IPA 2011 Annual Programme Social welfare and community stabilisation : 11-2011/2

1. Basic information

1.1 CRIS Number:	2011/022-939
1.2 Title :	Provision of social services to vulnerable groups and Support to Minority Communities in Kosovo
1.3 ELARG Statistical code:	01.19
1.4 Location:	Kosovo*
Implementing arrangements:	
1.5 Contracting Authority:	European Commission Liaison Office in Kosovo
1.6 Implementing Agency:	European Commission Liaison Office in Kosovo

1.7 Beneficiary:

Project activity	Beneficiary	Contact point responsible for project/coordination activity
EU-Community Stabilisation Programme (EU-CSP phase II)	Ministry for Communities and Returns (MCR) and residing and returning members of ethnic minority communities in Kosovo	Mr. Vedat Maxhuni, Senior Programming Officer- MCR, 038 212 803, <u>vedat.maxhuni@ks-gov.net</u>
EU Support to provision of social services in Kosovo	Ministry of Labour and Social Welfare, 5 municipalities and centres for social work	Mr. Mentor Morina & Mr. Lulzim Karaxha <u>Mentor.morina@ks-gov.net</u> & <u>Lulzim.karaxh@ks-gov.net</u> , 038 211 937

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1.8 Overall cost:	EUR 5.35 million
1.9 EU contribution:	EUR 4.0 million
1.10 Final date for contracting:	3 years after signing the financing agreement
1.11 Final date for execution of contracts:	2 years following the final date for contracting
1.12 Final date for disbursements:	1 year after the final date for execution of contracts

2. Overall Objective and Project Purpose

2.1 Overall Objective:

Component 1: EU Community Stabilisation Programme To contribute to the stabilisation of the socio-economic situation of ethnic minority communities in Kosovo

Component 2: EU support to provision of social services in Kosovo

To contribute to the strengthening of the capacities of the CSO s to successfully complement government efforts in reforming the social sector, including the decentralisation of social services.

^{*} Under UNSCR 1244/1999.

2.2 Project purpose:

Component 1: EU Community Stabilisation Programme

To create income generating and employment opportunities among ethnic minority communities throughout Kosovo, thereby creating sustainable livelihoods and improved socio-economic conditions.

Component 2: EU support to provision of social services in Kosovo

- To provide community based social services for the most vulnerable groups of children
- To provide social and care services for elderly and disabled in Kosovo

2.3 Link with AP/NPAA / EP/ SAA:

Component 1: EU Community Stabilisation Programme

EP/STM

The project is directly linked with political requirements of the *European Partnership* under the chapter - "Key priorities" titled "Human rights and the protection of minorities" and under the chapter - "Democracy and the rule of law"

The proposal is in line with *Progress Report 2010*. In its section "*Respect for and protection of minorities, cultural rights*" the report notes for the need to be focused on efforts to integrate communities as follows: "Employment opportunities for minority communities are particularly scarce. Integrating communities requires more focus and more political commitment". Furthermore in relation to reintegration of returning minority communities the report notes: "*Overall,* the returns process remains a challenge for Kosovo's institutions. Many displaced persons are still living in difficult conditions".

European Partnership Action Plan 2011

The Kosovo government's *European Partnership Action Plan* in its political criteria provides for recognition of *human rights and protection of minorities*. In relation to EPP 7 the EPAP under its key priorities calls for "creation of a convenient climate for conciliation, inter-ethnic tolerance and sustainable multi-ethnicity leading to the return of displaced persons. Ensure respect, safety, freedom of movement and participation of all communities". Furthermore, its Action (7.3) calls for: "Number of projects to support the development and re-integration of minority communities, their sustainability and economic development".

Component 2: EU support to provision of social services in Kosovo

The project is directly linked with political requirements of the *European Partnership* under the chapter - "Key priorities" titled "Human rights and the protection of minorities" and under the chapter - "Democracy and the rule of law"

The EP Action Plan 2011 refers to this relevant sector and so far achievements and support: "with the support of European Commission, the MLSW continued to provide services for the protection of abused children. Moreover, the framework of secondary legislation has been improved with the approval of two administrative guidelines for the provision of community/family services for the elderly and persons with special needs". Challenges in the sector are also identified, mainly in terms of capacity building and drafting of necessary secondary legislation.

The necessity for improving the coverage and efficiency of the social protection system, particularly in respect of the needs of children, persons with disabilities, and elderly persons, has been highlighted in the *EC Progress Report 2010*: "*Overall*, child protection remains weak. Tangible efforts are needed to guarantee and enforce children's right. The needs of the socially vulnerable groups and persons with disabilities require more commitments. There has been limited progress in the area of *social inclusion including anti-discrimination*. The decentralisation of home care services has continued to show no progress".

2.4 Link with the Multi-Annual Indicative Planning Document (MIPD) for 2011-2013:

Component 1: EU Community Stabilisation Programme and Component 2: EU support to provision of social services in Kosovo

The MIPD under its section 2 - Beneficiary Challenges and Needs Assessment states: "There is a lack of adequate action regarding the social inclusion of specific groups including Roma. Access of members of vulnerable groups to education, health care and social protection remain a serious concern. The effective social inclusion of all groups and communities is crucial to progress towards the reconciliation between communities that remains a major challenge in Kosovo".

Furthermore under its section 3 – Main Sectors for EU Support for 2011-2013 the MIPD states: "Equal opportunities and non-discrimination will be respected as regards gender at the programming and implementation stage, particularly in relation to socio-economic support programmes. Persons belonging to minority communities and vulnerable groups' concerns will be reflected in all activities programmed under IPA, in particular when it concerns public services, legislative matters and socioeconomic development".

The MIPD 2011-2013 under its section 3.3.3 - PAR Sector objectives for EU support over next three years also anticipates that "Ensuring the delivery of public services to all people in Kosovo and establishing a professional, accountable, accessible, representative public administration free from political interference continues to be a key European Partnership priority".

2.5 Link with national sector strategies

Component 1: EU Community Stabilisation Programme

In February 2010 the Government of Kosovo has endorsed the MCR Strategy for Communities and Returns (2009-2013). One of its main goals state "Support for the economic development of communities in Kosovo, as the main precondition for the community stabilization and sustainable returns". Furthermore the strategy states: Furthermore the strategy under it chapter IV Minority Communities-Economic Development calls for: "Ensuring that funds are allocated to meet the requirements for the stabilisation and integration of communities, including returnees".

