choose their profession and job.

The implementation of the right to work, as a standard of human rights, goes through the protection and provision of employment as a means of survival or material well-being, but it also includes fostering a relationship of equality and participation in society. Indicators in this regard are not only the absence of direct or indirect discrimination in application procedures, but also the lack of efforts made by the state to guarantee access to employment to all groups of the general population and equal representation of all groups employed in the public and private sectors.⁸⁴

Despite the legal framework that ensures the inclusion of Roma and Ashkali communities, these communities are significantly underrepresented in employment in public institutions.

Unemployment is one of the challenges for Kosovo, but high unemployment is even more felt in Roma and Ashkali communities, where the unemployment rate is much higher.

Unemployment in Kosovo remains very high. The latest unemployment data released by KAS show that the unemployment rate in Kosovo in the first half of 2021 was 25.8%.

Unemployment is still more pronounced among women with 29.7%, compared to 24.2% for men. The most pronounced unemployment rate is in the age group of 15-24 years with 48.6 percent, according to the KAS publication.⁸⁵

Statistics show that unemployment is generally very high in Kosovo. The latest Kosovo Labor Force Survey (LFS) of the Agency for Statistics (KAS), published in December 2019, shows a low labor market share of 40.5% (KAS, LFS 2019), especially among young men and women, and a high unemployment rate (25.7%). About two thirds of the working age population is inactive (59.5%). The youth unemployment rate (15-24 years) is over 49.4%. The NEET rate (young people who are not in employment, education or training) for young people aged 15-24 is around 32.7%.⁸⁶ Currently, the employment level of the Roma and Ashkali communities is very low (even compared to other communities), while involvement in social schemes and services is higher, but remains limited. Published statistics on the employment of the Roma and Ashkali communities are mainly based on surveys that do not have a labor market as a focus of research and do not use

⁸⁴Concept document, approved at the 22nd Session of the Government of the Republic of Kosovo by Decision no. 04/22 03.04.2015, p. 10

⁸⁵ Labor Force Survey (LFS), TM1 2021, KAS, 2021.

⁸⁶Mid-Term Assessment Report 2017-2019 on the Implementation of the Strategy and Action Plan for the Inclusion of the Roma and Ashkali Communities in Kosovo Society 2017-2021, Office for Good Governance, September - 2020

conventional methodologies and definitions, so they should be considered indicative and not (fully) comparable to the above indicators at the country level. However, existing statistics show that the unemployment rate of these communities is significantly lower than all other communities. The socio-economic situation of members of the three communities and their approach to private sector employment remains a challenge. According to the 2020 Survey of Roma, Ashkali and Egyptian Communities and data from municipal employment offices (for 19 municipalities), approximately 1622 Roma, 1609 Ashkali and 664 Egyptians are registered as active jobseekers. According to the centers for social work in these municipalities, the beneficiaries of social assistance are 701 Roma families (about 3,500 people), 1,320 Ashkali families (about 6,800 people) and 385 Egyptian families (about 1,700 people).⁸⁷ Based on data from a survey of multiple indicators for Kosovo for the Roma and Ashkali communities, a number of children engaged in various jobs have been identified, which undoubtedly has a negative impact on their education and health.⁸⁸ Based on the MICS for Roma and Ashkali Communities conducted by KAS 2019-2020, we understand that 1 of 14 children under the age of 5 living in Roma and Ashkali communities in Kosovo is below average weight⁸⁹. The phenomenon of below average weight is reduced by the wealth of the household and the level of education of the mother.

Table 12. Employment of children



(Source: Multiple Indicators for Kosovo Survey (MICS) for the Roma and Ashkali communities in Kosovo conducted 2019-2020.)⁹⁰

From a policy-making perspective, two types of key mechanisms / measures can be identified to promote the employment of members of these communities.

- Legal framework governing the employment of members of non-majority communities in public institutions
- Active labor market measures implemented by the MFLT (in cooperation with the MoI and / or donors)

⁸⁷Review of the Roma, Ashkali and Egyptian Communities in Kosovo, OSCE, 2020.

⁸⁸Kosovo Multiple Indicator Cluster Survey (MICS) for the Roma, Ashkali and Egyptian Communities, KAS, 2020.

⁸⁹Ibid.

⁹⁰MICS for Roma, Ashkali and Egyptian Communities, KAS, 2020.

Article 61 of the Constitution guarantees communities and their members the right to equal representation in employment in public bodies and public enterprises at all levels, especially in the police service in areas inhabited by the community concerned, while respecting the rules of competence and integrity applicable to public administration.⁹¹

This right of communities and members to equal representation in employment in public bodies and public enterprises is elaborated in other articles of the Constitution, as well as in various laws.

Since 2010, the Law 03 / L-149 on Civil Service of the Republic of Kosovo defines the representation in the civil service for non-majority communities through a minimum quota of 10 percent at the central level and proportional representation with the demographic composition at the municipal level.⁹²

Article 9 of the Law on Civil Servants,⁹³ which repeals the Law on Civil Service, defines the following:

“In central public institutions, at least 10% of jobs in all categories of civil servants should be filled by members of non-majority communities in Kosovo who meet the criteria for admission, while at the municipal level the number of vacancies for community members is determined according to community representation in relation to the total number of inhabitants in the municipality.”

The obligation of the employment quota of 10% applies to civil servants, which in terms of the Law on Civil Servants includes civil servants; public service officials; Cabinet officials; and administrative and support staff. Also, the Law on Civil Servants includes and implements the principles defined by this law and civil servants with special status: Professional officers of the diplomatic service and correctional service as well as officials of the administration of the Assembly of the Republic of Kosovo.

According to the 2017 OSCE Report on the Representation of Communities in the Civil Service, the Roma and Ashkali communities in Kosovo were very underrepresented in the civil service at both the governmental and municipal levels. Out of a total of 3,480 civil servants in government institutions as estimated in the report, only one man was Ashkali (0.03 per cent), one man was Egyptian (0.03 per cent) and four women and one man were Roma (0.14 percent).

At the municipal level, the situation was somewhat better than at the central level: 16 Roma, 14 Ashkali and 12 Egyptians worked in the municipal service. The data also show that at the municipal level, in order to meet the norms for the Roma, Ashkali and Egyptian communities,

⁹¹Constitution, Art. 61.

⁹²Regulation no. 04/2010 on Procedures for Proper and Proportional Representation of Non-Majority Communities in the Civil Service of the Republic of Kosovo, defined that the institutions implement at least 6 of the 14 measures envisaged in it, which include: communication; positive action measures; internships, scholarships and training programs for applicants; training of civil servants of non-majority communities; anti-discrimination workshops; and inter-institutional cooperation.

⁹³Law no. 06 / L - 114 on Civil Servants (OJ, No. 8, 11.03.2019), Article 9.

including demographic representation, the number of employees from these communities should at least double.⁹⁴

Referring to the data of the Ministry of Public Administration (June 2019), the employment of Roma, Ashkali and Egyptians in public institutions is as follows:

At the municipal administration level of 6,249 employees, 16 are Ashkali, 10 Egyptian and 9 Roma.

Employed in education in municipalities out of a total of 27,204 employees, the participation of the three communities is as follows: 55 are Ashkali, 2 Egyptian and 38 Roma.

While out of 5971 employees in the health sector in the municipalities, 5 are Ashkali, 7 Egyptians and 12 Roma.

At the central level, i.e., in the ministries and other institutions of the central level, there is no adequate participation of the Roma, Ashkali and Egyptian communities.

Out of a total of 45,779 employees in these institutions at the central level (including civil and public service), the following are employed: 35 are Ashkali, 36 Egyptians and 72 Roma.

From the above, having in mind the total number of employees in public institutions, at the central and local level (which includes all sectors, administration, education, health, etc.), out of 85202 employees in these institutions, 297 are from Roma, Ashkali and Egyptian communities (131 Roma, 111 Ashkali and 55 Egyptians).

From the above statistics we see that the participation of Roma, Ashkali and Egyptians in public institutions at both municipal and central level is negligible. This situation is, as we have already mentioned, due to the lack of education and professional qualifications of these communities, distrust of these communities towards public institutions, but also hidden discrimination of this part of the population.

Social protection

Social protection, poverty reduction and inclusion of excluded groups in the socio-economic life of the country remain the priorities of the MFLT/ DSFP, where they aim to ensure the well-being of the population by expanding and improving the quality of protection schemes, social services related to the Government Program 2021-2025.

Most members of the Roma and Ashkali communities live in extreme poverty and continue to face difficult living conditions. The situation is particularly difficult for the 20% of the poorest of these communities and families living in rural areas.⁹⁵

According to the report: "Consumption Poverty in the Republic of Kosovo 2012-2015", published in April 2017 by the World Bank and the Agency for Statistics of Kosovo, 17.6 percent of Kosovo's population lives below the poverty line, with less than 1.82 euros per day, while 5.2 percent of the population lives below the extreme poverty line, with less than 1.30 euros per day. Compared to

⁹⁴Representation of Communities in the Civil Service in Kosovo, OSCE, 2017.

⁹⁵Strategy for the Inclusion of Roma and Ashkali Communities in Kosovo Society 2017-2021, Government of the Republic of Kosovo, Office of the Prime Minister, Office of Good Governance, Prishtina, April 2017, p. 20.

the previous year, we have reduced poverty by 3.5 percentage points. Poverty levels remain high especially for groups such as: families living in rural areas, multi-member families, where the highest poverty rate is in families with seven or more members, families whose main source of income is social assistance, families with a basic source of income from paid work, families whose main source of income is pensions, employees in casual jobs, people with disabilities, pupils / students, unemployed, families run by women, people with low level of education, people who have not finished primary school, and families with 3 and more children.

Statistics also show that unemployment is generally very high in Kosovo. The KAS Labor Force Survey (LFS), published in December 2019, shows a low labor market share of 40.5% (KAS, LFS 2019), especially among young men and women, and a high unemployment rate (25, 7%). About two thirds of the working age population is inactive (59.5%). The youth unemployment rate (15-24 years) is over 49.4%. The NEET rate (young people who are not in employment, education or training) for young people aged 15-24 is around 32.7%.⁹⁶

The Law on Social and Family Services⁹⁷ defines and regulates the provision of social and family services for persons in need⁹⁸ and families in need in Kosovo. At the same time, this law regulates the role and responsibilities of relevant mechanisms for providing social and family services, i.e., the line ministry (MFLT)⁹⁹ and the line department (Department for Social and Family Policy-DSFP) within this ministry and the role and responsibilities of the General Council for Social and Family Services, municipalities, centers for social work and the non-governmental sector.

MFLT/DSFP is responsible for organizing the provision of social and family services in Kosovo and ensures that all residents of Kosovo have equal access to social and family services without distinction.

The Ministry is responsible for policy development, legislation, standards, strategic plans for the provision of social and family services to the population of Kosovo and ensures proper implementation by municipalities and other organizations providing social and family services.

Social services are mainly provided at the local level. The main components of the system of providing social and family services at the local level include municipal departments of health and social protection through centers for social work (CSW), which is decentralized in 2009 to

⁹⁶Mid-Term Assessment Report 2017-2019 on the Implementation of the Strategy and Action Plan for the Inclusion of the Roma and Ashkali Communities in Kosovo Society 2017-2021, Office for Good Governance, September - 2020.

⁹⁷Law no. 02 / L-17 on Social and Family Services (Official Gazette No. 12, May 1, 2007), as amended by Law no. 04 / L-081 (Official Gazette, No. 5, 05.04.2012)

⁹⁸A person in need under the Law on Social and Family Services means any person in the territory of Kosovo, regardless of his status or country of origin, who is in need of social services because he is: 1. a child without parental care; 2. a child with antisocial behavior; 3. a juvenile offender; 4. Has disturbed family relationships; 5. due to age; 6. Physical illness or limited physical abilities; 7. Limited mental abilities; 8. Mental illness; 9. dangers of exploitation or abuse; 10. Domestic violence; 11. trafficking in human beings; 12. alcohol or drug addiction; 13. Emergencies or calamities caused by nature or man; 14. Or any other reason that puts those persons in a state of need.

⁹⁹Ministry of Finance, Labor and Transfer, according to the composition of the Government in 2021.

municipalities and provide social and family services for all citizens of Kosovo. In addition to these public institutions, NGOs also play a significant role.

CSWs, among other things, assess the economic situation of families upon receipt of a request for social assistance. A total of 40 CSWs deployed in 38 municipalities in Kosovo provide geographical coverage of the entire country. Also, through donor programs for technical assistance, trainings were held to improve resource management and planning at the local level.

The mandate for the provision of social services by municipalities is defined by the Law on Local Self - Government (LLSG).¹⁰⁰ Article 17 of the LLSG states the competencies of municipalities, including the provision of family and other social protection services, such as care for the vulnerable, family accommodation, child care, care for the elderly, including registration and licensing of these care centers, employment, payment salaries and training of social protection professionals.

Maintaining, respecting and applying standards as well as professional disciplines in the field of social and family services is the responsibility of the General Council for Social and Family Services (GCSFS). This body is also responsible for licensing and building professional capacity for social and family service providers in the governmental and non-governmental sector.

The residential care system involves the provision of 24-hour services to the elderly without family care and people with mental disabilities. This system consists of two large institutions: the Home for the Elderly without Family Care (HEFC) in Prishtina and the Special Institute in Stimlje (SIS), as well as 13 community homes located in several municipalities in Kosovo.

Shelters for victims of trafficking and victims of domestic violence are mostly run by NGOs. Shelters run by NGOs are supported by MFLT project-based grants, with part of the funding provided from co-financing with municipalities and donors.

The low involvement of the Roma, Ashkali and Egyptian communities in social protection schemes and the insufficient use of social services make it difficult to alleviate poverty among these communities and this poses a very serious challenge.

The Government of Kosovo has identified the following groups as the most vulnerable, who feel more excluded than others and who are a priority of social policy in Kosovo: the long-term unemployed, disadvantaged children and youth, especially girls from rural areas and community children, rural women, single mothers, communities (Roma, Ashkali and Egyptian) that have the lowest unemployment and poverty rates and the highest illiteracy rates and people with disabilities - most of whom do not have physical access to health and education institutions - and their families who are the main providers of care for these people.

The MFLT is continuously committed to the well-being of all citizens of the Republic of Kosovo, regardless of ethnicity. Kosovo's social protection system is based on: benefit schemes (cash) and

¹⁰⁰ Law no. 03 / L-040 on Local Self-Government (Official Gazette, No. 28, June 4, 2008)). <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2530>

professional services. The system is mainly financed from the state budget for the central and local levels.

Benefit programs from all schemes and services cover about 16% of the population in Kosovo.

MFLT policies are focused on developing programs that help families and individuals at risk of poverty and social exclusion.

The main programs implemented are focused on achieving the benefits and services presented in the existing schemes:

1. Program of support to poor families implemented through the Social Assistance Scheme (SAD);
2. Support program for families with children with disabilities, which was implemented through the Support Scheme for families with children with disabilities;
3. Program for the protection of children without parental care and abandoned, which was implemented through family accommodation;
4. Support program for victims of violence and human trafficking implemented through contracting and purchase of services by NGOs;
5. Residential Services Program for the Elderly and Persons with Disabilities, implemented through the provision of 24-hour services in residential institutions;
6. Program for providing daily and family services for children and adults implemented by co-financing NGO projects by the MFLT, donors or the municipality.

