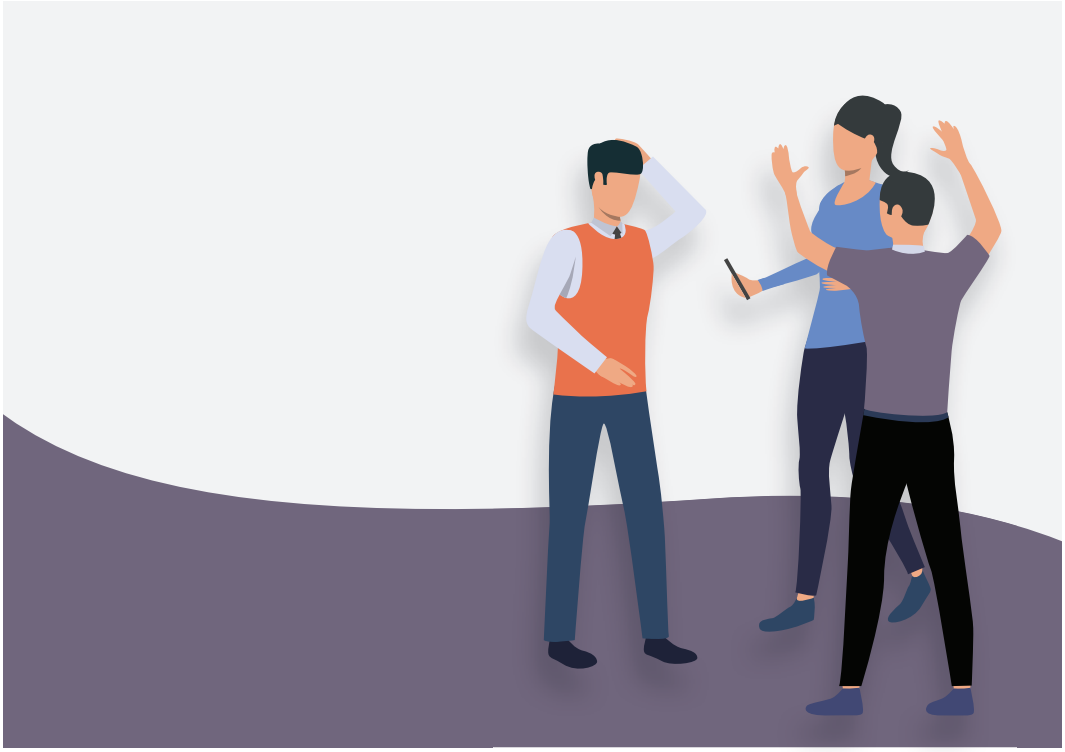
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Qeveria e Kosovës –Vlada Kosova-Government of Kosovo
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Zyra për Qeverisje të Mirë/Kancelarija za Dobro Upravljanje/Office on Good Governance

PERCEPTIONS OF CIVIL SERVANTS ON DISCRIMINATION IN WORKPLACE OR LABOUR MARKET IN KOSOVO

September 2019



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This report was published in cooperation with the Office of Good Governance, human rights, equal opportunities and non-discrimination (OGG), Office of the Prime Minister of Kosovo. OGG is repossnbile to: Provide advice to the Prime Minister and OPM respective units in the areas of good governance, human rights, equal opportunities and anti-discrimination issues;Oversee and provide advice to Ministries in the areas of good governance, human rights, equal opportunities and anti-discrimination issues; Draw up policies in the areas of good governance, human rights, equal opportunities and anti-discrimination issues; Review action policies, draft legislation prepared by Government bodies in compliance with human rights' standards in force and practices of good governance in cooperation with the Legal Office and provide advice and recommendation to the Prime Minister and respective Ministries in compliance with circumstances; Assist in the development and implementation of public communication campaigns and other promotional projects to raise the awareness of the population on international standards on human rights, transparency, ethics and accountability of public administration, good governance, equal opportunities, anti-discrimination and other principles of democratic governance; Consult with representatives of various groups of interest and if needed establish advisory bodies to review issues of good governance, human rights, equal opportunities and anti-discrimination issues; Coordinate the process of policy-making for the involvement of civil society in policy-making and decision-making and support the Government-civil society cooperation; Coordinates the process of establishing of supervision and reporting system for inclusion of civil society; Ensures strengthening of cooperation, partnership, coordination of activities and inclusion through government institutions and civil society with the aim of drafting and implementing public policies for the benefit of citizens; Education and awareness increase for civil workers and public for active citizenship and participating democracy; Monitoring of drafting and implementation of strategic documents against corruption, overseeing anti-fraud activities and corruption in the executive branch and awareness increase of workers on prevention and fighting corruption; Office of Good Governance shall serve as a Secretariat and a Coordination Unit for various Government bodies and mechanisms and shall serve as a Secretariat to few national committees and councils in the area of human rights and good governance. Further OGG has other duties and responsibilities as stated in the legislation and those assigned by the Prime Minister of Kosovo and OPM General Secretary.

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ECMI Kosovo (ecmikosova.org)
ECMI Kosovo is the principal non-governmental organisation engaged with minority issues in Kosovo, with the overarching aim to develop inclusive, representative, community-sensitive institutions that support a stable multi-ethnic Kosovo. ECMI Kosovo contributes to the developing, strengthening and implementation of relevant legislation, supports the institutionalisation of communities-related governmental bodies, and enhances the capacity of civil society actors and the government to engage with one another in a constructive and sustainable way.

