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**NATIONAL STRATEGY FOR SUSTAINABLE REINTEGRATION OF REPATRIATED
PERSONS IN KOSOVO**

2018-2022



Prishtina, 2017

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LIST OF ABBREVIATIONS

PIA	Prishtina International Airport
EU	European Union
SMPP	Statement of Mid-Term Priorities Policy
DRRP	Department for Reintegration of Repatriated Persons
IOM	International Organization for Migration
CA	Commission for Appeal
MTEF	Mid-term expenditure Framework
MRC	Municipal Reintegration Commission
MLGA	Ministry of Local Government Administration
MEST	Ministry of Education, Science and Technology
MAFRD	Ministry of Agriculture, Forestry and Rural Development
MoD	Ministry of Diaspora
MF	Ministry of Finance
MCR	Ministry for Community and Returns
MESP	Ministry of Environment and Spatial Planning
MIA	Ministry of Internal Affairs
MFA	Ministry of Foreign Affairs
MLSW	Ministry of Labour and Social Welfare
MH	Ministry of Health
SOP	Standard Operating Procedures
UNDP	United Nations Development Programme
UNMIK	United Nations Interim Administration Mission in Kosovo
MOCR	Municipal Office for Communities and Returns
CMS	Case Management System
VTC	Vocational Training Centres
OCR	Office for Communities and Returns
CSW	Centre for Social Work
EO	Employment Offices

EXECUTIVE SUMMARY

The policies of the Government of the Republic of Kosovo in the field of migration and reintegration of repatriated persons represent an important aspect in the relationship of the Republic of Kosovo with EU Member States¹ within the commitment of the Government of the Republic of Kosovo (hereinafter Government) for implementation of Stabilization-Association Agreement (SAA) and accession to the European Union.

The National Strategy for Sustainable Reintegration of Repatriated Persons, hereinafter referred as Reintegration Strategy, describes policies and measures to be undertaken in order to ensure sustainable reintegration for repatriated persons. Also this document provides an institutional framework for the management of reintegration of repatriated persons, it defines roles and responsibilities of central and local institutions in each phase of the entire reintegration process, and determines the procedures and mechanisms of coordination in order to treat the needs and promote the rights of repatriated persons.

This strategy has defined five strategic objectives for sustainable reintegration of repatriated persons during the period 2018-2022. The advancement of measures for the sustainable socio-economic reintegration of repatriated persons by applying a needs-based inclusive approach and addressing the particular needs of vulnerable groups constitute the core of this strategy. The advancement in regional, international and inter-institutional cooperation as well as the continuous development of local expertise remains a priority of the relevant institutions involved in reintegration in order to further advance this process. This strategy contains an overall strategic objective devoted to systematic monitoring and impact assessment of measures undertaken for sustainability of reintegration of repatriated persons.

Strategic objective 1: Advancement of the reintegration system for repatriated persons by applying needs-oriented approach;

Strategic objective 2: Sustainable socio-economic reintegration of repatriated persons;

Strategic objective 3: Advancement of inclusive cooperation in the field of reintegration;

Strategic objective 4: Strengthen the capacity to provide a reintegration system integrated approach;

Strategic objective 5: Strengthening of monitoring and evaluation of implementation of reintegration policies.

In order to successfully implement the Reintegration Strategy, it was developed an Action Plan, which outlines all concrete measures of the action for all institutions vested with implementation tasks. The Action Plan contains the overall and specific objectives, the concrete activities for achieving the objectives, determines the responsible and supporting institutions for the achievement of each objective and activity; specifies the timeframe for achievement of each objective and activity; determines necessary financial costs for the implementation of the activities and measurement indicators for the achievement of each objective and activity.

In Kosovo, it is established a sustainable system of reintegration of repatriated persons, governed by legal and institutional framework, adequate policies and implementation in practice. This system seeks to increase the focus on the individual specific needs of repatriated persons. This will have a positive impact on the degree of customer satisfaction with the services provided and their sustainable reintegration. Therefore, in order to meet the specific needs and continuous advancement of services in the coming years, it is planned to apply an individual-based needs and tailored approach.

¹ EU Member States have been the destination country for most of the emigrants from the Republic of Kosovo

Sustainable social and economic reintegration of repatriated persons will remain to be under the focus of the measures to be taken over the next five years. The advancement of the case management system, strengthening of measures to be undertaken at the municipal level, inter-institutional coordination, needs assessment and application of the special groups specific needs-based approach on for as well as monitoring and evaluation of the reintegration process will be the main pillars of this Strategy.

Particular attention will be paid to reintegration and specific services for the various vulnerable groups by implementing a needs-based approach. The implementation of this strategy aims to advance the services and to meet the needs of repatriated children, unaccompanied children, victims of human trafficking, persons returning from conflict zones, individuals addicted to subtropical/narcotic substances, persons with criminal background as well as persons in serious health condition and persons with special psychological needs.

Institutions involved in reintegration at municipal level should be strengthened to a large extent in order to meet their mandate set by Regulation No.13/2017 on Reintegration of Repatriated Persons and other reintegration policy documents in providing services to repatriated persons and to contribute to sustainable reintegration.

All local institutions involved in the reintegration process should intensify cooperation at horizontal and vertical level to ensure the flow and quality of necessary assistance provision and sustainable reintegration.

Cooperation with relevant institutions at the international and regional level should advance in response to the return flow and reintegration needs. Over the next period, cooperation will continue in order to exchange information with returning countries and to maximize the assistance provided by international institutions and donors in Kosovo.