Regarding the provision of social assistance to the Roma, Ashkali and Egyptian communities, the data are as follows:

1. 2,992 families with 14,051 members from the Roma, Ashkali and Egyptian communities are beneficiaries of the SSP. Although according to civil registration data, the Roma, Ashkali and Egyptian communities represent about 2% of the population of the Republic of Kosovo, these data show that these communities represent about 11.5% of all beneficiary families and members of the SSP in the Republic of Kosovo. SSP is intended for all poor families, regardless of nationality, language, age, gender, etc. The monthly amount of social assistance for the family is determined according to the number of family members and the costs of the food consumer basket;
2. 60 euros is the minimum amount (family with 1 member);
3. 180 euros is the maximum amount (family with 15 members);
4. In addition to basic assistance, a family that is a beneficiary of social assistance for each child aged 0-18 receives 5 euros per month as a form of child allowance, in order to encourage education and improve health;
5. SSP is managed by CSW, decision-making in the selection of cases is done by CSW while policy making, budget provision by MFLT.

6. According to the DSFP / MFLT database, social assistance was used by 25,679 families, with 103,189 family members, throughout the Republic of Kosovo.;
1. Also, the Government of Kosovo has allocated 4.5 million euros for each year to subsidize the amount of electricity consumed for users (households) in the SSP. This settlement is made according to the Memorandum of Understanding between MLSW-MoF-KEK, for all citizens of Kosovo who receive social assistance of 400 KVH per month. In this case, 2,992 households from the Roma, Ashkali and Egyptian communities were subsidized for electricity.
7. Also, 70 families from the Roma, Ashkali and Egyptian communities benefited from the Emergency Scheme, current assistance, one-time assistance, from 100-300 euros.
8. Support through a family scheme for children with permanent disabilities from 1-18 years
9. 112 children with permanent disabilities aged 1-18 from families of Roma, Ashkali, Egyptian communities receive 100 euros per month, this number may vary from month to month. This scheme supports families with children with permanent disabilities. The total number for all communities in Kosovo is 2,496 children. The scheme is public, universal and financed from public funds. Applications are made in appropriate CSWs, evaluated by experts of the medical commission, while the budget is provided by MFLT.
10. The scheme of material support for families with children with permanent disabilities is regulated by law.¹⁰¹

- From the Roma, Ashkali and Egyptian communities, children in family accommodation are 50 children with a monthly payment of 100 euros per month.

- Persons with disabilities from the Roma and Ashkali community, 8 persons are accommodated in the Special Institute in Shtime / Stimlje (SIŠ) and 3 persons in the Home for the Elderly without Family Care (HEFC).

Other benefits are used by the family in SSP:

- Elimination of semester registration costs at a public university;
- Various DPP projects in public affairs;
- Various assistance from domestic and international associations;
- Primary medical services;
- Exemption from taxes in some municipalities.

As part of the Economic Recovery Package and the 2021 Economic Recovery Package, several support measures have been implemented. The package of measures is aimed at supporting

¹⁰¹Law no. 03 / L-022 on material support for children with permanent disabilities (Official Gazette, No. 37, September 10, 2008).

families in social assistance with double payments, increasing the value of social assistance, payment of supplements for some social and pension schemes.

As part of the implementation of measure 3.2 - Support to pensioners and families with social assistance of the Economic Revival Package, at the proposal of the MFLT, a decision was adopted by the Cabinet where they were paid additional payments in the amount of € 100 (one hundred euros) for the month of November 2021 and the Decision on doubling the payment on the basis of and approved allowances for beneficiaries of the social assistance scheme for the period November-December 2021.

Also, in the coordination of MFLT / DSFP and donor funds, food coupons in the amount of 60-70 euros per month were provided for over 10,000 families in social assistance for 6 months for 2021.

Measure 3.4 Financial support to non-governmental organizations and other entities that provide social services to vulnerable categories of society through public kitchens. The Government Program 2021-2025 aims to increase social welfare and reduce poverty by supporting vulnerable groups and restructuring social and pension schemes, devising new social and pension schemes. It has started with a child allowance program, where children under 2 receive a monthly allowance of 20 euros per month, while children under 16 will receive monthly allowances of 10 euros.

In the field of social policy, social services, social schemes, several political documents and bylaws in force have been adopted and completed.¹⁰²

Challenges facing the Roma and Ashkali communities:

- **Lack of capacity to provide services at the local level.** First, the number of service providers in relation to the number of services provided is very small.
- Non-attendance of children by Roma and Ashkali children (if children do not attend school, social assistance to the family is interrupted and this affects the increase of poverty and exclusion of these families);
- Movements from one apartment to another;
- Inadequate qualification of young people from the Roma and Ashkali communities for the labor market;

¹⁰²The Draft Law on Social and Family Services has been completed. The new Law on Social and Family Services aims to influence the reform of social and family services, improve forms of child protection, include social services, increase quality and responsibility and ensure sustainable financing of social services. The concept paper for the reform of the social assistance scheme has been finalized by the MFLT / DSFP and approved by the Government. This concept paper (CP) aims to reform the social assistance scheme in order to improve the impact of the scheme on poverty reduction and expand the inclusion of poor families in the scheme. A working group has been formed to draft a new Law on SSP. The new law will not have categories I or II users, while all families who consider themselves poor and who do not have the opportunity to meet the basic consumer needs that will be determined by this law will have the opportunity to apply, select and benefit. The lack of access to basic needs is pronounced among children, youth and families of the Roma and Ashkali communities. Covering these needs, such as access to basic nutrition and medical care, gives a sense of calm and thus offers a great impact on psychosocial well-being.

- Impossibility to have access to the issuance of the necessary documentation for obtaining the benefits of social assistance. The ability of these groups to access different services is limited and varies depending on where they live or reside.

- Challenges exist in increasing demand and the number of citizens and families in need of social protection, social services as a result of the impact of loss of income and jobs from the Covid Pandemic 19.

2.3. Health

Strategic goal 3: Improving the health of members of the Roma and Ashkali community and increasing equal access to quality health services

As in other Central and Southeast European countries, a large number of Roma and Ashkali families live below the poverty line, and more than 36% of them belong to this group.¹⁰³ Undoubtedly, poverty has a negative impact on human health and life expectancy, as evidenced by the Roma and Ashkali communities. Low-income people are particularly vulnerable to diseases that are accelerated by poor quality as well as inadequate diets.

Several strategic documents, as well as national and international actors, have tried to partially address the health aspects of communities. Through this goal, the strategy will contribute to the improvement of health services for members of the Roma and Ashkali community, through the coordination and development of programs that address the problems of community members in the field of health.

The small number of vaccinations by members of the Roma and Ashkali communities has led to part of the Strategy being dedicated to education and awareness raising. Also, special attention is paid to improving access to health services, especially for preventive purposes in chronic non-communicable diseases, which significantly affect members of the Roma and Ashkali communities.

In order to achieve Strategic Goal 3, the theory of change envisages: 1) that equipping all members of the Roma and Ashkali communities with personal documents will enable access to all members of these communities to public health services; 2) that raising the awareness of target communities about the importance of vaccination (especially after the COVID-19 pandemic), as well as promoting healthy eating and methods of preventing chronic non-communicable diseases, will improve the health of Roma and Ashkali people over time; 3) by raising the awareness of public health staff at all levels to combat equal treatment of these communities with services of equal quality and applying a code of ethics that clearly mentions these principles and their non-compliance results in disciplinary measures, target communities will receive quality and equal health treatment.

Following this logic, in order to achieve Strategic Goal 3, the following specific goals are envisaged:

¹⁰³Stubbs and Nestid, Child Poverty in Kosovo: Policy Options Paper & Synthesis Report. UNICEF. 2010.

3.1 Specific goal 1: Improving access to quality health services for members of the Roma and Ashkali communities;

3.2 Specific goal 2: Improving the health of members of the Roma and Ashkali communities through raising and promoting health awareness;

3.3 Specific goal 3: Improving the quality of health services, by raising the awareness of public health staff for equal treatment and eliminating discrimination against the Roma and Ashkali communities.

Members of the Roma and Ashkali communities continue to suffer from poor health due to limited access to preventive and curative health services, as well as inadequate and insufficient health, which contributes to poor health and short life expectancy.

Inequality of access to health services reduces the opportunities for efficient use of human capital of these communities, which reduces the opportunities for income generation and increase their well-being.

Involving and integrating the Roma and Ashkali communities in obtaining quality health services will reduce inequalities and improve their health and well-being.

According to domestic legislation and international conventions and human rights instruments, the right to health is not limited to the human right to health care, but includes all socio-economic factors necessary for a healthy life. These factors include accommodation, access to food, drinking water and adequate hygiene and sanitation; health and safety at work; and living in an unpolluted environment. Therefore, in order to improve the health of marginalized groups, efforts should be made to improve these socio-economic determinants, which is one of the tasks of the strategy.

In addition to limiting their participation and involvement in access to and use of health services, the health status of these communities is also affected by difficult living conditions and social status. It is therefore important to understand that the health status of members of these communities involves more than access to health care or food, as it depends on a large number of socio-economic environmental factors beyond individual control, which may result in a long-term model of socio-economic discrimination and exclusion. Lifestyle, income and social status can affect health, as well as the circumstances in which people are born, live and work. This may partly explain why these communities tend to have poorer health conditions.¹⁰⁴

However, a number of difficulties have been identified that directly affect the limited access, non-participation and non-involvement of the Roma and Ashkali communities in health services. These include poverty, socio-economic conditions, distance from secondary and tertiary health care institutions, inability to pay for health care, purchase of medicines, transport, informal payments of health workers, lack of personal documents and as a result, low use of health services.

Caring for children in the first years of life is one of the most effective and cost-effective ways to reduce the problems that can occur in children with low socio-economic status. An obstacle to this concern is the registration of children under the age of five in the Roma and Ashkali communities

¹⁰⁴Breaking the Cycle of Roma Exclusion in the Western Balkans, World Bank Group, 2019.

in Kosovo. On average, 9 out of 10 children registered before their first birthday and this percentage grows with age, almost all children are registered before their fifth birthday. However, about 10% of children born in Kosovo, among Roma, Ashkali and Egyptians, are registered but do not have a birth certificate.

Table 13. Child mortality rate

Years before the study	Neonatal mortality rate: SDG3.2.2	Post-neonatal mortality rate	Infant mortality rate	Child mortality rate	Mortality rate below 5 years: SDG3.2.1
Kosovo					
0–4	11	4	15	1	16
5–9	10	4	14	1	14
10–14	19	8	27	2	29
Roma, Ashkali and Egyptian communities in Kosovo					
0–4	21	5	26	2	27
5–9	12	6	19	3	22
10–14	27	8	34	4	38

(Source: Multiple Indicators Survey for Kosovo (MICS) for the Roma, Ashkali and Egyptian communities conducted in the period 2019-2020)¹⁰⁵

Based on Table 13, it is estimated that an average of 16 children under the age of 5 per 1,000 births die in Kosovo. This value is almost twice as high among the children of the Roma and Ashkali communities, with 27 children per 1,000 births. It is also estimated that 21 children per 1,000 births from the Roma and Ashkali communities die during the first month of life, and 26 children per 1,000 births die before the age of one. The first-born mortality rate in Kosovo is 23 children per 1,000 births.

The birth rate of adolescent girls is 7 times higher among girls aged 15-19 who live in poorer families. 1 in 50 women aged 20-24 gave birth before the age of 18 in Kosovo, however, the probability that women of this age will give birth before the age of 18 increases to 1 in 10 if they live in a family with the poorest quintile wealth index. In the Roma, Ashkali and Egyptian communities, 1 in 6 gave birth to living children before the age of 18.

A total of 73 percent of children aged 24-35 months in Kosovo received all vaccines according to the immunization schedule at any time before the survey. Only 38 percent of children living in the Roma, Ashkali and Egyptian communities have been fully vaccinated. Only 21.6% of Kosovo's Roma and 41.4% of Kosovo's Ashkali are fully vaccinated. Family wealth is positively associated

¹⁰⁵MICS for Roma, Ashkali and Egyptian Communities, KAS, 2020.

with full vaccination: 4 out of 5 children aged 24-35 months living in wealthier families in Kosovo are fully vaccinated, compared to with 3 out of 5 children living in poorer families. A similar model is observed with children from the Roma, Ashkali and Egyptian communities.¹⁰⁶ However, the percentage of unvaccinated children rose to almost 50% during the pandemic. The main reasons are: Health institutions were focused on combating COVID 19, low parental awareness, restrictions on movement and false news about vaccines.

Most women of childbearing age in Kosovo have been visited by qualified health personnel at least once during pregnancy and deliveries have been performed at a health facility, while their health status has been monitored by qualified health personnel. Almost all women in the general population had four or more prenatal care visits from health care providers, which was the case with 3 out of 4 women from the Roma and Ashkali communities.

The difference was greater for Romani and Ashkali women living in rural areas.

The above circumstances affect the shorter life expectancy of members of the Roma and Ashkali communities, which is less than 60 years, compared to Kosovo's average of 70.5 years.

Analysis of public policies and measures in health

The low health insurance coverage in Kosovo is explained by the fact that in Kosovo, unlike in other countries, there is no compulsory health insurance, despite the adoption of the law in 2014.¹⁰⁷ This is the reason for the low health insurance rates reported by both Roma and their non-Roma neighbors. Only about 10 percent of each group has health insurance. According to MICS, 19.2 percent of women, 11.1 percent of men and 19.3 percent of Roma children have health insurance. Compared to only 0.9 percent of women, 6.7 percent of men and 0.7 percent of Ashkali children in Kosovo.

During the pandemic, reactive measures were taken at the municipal level to some extent to help the Roma and Ashkali communities. Among the most common measures are distributed food and hygiene packages, which include essential food for survival, such as flour, oil and other basic products, as well as protection measures such as disinfectants, masks, gloves and other hygiene products.¹⁰⁸

2.4. Housing

Strategic goal 4: Increasing equal access to sustainable housing,¹⁰⁹ basic services and public infrastructure of the Roma and Ashkali communities

¹⁰⁶2019-2020 MICS in Kosovo & 2019-2020 MICS with Roma, Ashkali and Egyptian communities in Kosovo, UNICEF

¹⁰⁷Law no. 04 / L-249 on health insurance (Official Gazette, No. 29, April 30, 2014).

¹⁰⁸The Challenges of the Roma, Ashkali, Egyptian Community in Kosovo During the Covid-19 Pandemic, Admovere, July, 2020.

¹⁰⁹Basic services include access to water, sanitation, waste collection and management services, electricity, access to transport and financial services and digital communications.

Housing is a key issue for social stability, health and quality development of human well-being. Housing affects the course of the overall development of society and is an important component of socio-economic development, i.e., living standards. Housing is a social right of citizens in most developed countries. The right to housing is increasingly present in global policies and in the fight for human rights, sanctioned by international conventions.

In the process of drafting the Strategy, various models of solving the housing problem were analyzed, including the non-profit lease program in social housing and the housing bonus program by subsidizing the market rent by the municipality in private housing units. It was concluded that work should be done on comprehensive recording of the needs of community members for assistance in the field of housing, which will be realized through a database that is being developed. Then the treatment of informal settlements should continue, as well as the provision of housing, within the budgetary possibilities and the readiness of donors to help in this area.

In order to achieve Strategic Goal 4, change theory predicts: 1) that an appropriate housing feasibility study for the Roma and Ashkali communities in different municipalities will identify needs and opportunities to identify concrete steps to be taken to provide sustainable housing solutions for these communities; 2) that raising the awareness of members of the Roma and Ashkali communities to actively engage in solving the housing issue will increase the efficiency of solutions for their sustainable housing; 3) that the improvement of the existing infrastructure and investment in ancillary infrastructure will improve the comfort and quality of life and access to basic services; 4) that the awareness of public staff about housing programs on equal treatment and the fight against discrimination will affect equal access to and improvement of housing services provided to members of the Roma and Ashkali communities; and 5) that through the revision of existing urban plans and new ones that specifically cover the housing issues of the Roma and Ashkali communities, as well as providing quality housing alternatives for these communities, sustainable housing solutions will be achieved in each municipality.