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ERAC brings together seven (7) NGOs that work in the domain of rule of law and fundamental rights that will work together with an additional nineteen (19) grass root NGOs, with a particular focus on the establishment of a sustainable network of NGOs that are active in the protection and promotion of the fundamental rights of vulnerable and/or marginalised groups. The project's special focus are the following groups: all minority communities in Kosovo, women, youth and LGBT community. Although working on similar topics and issues, these NGOs are often divided on the basis of the particular target groups they are working with or the region they are active in. By establishing structural cooperation between selected NGOs and providing formal opportunities for continuous learning, the action generates the sharing of knowledge and experience between NGOs, strengthens their capacities for advocacy with relevant central and municipal institutions, and increases their visibility.
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- Centre for Social Group Development – member of the Coalition;
- Centre for Equality and Liberty for the LGBT Community in Kosovo – member of the Coalition;
- Kosovo Center for Gender Studies – member of the Coalition;
- Youth Initiative for Human Rights – member of the Coalition;
- Kosovo Glocal – member of the Coalition;
- Centre for Legal Aid and Regional Development – member of the Coalition.

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PERCEPTIONS OF CIVIL SERVANTS ON DISCRIMINATION IN WORKPLACE OR LABOUR MARKET IN KOSOVO

September 2019

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1. BACKGROUND

Discrimination refers to unequal treatment on the grounds of age, gender, disability, ethnic of racial origin, religion or belief or sexual orientation.[1] Discrimination can occur in most areas of public life, including schools and workplace. According to the International Labor Office, recent statistics reveal that labor market entails discriminatory employment and recruitment practices; whereby, young people of ages 15-24, women in particular, and women and men with disabilities have higher unemployment rates across all country income groups. Gender disparities in recruitment and wages persist and are widest in lower-middle-income countries.[2] Discrimination in the workplace can be measured in different ways, and one commonly used method is self-reports. The latter are implemented through surveys or interviews addressing issues like perceptions regarding discrimination.[3]

In the case of Kosovo, as a lower-middle-income country, there is a comprehensive legal and institutional framework on combating discrimination of any kind. The Constitution of Kosovo, Article 3, recognizes the multi-ethnic composition of the society and provides for equality of all citizens.[4] Further, in Article 58 of the Constitution, it is stated: "Kosovo shall take all necessary measures to protect persons who may be subject to threats or acts of discrimination, hostility, or violence as a result of their national, ethnic, cultural, linguistic or religious identity."[5] Upholding the principles of equality and non-discrimination in any grounds, the legal framework in Kosovo is comprehensive with the purpose of preventing and combatting discrimination. Aligned with the European Union human rights law on establishing the general framework and implementing the principle of equal treatment between persons regardless of racial or ethnic origin, equal treatment in employment and occupation, between men and women in the access to and supply of goods and services, and equal opportunities and treatment related to employment and occupation, the Assembly of Kosovo has adopted the Law on the Protection From Discrimination (2015).[6] The applicability of this law encompasses all areas of life, especially related to "conditions for access to employment, self-employment and occupation, including employment conditions and selection criteria, regardless of activity and at all levels of the professional hierarchy, including promotions."

---

1 European employment strategy: Combatting discrimination in the workplace. European Commission. Accessed: https://ec.europa.eu/social/main.jsp?catId=1437&langId=en

2 World Employment and Social Outlook: Trends 2019. International Labour Organization – Geneva:ILO, 2019. Accessed: https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_670542.pdf

3 Measuring Discrimination in the Workplace: Strategies for lawyers and Policymakers, 1999. The University of Chicacgo Law School Roundtable, p.3. Accessed: https://chicagounbound.uchicago.edu/cgi/viewcontent.cgi?article=1420&context=roundtable

4 Constitution of Kosovo, Article 3 'Equality Before the Law', p.1.

5 Constitution of Kosovo, Article 58 'Rights of Communities and their Members', p.17.

6 Law No.05/L-021 On the Protection From Discrimination, 2015.

Based on Constitutional provisions, non-discrimination and equal opportunity principles are treated separately in designated laws for the most marginalized and vulnerable groups in Kosovo. The Law on the Protection and Promotion of the Rights of Communities and Their Members in Kosovo (2011)[7] aims to promote the rights of minorities and their members in Kosovo. Pertaining to economic and social opportunities, Article 9 of this law specifies that "Communities and their members shall have… the opportunity to work for just and equitable compensation without discrimination…. Kosovo shall ensure the equality of men and women in employment, economic and social opportunities, and shall regularly monitor whether women are at risk from double discrimination due to gender and their belonging to a particular community."[8] Further, Law on Gender Equality (2015)[9] determines the general and specific measures to ensure and protect the equal rights of men and women, and defines institutions responsible and their competencies. This law strives to guarantee equal opportunity and treatment in public and social areas of life, including employment, education, and economy, among others.

Law on Labor (2010), Article 5, recognizes the direct applicability of the Law on the Protection from Discrimination and explicitly prohibits discrimination in employment and occupation in respect to recruitment, training, promotion, and other matters arising out of the employment relationship.[10]

Employment in civil service, for public service employees, administrative-technical, and support staff should be governed by the principles of non-discrimination, ensuring fair and proportional representation of genders and communities.[11] The Law on Public Officials (2019), Article 7, also specifies that the legal relationship with civil servants and above mentioned staff should be based "on the principle of equal opportunities, merit, transparency, professionalism and political impartiality, non-discrimination, fair gender and communities representation… ."[12]

Compliance with the rules and principles governing the civil service is ensured by the Independent Oversight Board of Civil Service of Kosovo, in line with the designated Law for this Board.[13] This Board is an independent body, reporting directly to the Assembly of Kosovo and is manadated to review the appeals of civil servants and/or potential applicants in civil service. Specifically, the Board "reviews and determines appeals filed by civil servants and candidates for admission to the civil service". Appellants to the Board must exhaust all internal procedures and reporting mechanisms available at employing authorities, except in cases when the law foresees direct application to the Board. Additionally, the Board conducts