The Medium Term Expenditure Framework (MTEF) 2011-2013 echoes the strategic objectives of the MCR calling for:" Strengthening and stabilization of communities in Kosovo, their rights, security and participation in the society, access to all public services, ensuring implementation of the current Law on Communities".

Component 2: EU support to provision of social services in Kosovo

The Ministry of Labour and Social Welfare *Sectoral Strategy 2010 -2013* with its vision and purpose being " to ensure better employment opportunities and to provide social welfare" and " to become a model institution in providing effective services, by developing a culture of clients' care & satisfaction and by maintaining the quality over the time" sets out few strategic objectives, two of which have direct link with the objectives of this project fiche:

1. Increase of social welfare by providing support to community-based households and work towards poverty reduction in Kosovo, which is to be achieved through: (i) improvement of services quality in the Ministry and capacity building for municipalities for social services, (ii) social services decentralization and development of community-family -based (de-institutionalization) and (iii) definition and determination of alternative ways of social service provision (i.e. NGOs, voluntary organisations, etc.) which promote social inclusion.

2. Level of MLSW provided services in accordance with EU legislation, systems and standards, which is to be achieved through Introduction of systems and procedures to ensure that Ministry will develop progressive policies, by avoiding any kind of discrimination.

The MLSW has recently finalised its Action Plan 2011-2013, which brings the above mentioned strategic objectives to the detailed level of their implementation. The Action Plan refers specifically to the decentralisation of social services, where the facilities that are envisaged under this project fiche are foreseen in regular structure of provision of social services that fall under responsibility of the Ministry.

The Medium Term Expenditures Framework (MTEF) 2011 - 2013 in reference to this particular sector outlines:" Advancing of social policies remains continuing commitment and priority of the Government of Kosovo, including the Action Plan for European Partnership and its following activities either of policy or legislative character.

Within a sustainable fiscal framework presented in MTEF, Kosovo is committed to developing and analyzing the best options for improving conditions for people in disadvantaged position. In order to best address these categories in the medium term it is predicted a better care for war invalids, pensioner contributors, and an increase in support for all other social categories.

Given the scale of the problem, improving the overall social policies and their effective implementation is a permanent priority for the Government in the long run. Therefore our goal is to work closely with our international partners in the development of structural reforms to improve social indicators".

3. Description of project

3.1 Background and justification:

Component 1: EU Community Stabilisation Programme

Despite recent improvements minority communities in Kosovo continue to live with fewer employment possibilities and inadequate access to public services. The underdeveloped nature of Kosovo's economy characterised by high unemployment rate, though felt by all communities, is more acutely experienced by isolated minority communities. Minority communities face particular difficulties including the difficulties in freedom of movement, compounded with unemployment, limited possibilities for income generation initiatives and limited access to markets and social services. These deficiencies have caused residents to experience economic hardships and have engendered a pessimistic view of the future. These factors demonstrate the urgency and the necessity for programme initiatives that assist and encourage ethnic minority communities to build their own future, while simultaneously reinforcing the international community's efforts to maintain a multi-ethnic society in Kosovo.

This proposal represents the continuation of EU-CARDS and EU-IPA 2009 support to minority communities with the aim of stabilising the socio-economic and employment prospects, reducing the net outflow of ethnic minorities by providing economic incentives and combat poverty and exclusion in minority disadvantage areas. This programme continues to address clearly a defined need to provide specific and tailored support to minority communities in the isolated villages, which are amongst the most vulnerable in Kosovo.

In addition, the programme will pay particular attention to the areas where EU-funded Return and Reintegration in Kosovo (RRK) programme facilitated the return of displaced members of minority communities. These returnees are back to their places of origin almost 12 years of living in displacement and the need for their reintegration in the society is immense. An EU-CSP (under IPA 2009) has witnessed that returnee communities have in general requested agriculture productive assets that can be utilised by a large number of families, meeting their primary needs early in the returns process. This is consistent with the programme expectations and suggests that in returns communities there is a strong bond between the members who are able to view the wider benefit for all members of the community. Therefore the EU-CSP programme aims to continue to improve the socio-economic

conditions and infrastructure, promote reconciliation, recreational and cultural activities in order to support full reintegration and stabilisation of minority returnee communities.

Component 2: EU support to provision of social services in Kosovo

The Ministry of Labour and Social Welfare (MLSW) is responsible for the development of the social protection system. It is the key institution together with municipalities in the provision of social and family services as well as ensuring appropriate welfare for all citizens that are in social need. In spite of commitments and activities which have been implemented with the aim of increasing the quality of social service provision, the general access for categories in need for social protection services is not satisfactory.

The process of decentralisation of social services began in January 2009. It was based on the Law on Local Self-Government 2008, the Law on Local Government Finance 2008, and a Memorandum of Understanding 2009 (MoU). According to these laws and the MoU, municipalities became responsible for the provision of family and social services. However, in practice, not all competences have been transferred, including particular services provided to children, the elderly and to people with disabilities: the delivery of these services continues through institutions which are the direct responsibility of MLSW. This was because of the great challenges that municipalities might face, for example in respect of budgeting and expertise, if they were to deal with the provision of these particular social services.

The 2 year IPA 2009 project "EU Support to MLSW" began in April 2010, and its activities include the capacity development of Centres for Social Work and the Municipality Directorates of Health and Social Welfare. It also seeks to clarify the roles and responsibilities of stakeholders in the decentralisation of social services, and will develop a framework for the licensing and supervision of NGOs. This process is to start in the beginning of 2011.

IPA 2008 project for provision of social services for disabled and abandoned children has successfully established two day care centres in Prizren and in Peja/Pec. These centres are providing services for more then 300 children and their families. Based on the immediate reaction of beneficiaries in need and based on the results of so far functioning of these facilities, this concept aims at opening three more day care centres in Kosovo for the most vulnerable children. In addition, the centres will become a part of institutional structure of provision of social services which is the responsibility of the MLSW.