To achieve Strategic Goal 4, the following specific goals are envisaged:

4.1 Specific goal 1: Ensuring sustainability and defining concrete steps for the systematic improvement of the housing situation for the Roma and Ashkali communities;

4.2 Specific goal 2: Awareness of members of the Roma and Ashkali community in solving housing problems;

4.3 Specific goal 3: Increasing the comfort and quality of life of the Roma and Ashkali community through the improvement of existing infrastructure as well as supporting infrastructure for better access to basic services;

4.4 Specific goal 4: Equal access and improvement of quality housing services for the Roma and Ashkali community, through raising the awareness of public staff responsible for housing programs;

4.5 Specific goal 5: Formalization of informal settlements of the Roma and Ashkali community through revision of existing urban plans and concrete inclusion in new urban plans as well as providing alternatives for reorganization of existing settlements.

4.6 Specific goal 6: Equal access to basic services, including water, sanitation, waste collection services and the fight against spatial segregation as a cause of environmental discrimination in housing.

Housing as a social right of citizens in most developed countries is increasingly present in global policies and in the fight for human rights, sanctioned by international conventions, and legally supported in Kosovo. There is still work to be done to reach a long-term housing solution for the Roma and Ashkali communities in the Republic of Kosovo.

Roma and Ashkali also have housing problems and the need for housing remains far greater than budgetary possibilities.

The living conditions of the Roma and Ashkali communities, as well as the general population, differ significantly in Kosovo. Members of the Roma and Ashkali communities live in settlements and houses without basic and adequate infrastructure, including regular access to drinking / running water, electricity and other basic equipment. Moreover, there are challenges in many aspects such as legalization of their houses or apartments, short-term and inadequate housing solutions, forced evictions and the like.

It is worth noting that housing remains a major problem for the Roma and Ashkali communities, for which there is no easy and quick solution. The average household size in Kosovo is 4.9 members. In the Roma, Ashkali and Egyptian communities, the average household size is 5.8 members.¹¹⁰

A significant number of Roma and Ashkali families do not have complete documents proving legal ownership of their residence and land. Due to inadequate living conditions, concerns are numerous and priorities are categorized according to circumstances. The undetermined legal status of the Roma community, forced evictions, bureaucracy and discrimination have led to many challenges, and often deliberate negligence in attempts to legalize their housing. This has been continued for generations, which now presents a new challenge due to incomplete documentation. Thus, this situation adds more procedures, administrative tasks and potential costs, which discourages the start of the legalization process.

The living conditions of the Roma and Ashkali communities are considered to be below minimum quality standards, as well as significant difficulties in accessing services. Moreover, housing is below the minimum rate of housing units, and the number of family members is large, which leads to overcrowding. According to a World Bank report (2019), the average apartment in which a Roma family lives in the Western Balkans usually has 2.0 to 2.5 rooms, while on an economic

¹¹⁰Kosovo Multiple Indicator Survey (MICS) for the Roma, Ashkali and Egyptian Communities, KAS, 2020)

basis the number of rooms per person among Roma varies between 0.5 and 0.8¹¹¹. The same report highlights the life of Roma families in only one-bedroom apartments, where 16% of the total Roma population is registered to belong to this category in Kosovo.

Roma settlements are mostly semi-urban and urban, but also rural. In addition to measures at the central and local levels related to Roma housing, their housing needs are met by international donors.

Some of the main challenges related to housing for the Roma and Ashkali communities are:

1. Unresolved legal ownership status of land and housing units;
2. Insufficient and unequal involvement of community members in institutional housing programs to solve the housing problem;
3. Lack of adequate infrastructure of municipal services and other necessary and adequate services in Roma and Ashkali settlements;
4. Poor construction of existing housing units, lack of their physical security and poor comfort;
5. High level of poverty that makes property and real estate prices inaccessible;
6. Limited family spaces that are constantly expanding through new generations and creating the need to accommodate an increasing number of families;
7. Difficulties in allocating land/finding accommodation solutions for returnees and repatriated persons.

Analysis of housing policy and public measures

The budget of the Government of Kosovo allocated for housing is quite small. Among other things, so far there has been no separate budget line for housing at the municipal level for housing or for the Roma and Ashkali communities. In accordance with Article 25 of the Law on Financing Special Housing Programs,¹¹² municipalities must develop three-year housing programs and after adoption by municipal assemblies, may request in the budget of the Republic of Kosovo through MESPI financial support for the construction of social housing. These three-year programs should present a number of housing needs, including the Roma and Ashkali community, providing areas for building and equipping land, managing housing requirements, and maintaining rental housing units. Also, according to the law, the housing officer must determine the organization and manner of functioning for the implementation of housing policy in the municipality.

To date, community housing needs have been met mainly through international donor funds. However, in 2018, the government set aside 2.4 million euros to build social housing for the Roma

¹¹¹World Bank, 2019: Breaking the Cycle of Roma Exclusion in the Western Balkans.

¹¹²Law No. 03 / L-164 on Financing Special Housing Programs (Official Gazette, No. 67, March 29, 2010)).

and Ashkali communities and other marginalized communities,¹¹³ a project that is not yet complete.

In addition to funds for the construction of housing units, there is a lack of data to address these needs at the municipal level,¹¹⁴ which remains a challenge. As a result, there is a mismatch between the strategies or plans/activities of the stakeholders involved, such as external or internal donors, and the relevant institutions, which directly affects the fulfillment of the most urgent needs or long-term strategies.

¹¹³European Commission Staff Working Paper, Communication on EU Enlargement Policy, 2019

¹¹⁴Strategy for the Inclusion of the Roma and Ashkali Communities in Kosovo Society, 2017-2021, April, 2017.

2.5. Discrimination

Strategic Objective 5: Prevent and combat discrimination, racism, hate speech, hate crimes, segregation, prejudice, stereotypes and bullying

Combating and preventing discrimination against Roma (read: and Ashkali) within the EU framework for Roma inclusion, includes the number of people who felt discriminated against in social situations because of their ethnicity (read: Roma or Ashkali). According to this framework, in these cases measures should be taken to combat discrimination, harassment, hate crimes and hate speech against members of the Roma community (read: and Ashkali), as well as to promote awareness of history, culture, recognition and reconciliation of these communities.

Discrimination based on the ethnicity of the Roma and Ashkali communities is a multiple cause of the problems of these communities and is considered a major gap in the integration of these communities into society and the economy. Given that discrimination is one of the main causes in almost all spheres of social and economic life of the Roma and Ashkali community, this strategy envisages specific mechanisms in the approach to their suppression.

At the same time, each strategic objective (education, employment and social protection, health and housing) has specific objectives that combat discrimination at the level of the objectives of the strategic objective. In most cases, specific relevant objectives should develop and implement the awareness of relevant stakeholders about the importance of combating discrimination, as well as promoting the history and culture of the Roma and Ashkali communities. At the level of specific objectives, these awareness-raising engagements are specified for the relevant field (e.g., in education with professionals, students and parents, in health care of health professionals and relevant work with patients, etc.).

On the other hand, the issue of combating discrimination, harassment, crime and hate speech against members of the Roma and Ashkali communities is also a strategic priority in itself, requiring special and concrete treatment at the highest level. Birth and citizenship registration is a basic civil right in the lives of members of communities that allows them access to the rights and services elaborated in this strategy. However, within communities there are still persons whose birth is not registered in the registry books due to some objective and subjective factors. The creation of instruments and mechanisms that address this strategic area as separate are elaborated below, through the specific objectives of Strategic Objective 5.

2) To achieve Strategic Objective 5, change theory predicts: 1) that the development and implementation of comprehensive policies at all stages and levels of policies, programs and projects will in some way systematically influence the fight against racism and discrimination against the Roma and Ashkali communities; 2) that the drafting and adoption of a legal proposal for equality, participation, inclusion and the fight against discrimination and racism will systematically influence and increase the quality of life of the Roma and Ashkali communities; 3)

that the awareness of the Roma and Ashkali community about the importance and manner of reporting cases of racism and discrimination will increase the number of reported cases and thus the competent institutions will be able to take disciplinary measures against perpetrators of discrimination and thus increase accountability to target communities and strategic objectives; 4) that the awareness and conscience of the public and public officials about racism and discrimination against the Roma and Ashkali communities influences the increase of tolerance and the inclusion and integration of these communities into society and the economy; and 5) to raise awareness and promote the history and culture of the Roma and Ashkali community in public, education and civil service / public administration to increase tolerance and the inclusion of the Roma and Ashkali community in society and the economy.

To achieve Strategic Objective 5, the following specific objectives are envisaged:

5.1 Specific objective 1: Systematic fight against discrimination and racism through the development and implementation of comprehensive policies at all stages and levels of policies, programs and projects;

5.2 Specific objective 2: Reduce the phenomenon of racism and discrimination and increase the quality of life of the Roma and Ashkali community in a systematic way through the drafting of a legislative proposal for equality, participation, inclusion and the fight against racism and discrimination;

5.3 Specific objective 3: Increase accountability and punishment of perpetrators of discrimination and raise awareness of members of the Roma and Ashkali community about the importance and manner of reporting cases of discrimination, racism, harassment, hate speech and violence and bullying;

5.4 Specific objective 4: Increase the participation of the Roma and Ashkali community by raising the awareness and conscience of the public and public officials about racism and anti-discrimination against the Roma and Ashkali community, and by promoting the history and culture of the Roma and Ashkali community.

5.5. Specific objective 5: Support and improve the work of the Technical Group for Protection against Discrimination of the Roma, Ashkali and Egyptian Communities, established by the Government, to resolve complaints of members of the Roma, Ashkali and Egyptian communities against discrimination against them, as well as to conduct public awareness activities on the prevention of discrimination against members of the Roma, Ashkali and Egyptian communities.

The Republic of Kosovo has established an advanced legal framework for the protection and promotion of community rights based on international policies and standards and best practices for all communities. In this regard, the strategic goals of this Strategy should be viewed through the prism of the practical implementation of this legislation, as well as the most advanced international standards.

The Council of Europe Framework Convention for the Protection of National Minorities is directly applicable in Kosovo by its incorporation into the Constitution. The Law on the Protection and Promotion of the Rights of Communities promotes the spirit of peace, tolerance, intercultural and interreligious dialogue and promotes reconciliation between communities. The standards set by this law, the Council of Europe Framework Convention for the Protection of National Minorities and other relevant instruments shall be respected, in order to achieve full and effective equality for all the peoples of Kosovo. Article 9.2 of this law specifically applies to the Roma, Ashkali and Egyptian communities, which defines, inter alia: “..... Special attention is paid to improving the position of the Roma, Ashkali and Egyptian communities.” While the Law on Protection against Discrimination¹¹⁵ defines a general framework for preventing and combating discrimination based on nationality or in relation to any community, social or national origin, race, ethnicity, color, birth, origin, sex, gender, gender identity, gender, language, nationality, religion or belief, political affiliation, political or other opinion, social or personal status, age, family or marital status, pregnancy, maternity, wealth, health status, disability, genetic inheritance or any other basis, to be applied the principle of equal treatment. This law is very important for the Roma and Ashkali community. Article 24.1 of the Constitution defines that everyone is equal before the law. No one shall be discriminated against on the basis of race, color, sex, language, religion, political or other opinion, national or social origin, association with property, property, economic or social status, sexual orientation, birth, disability or other personal status.¹¹⁶ With regard to this article of the Constitution, one should keep in mind the Law on Protection against Discrimination, which applies to all acts or omissions of all state and local institutions, natural and legal persons, public and private sector, which violate, have violated or may violate the rights of which person or natural and legal person, in all areas of life.¹¹⁷ While all institutions of the Republic of Kosovo, during the performance of their duties and during the drafting of policies and laws, must act in accordance with the principles of the Law on Protection against Discrimination.¹¹⁸ Also, it should be borne in mind that every person is liable under the provisions of the Law on Protection against Discrimination, when by his actions or omissions he committed a discriminatory act within the meaning of this law. Individual liability does not exclude the liability of state institutions or a private legal entity.¹¹⁹

Therefore, the Republic of Kosovo must ensure, on a non-discriminatory basis, that all communities and their members can exercise their rights, established by the Constitution,¹²⁰ and must provide appropriate conditions that enable communities and their members to preserve, protect and develop their identity.¹²¹ In this regard, the Republic of Kosovo must take all necessary

¹¹⁵ Law no. 05 / L -021 on protection against discrimination (Official Gazette, No. 16, 26 June 2015) <https://gzk.rks-gov.net/ActDetail.aspx?ActID=10924&langid=1>

¹¹⁶ In terms of Article 24 of the Constitution, the Constitutional Court (Case KI 55/17 (70)) considers that this implies that the general principles of equality of treatment apply to all actions of public bodies in their relations with individuals, as well as all public authorities must guarantee equal protection of the rights of individuals.

¹¹⁷ Law no. 05 / L -021 on protection against discrimination (Official Gazette, No. 16, 26 June 2015), Article 2.

¹¹⁸ Law no. 05 / L -021 on protection against discrimination (Official Gazette, No. 16, 26 June 2015), Article 8.

¹¹⁹ Ibid, Article 12.

¹²⁰ Constitution, see Article 58.7

¹²¹ Ibid, Article 58

measures to protect persons who may be exposed to threats or acts of discrimination, hostility or violence as a result of their national, ethnic, cultural, linguistic or religious identity.¹²²

The Law on the Use of Languages¹²³ is of special importance for the protection of the Romani language. In addition to these laws, the Republic of Kosovo has other support mechanisms for full inclusion and against discrimination.

Discrimination, stigmatization, hate speech, hate violence, bullying, prejudice and misperceptions about Roma and Ashkali continue to prevail in Kosovo as in other European countries. They "... are the main causes of social exclusion of these communities, while the consequences of their situation are evident in high unemployment, low enrollment rates and education levels and poor living conditions of most of these communities."¹²⁴

The Roma, Ashkali and Egyptian communities are most exposed to hate speech and prejudiced language and "remain among the most vulnerable and discriminated groups in Kosovo." According to observation reports, hate speech against the Roma and Ashkali communities has also increased in a number of media and online portals."¹²⁵

Regarding hate speech, the Press Council of Kosovo (PCK in 2014/2015 reviewed and ruled on a total of 91 hate speech complaints against the Roma community in online media filed by the Youth Initiative for Human Rights in Kosovo.¹²⁶ However, there was no official registration of hate speech complaints in the justice system.

According to MICS data from 2020, which also focused on the Roma, Ashkali and Egyptian communities, it is stated that 13% of girls and 16% of boys in these communities aged 15-19 felt discriminated against because of their ethnic origin. Kosovo-wide values for these age groups are 2% for girls and 3% for boys.¹²⁷ Special emphasis should be placed on discrimination against girls and women from the Roma and Ashkali communities, as 1 in 10 girls across Kosovo stated that they were discriminated against on the basis of gender, so this phenomenon affecting the entire population makes women and girls from the Roma and Ashkali community even more vulnerable, who suffer from multiple discrimination.

¹²² Ibid, Article 58.3 of the Constitutional Court (Case K012 / 18) (115) recalls that "... treatment is discriminatory if an individual is treated differently from others in similar positions or situations and if this change of treatment is not objectively and reasonably justified. reiterates that different treatment must have a legitimate aim in order to be justified and that there must be a reasonable relationship of proportionality between the means employed and the objective sought to be achieved."

¹²³ Law no. 02 / L-37 on the use of language (Official Gazette, No. 10, 1. March 2007)) <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2440&langid=1>

¹²⁴ The Wall of Antigypsism – Civil Rights Defenders (CRD, 2017).

¹²⁵ Kosovo Report, Civil Rights Defenders (CRD, 2016).

¹²⁶ Youth Initiative for Human Rights

¹²⁷ Multiple Indicators Survey for Kosovo (MICS) for the Roma, Ashkali and Egyptian communities, UNDP 2020.