[7] Law No.03/L-047a On the Protection and Promotion of the Rights of Communities and their Members in Kosovo, 2008.
[8] Ibid. Article 9.
[9] Law No.05/L-020 On Gender Equality, 2015.
[10] Law No.03/L-212 On Labour, Article 5 'Prohibition of all Forms of Discrimination', p.3.
[11] Law No.06/L-114 On Public Officials, 2019.
[12] Ibid. Article 7 'General Principles for Management of Public Officials', p.4.
[13] Law No.06/L-048 On Independent Oversight Board for Civil Service of Kosovo, 2018.

annual monitoring activities to public administration institutions employing civil servants with the aim of assessing compliance with the rules and principles of civil service legislation during the appointment of managerial level civil servants.[14] The Annual Work Report of the Board for year 2017 reveals that the Board reviewed and rendered merit-based decisions for 817 complaints of civil servants and of incumbents for vanacies in the civil service. 312 recruitment procedures for managerial level civil servants were observed, out of which, the Board approved 164 recruitment procedures and anulled another 148 due to legal and procedural violations.[15]

Two other mechanisms responsible for the promotion of equal treatment are the Office for Good Governance (OGG) and Human Rights Units within Ministries. The OGG provides advisory services to the Prime Minister, OPM, and Ministries in the areas of good governance, human rights, equal opportunities and anti-discrimination issues.[16] It is also engaged in reviewing action policies and draft legislation provided by Government bodies, and in conducting capacity building and educational activities to support the implementation of public policies, including policies against workplace discrimination.[17] The handling of cases related to discrimination is delegated to the Ombudsperson institution in Kosovo, as defined in the Law on the Protection from Discrimination. The former has the competency to "receive and investigate submissions of persons, give opinions and recommendations on concrete cases of discrimination."[18]

With the purpose of documenting the prevalent inequalities in access to employment opportunities and related employment matters, but also with the aim of providing policy alternatives and recommendations to address the inequalities in Kosovo, local and international agencies have conducted studies and derived documents with findings and respective recommendations. One such document is the Kosovo Program for Gender Equality, prepared by the Agency for Gender Equality. This program focuses on 6 specific fields, including the integration of women in the economy and labor market based on available statistics on women's unemployment.[19] The Kosovo Poverty Assessment report of the World Bank (2005) shows that the employment probability for women and men stands at 8.4% and

[14] Independent Oversight Board for the Civil Service of Kosovo: About Board. Accessed: https://kpmshc.rks-gov.net/?cid=2,2

[15] Annual Work Report of the Independent Oversight Board for the Civil Service of Kosovo 2017, p.5. Issued on March 2018. Accessed: https://kpmshc.rks-gov.net/?cid=2,2

[16] Office of the Prime Minister, 2019. Accessed: http://kryeministri-ks.net/en/the-prime-minister-office/offices/office-of-good-governance-ogg-2/ http://kryeministri-ks.net/en/the-prime-minister-office/offices/office-of-good-governance-ogg-2/

[17] Ibid.

[18] Law No. 05/L-021 On the Protection From Discrimination, Article 9 'Ombudsperon', p.5.

[19] Kosovo Program for Gender Equality 2008-2013. (2019). Retrieved 25 November 2019, from https://abgj.rksgov.net/assets/cms/uploads/files/Publikimet%20ABGJ/ABGJ%20Programi%20i%20Kosoves%20per%20Barazi%20Gjinore%20(2)(1).pdf

35.1% respectively. On the other side, general unemployment for women and men stands at 33.4% and 28.5% respectively.[20] There is also a wage gap of 11% between men and women, very little of which is explained by occupational or sectorial differences.[21] Statistics of 2014 show that unemployment is particularly prevalent among youth; 56% of active men and 72% of active women of ages 15-24 are unemployed, while chances of transitioning from unemployment into employment decline as they get older.[22] Unemployment among minority communities in Kosovo also remains high. As of 2012, unemployment rates stand highest for Roma, Ashkali, and Egyptian communities, with 60.22%, 60.46%, and 80% respectively.[23] Unemployment rate for Goran minority is reported to be 50%, while Serbs, Turks, and Bosnians have employment rates lower than Albanian, but still standing high at 38.35%, 37.98%, and 37.68% respectively.[24] Two of the causes leading to high unemployment rates of minority communities include exclusion from the labor force and the choice not to participate, where the latter stems from cultural preferences or perceived discrimination by other dominant powers.

Employment represents the area that LGBTI people in Kosovo feel the most discrimination, followed by education and professional development.[25] Sexual orientation and corresponding choices gain little public acceptance in Kosovo, and LGBTI people surveyed in Kosovo report several instances of verbal harassment or abuse because of their gender identity.

In 2008, the Office of Good Governance issued the report on the Perception of Civil Servants regarding Discrimination in Public Administration in Kosovo.[26] The report focused on civil servants employed in Ministries and found that the civil servants need training regarding the meaning of discrimination. They identified gender, disabilities and political prferences to be the main grounds of discrimination int eh workplace. Further, they reported that they did not file complaints regarding discrimination even if they expeirenced it; while, submitted complaints were not treated in the correct way as foreseen with aplicable legislation.[27]

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[20] Number of unemployed and unemployment rate by sex, 2016- 2019-PX-Web. (2019). Retrieved 25 November 2019, from http://askdata.rks-gov.net/PXWeb/pxweb/en/askdata/askdata__Labour%20market__01%20Quarterly%20labour%20market__Papun%C3%ABsia/tab2.1.px/?rxid=f3d73a7a-00a9-4990-b0ce-74746cd97934

[21] Jobs Diagnostic Kosovo. (2017). Retrieved 25 November 2019, from http://documents.worldbank.org/curated/en/814361497466817941/pdf/ACS21442-WP-PUBLIC-ADD-SERIES-KosovoJDWEB.pdf

[22] Ibid.