Reintegration process management is a dynamic process and requires continuous development of the human capacities of the persons involved in this process, therefore during the next period it is necessary to work on capacity building to apply the needs-based approach, including standards for addressing and providing services to vulnerable specific groups as well as monitoring and evaluating the reintegration process.

Identified challenges will be addressed through concrete *objectives*, which are to be achieved within a five year period:

- Advancement of reintegration system for repatriated persons by applying the needs-oriented approach;
- Advancement and undertaking of relevant socio-economic measures for sustainable integration of repatriated persons;
- Advancement of the reintegration system of vulnerable groups by applying a needs customized approach for each group;
- Development of a system for successful reintegration of repatriated persons from conflict zones;
- Advancement of inclusive cooperation in the field of reintegration;
- Strengthening the capacities of the staff involved in the reintegration process;
- Advancement of reintegration process monitoring and evaluation system.

INTRODUCTION

The Strategy for Sustainable Reintegration of Repatriated Persons in Kosovo is a leading document that reflects the dynamics of reintegration, gaps and challenges identified during the monitoring of this process and the measures that the relevant institutions should undertake, the criteria that emerge from the European integration process and incorporates the best practices in the reintegration process.

In the drafting of the Strategy for Reintegration and Action Plan were consulted the Government policy documents in the field of migration and relevant stakeholders.

Sustainable reintegration, remains among key priorities of Kosovo Republic Government and Ministry of Internal Affairs (MIA). The Government's Annual Work Plan and of MIA for 2017 it is foreseen the drafting of the Strategy for Sustainable Reintegration of Repatriated Persons in Kosovo. The Government has foreseen the reintegration process as a priority field of action in the Statement of Priorities Policy (2012-2020) and in the Mid-Term Expenditure Framework for the period 2018-2020.²

Within European Agenda, the criteria of Roadmap for Visa Liberalization for Block 0 Readmission and Reintegration are fully fulfilled. During the drafting of the Reintegration Strategy, are addressed all requests arising from the National Program for the Implementation of the SAA.

The Reintegration Strategy will be implemented over a period of five (5) years (2018-2022), while the Action Plan includes activities to be implemented for a period of three (3) years (2018-2020) with a revision on an annual basis.

² Sustainable reintegration is set under the second objective of the Medium Term Policy Statement, called "Advancing the European Integration Process and Strengthening International Cooperation".

METODOLOGY

The strategy was drafted by the working team, led by the Ministry of Internal Affairs, with the participation and contribution of all relevant central and local institutions involved in the reintegration process of repatriated persons. The government appreciates the civil society input to the drafting of this Strategy.

Legal documents and government policies in the field of migration, the relevant ministries, municipalities and other local and international stakeholders were consulted upon strategy drafting. Also, the strengths and weaknesses of the reintegration process, recommendations from the European Commission and other international partners and findings from the current strategy assessment are taken into account.

The Government of the Republic of Kosovo appreciates the contribution of the European Commission, UNDP, GIZ, UNHCR, OSCE, IOM, UNICEF and other local and international actors for the support provided in drafting of this Strategy.

PRINCIPLES

The Reintegration Strategy has been developed inter-alia, based on the following principles:

Sustainability: All defined objectives and planned activities facilitate a sustainable reintegration and compliant with international standards and planned in the Mid-Term Expenditure *Framework (MTEF)*;

Good governance: Accountability and transparency are principles that guide the work and actions planned with this strategic document;

Rule of law: The strategy supports the rule of law by all stakeholders and contributes to the implementation of legislation that regulates and is related to the reintegration process;

Subsidiarity: The reintegration services deriving from this strategy will be offered locally to be closer to the citizens, in accordance with the competences set out in the respective regulations and with the support of the central level.

Addressing the challenges: This Strategy addresses the challenges identified during the implementation of the former strategy, the gaps and needs identified during the monitoring and assessment of impact of reintegration policies and consultations with relevant ministries, municipalities as well as local and international stakeholders;

Harmonization of assistance: The Reintegration Strategy aims to harmonize the provided assistance by national resources and international donors and promotes civil society expertise to ensure that the most effective possible practices are implemented in support of repatriated persons;

Universality and non-discrimination: All repatriated persons regardless of age, gender, ethnicity, religion and race shall be included in the reintegration process. The assistance and support from the reintegration program is provided to repatriated persons according to the criteria set out by the legislation in force and international standards;

Special attention for the needs of the most vulnerable: The Reintegration Strategy pays particular attention to the needs of the most vulnerable repatriated persons, whose sustainable reintegration may require specific customized support;

Flexibility for beneficiaries: The standardization of steps, activities, procedures and services goes along with a high degree of flexibility in providing assistance to account for specific needs;

1. BACKGROUND

Kosovo's population throughout history is known as an emigrant population as a result of the influence of the various political and economic circumstances and developments in the past. Because the migration process is a continuous process, the main analyses in Kosovo are mainly done for new emigration starting in the 60s or as it are called *New Migration*. The new migration, depending on the various factors influencing emigration, is divided into three main stages of emigration: 1) Political Emigration during the years 1969-1989; 2) Political-economic emigration 1990-1999 and 3) Socio-economic emigration after 2001.