III. STRATEGY IMPLEMENTATION, MONITORING AND REPORTING ARRANGEMENTS

The process of implementing the Strategy for the Inclusion of Roma and Ashkali Communities for 2022-2026, will be the process of achieving its strategic goals and objectives. Consequently, the main objective of the institutions of the Republic of Kosovo is, without a doubt, the full implementation of the Strategy, a process that will be preceded by the implementation of activities and objectives set out in the Action Plan over the years.

For the implementation of strategic objectives, a three-year (3) Action Plan (2022-2024) was developed, which defines specific objectives, specific activities towards responsible and auxiliary institutions for their implementation, SMART indicators, current situation, objective, financial resources, which are calculated in relation to on the budget envisaged by the medium-term expenditure framework (MTEF) as well as the deadlines for their fulfillment. Also, the calculation of financial needs takes into account projects with donor funding, which are ongoing or planned, according to specific areas.

All government institutions, central and local, in accordance with their competencies and legal mandate, are obliged to take all necessary measures to implement the obligations set out in the Strategy for the Advancement of the Rights of the Roma and Ashkali Communities in the Republic of Kosovo 2022-2026 and thus the Action Plan 2022-2024. Special attention will be paid to monitoring the implementation of Local Action Plans (LAPs), as defined in Chapter VI (Framework for Implementation, Monitoring and Reporting at the Municipal Level) of this Strategy.

The Office of Good Governance has a mandate to monitor the implementation of the Strategy for Inclusion of Roma and Ashkali Community 2022-2026.

Monitoring and assessing the achievement of objectives and effectiveness of relevant activities are an integral part of the Strategy and a key component of the process of its implementation. Monitoring and evaluation will be used to monitor the progress of the Strategy, to measure in the process the degree of achievement of its objectives, to assess needs and determine the direction of regulation, especially in relation to activities. The monitoring process will be conducted by the OGG in cooperation with the relevant institutions and with the broad participation of stakeholders.

Monitoring will be a key process for providing the information needed for accountability, it will not be effective unless action is taken on what is assessed and reported. Therefore, each year the relevant mechanisms should prepare an annual report, which should include an assessment of the most successful activities, reporting on performance indicators and general fulfillment of strategy objectives, identifying challenges and difficulties encountered during the implementation process

and making concrete recommendations to remove obstacles present during the process of meeting specific and strategic objectives.

They are essential for monitoring the implementation of the strategic document and its efficiency:

- i. ensuring that objectives are achieved,
- ii. monitoring of invested contributions and activities,
- iii. ensuring that implementation takes place in accordance with the established course,
- iv. alerting the institutions responsible for problems / delays or potential problems before the situation becomes critical,
- v. proposing corrective actions or reviewing the strategy based on the experience gained.

By monitoring the strategy and performance indicators, institutions will be able to create an overview of the situation, i.e., where the Strategy is located in achieving the set objectives, lessons learned, taking corrective measures and, if possible, the processes of its review. Best practices emphasize that assessment is most useful when lessons are learned from a completed process that are then used for future processes. Therefore, this should be taken into account when assessing the effectiveness of the Strategy. In that sense, the Action Plan, but also the Strategy, if necessary, will be a dynamic document, which will be adjusted to the change of goals, circumstances and gained experience.

Reviews of progress and potential audit needs can take place in any reporting period, while such a mandatory and indirect assessment of progress and audit needs is planned by the end of the third year (2024) of the strategy, where objectives and specifics of activities and indicators for remaining two years.

- **Appointment of an appropriate officer to report on the implementation of the Strategy**

Ministries and municipalities, in accordance with the specifics of their scope, in order to coordinate the implementation and reporting of this strategy, appoint a competent officer to report to the OGG.

The Responsible Officer for Coordination, Monitoring and Reporting on the Implementation of the Strategy, within ministries and municipalities, is responsible for cooperating with the OGG and for monitoring and reporting on the implementation of the Strategy and Action Plan for the implementation of the Strategy over the years, including LAP.

The OGG coordinates and instructs the appropriate officials on how to report on the Strategy.

The relevant Coordination and Reporting Officer submits to the OGG each year a report on the implementation of the Strategy, according to the format determined by the OGG, and prepares special reports on its implementation according to the needs and requirements.

All officials in the ministries and municipalities are obliged to cooperate and coordinate their activities with the appropriate officer for coordination and reporting on the implementation of the Strategy.

All monitoring and reporting on the progress of the implementation of the Strategy and Action Plan should go through the appropriate municipal official or line ministry. If the OGG/line ministries request additional information, the request will be sent to the appropriate municipal official, i.e., the ministry, which collects the necessary information from the competent municipal institutions and reports to the OGG/line ministry.

The appropriate official in the municipality for the implementation, monitoring and reporting on this Strategy and the Action Plan and the accompanying LAP, has duties and responsibilities defined in accordance with Chapter VI of this Strategy. While, the appropriate official in the ministry is appointed by the decision of the Secretary. Ministers ensure that an adequate budget is allocated for the implementation of the Action Plan, in support of the objectives set out in this Strategy and the activities included in the Action Plan. The relevant official in the ministry acts as the responsible official in the ministry for the implementation, monitoring and reporting on this Strategy and Action Plan, and includes the following functions:

- i. Ensuring coordination of the implementation of the Strategy and Action Plan between the structures of the ministry;
- ii. Ensuring coordination of the implementation of the Strategy and Action Plan with line ministries and OGG;
- iii. Acts as a contact point for the line ministry and OGG for issues related to the Strategy and Action Plan and the position of the Roma and Ashkali community, within the scope of the ministry;
- iv. Prepares annual reports on the implementation of the Strategy and Action Plan and after the adoption of these reports by the Minister submits reports to the OGG;
- v. Verification of reported information.

The relevant official in the ministry should be an employee of the relevant units related to the strategic objectives of this Strategy.

The OGG may propose changes to the terms of reference for the relevant municipal and ministry officials, defining the responsibilities of these mechanisms, in accordance with this Strategy and the relevant legislation in force.

The OGG organizes periodic capacity building workshops for relevant municipal and ministry officials to review the implementation of this Strategy and Action Plan including the implementation of the LAP.

Consolidates data for the implementation of the Strategy and Action Plan and LAP;

OGG organizes sectoral meetings every three months with relevant officials from the Ministry and with civil society to coordinate, review and discuss the implementation of the Strategy and Action Plan.

Organizes annual meetings with relevant officials to review implementation.

- **Assessment of strategy implementation**

Each year, the progress of the overall implementation of the Strategy and Action Plan at the central level, as well as the LAP, will be assessed by measuring the extent to which the objectives set for specific activities have been achieved. The importance of the activities envisaged by the LAP will also be reviewed in the light of changing circumstances in the municipality, and the LAP will be amended if necessary.

The assessment will be based on the following criteria:

- i. Efficiency in meeting set objectives;
- ii. Relevance in responding to the current needs of the Roma and Ashkali community in the municipality;
- iii. Sustainability in terms of creating sustainable behavior change or changing institutional practice;
- iv. Processes related to compliance with the framework set out in this Strategy and relevant terms of reference.

- **Gender mainstreaming and youth issues**

All stakeholders should ensure that different situations and views of women and men, as well as people of different age groups, with special emphasis on young people (e.g., women and men aged 15 to 24) are involved in all phases of implementation, the monitoring process, assessments and reporting. This should be reflected, in particular, in the process of drafting the LAP and in compiling narrative reports.

- **Implementation, monitoring and reporting framework at the municipal level**

The implementation of the strategic objectives of the Strategy, at the municipal level, is one of the key elements, such as proper monitoring and reporting on implementation at the municipal level and vertical coordination between the Government and institutions at the municipal level. An

effective institutional structure is crucial. This Strategy and Action Plan envisages a series of activities that will be carried out directly at the municipal level by line ministries in close cooperation and coordination with the municipal leadership.

In order to achieve the goal of effective implementation, monitoring, evaluation and reporting at the municipal level, the Strategy envisages a series of measures to be implemented in all municipalities with a larger population of Roma and Ashkali communities. Municipalities with smaller Roma and Ashkali communities are encouraged to implement the same measures or to ensure that full attention is paid to the implementation of the Strategy and the needs of the Roma and Ashkali communities, as well as to engage in municipal policy making through other measures.

The envisaged measures are as follows:

- 1) Municipal Action Committees (MACs) established for the Strategy for the period from 2017 to 2021 will be held and, if necessary, will be established in other municipalities. Membership in the MAC will be changed to allow:
 - i. Participation of all active non-governmental organizations working with Roma and Ashkali communities in the municipality;
 - ii. Representation of line departments / directorates with one employee each, if the director is not available;
 - iii. Wider representation of relevant municipal parties, especially in the field of employment and health.

The active role of the mayor, deputy mayor or deputy mayor for communities in the MAC is encouraged.

The MAC will consist of representatives of: MOCR, relevant line directorates (education; social and health care; housing), Finance Directorate, Employment Center, Center for Social Work, Main Family Medicine Center (MFMC), competent municipal official for gender equality, the competent municipal human rights officer. Also, part of the MAC will be all local and international non-governmental organizations or donors that support projects aimed at the Roma and Ashkali community in the respective municipality.

The main responsibility of the MAC is the development of the Local Action Plan (LAP) and its periodic amendment, if necessary. In developing and modifying the LAP, the MAC will ensure coordination between different stakeholders and access to all stakeholders.

The MAC will be established by the decision of the mayor, within 60 days from the day of adoption of this Strategy and Action Plan.

2) Local Action Plans (LAPs) to be developed for each municipality. The MAC should lead the development of the LAP, and once completed, the LAP should be adopted by the Municipal Community Committee (MCC), the Policy and Finance Commission and finally by the Municipal Assembly.

- i. An appropriate budget should be set aside for the implementation of the LAP;
- ii. Women and men of different age groups, with special emphasis on young people (i.e., women and men between the ages of 15 and 24), people from different socio-economic groups belonging to the Roma and Ashkali communities should be consulted in the LAP development process;
- iii. The LAP should reflect the specific needs of women and men of different socio-economic backgrounds and age groups, with a special focus on young people (i.e., women and men aged 15 to 24) belonging to each community and paying attention to different circumstances in different parts of the municipality, where applicable;
- iv. The LAP will reflect the objectives and activities set out in this Strategy and Action Plan and continue to take into account specific local needs and priorities and envisage activities at the local level.
- v. To set measurable and specific performance indicators for all activities envisaged in the LAP;
- vi. MAC will periodically revise the LAP every year and change it, if the situation of the Roma and Ashkali communities in the municipality changes.

The LAP must be completed and adopted within six months from the date of adoption of this Strategy and Action Plan. The LAP will cover the same period as this Strategy and Action Plan, i.e., from 2022 to 2026.

The main purpose of the LAP is to determine the activities to be carried out in the municipality in order to support the objectives set in this Strategy and activities included in the Action Plan or to target the specific local needs of women and men belonging to the Roma and Ashkali community.

3) That the MAC coordinator acts as the competent official in the municipality for the implementation, monitoring and reporting of this Strategy and Action Plan and the accompanying LAP. This includes the following functions:

- i. Ensuring horizontal coordination of the implementation of the Strategy and Action Plan of the central level, as well as the municipal LAP between municipal structures;
- ii. Coordination of annual meetings of MCC;

- iii. Ensuring vertical coordination of the implementation of the Strategy and Action Plan of the central level as well as the municipal LAP with line ministries and OGG, especially in relation to the activities envisaged to be carried out by line ministries at the municipal level;
- iv. Acts as a municipal contact point for line ministries and OGG on issues related to the Strategy and Action Plan at the central level and the situation of Roma and Ashkali communities in general;
- v. Compilation of annual reports for the implementation of the Strategy and Action Plan of the central level as well as the municipal LAP and their presentation to the municipal board for communities;
- vi. Submission of adopted reports for the implementation of the Strategy and Action Plan of the central level as well as the municipal LAP to the OGG/OPM;
- vii. Verification of reported information.

The competent official in the municipality should be employed in the MOCR, ideally, where possible, from the Roma, Ashkali or Egyptian communities. The competent officer is appointed by the mayor.

4) The Municipal Committee for Communities (MCC) will be the municipal body responsible for monitoring and reviewing the implementation of this Strategy and Action Plan at the municipal level, as well as the LAP.

- i. The MCC should review and adopt the draft LAP, before recommending its adoption to the Municipal Assembly (MA);
- ii. Competent officials in the municipality should submit an annual report on the implementation of the MCC for their adoption. Once adopted, the MCC will recommend the report for adoption by the MA;
- iii. The MCC will request any additional documentation, interview users and / or conduct field visits, if necessary for the adoption of the report;
- iv. The MCC will issue additional recommendations to improve implementation.

- **Explanation of the process**

Monitoring and data collection

Monitoring and data collection are two closely related processes. Competent municipal officials will regularly collect demographic data on Roma and Ashkali communities in the municipality, in cooperation with relevant municipal directorates, civil society organizations and community

representatives. At the same time, the competent municipal official will continuously monitor the progress in the implementation of individual activities envisaged by the Strategy and Action Plan at the central level, as well as the LAP, focusing on the envisaged objectives.

Reporting

The collected demographic data and information on the progress of the implementation will be stated in the narrative report which will be submitted to the MCC and then to the MA for adoption. Once adopted, the information will be entered into the reporting system managed by the OGG and shared with the OGG and line ministries.

Horizontal coordination between municipal institutions

Within the municipality, the competent municipal official is responsible for ensuring coordination between the responsible municipal institutions, both within and outside the MCC. Municipal institutions engaged in the process of implementing the Central Level Strategy and Action Plan, as well as the LAP, will cooperate with the Municipal Contact Points and will easily provide demographic data, as well as implementation progress data, when requested by the Municipal Contact Point.

Vertical coordination between municipalities and OGG/OPM/line ministries

The competent municipal official will be the contact person in the municipality for communication between the municipality and the OGG/line ministries on issues related to the implementation of the Strategy and Action Plan at the central level. For the activities envisaged by the Action Plan at the central level, which will be implemented by line ministries in municipalities, the competent municipal official will enable communication between competent municipal institutions and ministries and will be part of any direct correspondence between municipal institutions and ministries on such issues.

All monitoring and reporting on the progress of the implementation of the Strategy and Action Plan should go through the competent municipal official. If the OGG/line ministries request additional information, the request will be sent to the competent municipal official who collects the necessary information from the competent municipal institutions and reports to the OGG/line ministry.

Municipal performance assessment

The Ministry of Local Government Administration will include the following criteria among the criteria for evaluating the work of the municipality:

- Appointment of a competent municipal official;

- Establishment of MAC;
- Adoption of LAP;
- Implementation of at least 20 percent of the activities envisaged by the LAP in a given year.

Responsibilities of the parties in the process:

Mayor:

- Appoints members of the MAC; and
- Appoints a competent municipal official from the MOCR staff.

Municipal directorates, offices, NGOs:

- Participate in the MAC for the development of LAP and change every year (if necessary);
- Implement the activities envisaged in the LAP;
- Report on implementation to the competent municipal official;
- Submit appropriate data to the competent municipal official.

MAC:

- Draft LAP;
- Revises and supplements the LAP on an annual basis (if necessary).

Competent municipal official / MAC coordinator:

- Provides horizontal coordination of the implementation of the Strategy and Action Plan of the central level, as well as the LAP, between municipal structures;
- Coordinates periodic meetings of MCC;
- Ensures vertical coordination of the implementation of the Strategy and Action Plan of the central level, as well as the LAP, with line ministries and OGG, especially in relation to activities planned to be carried out by line ministries at the municipal level;
- Acts as a municipal contact point for line ministries and OGG, on issues related to the Strategy and Action Plan at the central level and the situation of Roma and Ashkali communities in general;
- Prepares semi-annual reports on the implementation of the Strategy and Action Plan of the central level, as well as the LAP, and presents them to the MCC;
- Submits the adopted reports on the implementation of the Strategy and Action Plan of the central level, as well as the LAP to the OGG;
- Checks reported information.