[23] Kosovo Human Development Report 2012: Private sector and employment. UNDP. Accessed: https://www.ks.undp.org/content/kosovo/en/home/library/human_development/kosovo-human-development-report-2012.html

[24] Ibid.

[25] LGBTI Public Opinion Poll: Western Balkans, 2015. Accessed: https://www.lgbti-era.org/sites/default/files/pdfdocs/LGBT%20Poll%202015%20Western%20Balkans%20NDI%20.pdf

[26] Perceptimi Nëpunësve Civil mbi Diskriminimin në Administratën Publike të Republikës së Kosovës, Vëllimi II. 2007-2008. Office of Good Governance.

[27] Ibid.

Assessing perceptions on discrimination in the workplace is current in all countries, including developed countries with comprehensive legal frameworks, and enforcement, monitoring, and reporting mechanisms. It allows undertaking adequate preventive measures that in turn increase quality and productivity at work; thus, positively affecting the capacities of an economy to deliver inclusive and sustainable economic growth.

This report presents the results of the study conducted to assess the perceptions of civil servants on discrimination in workplace in Kosovo. It aims to present a measure of the current levels of discrimination in Kosovo, focusing on workplace discrimination towards the most marginalized and vulnerable groups, including but not limited to women, minorities, youth, and LGBTI.

2. AIMS AND METHODOLOGY

In a cross-sectional quantitative survey, civil servants of the public administration in Kosovo, employed in both the local and central government levels, were surveyed using the Computer Aided Web Interview (CAWI) method for civil servants' perceptions. The total sample size was 272 effective interviews.

2.1. Survey Method

The survey was implemented through the online 'iziSurvey' survey program. The link for the online survey was provided to ERAC by the contracted company. Next, ERAC, in cooperation with the Office of Good Governance within the Prime Minister's Office, distributed the survey among civil servants in local and central level government institutions.

2.2. Questionnaire Development

The questionnaire consisted of questions in the main body of the questionnaire, as well as questions on fieldwork management and respondent demographics.

The initial draft of the questionnaire was developed by the contracted company, and it was finalized with inputs from ECMI Kosovo regarding the appropriate language to be used for the specific survey topic. As the initial draft of the survey was developed in English, the translated versions in Albanian and Serbian were also subject to approval by ECMI Kosovo.

2.3. Data Processing and Analysis

The research was conducted in line with the ESOMAR International Code of Marketing and Social Research Conduct and corresponding guidelines, as well as the Quality Standard of the Gallup International Association.

Each completed survey was subject to quality control for proper administration. As the surveys were completed using the online survey program, data was processed during survey completion and was uploaded in the company server. Uploaded data were checked daily by the Data Processing Manager, the Field Manager and the Project Manager. The final data set was validated by the Data Processing Manager and the Project Manager assigned for this project.

2.4. Ethical Considerations

Participation in the study was voluntary. All data were treated with confidentiality and all participants were informed about how the data will be used, obtaining their consent to proceed with the survey.

Considering the nature of the survey, conducted via the online program, there was no ethical clearance needed from the relevant national bodies.

3. RESULTS

The Bogardus social distance scale was used to measure and understand the engagement of study participants with diverse social groups.[28] The scale was used to empirically measure people's willingness to participate in social contacts of varying degrees of closeness, such as having social relations, living in the same town/village or street, working in the sample place, or having a close relative married to members of diverse social groups, including racial or ethnic origin. Additionally, a specific set of statements was designed to determine civil servants' perceived level of discrimination toward specific marginalized and vulnerable groups in public administration in terms of job hiring, employment, and promotion of employees.

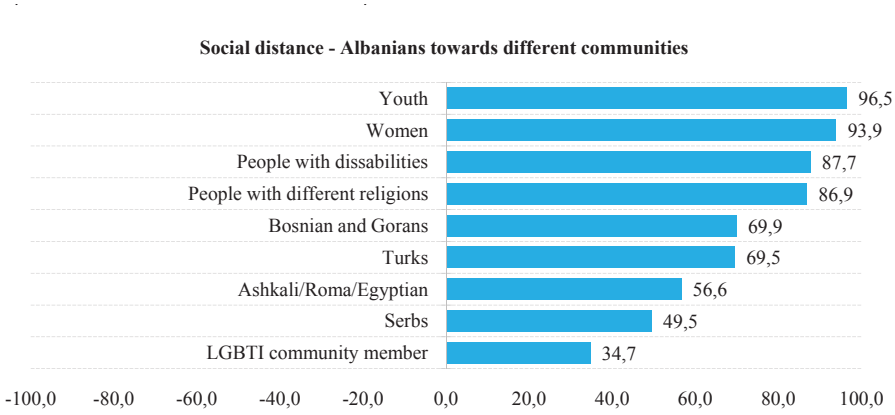
3.1 Willingness to engage with diverse social groups – social distance

In this study, the Bogardus social distance scale was used to measure the level of sympathy that civil servants with Albanian nationality have towards each ethnic minority and religious group living in Kosovo, as well as towards LGBTI community and people with disabilities.

The results show that (i) the respondents mention varying degrees of social distance, (ii) there was no negative result, indicating that none of the diverse social groups is disregarded in terms of social contact. The lowest social distance of Albanian civil servants was with youth and women, whereas the least sympathy was shown by Albanian civil servants towards LGBTI members, followed by Serbs and Roma, Ashkali, and Egyptian communities.

The answers and corresponding percentages regarding social distance, between Albanian civil servants and various communities, are presented in Graph 1 below, in response to the question: "Q2. Please, tell me if you would agree or disagree to engage with other people in the following circumstances: 1. To have social relations with ... 2. To live in the same town/ village with... 3. To live on the same street with... 4. To work in the same work place with... 5. To have a close relative married to..."