Political emigration (1969-1989), included the persons (their families) who were persecuted because of political beliefs, were discriminated, were restricted in their freedom of expression, or opposed the state system present at that time. *Political-economic emigration* (1990-1999) is a consequence of the political measures taken in Kosovo during the 1990s, after the loss of jobs, a large share of Kosovars were forced to emigrate. Towards the end of 1998-1999, due to the war, thousands of Kosovars fled to the countries of the region (Albania and Macedonia) and some of them immigrated mainly to the western countries. The largest number of persons that emigrated from Kosovo during '90s peaked during the 1998-99 war. Socio-economic conditions were the decisive driving factor for *Socio-economic emigration* (after 2001), an emigration expressed as: finding a job, or better economic future or higher standard of living. A migration flow was also noted in the period 2014/15, where approximately 110,000 persons are estimated to have illegally crossed the EU borders. The fact that Kosovo is the only country in the region that remains isolated, without the right to visa-free movement influenced this latter migration.

International migration - according to the available data, it is estimated that there are more than 550,000 Kosovo residents who have emigrated from Kosovo since 1969. The population from Kosovo include the persons born outside Kosovo and is estimated to be 703,978 inhabitants until 01 April 2011³. In 2016 it is estimated that there are more than 870 thousand people from Kosovo living abroad or over 49% of the resident population in Kosovo⁴.

Net migration - during 2012-2016 it is estimated that Kosovo lost 122,657 inhabitants or about 6.9% of Kosovo's population⁵. The number of Kosovar emigrants during 2016 was 22,012 persons or 1.2% of the resident population⁶. In this number are included all emigrants regardless of the reason for migration and their status (legal and illegal).

Return (2012-2016) – Kosovars who had been rejected asylum request and those who did not have a permanent residence permit were affected by the implementation of regulations for repatriation. Thus, during 2012-2016, a significant number of the population returned to Kosovo with an annual average of 9,614 persons or 0,53% of the population within a year⁷.

³ Kosovo Agency of Statistics: <http://ask.rks-gov.net/sq/agjencia-e-statistikave-te-kosoves/sociale/demografia-dhe-migracioni>

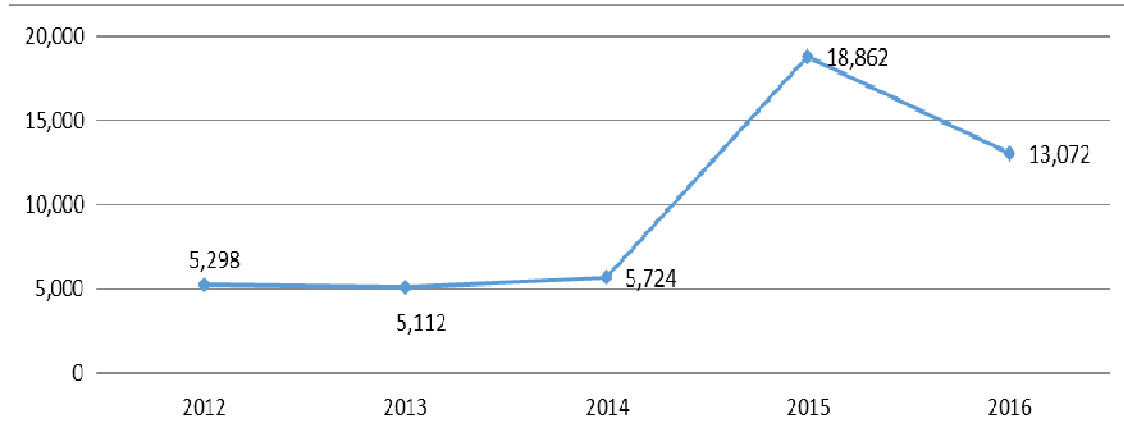
⁴ Ministry of Internal Affairs, MIGRATION PROFILE 2016

⁵ Ibid

⁶ Assessment, Population of Kosovo 2016, page 9 table 2: Prishtina, June 2017: <http://ask.rks-gov.net/media/3385/vleresimi-i-popullsise-se-kosoves-2016.pdf>

⁷ Ibid

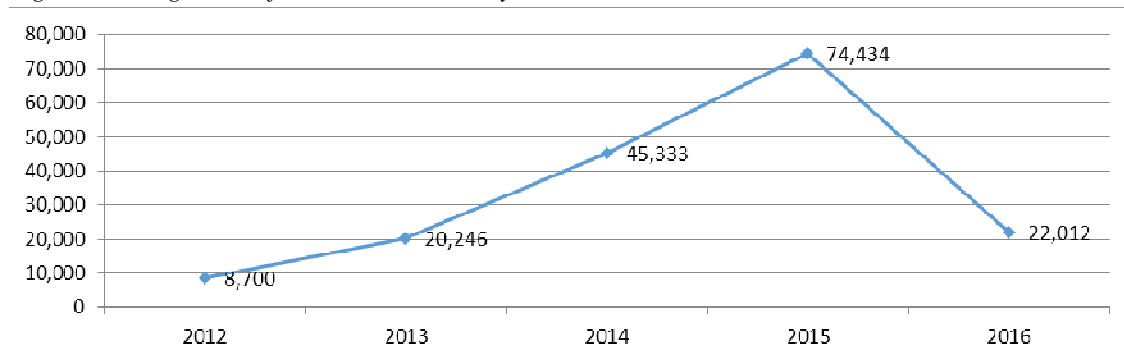
Figure 1. Trend of return in Kosovo by years 2012-2016



Source: KAS

Emigration (2012-2016) - The data for 2012-2016 indicate that Kosovo continues to have a high rate of emigration with an average of 34,145 or 1.91% of emigration within a year ⁸.