MCC:

- Considers and adopts the draft LAP, before recommending its adoption in the Municipal Assembly (MA);
- Requests additional documentation, interviews users and / or conducts field visits, if necessary for the adoption of the report;
- Issues additional recommendations to improve the implementation of the Strategy and Action Plan and the LAP.

MA:

- Adopts implementation reports reviewed and adopted by the MCC.

IV. BUDGETARY IMPACT AND IMPLEMENTATION OF THE STRATEGY

The Office of the Prime Minister and line ministries should allocate a budget for the implementation of activities envisaged by the OGG/OPM and line ministries in the Action Plan which identifies specific activities towards responsible and supporting institutions for their implementation.

The line ministries should allocate the budget, if the activities are allocated for implementation by the municipalities.

The municipality will ensure that line ministries request an appropriate budget for the implementation of the Central Level Strategy and Action Plan activities, allocated by line ministries, as well as allocate a budget for the implementation of the LAP.

Part of the budget allocation will be used for current expenditures related to capacity building, regulation of monitoring and reporting systems related to community involvement.

The Action Plan for the Implementation of the Strategy for the Inclusion of Roma and Ashkali Communities has a total implementation cost of **23.064.623** for the three years of implementation (2021 to 2023). Most of the costs (about 95% of the budget) will be used for current expenditures related to capacity building, regulation of monitoring and reporting systems related to community involvement.

Table 1. gives a summary of the budget for the implementation of the Plan by year, and is based on detailed calculations of expenditures for each planned objective, and Table 2 gives a summary of the budget for the implementation of the Plan according to funding sources.

The implementation of the Action Plan for the first 3 years will require financial resources, as shown in the following table in millions of euros (GB - General Budget for the Action Plan, CE - current expenditures, C - capital, SG - subsidies and grants).

Table 1. Summary of the budget by objectives and years

Strategic objectives	2022.				2023.				2024.			
	GB	C E	C	SG	GB	C E	C	SG	GB	C E	C	SG
Effectively increase access to, equal access and progress in comprehensive quality education for the Roma and Ashkali community	411.9 00				400. 700				4026 05			
Increasing equal access to sustainable employment, as well as reducing poverty in the Roma and Ashkali communities	5.657 850				5.59 8.36 0				5.61 5.05 0			
Improving the health of members of the Roma and Ashkali communities and increasing equal access to quality health services	506.3 82				5105 72				524. 239			
Increasing equal access to sustainable housing, basic services and public infrastructure for the Roma and Ashkali communities	1.437 650				914. 410				901. 269			
Preventing and combating discrimination, racism, hate speech,	79.94 6				8050 0				8820 0			

hate crimes, segregation, prejudice, stereotypes and bullying.												
Total:	8.093.728				7.504.542				7.531.358			
Overall total from 2021. to 2023:	23.129.628											

Table 2. Structure of expenditures by years, planned in the Action Plan and sources of financing

Years	Total expenditures		
	BRK	Donors	Total:
2022.	7.410.861	682.867	8.093.728
2023.	6.820.175	684.367	7.504.542
2024.	6.839.091	692.267	7.531.358
Total:	21.070.127	2.059501	23.129.628

V. CONNECTING THE STRATEGY WITH THE SUSTAINABLE DEVELOPMENT GOALS

#	Strategic objectives	Specific objective		SDG (Sustainable development goals)
1	Effectively increase access, equity and progress in comprehensive quality education for the Roma and Ashkali community	1.1	<ul style="list-style-type: none"> Raising awareness and promoting the importance of education and inclusion of children from Roma and Ashkali communities at all levels of education and all relevant stakeholders 	SDG 4: Quality education
		1.2	<ul style="list-style-type: none"> Improving the academic performance of pupils and students from the Roma and Ashkali communities through specialized supplementary programs and affirmative action measures in education 	
		1.3	<ul style="list-style-type: none"> Combating discrimination, racism, stigmatization, hate speech, hate violence and bullying in schools and promoting the culture and history of the Roma and Ashkali communities 	
#	Strategic objectives	Specific objective		SDG (Sustainable development goals)
2	Increasing equal access to sustainable employment, as well as reducing poverty in the Roma and Ashkali communities	2.1	<ul style="list-style-type: none"> Improving access to equal participation in the labor market through the systematization of members of the Roma and Ashkali communities in municipal employment services and 	SDG 1: Poverty eradication SDG 8: Labor and Economic Growth SDG 10: Reduced inequality

			vocational training programs	
		2.2	<ul style="list-style-type: none"> Increasing participation and employment opportunities by raising the awareness of employers and members of the Roma and Ashkali communities, as well as incentive measures for employers 	
		2.3	<ul style="list-style-type: none"> Involvement of Roma and Ashkali communities in employment in central and local public institutions, according to quotas established by law 	
		2.4.	<ul style="list-style-type: none"> The government establishes an institutional mechanism to promote and coordinate the employment of Roma, Ashkali and Egyptians in public institutions. 	
#	Strategic objectives	Specific objective		SDG (Sustainable development goals)
3	Improving the health of members of the Roma and Ashkali communities and increasing equal access to quality health services	3.1	<ul style="list-style-type: none"> Improving access to quality health services for members of the Roma and Ashkali communities 	SDG 3: Good health and well-being SDG 10: Reduced inequality
		3.2	<ul style="list-style-type: none"> Improving the health of members of the Roma and Ashkali communities by raising awareness and promoting health 	
		3.3	<ul style="list-style-type: none"> Improving the quality of health services, by raising the awareness of public health staff about equal treatment and eliminating discrimination against 	

#	Strategic objectives	Specific objective		SDG (Sustainable development goals)
4	Increasing equal access to sustainable housing, basic services and public infrastructure for the Roma and Ashkali communities	4.1	<ul style="list-style-type: none"> Ensuring sustainability and identifying concrete steps to systematically improve the housing situation for the Roma and Ashkali communities. 	SDG 6: Clean water and sanitation SDG 10: Reduced inequality SDG 11: Sustainable cities and communities
		4.2	<ul style="list-style-type: none"> Raising awareness of members of the Roma and Ashkali communities in solving housing problems 	
		4.3	<ul style="list-style-type: none"> Increasing the comfort and quality of life of Roma and Ashkali communities by improving existing and supporting infrastructure for better access to basic services 	
		4.4	<ul style="list-style-type: none"> Equal access and improvement of quality housing services for the Roma and Ashkali communities, by raising the awareness of public staff responsible for housing programs 	
		4.5	<ul style="list-style-type: none"> Formalization of informal settlements of Roma and Ashkali communities through revision of existing urban plans and concrete inclusion in new urban plans, as well as providing alternatives for reorganization of existing settlements. 	

		4.6.	<ul style="list-style-type: none"> Equal access to basic services, including water, sanitation, waste collection services and the fight against spatial segregation, as a cause of environmental discrimination in housing 	
#	Strategic objectives	Specific objective		SDG (Sustainable development goals)
5	Preventing and combating discrimination, racism, hate speech, hate crimes, segregation, prejudice, stereotypes and harassment	5.1	<ul style="list-style-type: none"> Systematic fight against discrimination and racism through the development and implementation of comprehensive policies at all stages and levels of policies, programs and projects 	SDG 10: Reduced inequality SDG 16: Freedom, justice and strong institutions
		5.2	<ul style="list-style-type: none"> Reducing the occurrence of racism and discrimination and increasing the quality of life of the Roma and Ashkali communities in a systematic way, by drafting a legislative proposal for equality, participation, inclusion and the fight against racism and discrimination 	
		5.3	<ul style="list-style-type: none"> Increasing the accountability and punishment of perpetrators of racism and discrimination and raising awareness of members of the Roma and Ashkali communities about the importance and manner of reporting cases of discrimination, racism, 	

			harassment, hate speech and hate violence and harassment	
		5.4	<ul style="list-style-type: none"> Increasing the participation of the Roma and Ashkali communities by raising awareness of the public and public officials about racism and combating discrimination against the Roma and Ashkali communities, as well as promoting the history and culture of the Roma and Ashkali communities 	
		5.5.	<ul style="list-style-type: none"> Supporting and promotion the work of the Technical Group for Protection against Discrimination against Roma, Ashkali and Egyptian Communities, established by the Government, to resolve complaints of members of Roma, Ashkali and Egyptian communities against discrimination, as well as to conduct public awareness activities to prevent discrimination members of the Roma, Ashkali and Egyptian communities. 	



Republika e Kosovës
Republika Kosovo - Republic of Kosovo
Qeveria - Vlada - Government

Zyra e Kryeministrit / Kancelarija premijera / Office of the Prime Minister
Zyra për Qeverisje të Mirë / Kancelarija za dobro upravljanje / Office of Good Governance

DRAFT ACTION PLAN 2022-2024

**ON STRATEGY FOR THE INCLUSION OF ROMA AND ASHKALIA COMMUNITIES IN
KOSOVO SOCIETY**

- 2022-2026

July, 2022

No.	Strategic and specific objectives, indicators and actions	Basic value	Temporary objective 2024.	The objective of the last 2026	Result
I.	Strategic Objective 1: Effectively increase the provision of opportunities, equal access and progress in comprehensive quality education for the Roma and Ashkali community				
I.1.	Indicator: Reducing the gap in pre-school participation between Roma and Ashkali children in Kosovo and the general population (SDG 4.2.2)	Difference of 32 percentage points (36% vs. 68%, MICS)	Difference of 24 percentage points	Difference of 16 percentage points	Increasing the participation of Roma and Ashkali children in preschool education, reducing the gap between the participation of these communities and the participation of the general population
I.2.	Indicator: Reducing the gap in pre-school participation between Roma and Ashkali children in Kosovo and the general population (SDG 4.2.2)	Difference of 37 percentage points (59% vs. 96%, MICS)	Difference of 30 percentage points	Difference of 23 percentage points	Increasing the participation of Roma and Ashkali children in lower secondary education, reducing the gap between the participation of these communities and the participation of the general population
I.3.	Indicator: Reducing the gap in high school completion between Roma and Ashkali students in Kosovo and the general population (SDG 4.1.2)	Difference of 63 percentage points (24 % vs. 87%, MICS)	Difference of 52 percentage points	Difference of 42 percentage points	Increasing the number of Roma and Ashkali students who have completed high school. Reducing the gap in high school completion between Roma and Ashkali students in Kosovo and the general population
I.4.	Number of persons at the age of 15 to 24 who are not part of formal education and who are not part of any training (NEET) (SDG 8.6.1)	Difference of 32 percent (47% vs. 78%, UNDP 2018)	Difference of 23 percent	Difference of 15 percent	Increasing the number of people at the age of 15 to 24 who are part of formal education and who are part of any training.

I.1.	Specific objective 1.1: Raising awareness and promote the importance of education and inclusion of Roma and Ashkali children at all levels of education and all relevant stakeholders								
No.	Indicator	Basic value	Temporary objective 2024.	The objective of the last 2026	Result				
I.1.1.	Indicator: Increasing the number of Roma and Ashkali students in pre-university education	Statistics are needed	10%	10%	Increasing the number of Roma and Ashkali students in Kosovo.				
I.1.2.	Indicator: Increasing the number of Roma and Ashkali children in kindergartens and preschools	Statistics are needed	80	80	Increasing access to and the number of children attending pre-school and pre-primary education, giving priority to enrollment and subsidizing payments for children from the Roma and Ashkali communities				
No.	Action	Deadline	Budget			Source of funding	Leading and supporting institution	Product (outcome)	Reference to documents
			2022.	2023.	2024.				
1.1.1.	Monitoring the implementation of the administrative instruction on easing the criteria for enrollment of Roma and	2022.	0	0	0	MESTI	MESTI, MED	Monitoring the administrative instructions.	Administrative Instruction MESTI

	Ashkali children in public preschool institutions							To increase the involvement of Roma and Ashkali children at the national level at the pre-school level every year and to increase this percentage by at least 10% every year.	
1.1.2.	Subsidizing payments for kindergartens to increase the inclusion of Roma and Ashkali children in new kindergartens to be built in the municipalities with the highest concentration of the communities concerned	From 2023. to 2024.	0	1500	2500	MESTI, MED,	Municipality, MED	80 Roma and Ashkali children are enrolled and subsidized in preschool institutions	SUIP report and corresponding investment reports
1.1.3.	Capacity building or institutional support to school dropout and non-enrollment teams (EPRMB) in implementing action plans to prevent school dropout and non-enrollment in all municipalities	From 2022. to 2024.	5000	5000	5000	MESTI	MESTI, Municipality, MED, schools	Implementation of PRTAN action plans in 15 municipalities / 30 schools	Action Plans
1.1.4.	Expansion of the organization of additional teaching of the Romani language in 4 municipalities	From 2022. to 2024.	3000	12000	12000	MED MESTI supervisor, Municipality	Municipality	For the Romani language, 4 coordinators were hired in 4 municipalities	
1.1.5.	Award of 500 scholarships per year for Roma and Ashkali students attending high school, amounting to € 300 per school year (including the Egyptian community)	From 2022. to 2024.	150.000	150.000	150.000	MESTI, donors	MESTI, MED, NVO	1500 scholarships for Roma and Ashkali students for 3 years	Appropriate documents for enrollment and progress for 333 mothers, budget
1.1.6.	Completion of the Administrative Instruction for the High School Student Scholarship Program for Roma, Ashkali, and Egyptian Students	From 2022. to 2023.	0	0	0	MESTI	MESTI	The Administrative Instruction has been adopted	
1.1.7.	Mentoring 50 students from Roma and Ashkali communities	From 2022. to 2024.	0	0	0	MESTI, donors	MESTI supervisor, NVO	Fifty students	Education sector strategy. Strategic education plan
1.1.9.	Research on the educational needs of adults from the Roma and Ashkali communities	From 2022. to 2023.	10000	0	0	Donors	MESTI, Municipalities and NGO	A detailed research report on the educational needs of adults	Education sector strategy. Strategic education plan

								from these communities has been published.	
1.1.10.	Promotion of vocational education and training opportunities (promotional materials), organization of awareness raising campaigns within the career orientation for 9th grade students.	From 2022. to 2024.	2500	2500	2500	MESTI, donors	MESTI, Municipalities and NGO	Promotional materials were distributed in 38 municipalities, organizing awareness raising campaigns in schools	Education sector strategy. Strategic education plan
1.1.11.	Organizing adult literacy programs (50 participants) from Roma and Ashkali communities	From 2022. to 2024.	900	1800	1800	MESTI, donors	MESTI, Municipalities and NGO	Programs (from 40 to 50 participants) were organized and registered	Education sector strategy. Strategic education plan. Program register
1.1.12.	Increasing the involvement of members of the Roma and Ashkali communities in vocational training programs (consults with vocational education)	From 2022. to 2024.	3500	3500	0	Donors	MESTI, EARK, Municipalities and NGO	50 members of the Roma and Ashkali communities are included in the vocational training program	Education sector strategy. Strategic education plan. Program register
1.1.13.	Providing school supplies for Roma, Ashkali and Egyptian students for social cases in compulsory education	2022.	6000	6000	6000	MESTI, donors, MED	MESTI, donors, MED	3000 students receive packages of didactic material	
Total budget for specific objective 1.1:									
<i>Of which, capital:</i>									
<i>Of which, current:</i>									

I.2.	Specific objective 1.2: Improving the academic performance of Roma and Ashkali students through specialized complementary programs and affirmative action measures in education								
No.	Indicator	Basic value	Temporary objective 2024.	The objective of the last 2026	Result				
I.2.1.	Indicator: Reducing the gap in basic skills (reading and counting) between children aged 7 to 14 belonging to the Roma and Ashkali community in Kosovo and the general population (SDG 4.6)	Difference of 24 percentage points (18% vs. 42%, MICS)	Difference of 18 percentage points	Difference of 12 percentage points	Improving academic performance in basic skills (reading and arithmetic) among children aged 7 to 14 belonging to the Roma and Ashkali communities.				