[28] Improving upon Bogardus: creating a More Sensitive and Dynamic Social Distance Scale. Vol.10, Issue 4, 2017. Accessed: https://www.surveypractice.org/article/2770-improving-upon-bogardus-creating-a-more-sensitive-and-dynamic-social-distance-scale

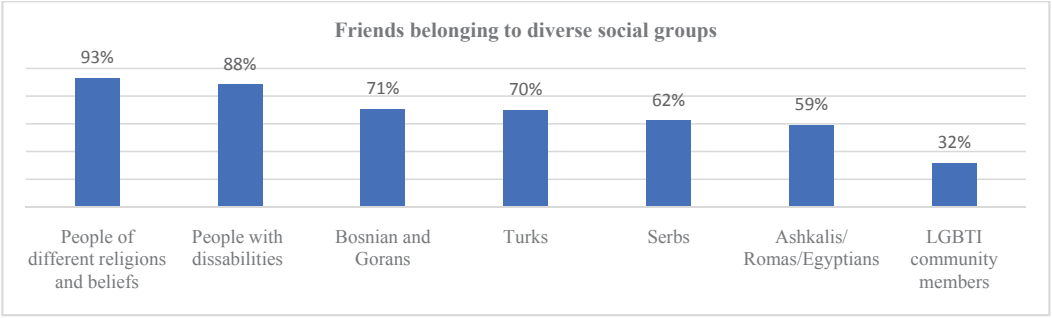


Graph 1. Social distance – Albanian subsample

In order to understand the current situation regarding the degree of social relations with diverse social groups in Kosovo, civil servants were asked to declare whether they have friends from specific groups.

Only 32% declared they have friends from the LGBTI community, whereas 93% declare to have friends of different religions and beliefs. Among diverse ethnic minorities, the lowest percentage of friendships was declared with the members of the Roma, Ashkali, and Egyptian communities.

Detailed information on the answers provided in the survey are presented in Graph 2 below, in response to the question: "Q3. Do you personally have friends who are...?"



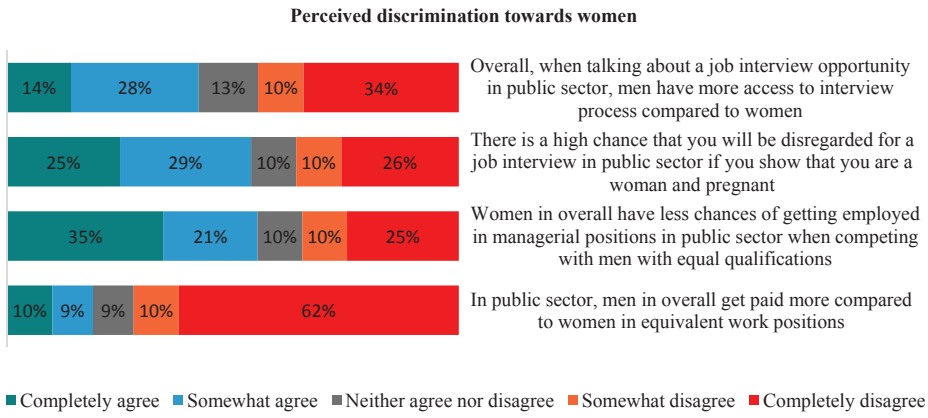
Graph 2. Friends belonging to diverse social groups

3.2 Perceived discrimination in the Workplace – Public Sector

There is a common agreement among civil servants on the existence of discrimination towards women, LGBTI members, minority ethnicities, and youth, in the workplace in the public administration. They believe discrimination is more present in some phases of the employment process compared to others, while the attitude towards different vulnerable groups varies in the public sector.

In the quest of assessing the perception of civil servants regarding the discrimination of women in the workplace in the public sector, four statements have been designed to capture the level of discrimination in this regard. Results show that more than half of the sample (56%[29]) believe that women overall have less chances of getting employed in managerial positions in the public sector when competing against men with equal qualifications. Similar percentage of civil servants (54%) have agreed to the statement that pregnant women face a high probability of being disregarded for a job interview due to their pregnancy. Less than half of the respondents (42%) also think that overall, when considering a job interview opportunity in the public sector, men have more access to interview opportunities than do women. Only 19% of the respondents agree that, in the public sector, men in overall get paid more than women in equivalent work positions.

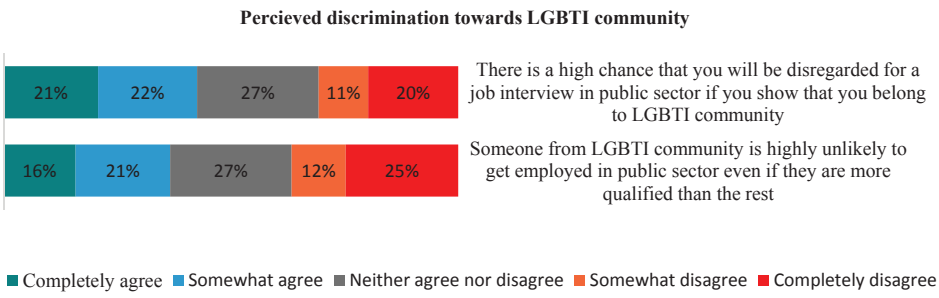
Graph 3 below presents the corresponding percentages to answers provided to the question: "Q1. Please tell me to what extent do you agree or disagree with each of the following statements when thinking of employment in the public sector?"