Figure 2. Emigration of Kosovo estimated by KAS, 2012-2016



Source: KAS

Readmission

The Government has established the necessary legal and institutional mechanisms to manage the readmission process, while respecting the dignity and rights of Kosovo citizens. Characteristics and challenges related to readmission activities in Kosovo influenced the drafting of this strategy. Readmission is an important policy mechanism for managing irregular migration.

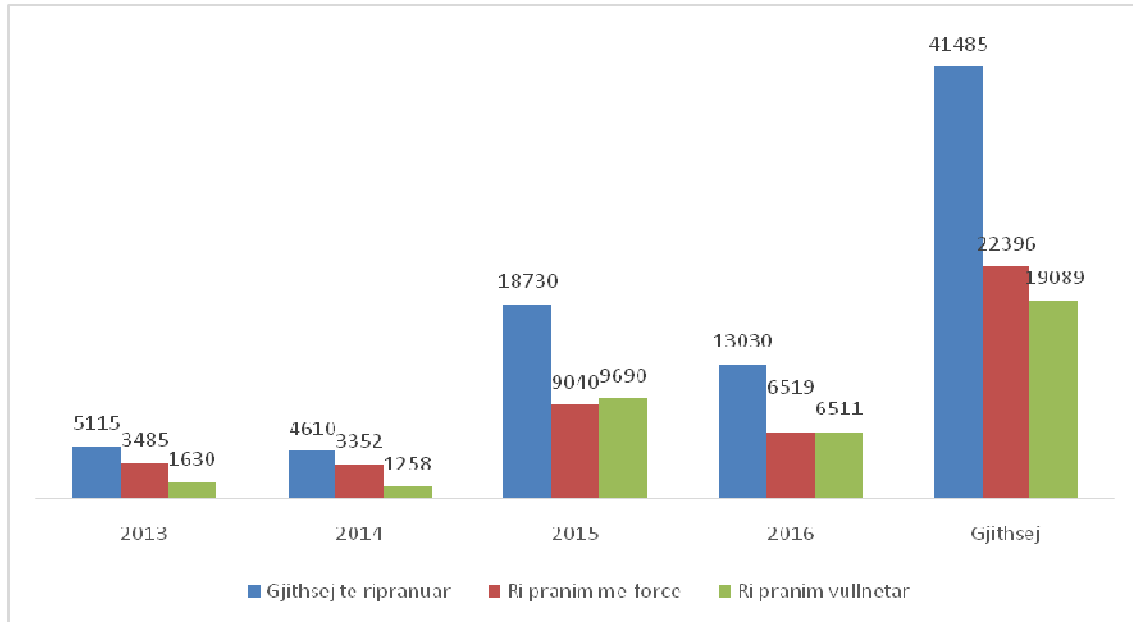
The implementation of the readmission legislation has priority as regards cooperation for readmission with countries that Kosovo has not yet signed bilateral agreements for readmission, whereas with countries that Kosovo entered into bilateral readmission agreements, it applies the readmission agreements. To date, the Government of the Republic of Kosovo signed total of 21 bilateral readmission agreements⁹. Implementation of readmission agreements is an important factor for preventing and combating irregular migration.

⁸ Ministry of Internal Affairs, MIGRATION PROFILE 2016

⁹ Signed agreements with: Albania, France, Switzerland, Germany, Denmark, Norway, Austria, Slovenia, Czech Republic, Belgium, Luxembourg, Netherlands, Montenegro, Sweden, Finland, Bulgaria, Hungary, Malta, Estonia, Liechtenstein, Croatia, Italy and Turkey.

Annual data from the Kosovo Police and the Department of Citizenship, Asylum and Migration indicate that the number of readmitted persons (forced and voluntarily) during the 2013-2016 period was 41,481. From this number, 54% were readmitted by force and 46% voluntarily.

Figure 2: Voluntary and forced return 2013-2016



Source: KP and DCAM

The readmission trend show that the number of readmitted persons has increased in 2015 and 2016 as a consequence of Kosovo's irregular migration by the end of 2014 and at the beginning of 2015.

2. Reintegration of readmitted persons

Reintegration of repatriated persons is a complex process that requires cooperation and coordination of the actions of all institutions and organizations involved in this process. The socio-economic and political context in Kosovo also determines the migration and reintegration trends. Harmonization of policies and programs for reintegration and their proper implementation are a prerequisite for a successful process.

The reintegration of repatriated persons consists in the reintegration of repatriated persons into Kosovo society and improvement of their social and economic conditions. Reintegration of repatriated persons represents an important aspect in the social and economic inclusion of Kosovo citizens. As a result of signing the readmission agreements and based on the needs of persons after return, were developed the reintegration policies, and established the respective structures and allocated the necessary annual budget to support the reintegration process of repatriated persons.

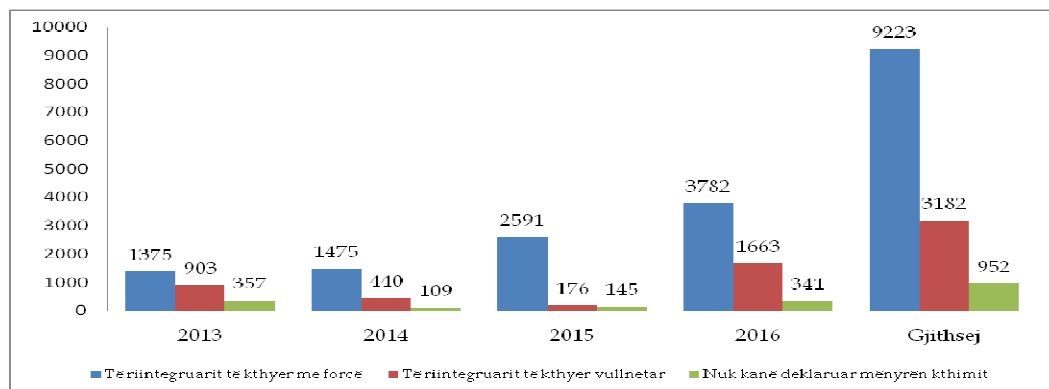
Repatriated persons represent a heterogeneous category in terms of their civil status, age, gender, educational background, social status and economic status. Consequently, the needs of repatriated persons are not the same as their absorption capacities and dedication to reintegration in society differ. It is therefore necessary to adapt an individual approach to each repatriated person. This situation results in the need for socio-economic profiling of repatriated persons in order to facilitate their needs assessment and service delivery based on their needs.