I.2.2.	Indicator: Reducing the gender gap in basic skills (writing-reading and counting) between girls and boys aged 7 to 14 belonging to the Kosovo Roma and Ashkali community (SDG 4.6)	Gender equality index of 0.49 for computing, 1.45 for writing-reading (MICS)	Gender equality index between 0.7 and 1.25, both for numbers and for writing-reading	Gender equality index between 0.9 and 1.1, both for numbers and for writing-reading	Improving performance and quality in improving the achievement of both sexes in basic skills (writing-reading and counting) in girls and boys aged 7 to 14 belonging to the Roma and Ashkali communities				
No.	Action	Deadline	Budget			Source of funding	Leading and supporting institution	Product (outcome)	Reference to documents
			2022.	2023.	2024.				
1.2.1.	Support in the registration of 20 teaching centers	From 2022. to 2024.	0	0	0	MESTI,	MESTI,	20 teaching centers have been registered	Education sector strategy. Strategic education plan.
1.2.2.	Support for 30 training centers registered on the basis of administrative instructions.	From 2022. to 2024.	200.000	200.000	200.000	MESTI, donors, (Council of Europe)	MESTI, NGO	Prepared in the reports of X Community-Based Learning Centers	Education sector strategy. Strategic education plan.
1.2.3.	Revision of plans and programs of existing Romani language textbooks and development of new Romani language textbooks	From 2023. to 2024.	0	900	6300	MESTI, donors	MESTI, NGO	Revised and new textbooks	Law on the Use of Languages (LUL); Law on Protection and Promotion of the Rights of Communities and their Members in the Republic of Kosovo
1.2.4.	Organizing campaigns to raise awareness of Roma and Ashkali parents regarding the importance and opportunities of early childhood education (15 municipalities, once a year)	From 2022. to 2024.	1000	1000	1000	MESTI,	MESTI, MED and NGO	Three annual campaigns in 15 municipalities, about 600 parents were invited	Education sector strategy. Strategic education plan.
1.2.5.	Ensuring the position of mediators in education in at least 7 municipalities with the highest concentration of Roma and Ashkali communities, in order to reduce non-enrollment and drop-out and	From 2023. to 2026.	0	33600	33600	MESTI, municipalities, donors	MESTI, MED and NGO	At least 7 people provide support to children in education	

	raise awareness of the importance of education and anti-discrimination								
Total budget for specific objective 1.2:									
<i>Of which, capital:</i>									
<i>Of which, current:</i>									

I.3.	Specific objective 1.3: Combating and preventing racism, harassment and discrimination in schools and promoting the culture and history of the Roma and Ashkali communities								
No.	Indicator	Basic value	Interim goal of 2024			The last goal of 2024		Result	
I.2.1.	Indicator: Percentage of people over the age of 15 who have felt discriminated against because of their Roma or Ashkali background in the last 12 months, when they have been in contact with school authorities (as a parent / guardian or student) (SDG 10.3.1, SDG 16.b.1)	Statistics required	-20% of the base value			-20% of the value of 2024.		Increased participation of communities as a result of a decrease in the number of students or parents / guardians who feel discriminated against because of their Roma or Ashkali background in contact with the authorities of their school / their child's school	
I.2.2.	Indicator: Number of compulsory curriculum hours with cultural-historical dimensions of non-majority communities, including Roma and Ashkali communities	0	2			4		Teaching according to the regular (compulsory) curriculum with cultural and historical dimensions of non-majority communities, including the Roma and Ashkali communities	
No.	Action	Deadline	Budget			Source of finance	Leading and supporting institution	Product (outcome)	Reference to documents
			2022.	2023.	2024.				
1.3.1.	Revision/supplement to the textbooks of the Society and the environment through the approach of including the cultural and historical dimensions of non-majority communities, in order to eliminate exclusive and discriminatory language and replace it with the language of inclusion.	From 2023 to 2024	0	0	0	MESTI, donors	Donors, MESTI, MDE and NGO	Revised textbooks and supplemented with cultural and historical dimensions of non-majority communities	Education sector strategy. Strategic education plan.
1.3.2.	Preparation of materials and textbooks that can be divided as separate modules for the history and culture of the Roma and Ashkali communities in elective subjects (until the revision of the relevant school textbooks).	From 2022 to 2024	5000	10000	10000	MESTI, donors	MESTI, MDE and NGO	Revised textbooks and supplemented with cultural and historical dimensions of non-majority communities	Education sector strategy. Strategic education plan.

Total budget for specific objective 1.3:									
<i>Of which capital:</i>									
<i>Of which current:</i>									

No.	Strategic and specific goals, indicators and actions	Basic value	Interim goal of 2024	The last goal of 2024	Result
II.	Strategic objective 1: Increasing equal access to sustainable employment, as well as reducing poverty in the Roma and Ashkali communities				
II.1.	Indicator: Reducing the unemployment gap between the Roma and Ashkali of Kosovo and the general population (SDG 8.5.2)	A difference of 17 percentage points (49% vs. 32%, UNDP 2018)	A difference of 13 percentage points	Difference of 8 percentage points	Increasing the number of employments of Roma and Ashkali communities, and thus increasing equality of living conditions of Roma and Ashkali and the general population

Br.	Indicator	Basic value	Interim goal of 2024	The last goal of 2026	Result
II.1.	Specific objective 2.1: Improving access to equal participation in the labor market by systematizing members of the Roma and Ashkali communities into municipal employment offices and vocational training programs				
II.1.1.	Indicator (secondary): There is a mechanism to support quality employment of Roma and Ashkali communities and use from the necessary financial sources				Reducing unemployment and poverty of Roma and Ashkali families, as a result of easier access and increased employment
II.1.2.	Indicator (secondary): Grant schemes that support start-ups or entrepreneurial initiatives, which reserve part of the funds for the Roma and Ashkali communities	Grant schemes do not reserve value for target communities	Grant schemes reserve value for target communities (30%)	30% of beneficiaries of entrepreneurial initiatives of business schemes are from Roma or Ashkali communities, of which 50% are women	Reduction of unemployment and poverty of Roma and Ashkali families, as a result of their self-employment in new enterprises or expansion of existing enterprises with an increase in employees from these communities.

II.1.3.	Indicator (secondary): Resources are implemented and provided for programs that support first work experience, employment and internships and career development for young people and members of the Roma and Ashkali communities	There are no such programs	Resources are provided	Programs are being implemented	Access to the labor market and employment is increased through the training of members of the Roma and Ashkali communities participating in these programs.				
II.1.4.	Indicator (secondary): Programs are implemented that support inclusive employers and promote equal opportunities in the workplace	There are no such programs			Reducing unemployment and poverty of Roma and Ashkali families, as well as equal access to the labor market as a result of increased private sector jobs for the Roma and Ashkali communities				
No.	Action	Deadline	Budget			Source of finance	Leading and supporting institution	Product (outcome)	Reference to documents
			2022.	2023.	2024.				
2.1.1.	Encouraging registration and participation in vocational training in accordance with the needs of the labor market	From 2022 to 2024	25.000	25.000	25.000	BRK and donors	MFLT, EARK, MCR, OJQ	125 trained for the Roma and Ashkali communities	Law on EARK, Sectoral Strategy on Labor and Welfare, Regulation on Active Labor Market Measures, Regulation no. 01/2018 on the return of displaced persons and a sustainable solution
2.1.2.	Analysis of the impact of subsidies on long-term employment of Roma and Ashkali communities in the private sector	From 2022 to 2024	10000	0	0	Donors	MFLT, EARK	An analysis of the impact on the increase in the number of beneficiaries of the active employment rate in wage subsidies has been prepared and published	Law on EARK, Sectoral Strategy on Labor and Welfare
2.1.3.	Engaging members of the Roma and Ashkali communities in practice at work and in institutions at the central and local levels. 8 (2 Roma, 6 Ashkali) (candidates x 150)	From 2022 to 2024	8100 7200	20.400	25.500	BRK and donors	MFLT, EARK, NGO	Number of users in practical work	Law on EARK, Sectoral Strategy on Labor and Welfare

2.1.5.	Engaging members of Roma and Ashkali communities in on-the-job training (costs per candidate 3x170)	From 2022 to 2024	12.750	15.300	17.850	BRK and donors	MFLT, EARK, NGO	Number of users in active workplace training	Law on EARK, Sectoral Strategy on Labor and Welfare
2.1.6.	Allocation of amounts for the Roma and Ashkali communities from the Self-Employment / Start-up Grants Fund, with a focus on women's empowerment in business and employment (grant quota for the Roma and Ashkali communities 30%, 3costs per candidate of € 3,000)/	From 2022 to 2024	30.000	36.000	45.000x	BRK and donors	MFLT, EARK, MCR	Number of start-up companies benefiting from 30% of grant recipients to be from Roma and Ashkali communities, and the quota of women to be at least 50%	Law on EARK, Sectoral Strategy on Labor and Welfare, Regulation no. 01/2018 on the return of displaced persons and a sustainable solution
2.1.7.	Engaging members of the Roma and Ashkali communities through wage subsidies (costs per candidate, 1020 for 6 months, 15 candidates)	From 2022 to 2024	15.300	18.360	20.400	BRK and donors (UNDP)	MFLT, EARK, MCR	Number of beneficiaries through salary subsidies	Law on EARK, Sectoral Strategy on Labor and Welfare, Regulation no. 01/2018 on the return of displaced persons and a sustainable solution
2.1.8.	Increasing the employment of Roma and Ashkali communities through employment mediation	From 2022 to 2024	0	0	0	BRK	MFLT, EARK	Number of employment mediators	Law on EARK, Sectoral Strategy on Labor and Welfare, Law on Records....
2.1.9.	Awareness raising campaign for the provision of employment services through EMIS, Employment Management Information System through campaigns, leaflets, TV programs and cooperation with CSW that can guide users of social schemes to register as active job seekers	From 2022 to 2024	10000	5000	3000	BRK and donors, NGO	MFLT, EARK	Awareness campaign report / number of leaflets distributed, number of meetings, TV spots	Law on EARK, Sectoral Strategy on Labor and Welfare, Regulation no. 01/2018 on the return of displaced

									persons and a sustainable solution
2.1.10.	Organizing informational meetings with representatives of Roma and Ashkali communities	From 2022 to 2024	1000	500	500	BRK, MFLT	MFLT, DPSFP	15 meetings were held	Law on EARK, Sectoral Strategy on Labor and Welfare
2.1.11.	Assessment of the current situation and employment potential between the Roma and Ashkali communities in the respective municipalities	From 2022 to 2023	5,000	0	-0	BRK, MFLT	MFLT, EARK	Assessment for all relevant municipalities	Sectoral Strategy on Labor and Welfare
Total budget for specific objective 2.1:									
<i>Of which capital:</i>									
<i>Of which current:</i>									

II.2.	Specific objective 2.2: Improves the quality of life of unemployed members of the Roma and Ashkali communities, through their inclusion in schemes and social protection services								
No.	Indicator	Basic value	Interim goal of 2024			The last goal of 2026	Result		
II.2.1.	Indicator: Number of Roma and Ashkali families part of social services (classified by type of social services)	Statistics required	-3% (from baseline)			-3% (from the value of 2024)	Families in need receive well-deserved social services		
No.	Action	Deadline	Budget			Source of finance	Leading and supporting institution	Product (outcome)	Reference to documents
			2022.	2023.	2024.				
2.2.1.	Capacity building of social workers on the importance of combating discrimination, equal treatment and access to sustainable solutions for social service users in 7 regions of Kosovo.	From 2022 to 2024	3000	3000	3000	BRK	GSFSC-MFLT / SFPD, donors	Raising the quality of social and family services through training	Law on Family Social Services

2.2.2.	Financial support to the Roma and Ashkali communities through inclusion in social protection schemes	From 2022 to 2024	128000	128000	128000	BRK, MFLT	MFLT/ SFPD,	Number of beneficiaries of children in family accommodation inside and outside the family and children of families with permanent disabilities	Law on Family Social Services
2.2.3.	Informing and raising community awareness through various campaigns (TV, brochures, communication with community officials) about opportunities and types of social services	From 2022 to 2024	3000	3000	3000	BRK, MFLT	MFLT/ SFPD,	Number of presentations in the media, prepared brochures, no. annual contacts, no. agreements and services provided	MLSW Sector Strategy
2.2.4.	Providing institutional care services for communities	From 2022 to 2024	76800	76800	76800	BRK, MFLT	MFLT/ SFPD,	Placement/accommodation of persons without family care in housing in community institutions and homes	Law on Family Social Services
2.2.5.	Support to NGOs licensed by the line ministry to provide family social services to Roma and Ashkali communities	From 2022 to 2024	100.000	100.000	100.000	BRK	MFLT/ SFPD	Strengthening cooperation with institutions that provide family social services	Law on Family Social Services
2.2.6.	Signing of the 10th MoU between NGOs and shelters to strengthen cooperation and rehabilitation of children and women from Roma and Ashkali communities, victims of domestic violence	From 2022 to 2024	50.000	50.000	50.000	BRK, donations	MFLT/ SFPD, municipalities, NGOs, KPS, courts	Contracts/ agreements on cooperation with NGOs and shelters for accommodation and rehabilitation of cases, monitoring, reports	Law on Family Social Services, Law no. 03/182 on protection from domestic violence
2.2.7.	Providing social assistance to families of Roma and Ashkali communities who have failed to find employment	From 2022 to 2024	5.000.000	5.000.000	5.000.000	BRK, MFLT	MFLT/ SFPD, municipalities, CSW	Number of families of community beneficiaries in SAS	Law no. 2003/15 on the Social Assistance Scheme, amended by Law no. 04 / L-096 (Law on SAS)
2.2.8.	Providing emergency assistance to members of the Roma and Ashkali communities	From 2022 to 2024	10.000	10.000	10.000	BRK, MFLT	MFLT/ SFPD, municipalities, CSW	Number of families benefiting from emergency care	Law on SAS
2.2.9.	Organizing regular roundtables meetings for the management of assistance (RTMA) in the	From 2022 to 2024	5.000	5.000	5.000	BRK	Municipalities, CSW	Number of employees	Law on SAS

	management of cases of children at medium or high risk.								
Total budget for specific objective II.2:									
	<i>Of which capital:</i>								
	<i>Of which current:</i>								

II.3. Specific objective 2.3: Involvement of Roma and Ashkali communities in employment in central and local public institutions, according to quotas established by law									
No.	Indicator	Basic value	Interim goal of 2024	The last goal of 2026	Result				
II.3.1.	Indicator: Percentage of employees from Roma and Ashkali communities in public institutions (as a percentage of the population) (SDG 8.5)	0,3%	0,5%	1 %	Reducing unemployment and involving Roma and Ashkali communities by increasing the number of Roma and Ashkali communities in public institutions				
II.3.2.	Indicator (secondary): Mentoring and career development programs to support the employment of professionals from the Roma and Ashkali communities in public administration are implemented	There are no such programs	Programs approved	Programs are being implemented	Reducing unemployment and poverty of Roma and Ashkali families as a result of their support and training for employment in public administration				
No.	Action	Deadline	Budget			Source of finance	Leading and supporting institution	Product (outcome)	Reference to documents
			2022.	2023.	2024.				
2.3.1.	Establishment of a mechanism to promote and encourage employment of Roma and Ashkali communities in public institutions	From 2022 to 2024	15.000	20.000	20.000	BRK and donors	MFLT, EARK, OGG	Number of users actively in public work	Law on EARK, Sectoral Strategy on Labor and Welfare
2.3.2.	Review of data from the new census in order to determine the possibility of increasing the employment of communities in municipalities by adjusting the updated quotas to the new population data for municipalities	2022.	0	0	0	BRK and municipalities	MFLT, MLGA, OGG, NGO, SFPD	Increasing the number of employments from these communities based on the percentage of the population. Preparation of reports on the number of inhabitants based on communities	Law on EARK, Sectoral Strategy on Labor and Welfare

								and their comparison with the number of employees in those municipalities	
2.3.3.	Identify the number and positions planned for retirement in the next 5 years and give priority to eligible community members in order to achieve the legally guaranteed employment quota.	From 2022 to 2024	0	0	0	BRK	MIA - MU (data presented to OPM)	An analysis of the number of retirees and the number of jobs expected to be created has been prepared and published.	
2.3.4.	Initiation and promotion of special training programs for community rights	From 2022 to 2024	2.000,00	2.000,00	2.000,00	BRK	KIPA, Academy of Justice and Academy of Security	Number of completed trainings	
Total budget for specific objective II.3:									
<i>Of which capital:</i>									
<i>Of which current:</i>									