In 2009 and 2010, the MLSW benefited form TAIEX mid-term assistance, specifically in drafting two administrative regulations concerning the provision of social services for elderly and for people with disabilities. These two regulations were signed by the Minister of Labour and Social Welfare and present the necessary legal framework for piloting these services through opening two day care centres for elderly and start with provision of home-care services for disabled – which is the second aim of this concept. It is of crucial importance that, through IPA funding and EU expertise, these services are piloted and the best models are developed for further expansion in future period. Having in mind the limited capacities and experience of government institutions and the local CSOs in this sector, this concept will greatly contribute towards increasing the capacities of both stakeholders to carry forward the provision of these specific social services upon completion of projects.

3.2 Assessment of project impact, catalytic effect, sustainability and cross border impact (where applicable)

Component 1: EU Community Stabilisation Programme

The EU has been contributing to the stabilisation of minority communities in Kosovo since 2002. This programme is a continuation of previous EU's socio-economic assistance in minority areas whereby some 1670 projects were funded creating or securing some 6,400 jobs with high sustainability rate of over 80 percent. Drawing from this successful experience the impact of the project is expected to be positive. It will continue to promote effective participation of minorities in socio-economic development, inter-ethnic tolerance and human rights in Kosovo.

The activities of this proposed project are aligned with the MCR strategy and the action plan (endorsed by the Government of Kosovo in February 2010) and as such are very important to the sustainability of the action. The strategy outlines the government's intention to ensure the facilitation of economic development in the minority populated areas coupled with the progressive integration of minority populations, while respecting the principles of diversity and minority rights. Furthermore the MCR in their 2011 budget have also planned indicative budget for community stabilisation initiatives.

The EU-CSP will continue to link with other EU-funded projects: (i) like the above mentioned RRK, (ii) EU-Regional Development Agencies, (iii) EU Support for the Implementation of the Roma, Ashkali and Egyptian (RAE) Strategy as well as other government, international actors and non-state-actors to ensure coherence of priorities and approaches. The project will continue to keep close ties with municipal community offices in conducting its outreach and screening activities.

Component 2: EU support to provision of social services in Kosovo

The project deals with further piloting of particular socials services that target disadvantaged groups of children in Kosovo. Other components of the project deal with the piloting of specialised services that target elderly and people with disabilities. The action is expected to have strong sustainable impact on the lives of the most vulnerable groups of children, through provision of community based social services that are delivered in strong cooperation between civil society organisations and government institutions. The same is valid for the services that target elderly and people with disabilities – services that are to be piloted in two municipalities. In addition, the necessary framework being in place will ensure proper monitoring of the results from the side of the government authorities. This will also ensure the sustainability of the action as the services by government institutions – central and municipal level – to target groups in Kosovo in need of those services.

3.3 Results and measurable indicators:

I. Results and measurable indicators –

Component 1: EU Community Stabilisation Programme Expected results:

- a. New and expanding small enterprises supported with essential resources.
- b. Small entrepreneurs trained in basic business skills.
- c. Economic activity in the target areas increased through business linkages.
- d. Community-relevant projects realised.

Objectively verifiable indicators:

a. By end-of-project a number of micro-enterprises (including those in the agricultural sector) in the target areas created or expanded through the disbursement of assistance. Special attention will be given to families facilitated to return under the EU-funded RRK projects.

b. By end-of-project a number of aspiring or current entrepreneurs completed targeted business skills training in the areas of business administration, accounting, marketing and business communications

c. By end-of-project a number of full-time, part-time or seasonal employment opportunities created or secured, all being of medium to long-term durations (one year and more)

d. By end-of-project a number of priority community development projects funded for the benefit of all communities in targeted areas. Special attention will be given to community development projects in the areas covered by the EU-funded RRK projects.

Component 2: EU support to provision of social services in Kosovo

Expected results:

1. Successful piloted model of provision of community based services for vulnerable groups of children in Prizren and Peja/Pec in a form of day care centres developed further in three other municipalities in Kosovo.

2. The most vulnerable children of five municipalities in Kosovo, including Peja/Pec and Prizren benefit from the provision of community based social services, including housing facilities

3. Piloting community based services provided for elderly and disabled people in two pilot municipalities, through opening two day care centres for elderly and provision of home care services for disabled according the defined standard for provision of these services - based on EU best practices.

Objectively verifiable indicators:

1. Five day care centres fully functioning and accommodating the needs of at least 400 children with special needs and their families

2. At least 500 children with special needs and their families are benefiting from the community base social services provided by a licensed provider organisation

3. At least 50 elderly and 50 disabled people benefit from the services provided in 2 pilot municipalities and housing facilities

3.4 Activities:

Component 1: EU Community Stabilisation Programme

All activities shall be financed by one Grant Agreement) through a publication of an Open Call for Proposals.

Description:

- Assessment and identification of priorities & needs.

The assessment will aim to appraise the specific dominant needs and priorities of minority communities to ensure that programme is based on the most updated information and identify the existing resources/capacities and skills to build on. This preliminary assessment will form the guidelines of the CSP programme and should result in a matrix of regional and priority areas/themes/initiatives showing the geographical and technical coverage of the project.

- Provision of support for Individual Business Start-ups and Expansion of existing microenterprises

The programme intends to provide support for the development of agricultural and non-agricultural production, service or trade-based businesses, as well as the marketing of goods at the local and regional markets, with the ultimate goal of creating solid long-term ventures, generating income and developing employment opportunities.

The programme will support the start-up of new and expansion of existing small-scale income generation projects and micro-enterprises, specifically in agro-processing and small business development. A significant proportion of the assistance will be offered to locations and families facilitated to return under the EU-funded RRK projects. It will also assist aspiring entrepreneurs, members of ethnic minority groups to establish or upgrade small businesses through provision of technical assistance. Due attention will be given to the business initiatives of women in order to empower them and to strengthen their leadership potential.

- Support for community development initiatives.

Provision of support for development of projects enabling the sustainability of whole communities, including agricultural and economic development programmes, social and cultural activities and support to larger scale socio economic development at community level. The aim is to contribute to improved prospects of alleviating poverty due to unemployment and the lack of access to essential public services and income opportunities. In this way the programme seeks to enhance the conditions necessary for the retention and reintegration of the targeted minority communities into the larger socio-economic life in Kosovo. The programme intends to expand and pay special attention to the

areas covered by EU-funded RRK projects where a number of families have recently returned. Recent experience, through an on-going EU-CSP (IPA 2009) project, shows that returnee communities are mainly requesting community related projects to answer their current needs and for the wider benefit of all members of the community.