Reintegration is a complex process involving provision of assistance to repatriated persons starting from emergency assistance at the time of arrival, access to public services, specialized services for vulnerable persons, and support for achieving sustainable reintegration.

During the period 2013-2016, 13,357 repatriated persons were supported through different assistance from the reintegration program. In 2013, 2635 repatriated persons benefited. In 2014, the number of beneficiaries was 2,024, in 2015 there were 2912 beneficiaries while in 2016 were 5,786 beneficiaries. The number of beneficiaries in 2016 was 50% higher than in previous years. By looking at the inclusion of returnees in benefit schemes, in total 51 percent of total returnees benefited in 2013, 43 percent of returnees in 2014, 15 percent of returnees in 2015, and 44 percent in 2016.

The need for support in reintegration during 2015 and 2016 has increased significantly as a result of massive returns following the influx of migration at the end of 2014 and in beginning of 2015. Despite the support of a large number of returnees, it still remains a challenge the sustainable reintegration of repatriated persons, especially of vulnerable groups and persons with special needs. The recent migration flow has significantly changed the profile and needs of returnees, which will be taken into account through this Strategy.

Figure 3: Number of repatriated persons supported with reintegration measures 2013-2016



3. Factors affecting sustainable reintegration

During the drafting of this strategic document, it was conducted the current strategy evaluation, whereby it was established the achievements and identified the challenges that need to be addressed in the upcoming period. It was also conducted an internal analysis (SWOT) whereby analysed strengths, weaknesses, opportunities and threats of the process of sustainable reintegration of repatriated persons.

The analysis process involved the identification of main factors affecting the sustainable reintegration of repatriated persons in which substantial progress has been made in implementing the current strategy. These factors are: legislation and government policies, funding; decentralization and active role of municipal authorities, case management system and international assistance.

Policy framework and strategic approach

The reintegration process is an important achievement that can be characterized as an advantage for further development. Institutional reintegration mechanisms, inclusive reintegration system, supporting institutional structures, legal framework and operational procedures for reintegration are already established. Reintegration Strategy 2013-2017 and Action Plan, Regulation on Reintegration of Repatriated Persons; Regulation on the Establishment of Municipal Offices for Communities and Returns (MOCR), Regulation on the Functioning of the Centre for Accommodation of Repatriated Persons, Regulation on Subsidizing Projects that promote the reintegration of repatriated persons in the Republic of Kosovo and the Guideline on Readmission and Reintegration of Unaccompanied Children provide a comprehensive regulatory framework that is harmonized with the policies of the Government of Kosovo and is developed in line with international standards and principles.

Financing

In order to implement reintegration policies the Government allocates a specific budget. Allocation of sufficient budget is important in order to address the needs and requirements of repatriated persons in priority fields as identified in the strategy and defined within the legal and administrative framework.

The European Commission's report on visa liberalization states that "Kosovo fulfilled all three requirements in the area of reintegration"¹⁰. Kosovo has fulfilled the outstanding requirement of disbursing the reintegration fund, with a focus on offering assistance with employment, the establishment of small businesses, vocational training and linguistic training for children.

In September 2010, the Government established the Reintegration Fund to support the sustainable reintegration of repatriated citizens of Kosovo by dedicating the budget by years, for 2013 has allocated the budget of 3,170,150.00, for 2014 allocated 2,372,450.04, for 2015 allocated 2,112,671.00, for 2016 allocated 2,001,719.00, for 2017 allocated 2,756,719.00 Euro.

Decentralization and the role of municipal authorities

The Reintegration Strategy of 2013-2017 focused on the decentralization of competencies from the central level to the local level. Competences regarding decision-making for benefiting from reintegration schemes have been effectively transferred to the local level since 2013.

DRRP is consistently supporting municipalities in order for them to take a leading role in the sustainable reintegration of repatriated persons. Municipalities remain major stakeholders in reintegration and are responsible to provide clearly defined reintegration services for repatriated persons and to pay special attention to their social and economic inclusion within Kosovo society.

Case Management System (CMS)

CMS helps the implementation and monitoring of the reintegration process. CMS is an electronic system administered by MIA, where all applications and relevant data regarding repatriated persons as well as their benefits are recorded, stored, processed and archived. Through the CMS, the reintegration process of repatriated persons is fully managed from the moment of entry into Kosovo until the completion of the case, in accordance with the procedures defined in the legislation and policies. MOCRs have electronic access to CMS as well as in the necessary technological infrastructure to enter and update data.

International assistance

The international assistance played a significant role to the development and implementation of reintegration policies. Technical assistance contributes to the advancement of the entire reintegration system as well as the national capacities to continuously plan, manage, monitor and improve this system.