No.	Strategic and specific goals, indicators and actions	Basic value	Interim goal of 2024	The last goal of 2024	Result
III.	Strategic goal 3: Improving the health of members of the Roma and Ashkali communities and increasing equal access to quality health services				
III.1.	Indicator: Reducing the life expectancy gap between Kosovo Roma and Ashkali and the general population (SDG 3)	A difference of 10.5 years (60 according to 70,5, KOSANA 2015)	8,5 years	5,5 years	Improving health services by providing an integrated approach and accountability for preventable diseases that can be prevented for the Roma and Ashkali communities, in order to reduce the life expectancy gap between Kosovo Roma and Ashkali and the general population

III.1. Specific objective 3.1: Improve access to quality health services for members of the Roma and Ashkali communities									
No.	Indicator	No.	Indicator			No.	Indicator		
III.1.1.	Indicator: Reducing the gap in the use of preventive protection between Roma and Ashkali in Kosovo and the general population (SDG 3.3)	A difference of 10 percent (54% vs. 64%, UNDP 2018)	A difference of 7 percent			A difference of 5 percent	Raising awareness of reducing the gap in the use of preventive protection between the Roma and Ashkali of Kosovo and the general population		
III.1.7.	Indicator (secondary): There are and function schemes for monitoring the health of mothers and children (children aged 0 to 3 years) with special reference to the most vulnerable groups;	Such schemes do not exist	Such schemes exist			Such schemes exist and function	Improving the health and development of mothers and children of the Roma and Ashkali communities as a result of health monitoring and awareness raising		
No.	Action	Deadline	Budget			Source of finance	Leading and supporting institution	Product (outcome)	Reference to documents
			2022.	2023.	2024.				
3.1.1.	Survey on health status and satisfaction with receiving health services from Roma and Ashkali communities	2023.			10.000,00	BRK, donors	KAS	Research results	Official data for the Roma and Ashkali communities
3.1.2.	Provision of mobile mammography services (5 municipalities, once a year, 30 days per municipality) (Oil, materials, electricity, food).	From 2022 to 2024	EUR 24.415	EUR 25.940	EUR 26.964	BK HUCSK,	MoH, HUCSK, UCCK	1000 women examined	List of women examined.
3.1.3.	Conducting home visits for mothers and children, as well as for other vulnerable groups. (2000 visits)	From 2022 to 2024	EUR 449.000	EUR 451,620	EUR 454.248	BK HUCSK, donors	MoH UCCK, NGO	2000 visits	Periodic reports on visits made
Total budget for specific objective III.1:									
<i>Of which capital:</i>									
<i>Of which current:</i>									

III.2 Specific objective 3.2: Improving the health of members of the Roma and Ashkali communities by raising awareness and promoting the importance of vaccination and prevention of chronic non-communicable diseases					
No.	Indicator	Basic value	Interim goal of 2024	The last goal of 2024	Result

III.2.1.	Indicator: Reducing the gap in one's own understanding of health between the Roma and Ashkali of Kosovo and the general population (SDG 3)	Difference of 9 percentage points (69% vs. 78%, UNDP 2018)	Difference of 7%	Difference of 4%	Increasing respect among Roma and Ashkali communities for their own understanding of health.				
III.2.2.	Indicator: Reducing the gap in the number of fully vaccinated children aged 24 to 35 months (including revaccination) between Roma and Ashkali in Kosovo and the general population (SDG 3)	Difference of 35 percentage points (37.5% vs. 72.5%, MICS7)	A difference of 26 percentage points	A difference of 17 percentage points	Increasing the number of vaccinated children for the Roma and Ashkali communities. Reducing the gap in the number of fully vaccinated children aged 24 to 35 months (including revaccination) between the Roma and Ashkali of Kosovo and the general population				
III.2.3.	Indicator (secondary): There are functional health awareness programs that are tailored to the specific health challenges facing the Roma and Ashkali communities (including lifestyle and healthy eating)	Such specialized programs do not exist	Such programs are made	Such programs are functional	Long-term improvement in the health and longevity of the Roma and Ashkali communities as a result of raising awareness on chronic disease prevention, vaccination and a healthier diet				
III.2.4.	Indicator: Percentage of women/girls from Roma and Ashkali communities who gave birth to living children before the age of 18 (SDG 3.2)	Difference of 20.8 percentage points (3,3% KS to 24.1% community, MICS7)	A difference of 15 percentage points	A difference of 10 percentage points	Improving the health and development of mothers and children of the Roma and Ashkali communities as a result of reduced early marriages and births				
No.	Action	Deadline	Budget			Source of finance	Leading and supporting institution	Product (outcome)	Reference to documents
			2022.	2023.	2024.				
3.2.1.	Encouraging Roma and Ashkali families to follow regular vaccination schedules	From 2022 to 2024	EUR 10.600	EUR 10.615	EUR 10.620	BRK, NIPHK, donors	MoH, NIPHK, municipalities, MFMC, NGO	Promotional material distributed through immunization visits	Relevant reports, photos, brochure / folding sheet.
3.2.2.	Roma and/or Ashkali communities in the Patients' Council - in the respective municipalities	From 2022 to 2024	0	0	0	NIPHK, municipalities	NIPHK, municipalities	Involvement of members from target communities in patient councils in relevant municipalities	
3.2.3.	Lectures on health promotion and prevention of chronic and infectious diseases, nutrition, (15 municipalities per year)	From 2022 to 2024	EUR 6.700	EUR 6.706	EUR 6.712	MoH UCCK, donors	MoH, NIPHK UCCK, MFMC, NGO	45 lectures were held with 900 participants	Health Sector Strategy from 2017 to 2021. Reports from round tables, list of signatures, photos, posts on social networks.

3.2.4.	Round table to raise awareness of the consequences of early marriages and births, family planning and sexually transmitted infections, menopause, uterus cancer/cervical cancer (10 municipalities per year)	From 2022 to 2024	EUR 10.200	EUR 10.206	EUR 10.212	MoH, NIPHK, donors	MoH, NIPHK, MFMC, NGO, PHC	30 round tables, including 500 participants	Health Sector Strategy 2017-2021 The law...
3.2.5.	Organizing coordination meetings between MoH, donors and NGOs dealing with health activities. (2 times a year)	From 2022 to 2024.	1.000,00	1.000,00	1.000,00	MoH, NIPHK	MoH NGO donors	6 coordination meetings were held	Invitations, notes from meetings, photos, posts on social networks
3.2.6.	Dissemination of information material on family planning and reproductive health (6000 leaflets, 1000 posters + translations and 500 and 100 copies in Romani)	From 2022 to 2024	EUR 7.500,00	EUR 7.500,00	EUR 7.500,00	MoH, NIPHK, donors	MoH, NIPHK, MFMC, NGO, donors	Materials distributed in 15 municipalities	Health Sector Strategy 2017-2021
3.2.7.	Awareness raising campaign on the importance of regular immunization (distribution of leaflets and organization of mobile teams)	From 2022 to 2024	10.000	10.000	10.000	MoH, NIPHK, donors	NIPHK, municipalities, MFMC, donors, NGO	10000 leaflets, 2000 posters	Health Sector Strategy 2017-2021
3.2.8.	Translation of promotional materials for raising awareness into the Romani language	From 2022 to 2024	5000	5000	5000	MoH, NIPHK, donors	NIPHK, municipalities, NGO	Awareness-raising promotional material, about 200 pages	Health Sector Strategy 2017-2021
Total budget for specific objective III.2:									
<i>Of which capital:</i>									
<i>Of which current:</i>									

III.3	Specific objective 3.3: Improving the quality of health services, by raising the awareness of public health staff for equal and quality treatment of Roma and Ashkali communities, to ensure that members of communities have equal access to health care without discrimination								
No.	Indicator		No.	Indicator		No.	Indicator		

III.3.1.	Indicator (secondary): Targeted anti-discrimination training for health staff in relevant municipalities is held regularly	There is no such training for medical staff	Appropriate modules take place and trainings are held for 8 municipalities	Trainings for health staff are held in 15 municipalities	Improving the quality of health services, by reducing cases of discrimination in obtaining health services for the Roma and Ashkali communities				
III.3.2.	Indicator (secondary): There are awareness-raising campaigns and health initiatives targeting the Roma and Ashkali communities	There are no such initiatives	Such initiatives exist in some municipalities	Such initiatives exist in 15 target municipalities	Improving the quality of health services by raising the awareness of health staff, but also the community about the rights of patients and the implementation of these rights.				
No.	Action	Deadline	Budget			Source of finance	Leading and supporting institution	Product (outcome)	Reference to documents
			2022.	2023.	2024.				
3.3.1.	Providing training for professional health staff on non-discrimination in the provision of medical services. (20 municipalities) (Instructor, transport, material, food)	From 2022 to 2024	2,000 €	2,000 €	2,000 €	MoH, donors	MoH, donors. NIPHK, UCCK, MFMC, NGO	It was held in 15 municipalities, with 200 participants	Health Sector Strategy 2017-2021
3.3.2.	Organizing initiatives to raise awareness of patients' rights and mechanisms responsible for complaints from Roma and Ashkali communities to health professionals and community members	From 2022 to 2024	4,000€	4,000 €	4,000 €	MoH, donors	QKMF, donors, NGO	Round tables with satisfactory participation were held	Health Sector Strategy 2017-2021
Total budget for specific objective III.3:									
<i>Of which capital:</i>									
<i>Of which current:</i>									

No.	Strategic and specific goals, indicators and actions	Basic value	Interim goal of 2024	The last goal of 2024	Result
IV.	Strategic Objective 4: Increase equal access to sustainable housing, basic services and public infrastructure for the Roma and Ashkali communities				

IV.1.	Indicator: Reducing the overcrowding gap between the Roma and Ashkali of Kosovo and the general population. (SDG 11)	Difference of 23 percentage points (72% vs. 49%, UNDP 2018)	A difference of 17 percentage points	A difference of 11 percentage points	Raising housing standards among Roma and Ashkali communities by improving the housing situation
IV.2.	Indicator (secondary): Specific measures have been put in place to support areas deprived of society, in order to reduce segregation (SDG 11)	There are no such measures	Such measures have been established	Such measures are applied	Segregation in urban planning in all municipalities is reduced, and thus inequality towards the Roma and Ashkali communities
IV.3.	Indicator (secondary): Specific measures have been set with financial resources provided for the improvement of public infrastructure for endangered settlements in relation to roads, water, sewerage, access to public services and sewerage; (SDG 11)	There are no such measures	Such measures have been established	Such measures are applied	Increasing access to basic services for the Roma and Ashkali communities

IV.1.	Specific objective 4.1: Ensure sustainability and identify concrete steps to systematically improve the housing situation for the Roma and Ashkali communities, through a feasibility study for sustainable housing and social housing for the Roma and Ashkali communities								
No.	Indicator	Basic value	Interim goal of 2024			The last goal of 2024	Result		
IV.1.1.	Indicator: Reducing the housing gap between Roma and Ashkali in Kosovo and the general population - average number of persons per bedroom (SDG 11)	Person per bedroom: 2.1 Kosovo, 3 communities (Difference of 43%, MICS, 2020)	Person per room: 2.1 Kosovo, 2.5 communities (Difference of 20%)			Person per room: 2.1 Kosovo, 2.2 communities (Difference of 5%)	Providing new housing units that improve living conditions as a sustainable housing solution for the Roma and Ashkali communities		
IV.1.2.	Indicator: Number of municipalities with a functionalized platform with data on social housing requirements	38 (installed but not functional)	20 functional			38 functional	Official data on the need to address housing issues and current opportunities for local support are available in 38 municipalities.		
No.	Action	Deadline	Budget			Source of finance	Leading and supporting institution	Product (outcome)	Reference to documents
			2022.	2023.	2024.				
4.1.1.	Organizing information sessions for the Roma and Ashkali communities regarding current social housing programs and how to apply	From 2022 to 2024	EUR 8.300	EUR 8.317	EUR 8.333	Budget of the Republic of Kosovo, donors	MESPI, DPA	Number of sessions held	Law on Financing Special Housing Programs.

4.1.2.	Capacity building of municipalities for the use of electronic platform with data on social housing	From 2022 to 2024	EUR 13.300	EUR 13.317	EUR 13.333	Budget of the Republic of Kosovo, donors	MESPI, donors, municipalities and NGOs	Functional database	Law on Financing Special Housing Programs.
4.1.3.	Development of a list of priority needs for social housing at the municipal and central level	From 2022 to 2024	EUR 1.100	EUR 1.106	EUR 1.111	Budget of the Republic of Kosovo, donors	MESPI, DPA, MCR municipalities and NGOs	A list was made and published	Law on Financing Special Housing Programs.
4.1.4.	Providing free legal aid to Roma and Ashkali communities during the legalization process through the Legal Aid Agency, NGOs, the Protector of Citizens, etc.	From 2022 to 2024	5000	5000	5000	Budget of the Republic of Kosovo, donors	MESPI, donors, municipalities	Free legal aid was provided, reporting on the number of processed cases	Law no. 06 / L-024 on the treatment of buildings without a permit
Total budget for specific objective IV.1:									
<i>Of which capital:</i>									
<i>Of which current:</i>									

IV.2	Specific objective 4.2: Raising awareness of members of the Roma and Ashkali communities in solving housing problems								
No.	Indicator		Basic value		Interim goal of 2024	The last goal of 2024	Result		
IV.2.1.	Indicator: Number of Roma and Ashkali families informed about possible solutions to housing problems, including legalization (SDG 11)		0		600	1200	Implementation of awareness-raising campaigns on social housing policy and legalization of buildings without a permit.		
No.	Action	Deadline	Budget			Source of finance	Leading and supporting institution	Product (outcome)	Reference to documents
			2022.	2023.	2024.				
4.2.1.	Organizing a campaign to promote the housing rights of Kosovo citizens without exception	From 2022 to 2024	5500	5500	5500	Budget of the Republic of Kosovo, donors	MESPI, donors, municipalities	Number of organized campaigns	Law 03 / L-164 on financing special housing programs.