- Provision of Skills Training and Management Advisory Support.

Experience from previous EC funded socio-economic programmes showed great need for skills training and continues management advice before and/or after receiving assistance. Therefore basic courses in the areas of business administration, accounting, marketing, production management, cash flow, marketing and business communication will be offered.

Component 2: EU support to provision of social services in Kosovo

1. Service provision for children with special needs and children victims of domestic violence

This activity entails providing a supportive and safe environment for the most vulnerable children, through multi-disciplinary and multi-sector approach. Five day care centres will provide day care based rehabilitation services for children with special needs - with particular focus to children with high complex dependency needs as well as children victims of domestic violence. The activity will aim at improving the quality of life and development opportunities for each child enrolled in the Centre. Day care centres will also provide support and rehabilitation of children's families and will promote self-help community initiatives.

Psychosocial counselling, physical therapy, speech therapy, art therapy and play therapy, as well as educational and vocational activities that lead to best possible integration of the children into their community society will be developed in all five centres.

2. Providing a supportive and safe environment for the elderly through provision of specialised social services

This activity entails piloting the provision of social services for elderly through establishing two day care centres in two municipalities. The services will have a multi-disciplinary approach with a final aim at improving the welfare of the beneficiaries and their position in the society. Vocational, social and educational activities will be developed in order for the beneficiaries and their families to benefit at maximum from these services. In addition, the beneficiaries will receive appropriate medical services in accordance with the legal framework and procedures available for this type of services. Counselling and recreational activities will be also provided in the pilot centres.

In order to contribute to the community where they live, the beneficiaries will be involved in different voluntary, charity and community beneficial activities.

3. Provision of home based services for people with disabilities

In addition to the activity 1 & 2, that mainly entail establishment of specialised centres for provision of social services, a series of home-based services will be developed for people with disabilities. The services will be provided at home for the beneficiaries in need. These services will be piloted in two municipalities where the day care centres for the elderly will be established and will be part of their structure. The beneficiaries will be carefully identified based on a set of indicators and criteria to be clearly defined before the project start. The services will be in accordance with the provisions of legal frameworks and procedure applicable in Kosovo and related to this type of services.

Contracting arrangements

Component 1: EU Community Stabilisation Programme

One Grant Agreement will be awarded following the publication of an Open Call for Proposals. The EU contribution to this contract will be indicatively EUR 3.0 Million.

The MCR cash co-funding contribution to this contract will be indicatively EUR 1.0 Million. For the co-financing amount the MCR will make its own contractual arrangements and will be responsible for

its management. The Project Steering Committee shall be responsible for the overall direction of the project.

Component 2: EU support to provision of social services in Kosovo

This component will be implemented through two grant contracts following an open call for proposals. The Ministry of Labour and Social Welfare (MLSW) co-funding contribution to this contract will be indicatively EUR 0.1 Million. For the co-financing amount the MLSW will make its own contractual arrangements and will be responsible for its management. The Project Steering Committee shall be responsible for the overall direction of the project.

Project management and administration

The European Commission Liaison Office in Kosovo will manage the procurement, implementation, quality control, reporting and coordination with other donors of the development assistance and of the financial and technical cooperation related to the actions described in this project fiche, taking remedial actions if and when needed.

The Contractor and its Team Leader will have the authority to run the project activities on a day-to-day basis under the supervision of the Commission Task Manager. His/her primary responsibility shall be to ensure that the project produces the required outputs, to the required standards of quality and within the specified constraints of time and cost. He/she shall develop project plans, direct the project team, produce inception, progress and final reports, manage risks, initiate corrective actions where necessary and administer the contract. The team leader, in the framework of project activities and reports, will also have to address the cross-cutting issues.

Project Steering Committees will be responsible for the overall direction of the project and comprise of representatives from the beneficiary and the Commission Office.

Monitoring will be performed centrally by the Commission. The project may be evaluated at the interim or ex-post stages under the supervision of the Commission's Evaluation Unit. The project may be audited by the Court of Auditors – in line with the standard European Commission procedures.

3.5 Conditionality and sequencing:

The project includes the following conditions:

- Organisation, selection and (gender balanced) appointment of members of working groups, training sessions, steering and coordination committees, seminars and study visits by the beneficiaries as per the project work plan
- Beneficiaries demonstrate strong ownership attitude towards the project.
- Appropriate co-ordination with other international organisations active in Kosovo.
- The Government has to remain dedicated and committed towards minority communities' stabilisation and inclusion in socio-economic development and multi-ethnicity in Kosovo.
- In line with the requirements of the EC Practical Guide, Grants may not, as a rule, finance the entire cost of an action. Therefore, co-financing shall be made available from the Implementing Partner Organisation too.

In the event that conditionalities are not met, suspension or cancellation of the project or specific activities will be considered.

3.6 Linked activities

Component 1: EU Community Stabilisation Programme

This component builds-on previous EU CARDS and IPA assistance to support the socio-economic and community development in minority community areas.

Name of project (Amount EUR	Start End	Activities/Results
million)		

T (1	2002	
Targeted	2002	Up to date, some 1,610 projects had been implemented by this programme
economic and	-	to improve the conditions for sustainable returns by contributing to job
community	Nov	creation and the improvement of living conditions among the minority
development	2008	population. The projects mainly focus on grants for small business start-
actions in		ups and expansion, but also include the refurbishment of social, education
disadvantaged		and health infrastructure, and the strengthening of community services,
minority areas		including in areas where minority returns have taken place. In addition,
(EUR 11.5		seven Business Support Centres provide direct economic development
million)		support services to minority areas. The programme has organised some
,		215 training sessions for some 2,040 participants in support of micro-
		enterprise development.
		In CARDS 2006 a specific component targeting RAE communities is
		being implemented, addressing their health, education and socio-economic
		and community development needs, as well as RAE NGO networking.
EU COD (abasa I	Mari	
EU-CSP (phase I	May	The overall objective is to support the improvement of the socio-economic
– EUR 2.0	2010	situation of minorities and minority communities throughout Kosovo,
Million)	-	thereby supporting the international community and the Ministry on
	Nov	Community and Returns (MCR) Governmental Strategy to strengthen and
	2011	stabilize communities and promote sustainable return. The specific
		objective is to improve living conditions and to promote sustainable
		livelihoods in minority areas in Kosovo through the implementation of
		income generation and community development activities. Currently the
		project has implemented 55 projects (48 individual and 7 community
		development projects) securing or creating some 200 jobs in minority
		areas.
EU-Support for	Sep	The overall objective of this Project is to support the Kosovo Government
the	2010	in developing democratic and multi-ethnic society by implementing the
Implementation	_	RAE Strategy and its Action Plan.
of RAE Strategy	Aug	The specific objective of the Project is to improve the socio-economic
(EUR 1.0	2012	well being of Roma, Ashkali and Egyptian communities in Kosovo by
Million)	2012	facilitating access to education, by preserving and promoting RAE cultural
		heritage and by improving information in/on RAE and mainstream media.
		Currently the project has established and equipped 6 learning centers,
		designed the pre-school and school activities, prepared the ground for the
		award of first round scholarships for secondary and tertiary education
		students.