Other factors, also of crucial importance to sustainable integration which are considered *challenging* are: ensuring the effectiveness of reintegration measures; strengthening municipal authorities and coordination of implementing partners, as well as public awareness-raising; harmonization of institutional approaches to socio-economic development; cooperation and coordination; exchange of information with returning states; special needs-based support for specific groups and financial resources.

Efficiency assurance

While were decentralized the services and responsibilities in service delivery, it is established the framework and the system for reintegration of repatriated persons, at the municipal and central level there are difficulties in ensuring the effectiveness. In the light of implementation of this Strategy, special importance will be given to the strengthening and retention of institutional human capacities at central and local level.

¹⁰ Fourth report on progress by Kosovo in fulfilling the requirements of the visa liberalisation roadmap SWD (2016) 160 final.

Sustainable reintegration of repatriated persons requires that ministries and municipalities be active in coordinating actions in this process and at the same time to play a proactive role and to conduct risk assessment and management in this process.

Findings from monitoring in the field indicate the need for "*continuous improvement cycle*" in order to build reintegration staff capacities in Reintegration Strategy implementation. As part of this cycle, the human capacity needs shall be complemented by the staff-oriented training, needs and impact assessment related to the implementation of the strategy as well as the continued use of CMS for daily work of DRRP and municipal officials. Also, priority will be given to the development of human capacities in designing and managing projects funded by foreign donors, and especially IPA projects for Kosovo. At the municipal level, DRRP will support municipalities in the process of drafting the Municipal Reintegration Plans and their implementation.

Alignment of institutional approach to socio-economic development

The institutional and political environment for sustainable reintegration of repatriated persons is complex and involves many institutional stakeholders. It is of critical importance to ensure the readiness of other institutions to align their policies with the reintegration policy framework. It would be of particular importance for the sustainable reintegration of repatriated persons in rural areas to facilitate their access to benefit from agricultural grants granted by Ministry of Agriculture and Municipalities. Lack of coordination between different programs and projects within the reintegration system in Kosovo causes the risk of activity overlap, inefficient use of resources and unmonitored assistance from the responsible state institutions, which should be urgently addressed with the help of financing countries and EU support. The lack of prioritization of reintegration in municipalities to accommodate repatriated persons after 12 months of support from reintegration schemes is an additional burden, and this issue requires effective measures. In particular, delays in the construction and reconstruction of housing units for repatriated beneficiaries should be avoided in the future.

Exchange of information with returning countries

Lack of information on repatriated persons is greatly hampering the work of DRRP in planning, receiving, providing services based on needs and the sustainable reintegration of returnees, especially in support of vulnerable groups, persons who have lived abroad Kosovo for a long time, persons with criminal background, repatriated from prisons and persons with severe illness. Also, the lack of birth certificates for children born in the returning country prevents their civil registration, and thus their reintegration.

Among the repatriated persons there are victims of trafficking, persons repatriated directly from prisons, people with severe infectious disease, persons born in returning countries, leaving behind different history and the entire life, information established upon reintegration process treatment.

Obtaining the necessary and timely information from returning countries, before is conducted the repatriation process, is necessary and enables the combination of state programs to support the victims of trafficking, the combination of the reintegration program with the re-socialization program for repatriated persons with criminal background who are repatriated from prisons, signals the undertaking of security measures for security of the staff that treats people with serious infectious diseases and helps to create the profile of persons that were born and live in migration. MIA should establish a sustainable and effective exchange of information with returning countries, which will facilitate planning of reception, service provisioning and sustainable reintegration of repatriated persons.

Support to specific groups

Specific groups are special groups of repatriates who, because of their characteristics, need special support and treatment. Specific groups can benefit from reintegration schemes with the aim of achieving

sustainable reintegration. During the process of reintegration of repatriated persons, special attention will be paid to: single mothers with children, children without parental care, abused children, children with special needs, unaccompanied children and separated children, elderly without family care, people with disabilities without family care, victims of domestic violence, victims of human trafficking and returnees from conflict zones.

While a sustainable reintegration system has been established, since the arrival of repatriated persons in the BCP, the service delivery approach based on special needs for specific groups still remains a challenge for the treatment of these categories. Such an approach would orient the resources where it is needed and would enable sustainable reintegration.

Given the specific needs for specific groups of repatriates including returnees from conflict zones, it will be designed standard support packages for each category, we will engage with all line ministries and implementing partners to ensure the fulfilment of the complex needs of returnees, especially vulnerable groups. In order to do this, consideration will be given to the aspects of vulnerability faced by returnees as well as the specialized services needed to support vulnerable repatriated persons when they return to Kosovo. With the aim of addressing all the needs of this category, we will work closely with the civil society and international organizations for the implementation of joint projects.

Coordination of Implementing Partners

The reintegration process is a complex system that is developed at many levels and involves many stakeholders. The need for cooperation and coordination among the parties is enormous, not only at the central level between the respective ministries but also at the local level and with non-governmental organizations and international donors and organizations. This requires an even greater advancement of the cooperation and coordination mechanism between the various parties, under the coordination of DRRP. DRRP recognizes and acknowledges the importance and the role of non-state implementing partners as well as various advocates, especially those from civil society. DRRP is committed to dialogue and cooperation with civil society to develop and implement specific local programs in support of reintegration of repatriated persons.

Public Awareness

Awareness and public awareness-raising campaigns should be further developed. This includes diversification and reinforcement of communication lines to inform repatriated persons over their rights and opportunities for socio-economic reintegration. DRRP will support the holding of public forums at central and local level; organize awareness campaigns on the threats and risks of irregular re-migration; as well as organize information campaigns in returning countries with the largest number of Kosovo citizens expected to be repatriated, over their reintegration opportunities in Kosovo.