4.2.2.	Establishment of 5 mobile groups to help complete the relevant property documentation in 15 municipalities	From 2022 to 2024	EUR 28.550	EUR 28.674	EUR 0	Budget of the Republic of Kosovo	Municipalities, NGOs	Number of organized and functional mobile groups in 15 municipalities	Law no. 04 / L-013 on Cadaster
4.2.3.	Facilitating property legalization procedures at the local and central levels	From 2022 to 2024	10000	10000	10000	Budget of the Republic of Kosovo, donors	MESPI, donors, municipalities, NGO	Amended property legalization procedures	Law no. 06 / L-024 on the treatment of buildings without a permit
4.2.4.	Involving communities in planning to address housing issues at the local and central levels	From 2022 to 2024	EUR 18.500	EUR 18.583	EUR 18.665	Budget of the Republic of Kosovo	Municipalities, NGOs	Communities are more involved in housing planning	Law on Financing Special Housing Programs.
Total budget for specific objective IV.2:									
<i>Of which capital:</i>									
<i>Of which current:</i>									

IV.3.	Specific objective 4.3: Increase the comfort and quality of life of the Roma and Ashkali communities by improving existing and supporting infrastructure for better access to basic services				
No.	Indicator	Basic value	Interim goal of 2024	The last goal of 2024	Result
IV.3.1.	Indicator: Improving housing conditions through renovation and expansion of housing and toilet construction (SDG6, SDG 11)	Difference of 17 percentage points (79% vs. 96%, UNDP 2018)	13 percentage points	8 percentage points	Raising housing standards in accordance with applicable laws.

IV.3.2.	Indicator: Provision of basic maintenance in residential buildings At least basic hygiene services relate to the use of improved facilities that are not shared with other families. (SDG 1.4.1)	Difference of 12 percentage points (21% vs. 9%, MICS7)	Difference of 9%	Difference of 7%	Increasing the quality of life in communities by providing minimum housing standards				
IV.3.3.	Indicator (secondary): Greater involvement of Roma and Ashkali communities (especially desegregation) in housing development plans and programs since the drafting phase (SDG 10, SDG 11)	The Roma and Ashkali communities are not part of the planning process	The Roma and Ashkali communities are involved in the spatial planning process	The Roma and Ashkali communities are involved in the spatial planning process	Preventing segregation through active participation and decision-making by representatives of the Roma and Ashkali communities				
No.	Action	Deadline	Budget			Source of finance	Leading and supporting institution	Product (outcome)	Reference to documents
			2022.	2023.	2024.				
4.3.1.	Specific involvement of Roma and Ashkali communities in three-year social housing plans	From 2022 to 2024	EUR 87.500	EUR 87.913	EUR 88.327	Budget of the Republic of Kosovo, municipalities	Municipalities, NGOs, donors and MESPI supervisor	Communities involved in planning to address housing issues	Law on Financing Special Housing Programs.
4.3.2.	Support in the renovation, reconstruction and provision of the necessary materials for the construction of houses in need of own plots of Roma and Ashkali communities or parts of houses, such as toilets and bathrooms	From 2022 to 2024	EUR 50.000	EUR 50.000	EUR 50.000	Budget of the Republic of Kosovo, municipalities	Municipalities, NGOs, donors and MCR, supervisor MESPI	11,538 renovated housing units per year	Law on Financing Special Housing Programs.
4.3.3.	Improving the existing infrastructure in the settlements of the Roma and Ashkali communities where such needs have been identified by the feasibility study	From 2022 to 2024	EUR 800.000	EUR 375.000	EUR 390.000	Budget of the Republic of Kosovo, MLGA, municipalities	MLGA and municipalities and NGOs, supervisor: MESPI	Improved existing infrastructure	Law no. 04 / L-174 on Spatial Planning
4.3.4.	Housing condition survey in relation to minimum housing norms	From 2022 to 2024	100.000	0	0	CEB	MESPI, CEB	Research report published	Law on Financing Special Housing Programs.

<i>Total budget for specific objective IV.3:</i>								
<i>Of which capital:</i>								
<i>Of which current:</i>								

IV.4 Specific objective 4.4: Transformation of informal settlements of Roma and Ashkali communities through a quality alternative for reorganization and reconstruction of existing settlements									
No.	Indicator	Basic value		Interim goal of 2024		The last goal of 2024		Result	
IV.4.1.	Number of families included in housing programs (SDG 10, SDG 11)	Data needs to be provided							
No.	Action	Deadline	Budget			Source of finance	Leading and supporting institution	Product (outcome)	Reference to documents
			2022.	2023.	2024.				
4.4.1.	4.4.1. Pilot project for the transformation of the settlement in the first year, 1200m2 with 12 residential units and 300m2 for office space	From 2022 to 2024	150,000 Euros municipality 160,000 Euros donors	150,000 Euros municipality 160,000 Euros donors	150,000 Euros municipality 160,000 Euros donors	BRK, municipality OPM, donors	Supervisor of MESPI, municipalities, donors, NGOs	Settlements transformed within the pilot project	
4.4.2.	4.4.2. Promoting models for the transformation of settlements in institutions and with citizens	From 2022 to 2024	0	1.000	1.000	Municipalities, NGO	Municipalities, NGOs	Settlements transformed within the pilot project	
<i>Total budget for specific objective IV.4:</i>									
<i>Of which capital:</i>									
<i>Of which current:</i>									

No.	Strategic and specific goals, indicators and actions	Basic value	Interim goal of 2024	The last goal of 2024	Result
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V.	Strategic objective 5: Prevention and combating discrimination, racism, hate speech, hate crimes, segregation, prejudice, stereotypes and bullying				
V.1	Indicator: Percentage of persons who felt discriminated against because of their Roma or Ashkali background (in any of the areas covered by the survey) in the last 12 months (SDG 10)	Data needs to be provided	-	-	The perception of discrimination in the last 12 months among the respondents has decreased
V.2	Indicator (secondary): Anti-discrimination reports and surveys are regularly prepared and published	There are no such specific reports	Data collection	Publishing a report	Anti-discrimination reports and surveys are published and available

V.1	Specific objective 5.1: Systematic fight against discrimination and racism through the development and implementation of comprehensive policies at all stages and levels of policies, programs and projects								
No.	Action	Deadline	Budget			Source of finance	Leading and supporting institution	Product (outcome)	Reference to documents
			2022.	2023.	2024.				
5.1.1	Ongoing professional training for judges and state prosecutors, administrative court and prosecutorial staff, for the state attorney, lawyers, notaries public, private executors, intermediaries, bankruptcy trustees, as well as other relevant professions.		12000	6000	6000	BRK	Academy of Justice supports OGG/ OPM and NGOs	Training delivery and number of participants	
5.1.2	Identification and periodic assessment of the need for training of Kosovo civil servants at the central and local levels to build professional capacity in the field of preventing and combating discrimination against members of the Roma and Ashkali communities.		2000	2000	2000	BRK	The Kosovo Institute of Public Administration supports OGG/ OPM and NGOs	Training delivery and number of participants	
5.1.3	Capacity development for providing basic, advanced and specialized training for professional capacity building in the field of preventing and combating discrimination and racism towards members of the Roma and Ashkali communities for: Kosovo Police; Correctional Service; Probation Service; Kosovo Customs; Emergency Management Agency; Kosovo Police Inspectorate, as well as private individuals and legal entities,	2022-2024	4000	2000	2000	BRK	The Kosovo Academy of Public Safety supports OGG/ OPM and NGOs	Training delivery and number of participants	

5.1.4	Organizing awareness-raising campaigns for Roma and Ashkali communities on domestic violence and gender-based violence a. AGE: Rebroadcasting a video to prevent early marriages, as well as the realization of 150 leaflets in the total amount of 300 Euros.	2022-2024		300		BRK	Agency for Gender Equality		
5.1.5	Creating a mechanism for identification, prevention, reduction and protection of persons whose birth is not registered, which requires a systematic institutional solution.	2022-2024	0	0	0	BRK	Civil Registration Agency / MIA		
Total budget for specific objective V.1:									
	<i>Of which capital:</i>								
	<i>Of which current:</i>								

V.2	Specific objective 5.2 Increase accountability and punishment of perpetrators of racism and discrimination by raising awareness of Roma and Ashkali communities about the importance and reporting of discrimination, racism, harassment, hate speech and violence								
No.	Indicator	Basic value	Interim goal of 2024		The last goal of 2024	Result			
V.3.1	Indicator (secondary): Initiatives / trainings are organized for registration and treatment of cases of discrimination, racism and hate speech for media operators. (SDG 10)	Such a platform does not exist	Such a platform exists		Such a platform exists and is being updated	Cases of discrimination are systematically registered and treated			
No.	Action	Deadline	Budget			Source of finance	Leading and supporting institution	Product (outcome)	Reference to documents
			2022.	2023.					

					2024.				
5.2.1	Creating a National Platform for Reporting Cases of Discrimination against the Roma and Ashkali Communities	2022.	2,000	-	-	OGG/OPM and NGO	Office of the Prime Minister, Office of Good Governance	National platform	
5.2.2	Regular meetings of the technical group for protection against discrimination of Roma, Ashkali and Egyptian communities	2022-2024	200	200	200	OGG/OPM	Technical group	Quarterly meeting	
5.2.3	Updating the database with the data of the members of the technical group	2022-2024	-	-	-	OGG/OPM			
5.2.4	Organizing information sessions and campaigns on how to report cases of discrimination, racism, harassment, hate speech and violence for members of the Roma and Ashkali communities and NGOs	2022-2024	3000	3000	3000	OGG/OPM , NGO	OGG/OPM, NGO	3000 citizens	
5.2.5	Organizing training for informing and raising awareness of the technical group for protection against discrimination on the functions and use of the platform for reporting cases of discrimination	2022-2024	600	0	0	Municipalities, Institutions, donors, NGOs	OGG/OPM, TDH, VORAE	Members of the technical group for protection against discrimination of Roma, Ashkali and Egyptian communities, trained	
5.2.6	Support and referral of reported cases on the national platform by the Inter-Ministerial Technical Group against Discrimination against Roma and Ashkali	2022-2024	2700	3000	3000	OGG/OPM	Office of the Prime Minister, Office of Good Governance, NGO and donors	Number of supported and referred cases	Published report
Total budget for specific objective V.3:									
	<i>Of which capital:</i>								
	<i>Of which current:</i>								

V.3	Specific objective 5.3 Increase the involvement of the Roma and Ashkali communities by raising awareness and raising public awareness and public officials of racism against discrimination against the Roma and Ashkali communities, as well as promoting the history and culture of the Roma and Ashkali communities in the public sphere								
No.	Indicator	Basic value	Interim goal of 2024	The last goal of 2024	Result				
V.3.1	Indicator (secondary): History, culture and art of Roma and Ashkali communities are part of formal curricula in schools, universities and academic courses (SDG 10)	Current plans and programs do not have these specifics	Integration modules are being created	Relevant modules are integrated	Increasing the number of Kosovo citizens who have more knowledge of the history and culture of these communities contributes to reducing discrimination				
V.3.2	Indicator (secondary): There is a system for training civil servants on non-discrimination and knowledge of prejudice-motivated crimes with specific modules for discrimination against Roma and Ashkali communities (SDG 10)	There is no specific module	A specific module exists	A specific module is maintained	Security service employees are aware of non-discrimination and knowledge of prejudice-motivated crimes				
V.2.3	Indicator (secondary): Reserved broadcasting time and set aside time on festival stages are reserved for showing the history and culture of the Roma and Ashkali communities with the support of public funds (SDG 10)	Such time does not stand out	Special broadcast time is set aside		Kosovo citizens have greater access to the culture and history of the Roma and Ashkali communities				
No.	Action	Deadline	Budget			Source of finance	Leading and supporting institution	Product (outcome)	Reference to documents
			2022.	2023.	2024.				
5.3.1	Organizing campaigns to raise awareness and raise awareness of the public and public officials about racism and anti-discrimination against the Roma and Ashkali communities (1) AGE (2022): Organizing an awareness-raising campaign against gender-based discrimination (targeting the Roma and Ashkali communities).	2022 - 2024	1000	-	-	Municipalities and NGOs AGE / OPM,	Municipalities, NGOs	500 civil servants; 100,000 citizens	
5.3.2	Promoting and raising awareness of history, culture, knowledge of Roma and Ashkali communities (1) Organizing comprehensive cultural and artistic activities: music, theater, folklore performances, visual activities-exhibitions,	2022-2024	35,000	38,000	42,000	MCYS	MCYS	30.000 citizens	

	<p>ballet, documentaries, handicraft fairs, cooking and presentation of food as a cultural value; organization of debates, round tables, training on various topics to raise awareness, according to interest;</p> <p>(2) Organization of cultural events in honor of the Roma Community Flag Day (International Roma Day, April 8) and the Ashkali Community National Flag Day on February 15; where through these events will contribute to the promotion of the communities concerned, as well as the preservation and cultivation of cultural and national identity in the country;</p> <p>(3) Support for activities in the field of cultural heritage: on culture, language, history, traditions and customs of the Roma and Ashkali community;</p> <p>(4) Support for activities in the field of publications (publishing books, magazines, translations from / into Romani, enriching libraries / literature);</p> <p>(5) Development and capacity building in sports in the Roma and Ashkali communities;</p> <p>(6) Support to youth activities for the Roma and Ashkali communities.</p> <p>(7) Support for cultural activities and celebration of special days of Roma and Ashkali communities</p>									
			20.000	20.000	20.000		OCA/OPM			
5.3.3	<p>Organizing trainings to raise the awareness of civil servants on the importance of tolerance and inclusion of Roma and Ashkali communities in society</p> <p>(1) AGE: Organizing trainings against domestic violence and inheritance rights.</p>	2022-2024	1500	1500	-	AGE/OPM	AGE/OPM			
5.3.4	Promoting the history and culture of the Roma and Ashkali communities through national	2022-2024					OGG/OPM			

	television broadcasts with the participation of municipal civil servants / political representatives								
5.3.5	Capacity building for SOP and GRB through trainings (1) AGE: 1 training: Capacity building on Standard Operating Procedures (2) AGE: 1 training: Gender Responsible Budgeting	2022-2023	-	4.000	-	AGE/OPM	AGE/OPM		
Total budget for specific objective V.4:									
<i>Of which capital:</i>									
<i>Of which current:</i>									

V.4	Specific objective 5.4: Improving the quality of life and reducing discrimination against Roma and Ashkali communities through coordination, monitoring, evaluation and revision of the National Strategy for the inclusion of these communities in Kosovo Society (2022-2026)								
No.	Indicator	Basic value			Interim goal of 2024	The last goal of 2024	Result		
V.4.1	Indicator: Number of submitted monitoring reports (quality and timely)	0			3	5	The achievement of strategic and specific goals is ensured and proven through annual reports		
V.4.2	Indicator: Number of resulting recommendations from the medium-term study	0			Recommendations for achieving the goals of the strategy by the end of the mandate are identified	Recommendations from the medium-term study are applied	Improving the quality of life of the Roma and Ashkali communities is ensured through successful implementation of the strategy and adjustment to real conditions during the term of office.		
No.	Action	Deadline	Budget			Source of finance	Leading and supporting institution	Product (outcome)	Reference to documents
			2022.	2023.	2024.				

5.4.1	Sectoral meetings with contact points and NGOs of Roma and Ashkali communities for the implementation of the Strategy at the central level	2022-2024	200	200	200	Office of Good Governance / Office of the Prime Minister	Office of Good Governance / Office of the Prime Minister	Number of meetings, implementation of activities planned together	Sectoral meetings with contact points and NGOs of Roma and Ashkali communities for the implementation of the Strategy at the central level
5.4.2	Regular meetings with contact points for the implementation of the Strategy at the local level	2022-2024	300	300	300	Office of Good Governance / Office of the Prime Minister	Office of Good Governance / Office of the Prime Minister	Number of meetings, implementation of activities planned together	Regular meetings with contact points for the implementation of the Strategy at the local level
5.4.3	General Mid-Term Review of the Strategy and Action Plan for the Inclusion of Roma and Ashkali Communities in 2024	2024	-	-	6000	OGG and donors	Office of Good Governance / Office of the Prime Minister	Expertise, workshops.	General Mid-Term Review of the Strategy and Action Plan for the Inclusion of Roma and Ashkali Communities in 2024
Total budget for specific objective V.2:									
<i>Of which capital:</i>									
<i>Of which current:</i>									