The project will also link to the actions of other donors (including the World Bank and USAID) that also provide tailor-made support for the stabilisation of minority communities in Kosovo.

Component 2: EU support to provision of social services in Kosovo

This component builds-on previous IPA funded initiative that supports the field of provision of social services in Kosovo:

IPA 2008 project "Provision of social services for children with special needs, abandoned children and children victims of domestic violence": The project aims at provision of community based social services for disadvantaged groups of children. One of the results of project is the establishment of the two-day care centres, in Prizren and in Peja/Pec, which provide professional social service for more then 300 hundred children. Both day care centres are functioning with upmost efficiency and as a result the need is identified for the continuing the EU support in this field, with increased commitment for the relevant government institutions.

IPA 2009 project "EU support to Ministry of Labour and Social Welfare": The project aims at supporting Kosovo authorities, the Ministry of Labour and Social Welfare specifically, in developing

the necessary legal and procedural framework to enable the appropriate decentralisation of social services. Capacity building of both central and municipal level of the authorities is also one of the crucial results and activities of the project. Minimum standards for social services in Kosovo are also defined through the support of this project. The licensing process for providers of social services will also begin in mid 2011 to be finalised in time for the new projects that cover the field of social services envisaged under this project fiche – top be implemented by licensed organisations/providers.

3.7. Lessons learned

- *Conditionalities*: Often project implementation is hampered by either insufficient staff and resources allocated to (newly established) institutions or insufficient operational funds available in the government budget to allow for appropriate implementation of the mandate of the concerned department. A condition for the commencement of project activities will be the availability of financial resources and qualified personnel from the beneficiary side to guarantee a smooth implementation of project activities

Coordination within the government: Further improvements – in line with the spirit of EU accession – could be realised in a stronger government leadership in the coordination efforts among central and local level. The project Steering Committee shall address this important issue.

Co-financing: Previous experience in similar projects showed that financial support from local institutions (significantly) increases ownership for, and political will to promote, project activities. Component 1 has a considerable co-financing pledged by the MCR and will seek cash or in-kind co-financing from target municipalities. Component 2 will receive the co-financing from the MLSW.

Socio-economic measures: Socio-economic opportunities for minority community members not only enhance their quality of life but act as a substantial incentive to encourage them to stay in Kosovo. Therefore, proposed projects in Component 1 intend to provide beneficiaries from minority communities with income generation opportunities. Providing specific skills training to new and existing entrepreneurs will ensure better administration, management and market linkages of supported ventures. In addition, strengthening the position of the elderly people (Component 2 activities) in their communities by providing them the necessary social services but also engaging them in different vocational and educational activities will greatly contribute to promotion of their equal opportunities.

Cross-cutting Issues: When treatment of cross-cutting issues had remained weak in minority related projects, it has reinforced existing gender/ethnic discrimination and inequalities. Gender issues, are particularly important in the minority and return sector (the conflict and its aftermath have had gender-specific consequences in which women face distinct disadvantages and constraints). The experience shows that small and medium family business in minority areas has bigger chances of success, development and growth where women are actively involved. When targeting the marginalised communities of society such as children, elderly and disabled – target groups of Component 2, special focus is given to equal opportunities and providing the target groups with remedial actions to increase their integration and participation in Kosovo society (education, access to different public services, better welfare and improved social status, etc.).

4. Indicative Budget (amounts	in	EUR	million)	
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				SOURCES OF FUNDING								
			TOTAL EXP.RE	IPA CONTRIE	-	BENE	FICIARY	CONTRI	BUTION			VATE IBUTION
ACTIVITIES	IB (1)	INV (1)	EUR (a)=(b)+(c)+(d)	EUR (b)	% (2)	Total EUR (c)=(x)+(y)+(z)	% (2)	Central EUR (x)	Regional/ Local EUR (y)	IFIs EUR (z)	EUR (d)	% (2)
Component 1			4.2	3.0	71	1.0	24	1.0			0.2	5
Grant Agreement		Х	4.2	3.0	71	1.0	24	1.0			0.2	5
Component 2			1.15	1.0	87	0.1	9	0.1			0.05	4
Grant Agreement 1	Х		0.68	0.6	88	0.05	7	0.05			0.03	5
Grant Agreement 2	Х		0.47	0.4	85	0.05	11	0.05			0.02	4
TOTAL I	TOTAL IB 1.15 1.0 87		0.1	9	0.1			0.05	4			
TOTAL IN	IV		4.2	3.0 71 1.0 24 1.0				0.2	5			
TOTAL PRO	JECT		5.35	4.0	75	1.1	20	1.1			0.25	5

Note: Amounts net of VAT

(1) In the Activity row "X" is used to identify whether IB or INV

(2) Expressed in % of the **Total** Expenditure (column (a))

Contracts	Start of Tendering	Signature of contract	Project Completion
Component 1: Grant Agreement – EU-CSP	Q4 2011	Q2 2012	Q2 2014
Component 2: Grant Agreement 1	Q4 2011	Q2 2012	Q2 2014
Component 2: Grant Agreement 2	Q4 2011	Q2 2012	Q2 2014

5. Indicative Implementation Schedule (periods broken down per quarter)

All projects should in principle be ready for tendering in the 1^{ST} Quarter following the signature of the FA

6. Mainstreaming Cross cutting issues

Equal Opportunity

Gender issues shall be actively mainstreamed throughout the project within both target institutions/organisations and activities/outputs. Project staff shall include a short-term gender specialist to define gender equality strategies and ensure close follow-up throughout project life.