Financing

The needs of repatriated persons are constantly increasing and changing. In recent years, the number of people in need of support from reintegration schemes has increased considerably. At the same time, the number of repatriated persons with specific needs is increasing, mainly those with depressive disorders, serious illnesses and persons addicted to subtropical substances. Since public health services provide limited services in this field due to underdeveloped capacities, this need represents a challenge to the annual reintegration budget. In order to address this issue and to provide the necessary services for this category, it is required a coordinated approach between central and local health institutions, civil society and donors, and through various projects to meet these needs of the repatriated persons and to support the reintegration process. These projects would also provide funding for services that are not provided in public institutions, especially for vulnerable groups.

Factors beyond the scope of influence of the Government of Kosovo

Factors beyond the scope of the Government influencing return and reintegration of repatriated persons are considered the number of persons that need to be repatriated and the repatriation periods by EU member states. Also, political developments in EU member states that may affect migration policies also affect the situation of return of citizens from Kosovo and in this case also the reintegration.

2. VISION, MISSION AND OBJECTIVES

The Government of Kosovo is committed to promoting a democratic, safe and modern state with prosperity, towards achieving of European high standards of living. By giving importance to the repatriation process, in the sense of the influence into socio-economic life, reintegration of repatriated persons is one of the priorities of the Government's policy agenda.

Vision

The Vision of the Reintegration Strategy is the sustainable reintegration for repatriated persons in Kosovo.

Mission

The Mission of the Reintegration Strategy is to provide sustainable socio-economic reintegration for repatriated persons through continuous improvement and advancement of an effective and efficient service system, focused on the needs of returnees.

Strategic and specific objectives

Strategic and specific objectives comprise the basic framework for specific actions in achieving the intended results through this Strategy. All objectives are in line with the respective strategic and legal framework, as well as international agreements and conventions and the European agenda.

Strategic Objective 1: Advancing the reintegration system for repatriated persons by applying a needs-oriented approach

The current system of provision of measures for sustainable integration of repatriated persons requires further advancement in order to completely respond to the specific needs of particular groups. In addressing specific needs of particular groups, an important role is to provide adequate information to repatriated persons of returning countries, adequate mechanisms for identification of persons with specific needs, referral of cases to the responsible authorities, assessment of needs and development of standard reintegration packages for each category by applying an approach oriented to the specific needs of each group, including returnees from conflict areas. These measures represent specific objectives elaborated in the action plan.

Specific Objective 1.1: Providing adequate and timely data from returning countries related to repatriated persons for reintegration needs;

Specific Objective 1.2: Safe return and with dignity of Kosovars without the right to stay in the state from which they are returned, organized reception, their counselling and referral to emergency services in the moment of arrival;

Specific Objective 1.3: Developing standard reintegration service packages and ensuring of quality services for each category of repatriated persons;

Specific Objective 1.4: Advancing of sustainable reintegration system for vulnerable groups by applying an approach oriented to specific needs of each group;

Specific Objective 1.5: Establishing a successful reintegration system for persons repatriated from conflict zones.

Strategic Objective 2: Sustainable socio-economic reintegration for repatriated persons

In spite of all efforts made so far and large human and financial investment for reintegration of repatriated persons, sustainable reintegration is difficult to achieve. Reintegration measures represent an important mechanism in support of repatriated persons, but their impact however remains limited in practice.

With a view to advancing support for repatriated persons and contributing to sustainable reintegration, the focus of upcoming measures will be advancing the system of referring cases to adequate reintegration schemes, analysing repatriated profiles and advancing sustainable economic reintegration measures, advancing the system for sustainable social reintegration, increasing opportunities for lifelong learning and vocational training and raising citizens' awareness on the risks of irregular migration and re-migration. Strengthening the local institutions involved in the reintegration process as a precondition for sustainable reintegration will have a particular focus in the system advancement and measures foreseen in this strategy. These measures constitute specific objectives reflected below and are addressed by concrete activities planned in the action plan of this strategy.

Specific Objective 2.1: Advancing the case referral system to appropriate reintegration schemes;

Specific Objective 2.2: Advancing sustainable economic reintegration measures;

Specific Objective 2.3: Advancing the system for sustainable social reintegration of repatriated persons;

Specific Objective 2.4: Inclusion of repatriated persons to lifelong learning;

Specific Objective 2.5: Public awareness.

Strategic Objective 3: Advancing comprehensive cooperation in the reintegration field

Advancing cooperation with relevant institutions at the international and regional level will continue to be a priority of this strategy in response to return flow and reintegration needs. Over the next period, the focus will be on exchanging relevant information with returning countries, using and coordinating assistance provided by international institutions and various donors. To ensure the flow and quality of providing the necessary assistance and sustainable reintegration, specific actions are planned to intensify cooperation between relevant institutions at horizontal and vertical levels. These measures are defined in the following specific objectives:

Specific Objective 3.1: Advancing international and regional cooperation;

Specific Objective 3.2: Advancing horizontal and vertical cooperation between stakeholders involved in the reintegration process;

Specific Objective 3.3: Coordination of financial and technical assistance.