Graph 3. Perceived discrimination towards women

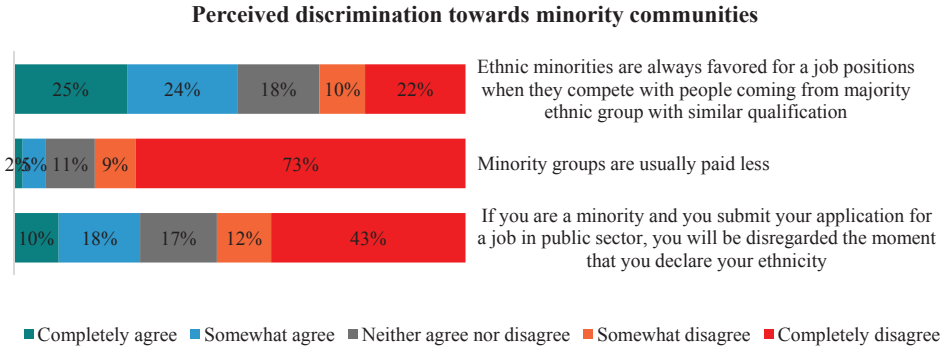
Slightly less than half of the civil servants that participated in the study (43%) believe that there is a high chance that you will be disregarded for a job interview in the public sector if you show that you belong to the LGBTI community, whereas more than a quarter of the sample (27%) believes that someone from LGBTI community is highly unlikely to get employed in public sector, even in the event of higher qualifications than competing candidates.

[29] For future references, the presented percentages of 'Agree' answers are cumulative % of 'Completely agree' and 'Somewhat agree'.



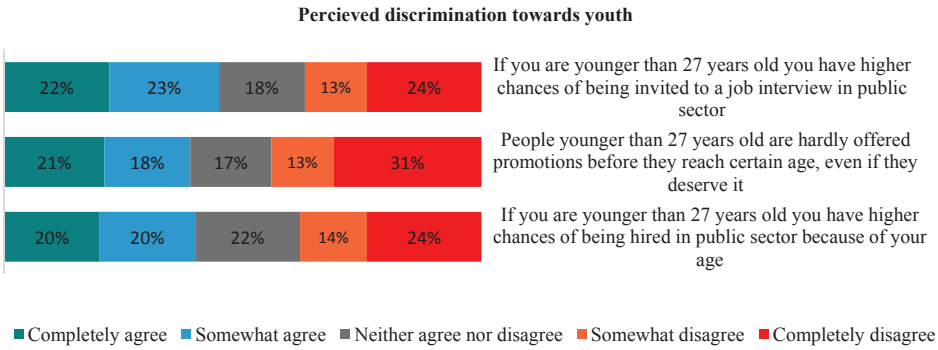
Graph 4. Perceived discrimination towards LGBTI community

Regarding the perceived discrimination towards the minority communities, around half of respondents (49%) believe that minority communities are always favored for a job position when they compete against people of similar qualifications and belonging to the majority ethnic group. Slightly more than a quarter of civil servants (28%) agree that being a member of minority communities and declaring the ethnicity while submitting a job application leads to them being disregarded for a job interview in the public sector. Only 7% of respondents agree that minority communities are usually paid less.



Graph 5. Perceived Discrimination towards Minority Communities

Almost half of respondents think that youth under the age of 27 are favored when being invited for a job interview (45%), and when getting employed in the public sector (40%). On the contrary, youth are not favored when it comes to being promoted as they are hardly offered promotions before they reach a certain age, regardless of their merits.



Graph 6. Perceived discrimination towards youth

3.3 Diverse social groups in public sector and their treatment in the workplace

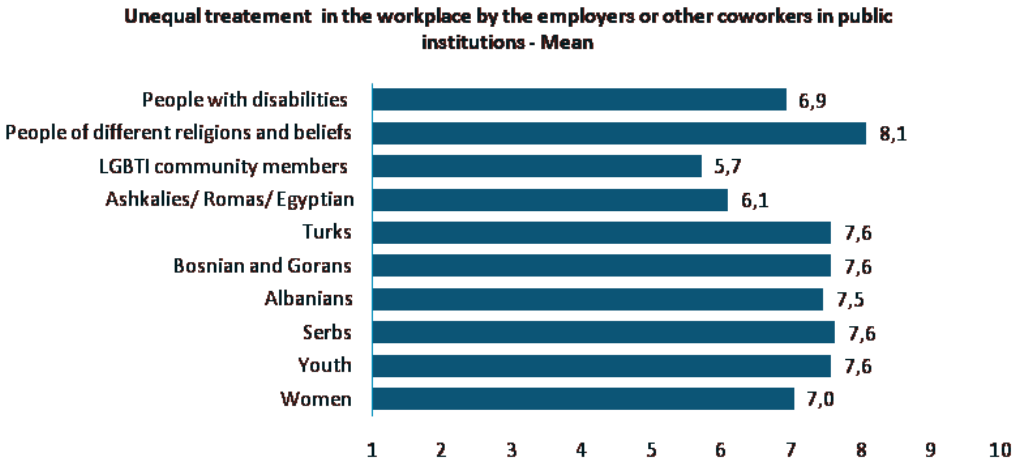
The following section of the report aims to disclose the perceived level of unfair treatment and possible existing discrimination toward specific social groups in the workplace, respectively in the public sector.

Using a 10 point scale[30], civil servants were asked to share their opinion and evaluate the equality of treatment in the workplace towards specific marginalized and vulnerable groups (MVG) by other employers or colleagues working in the public sector. Targeted MVGs included people with disabilities, people from different religious and ethnic belonging, LGBTI members, women, and youth.

Results show that civil servants consider that LGBTI community is considered to be the most unequally treated group with a mean score of 5.7 on the overall scale, followed by Roma, Ashkali, and Egyptian communities (6.1) and people with disabilities (6.9). The least unequal treatment was shown towards groups with different religion and beliefs.

Graph 7 below presents the respective scores for each MVG targeted in the study, in response to the question: "Q5: Do you consider that there is unequal treatment on behalf of these specific groups in their workplace by the employers or other coworkers in public institutions?"

[30] Starting from 1 to 10, '1' stands for 'A lot of unequal treatment' and '10' stands for 'No unequal treatment at all'.