At municipal level, decision making processes shall take place in full consultation with minority community representatives (both men and women) and efforts shall be made to further empower gender focal points already established within municipalities.

Socio-economic measures will be tailored to equally take into consideration the specific needs of recently returned minority male and female beneficiaries.

Special criteria for beneficiary selection shall be developed to take into account different gender needs and help boost gender equality in local communities where return takes place.

As the main target group of the Component 2 are the marginalised groups of society in Kosovo: disadvantaged groups of children, elderly and people with disabilities, equal opportunity is a cross cutting issues for all project activities. Specific attention will be given to providing the target groups with remedial actions to increase their integration and participation in Kosovo society (education, access to different public services, better welfare and improved social status, etc.)

6.2 Environmental considerations

Environmental issues shall be actively mainstreamed throughout the project. Project staff shall include a short-term environmental specialist to define environmental protection strategies and ensure close follow-up throughout project life where appropriate.

In line with the EU EIA Directive, any community development initiative involving the reconstruction of sewerage system, medium water supplies, and the upgrading or construction of rural roads may require an Environmental Impact Assessment. Care will also be taken to ensure that so far as possible construction techniques and materials are environment friendly. Particular attention shall be given to the disposal of waste construction materials

6.3 Minorities

Component 1 will primarily target areas where minority live and intend to return. Kosovo's Constitutional Framework provides for protection of linguistic rights and the project will, wherever necessary, make use of different community languages.

Since 2003 a system of "fair share" has been in use at municipal level, whereby a set percentage of the municipal budget should be spent directly on the minority communities. This aspect shall be taken into consideration by the project when negotiating with municipalities their co-financing contribution to the project budget.

Throughout activities of both components specific attention shall be paid to the specific needs of Roma, as well as Ashkali and Egyptian communities. Tailored measures / positive actions shall be considered to counteract the high level of discrimination these communities are exposed to.

ANNEXES

- Annex 1 Log frame in Standard Format
- Annex 2 Amounts contracted and Disbursed per Quarter over the full duration of Programme
- Annex 3 Description of Institutional Framework
- Annex 4 Reference to laws, regulations and strategic documents:
- Annex 5 Details per EU funded contract (*) where applicable:

ANNEX 1: Logical framework matrix in standard format

LOGFRAME PLANNING N	MATRIX FOR Project Fiche	Programme name: Social	
		welfare and community	
		stabilisation	
		Total budget : EUR 5.35 million	IPA budget: EUR 4.0 million
Overall objective	Objectively verifiable indicators	Sources of Verification	
Component 1: EU- Community Stabilisation Programme Contribute to the stabilisation of the socio- economic situation of ethnic minority communities in Kosovo Component 2: Provision of social services for children, disabled persons, and elderly To contribute to the strengthening of the capacities of the CSO s to successfully complement government efforts in reforming the social sector, including the decentralisation of social	Component 1: EU-Community Stabilisation Programme Reduction in the net outflow of members of ethnic minorities from Kosovo. Employment prospects of targeted ethnic minority communities improved. Increase in return figures in targeted areas. Component 2: Provision of social services for children, disabled persons, and elderly Increased number and capacity of CSOs in Kosovo which are licensed for provision of social services	 Reports from OSCE, UNHCR and other international actors Reports from the Ministry of Communities and Returns (MCR) Ex-post and impact evaluation of the project EC Progress Report Statistics and reports by the MLSW Evaluation report 	
services. Project purpose	Objectively verifiable	Sources of Verification	Assumptions
Component 1: EU- Community Stabilisation Programme To create income generating and employment opportunities among ethnic minority communities in the targeted municipalities, thereby creating sustainable livelihoods. Component 2: Provision of social services for children, disabled persons, and elderly To provide community based social services for the most vulnerable groups of children, and to provide social and care services for elderly and disabled in Kosovo	indicators Component 1: EU-Community Stabilisation Programme An increased socio-economic activity in the target areas, based on continues needs and priorities assessment. Higher number of enterprises created/expanded. Increased number of employment created/secured. Greater market linkages among targeted communities. Component 2: Provision of social services for children, disabled persons, and elderly Increased quality of provision of social services specifically targeting children, disabled and elderly, through the increased capacity of CSOs - providers of these services	 Project final report UNHCR reports OSCE monitoring reports Mid-term evaluation funded by the project Centres for Social Welfare reports Municipal Departments for Health and Social Welfare reports MLSW reports Project reports Project Evaluation report 	Political situation in general and the stability in the project areas do not delay the project implementation

Results	Objectively verifiable	Sources of Verification	Assumptions
Component 1: EU- Community StabilisationProgramme1. New and expanding small enterprises supported with essential resources.2. Small entrepreneurs trained in basic business skills.3. Economic activity in the target areas increased through business linkages.4. Community-relevant projects realised.Component 2: Provision of social services for children, disabled persons, and elderly1. Successful piloted model of provision of community based services for vulnerable groups of children in Prizren and Peja/Pec in a form of day care centres developed further in three other municipalities in Kosovo. 2. The most vulnerable children of five municipalities in Kosovo, including Peja/Pec and Prizren benefit from the provision of community based services, including housing facilities 3. Piloting community based services provided for elderly and disabled people in two pilot municipalities, through opening two day care centres for elderly and provision of home care services for disabled according the defined standard for provision of these services - based on EU best practices	 indicators <i>Component 1: EU-Community</i> <i>Stabilisation Programme</i> By end-of-project a number of micro-enterprises (including those in the agricultural sector) in the target areas created or expanded through the disbursement of assistance. RRK returnee families will be given special attention. By end-of-project a number of aspiring or current entrepreneurs completed targeted business skills training in the areas of business administration, accounting, marketing and business communications By end-of-project a number of full-time, part-time or seasonal employment opportunities created or secured, all being of medium to long-term durations (one year and more) By end-of-project a number of priority community development projects funded for the benefit of all communities in targeted areas <i>Component 2: Provision of social services for children, disabled persons, and elderly</i> Five day acre centres fully functioning and accommodating the needs of at least 400 children with special needs and their families are benefiting from the services provided within the centres and at their homes 3) At least 50 elderly and 50 disabled people benefit from the services provided in 2 pilot municipalities and housing facilities. 	 Number of proposals and business received and approved; A number of assistance packages disbursed MCR contracts its co-financing part to address specific reintegration needs of RRK returnee families. Various business training attendance lists of participants Contacts with members of business and agricultural associations, local municipal administrations and other stakeholders; Unemployment data in the targeted municipalities Assessment and support for realisation of community projects resulting in tangible improvements in the quality of life Feedback from beneficiaries and market organisations and beneficiaries, market linkages created Project surveys Centres for Social Welfare reports Municipal Departments for 	 Sustained number of business proposals that is sufficient to operate the programme Continued interest in the programme by the target group Continued economic and political stability and security prevails and allows the implementation of the programme. Willingness of the communities to engage in prioritising community needs and community development initiatives. Social protection and provision of social services a priority for relevant central and municipal government authorities Relevant stakeholders of government and non-government sector willing to coordinate, cooperate and implement sustainable actions

Activities	Means	Costs	Assumptions
ActivitiesComponent 1: EU- Community Stabilisation Programme1. Assessment and identification of priorities & needs.2. Provision of support for Individual Business Start- ups and Expansions and community development initiatives.3. Provision of Skills Training and Management Advisory Support.Component 2: Provision of social services for children, disabled persons, and elderly1. Service provision for children with special needs and children victims of domestic violence 2. Providing a supportive and safe environment for the elderly through provision of specialised social services 3. Provision of home based services for people with disabilities	MeansComponent 1: EU-Community Stabilisation ProgrammeOne Grant agreement through a publication of an Open Call for Proposals. The project will coordinate closely with other EU-funded projectsComponent 2: Provision of social services for children, disabled persons, and elderly Two grant contracts following an open call for proposals	Total Action: € 5.35 M EU funding: € 4.0 M	AssumptionsMunicipal community offices, business associations and community

Pre-conditions:

- Municipal community offices, community representatives and other stakeholders agree to participate in the project.
- A number of current or aspiring entrepreneurs agree to participate in the project.
- The MCR staff are fully dedicated to participate and implement project activities.
- MLSW has envisaged in the 2012 and 2013 annual budget the co-financing of both grant contracts
- Department of Social Welfare and municipalities take an active role in monitoring the social services provided by the civil society organisations
- Licensing of the civil society organisations that provide social services in Kosovo is well established process and a number of organisations started the licensing process in the time of publishing the call for proposals for the two grant contracts

		20	12			20	13			20	14	
Contracted	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Component 1: Grant agreement – EU-CSP		3.0										
Component 2: Grant agreement 1		0.6										
Component 2: Grant agreement 2		0.4										
Cumulated		4.0										
Disbursed	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Component 1: Grant agreement - CSP		1.6			1.0					0.4		
Component 2: Grant Agreement 1		0.25			0.3					0.05		
Component 2: Grant Agreement 2		0.2			0.15					0.05		
Cumulated		2.05	2.05	2.05	3.5					4.0		

ANNEX 2: amounts (in EUR million) Contracted and disbursed by quarter for the project

ANNEX 3: Description of Institutional framework

Component 1: EU Community Stabilisation Programme

Many of the functions related to communities' affairs previously undertaken by UNMIK are now fully entrusted to MCR as part of the 'Transfer of Competencies' from UNMIK to Kosovo Government Institutions in 2008.

The MCR was formally established in March 2005. Organisationally, the MCR is a young institution in flux. The MCR has entirely assumed a role of policy-maker, policy-coordinator, project monitoring and overseer of implementation across governmental institutions and nongovernmental partners. The Government of Kosovo has endorsed the MCR Strategy for Communities and Returns in February 2010.

In addition there are two additional institutions representing community interests at the central level, one being the Office for Community Affairs within the Prime Minister's Office and second being Community Consultative Council within the President's Office.

At the local level throughout Kosovo, as part of the efforts to improve institutional framework for the protection of minority communities, new Municipal Offices for Communities and Returns have been recently established.

Component 2: EU support to provision of social services in Kosovo

Ministry of Labour and Social Welfare in the central government institution responsible for the sector of social services. The Ministry comprises of the Department of Social Welfare, Department of Labour and Employment, Institute for Social Policies, Legal Department, Department of Administration and Minister's cabinet.

As of January 2009, the social services have been transfered as a resopnsibility of municipalities. Departments of Health and Social Welfare within the municipalities are repsonsible for managment of Centres for Social Work – which are the main structure for provision of social service in municipal level.

ANNEX 4: Reference to laws, regulations and strategic documents:

Reference to AP /NPAA / EP / SAA

Component 1: EU Community Stabilisation Programme

EP/STM

Link with: European Partnership; Stabilisation and Association process; Status Settlement Proposal

In the chapter of the "Key priorities" titled "Human rights and the protection of minorities" the *European Partnership* political requirements are as follows:

- Strengthen administrative structures and accountability mechanisms in the Ministry of Communities and Returns. Further develop and implement the joint strategic framework on communities and returns and develop mechanisms at municipal level for facilitating the sustainable integration of returnees and existing minority communities.
- Ensure mainstreaming of women's rights in all existing policies and legislation.

In the chapter titled "Democracy and the rule of law" the European Partnership political requirements are as follows:

- Ensure fully effective functioning of the Assembly and its committees, the government and municipalities, including full respect of the respective rules of procedure, and the rights and interests of all communities.
- Increase minority representation in all institutions and the civil service at municipal and central level.
- Improve quality and availability of basic public services to all communities, including as a contribution to reduce the demand for services provided by parallel structures.

The proposal is in line with *Progress Report 2010*. In its section "*Respect for and protection of minorities, cultural rights*" the report notes for the need to be focused on efforts to integrate communities as follows: "However, inter-community tensions continue to hamper a sound reconciliation and integration process. The relevant institutions are not properly coordinated and streamlined to address minority concerns. The communities' position share in the public administrations and companies is low. Employment opportunities for minority communities are particularly scarce. Integrating communities requires more focus and more political commitment". Furthermore in relation to reintegration of returning minority communities the report notes: "*Overall,* the returns process remains a challenge for Kosovo's institutions. Limited access to property, delayed property restitution proceedings and the scarcity of economic opportunities continue to be the main obstacles to sustainable returns. Many displaced persons are still living in difficult conditions".