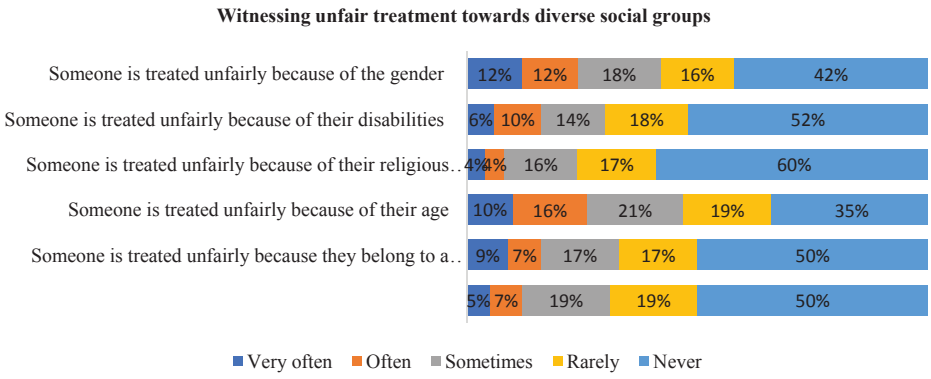


Graph 7. Unequal treatement in the workplace by the employers or other coworkers in public institutions - Mean

3.4 Witnessing of unfair treatment towards diverse social groups

According to the civil servants, the main reasons why people might be treated unfairly, although at a low percentage, are gender, age, sexual preferences, and disabilities. In general, almost half of civil servants declare they witnessed someone being treated unfairly for different reasons. Looking at the reasons, the most often[31] witnessed reason for the unfair treatment of someone is age (26%), followed by reasons such as gender (24%), belonging to LGBTI community (16%), and disabilities (16%).

Graph 8 below presents the respective percentages for answer choices in response to the question: "Q5a. How often do you encounter each of the following situations, if any, in your workplace?"



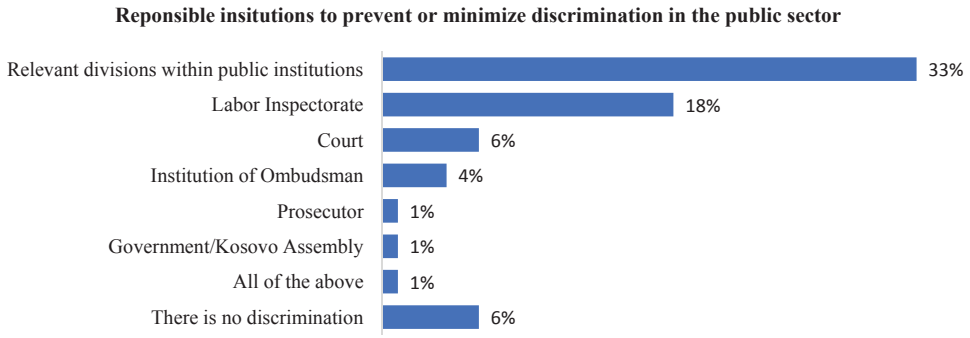
Graph 8. Witnessing unfair treatment towards diverse social groups

[31] The presented percentages on the frequency of witnessed reasons are the cumulative percentage of 'Very often' and 'Often'

3.5 Responsibility to prevent or minimize unequal treatment

As a part of the survey, civil servants have identified the institutions which they believe to be the most responsible in preventing or minimizing unequal treatment towards specific groups in the public sector. One third of the respondents believe that relevant divisions within public institutions are responsible for ensuring equal treatment of diverse groups in the workplace. 18% of the respondents believe that the labor inspectorate has an important role in this aspect, whereas the court and Ombudsman were mentioned by a small number of the respondents (6% and 4%, respectively).

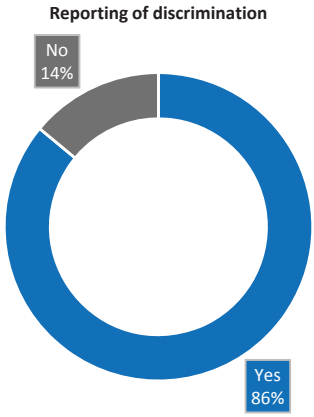
Graph 9 below presents detailed percentages in response to the question: "Q6. In your opinion, which of the following institutions is the most responsible to prevent or minimize unequal treatment towards specific groups in the public sector?" (Multiple choice question)



Graph 9. Reponsible insitutions to prevent or minimize discrimination in the public sector

3.6 Willingness to declare Unequal Treatment and Personal experience

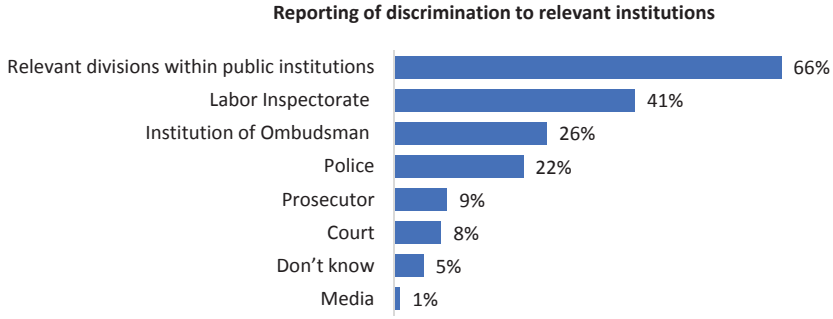
The vast majority (86%) of civil servants declare they would report a case of unequal treatment to the relevant institution if they would ever happen to encounter one. Graph 10 below presents the corresponding percentages of the answers to the question: "Q7. If you encounter a case of unequal treatment because of age, disability, ethnic or sexual belonging, would you report it?"