The Kosovo government's *European Partnership Action Plan 2011* in its political criteria provides for recognition of *human rights and protection of minorities*. In relation to EPP 7 the EPAP under its key priorities calls for "creation of a convenient climate for conciliation, inter-ethnic tolerance and sustainable multi-ethnicity leading to the return of displaced persons. Ensure respect, safety, freedom of movement and participation of all communities". Furthermore, its Action (7.3) calls for: "Number of projects to support the development and re-integration of minority communities, their sustainability and economic development".

Component 2: EU support to provision of social services in Kosovo

The EPAP 2011 refers to this relevant sector and so far achievements and support: "with the support of European Commission, the MLSW continued to provide services for the protection of abused children. Moreover, the framework of secondary legislation has been improved with the approval of two administrative guidelines for the provision of community/family services for the elderly and persons with special needs". Challenges in the sector are also identified, mainly in terms of capacity building and drafting of necessary secondary legislation.

The necessity for improving the coverage and efficiency of the social protection system, particularly in respect of the needs of children, persons with disabilities, and elderly persons, has been highlighted in

the *EC Progress Report 2010*: "*Overall*, child protection remains weak. Tangible efforts are needed to guarantee and enforce children's right. The needs of the socially vulnerable groups and persons with disabilities require more commitments. There has been limited progress in the area of *social inclusion including anti-discrimination*. The decentralisation of home care services has continued to show no progress".

The laws related to provision of social services in Kosovo are the following:

- Law on Social and Family Services (2005/02-L17)
- Law on Social Assistance Scheme (2003/15)
- Law on local self government (2008/03 L040)

Link with the Multi-Annual Indicative Planning Document (2009-2011) for Kosovo

Component 1: EU Community Stabilisation Programme

The project's approach is in line with the MIPD. One of the priorities identified for the EC assistance under the axis Political criteria is the promotion of human rights and the protection of the Serb and other minorities and the creation of a climate of inter-ethnic tolerance in order to protect the Serb and other minorities already in Kosovo, including the conditions for growth and sustainable development of all communities as well as the preservation of and access to cultural and religious heritage of non-majority communities. Furthermore under the axis Economic criteria it calls for direct economic development support to vulnerable groups including minorities.

Component 2: EU support to provision of social services in Kosovo

A major cross-cutting issue identified in the *Multi-annual Indicative Planning Document 2009-2011* is the requirement that equal opportunities and non discrimination of minority and vulnerable groups (including children, disabled and elderly people) will find consideration in all aspects of EU funded activities.

The MIPD 2011-2013 also anticipates that "Ensuring the delivery of public services to all people in Kosovo and establishing a professional, accountable, accessible, representative public administration free from political interference continues to be a key European Partnership priority".

Link with national sector strategies

Component 1: EU Community Stabilisation Programme

In February 2010 the Government of Kosovo has endorsed *the MCR Strategy for Communities and Returns* (2009-2013). One of its main goals state "Support for the economic development of communities in Kosovo, as the main precondition for the community stabilization and sustainable returns". Furthermore the strategy states: Furthermore the strategy under it chapter IV Minority Communities-Economic Development calls for: "Ensuring that funds are allocated to meet the requirements for the stabilisation and integration of communities, including returnees".

The Medium Term Expenditure Framework (MTEF) 2011-2013 echoes the strategic objectives of the MCR calling for:" Strengthening and stabilization of communities in Kosovo, their rights, security and participation in the society, access to all public services, ensuring implementation of the current Law on Communities".

Component 2: EU support to provision of social services in Kosovo

The Ministry of Labour and Social Welfare *Sectoral Strategy 2010 -2013* with its vision and purpose being " to ensure better employment opportunities and to provide social welfare" and " to become a model institution in providing effective services, by developing a culture of clients' care & satisfaction and by maintaining the quality over the time" sets out few strategic objectives, two of which have direct link with the objectives of this project fiche:

1. Increase of social welfare by providing support to community-based households and work towards poverty reduction in Kosovo, which is to be achieved through: (i) improvement of services quality in the Ministry and capacity building for municipalities for social services, (ii) social services decentralization and development of community-family -based (de-institutionalization) and (iii) definition and determination of alternative ways of social service provision (i.e. NGOs, voluntary organisations, etc.) which promote social inclusion.

2. Level of MLSW provided services in accordance with EU legislation, systems and standards, which is to be achieved through Introduction of systems and procedures to ensure that Ministry will develop progressive policies, by avoiding any kind of discrimination.

The MLSW has recently finalised its Action Plan 2011-2013, which brings the above mentioned strategic objectives to the detailed level of their implementation. The Action Plan refers specifically to the decentralisation of social services, where the facilities that are envisaged under this project fiche are foreseen in regular structure of provision of social services that fall under responsibility of the Ministry.

The Medium Term Expenditures Framework (MTEF) 2011 - 2013 in reference to this particular sector outlines:" Advancing of social policies remains continuing commitment and priority of the Government of Kosovo, including the Action Plan for European Partnership and its following activities either of policy or legislative character.

Within a sustainable fiscal framework presented in MTEF, Kosovo is committed to developing and analyzing the best options for improving conditions for people in disadvantaged position. In order to best address these categories in the medium term it is predicted a better care for war invalids, pensioner contributors, and an increase in support for all other social categories. Given the scale of the problem, improving the overall social policies and their effective implementation is a permanent priority for the Government in the long run. Therefore our goal is to work closely with our international partners in the development of structural reforms to improve social indicators".

ANNEX 5: Details per EU funded contract (*) where applicable:

Component 1: EU Community Stabilisation Programme

The following activities will be implemented through a grant agreement through a publication of an Open Call for Proposals. Tasks to be performed by the Beneficiary of the Grant Agreement are:

- 1) Assessment and identification of priorities & needs
- 2) Provision of support for individual business start-ups and expansion of existing microenterprises
- 3) Support for community development initiatives
- 4) Provision of skills training and management advisory support

Component 2: EU support to provision of social services in Kosovo

The following activities will be implemented through two grant contract to civil society organisations through a publication of an Open Call for Proposals. Tasks to be performed by the Beneficiary of the Grant contracts are:

- 1) Assessment and identification of priorities & needs in the new pilot centres and municipalities
- 2) Implementation of the piloted models in new municipalities
- 3) Providing community base social services to those in need