Graph 10. Reponsible insitutions to prevent or minimize discrimination in the public sector

As per the institution where civil servants would report cases of unequal treatment, 66% of the respondents mentioned the responsible division within the public institutions. The next most mentioned authority was the Labour Inspectorate (41%), followed by the Ombudsperson (26%), and the Police (22%). A small percentage of civil servants (5%) declared that they don't know where they would report cases of unequal treatment in the workplace in a public institution.

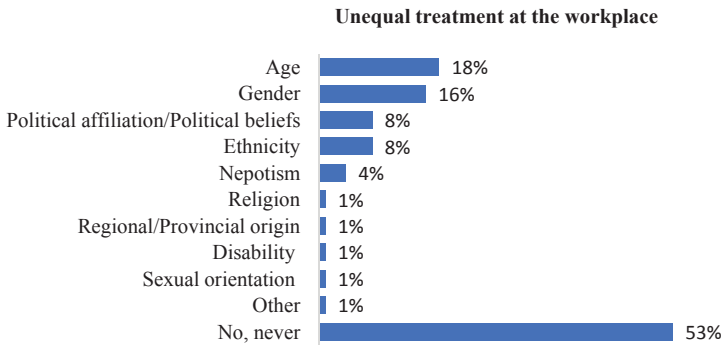
Graph 11 below presents the corresponding percentages of the answers to the question: "Q8. If yes, whom would you report it to?" (Multiple choice question)



Graph 11. Reporting of discrimination to relevant institutions

When asked whether they personally have felt unequally treated during the job application process, 53% of civil servants declared they never felt unequally treated during this process. Amongst the respondents who did feel unequally treated during the job application process, the most common grounds for discrimination was age (18%), followed by gender (16%), political affiliation/political belief (8%), and ethnicity (8%).

Graph 12 below presents the corresponding percentages of the answers to the question:"Q9. In the process of job application/work, have you ever felt unequally treated because of your…?"

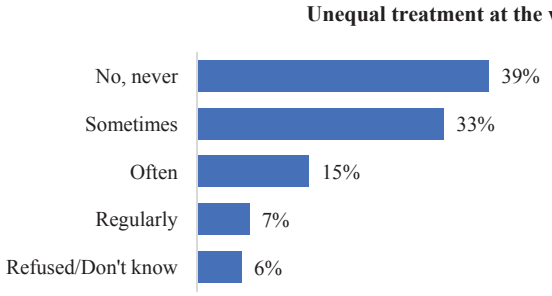


Graph 12. Unequal treatment at the workplace – personal experience (multiple choice answer)

Furthermore, when asked whether they have felt unequally treated during their time working in the public sector, 39% of civil servants declared they never did feel unequally treated at the workplace.

More than half of the civil servants (55%) declared to have felt unequally treated at their workplace. One third of the sample feel unequal treatment sometimes, while less than one third of the respondents (22%) feel unequally treated more often (often: 15%, regularly: 7%) .

Graph 13 below presents the corresponding percentages of the answers to the question:" Q10. Ever since you've been working in public sector, did you ever have a feeling that you've been treated unequally in the workplace because of your age, ethnicity, gender, or other reasons?"



Graph 13. Unequal treatment at the workplace – personal experience (multiple choice answer)

8. RECOMMENDATIONS

1. It is important for institutional regulations and trainings on Human Rights to include specific reference to discrimination and principles deriving from the Law on the Protection from Discrimination, Law on Public Officials and relevant sections in the Law on Gender Equality and Law on Labour. Such trainings should draw on the results of this study and similar studies depicting the level of discrimination present in the public sector and against diverse groups, including but not limited to women, LGBTI community, youth, Roma, Ashkali, and Egyptian communities, and people with disabilities.

2. Additional activities and internal campaigns encouraging inclusion and interaction among diverse groups sharing a working environment in the public sector should be planned and implemented in regular basis. Such activities shall gradually be intertwined in the work culture and ethics of civil servants. It is important that such inclusion aimed activities address aspects of discrimination showed in this report, such as unequal employment opportunities for women, especially pregnant women, LGBTI, and Roma, Ashkali, and Egyptian communities in Kosovo.

3. Undertake periodic reviews of the administration and human resources activities in the civil service, including recruitment processes, promotion, job descriptions, allocation of benefits, and similar processes, with the aim of identifying unreported discrimination practices. Considering the mixed results on the awareness of civil servants in reporting discriminatory practices, both in terms of classifying discrimination and addressing the complaints through adequate mechanisms, such reviews should uncover silent discrimination and procedural irregularities during the recruitment, employment, promotion and allocation of benefits processes.

4. Continue to provide comprehensive and obligatory trainings to civil servants focusing on practical examples of discrimination, the rights and duties of employees in reporting discrimination, both experienced and witnessed, and the adequate reporting mechanisms for complaints. It is important that trainings draw on real examples, the legal framework applicable in Kosovo, and best practices in similar settings in developing countries.

5. Develop an effective and incentivizing system for civil servants to engage in activities combatting discrimination. Such systems should be defined at the discretion of each institution, while examples include the development of staff networks addressing issues of concern against specific groups. Such network shall intermediate between affected civil servants and supervisors, thus creating an open communication channel and building a more inclusive work environment.

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ANNEX 1. Demographic profile of the respondents

Age	%
26-35 years old	33%
36-45 years old	25%
46-55 years old	26%
56-65 years old	11%
26-35 years old	33%
Education	**%**
Below primary	0%
Primary school	1%
Secondary school	9%
Univeristy/Higher education	78%
Ref./DK	12%
Marital status	**%**
Married	72%
Divorced	2%
Co-habitation	3%
Widowed	2%
Single	21%
Ethnicity background/nationality	**%**
Albanian	85%
Serb	8%
Other	7%
Personal incomes	**%**
201-400 euro	26%
401-600 euro	54%
601+ euro	17%
Ref./DK	3%
Household incomes	**%**
201-400 euro	5%
401-600 euro	22%
601+ euro	62%
Ref./DK	11%



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