Strategic Objective 4: Strengthening capacities to provide an integrated approach to the reintegration system

The complex reintegration process requires sustainable resources, capacities, and specific expertise that can only be achieved by continuous investment in the capacities of staff involved in reintegration at local and central level. Advancing the reintegration process and addressing the specific needs of particular groups requires staff skills in addressing these categories and providing need-based services. Strengthening the capacity to provide an integrated need-based approach is intended to be achieved through the following specific objectives:

Specific Objective 4.1: Developing respective modules for building capacities of the staff involved in the reintegration process;

Specific Objective 4.2: Developing capacities for management, monitoring and evaluation of reintegration process at all levels;

Specific Objective 4.3: Exchanging experiences and good practices;

Specific Objective 4.4: Strengthening of capacities of staff involved in the reintegration process for treatment of vulnerable groups;

Specific Objective 4.5: Strengthening of reintegration system in local level.

Strategic Objective 5: Strengthening of monitoring and evaluation of implementation of reintegration policies

Progress towards sustainable reintegration is achieved by implementing measures foreseen in the relevant legislation and policies, but also by monitoring their implementation and impact on achieving the sustainability of reintegration. Monitoring and evaluation of the entire process of sustainable reintegration is a long-term goal, which is not limited to case management but the impact of measures in the reintegration process in general and the role of all involved stakeholders. This extensive monitoring and evaluation process requires adequate mechanisms such as the Comprehensive Monitoring and Evaluation Platform, specific modalities and capacities for assessing the results of all stakeholders as presented in the following specific objectives:

Specific Objective 5.1: Developing a comprehensive monitoring platform of reintegration process and outcome assessment;

Specific Objective 5.2: Developing integrated reporting system;

Specific Objective 5.3: Advancement of Reintegration Case Management E-System;

Specific Objective 5.4: Systematic monitoring of the need-oriented approach for each category of repatriated persons, based on the individual reintegration plan.

Reviewed Alternatives

Several policy orientation alternatives have been addressed during the process of drafting this Strategy, with the aim of ensuring sustainable reintegration of repatriated persons.

The first reviewed alternative is based on provision of services for sustainable reintegration to all repatriated persons. This alternative has high financial cost and is not based on the needs of repatriated persons and can also cause dissatisfaction with the resident population of Kosovo and social exclusion for repatriated persons.

The second alternative aimed at providing reintegration services only to vulnerable groups. This alternative would exclude many categories of returnees, especially young people and people with various needs such as vocational training, employment or education although not categorized as being vulnerable.

The other alternative, selected for drafting this Strategy, is based on providing services in line with repatriated persons' needs, as well as applies an approach oriented to the needs for sustainable reintegration.

3. IMPLEMENTATION

Reintegration of repatriated persons is supported by: organized reception and assistance immediately upon arrival, emergency benefits and measures supporting sustainable reintegration.

Services provided to repatriated persons include organized reception and assistance immediately upon arrival, information about their rights, and temporary accommodation at the Accommodation Centre, emergency benefits and measures for sustainable reintegration. After the arrival of repatriated persons in the municipality of origin, the needs are assessed and provided for a sustainable reintegration.

Sustainable reintegration measures in principle include support for repatriated persons in their access to public services. Based on their needs, they can benefit from specific schemes provided in the framework of assistance and support for sustainable return, funded under the reintegration measures.

Civil registration and issuance of identification documents for repatriated persons is a prerequisite to enable more benefits to repatriated persons from reintegration measures, and this is done in accordance with the legislation in force. Possession of civil documents is essential to enjoy social, economic and political rights. Problems related to lack of necessary documentation for civil registration will be addressed in the framework of cooperation and information exchange with sending countries.

Health care for repatriated persons is provided through the system of public health institutions at primary, secondary and tertiary care level. Repatriated persons with special needs can benefit assistance in compensating expenditure on medicines which are not included in the essential medicine list (EML).

Health care for repatriated persons is a concerning issue in the reintegration process, especially the lack of information on returnees with severe or vulnerable health conditions.

Family Medicine Centres at the municipal level are responsible for providing health services and are obliged to prioritize health care measures for repatriated persons even when they do not possess the necessary documentation due to their civil status.

The return of persons with mental **health problems, users of subtropical substances** and those with special needs presents a challenge in terms of their treatment due to limited capacities in specialized medical facilities. Moreover, stigmatization of this category in society makes their situation even worse. Adequate measures will be taken in the forthcoming years to raise public awareness regarding the needs of this category, and the organizations and civil society will, by means of partnership, provide specific services of psycho-social treatment for people in need.

Housing is a social right of citizens in majority of developed countries because it is crucial to health and quality of life. Municipalities are the authority responsible for providing social housing solutions, pursuant to the Law on Local Self-Government, related to the Law on Housing Financing Specific Programs. Municipalities should provide sustainable housing solutions for repatriated persons who need housing provision during the reintegration process.

Ministry of Environment and Spatial Planning (MESP) assist municipalities in drafting housing policies as well as in planning budgets supporting housing programs, including social housing programs, based on identified needs and priorities.

Majority of repatriates lack housing solutions when returning to Kosovo, therefore creating sustainable housing solutions is of major importance in terms of social inclusion.

Based on the current situation, repatriated persons in most cases require emergent/temporary housing and rental housing provision (housing bonus)¹¹. Certain funds from the reintegration budget are used to cover rent, reconstruction, renovation or furnishing of residential units devoted to repatriated persons. Their sustainable housing remains a challenge due to lack of capacity at the local level. Municipalities in cooperation with MESP will prioritize the housing needs of vulnerable categories, including repatriated persons.

Education is a fundamental right and all repatriated children are entitled to attend school in Kosovo's public school system. Ministry of Education, Science and Technology (MEST) supports the Municipal Education Departments (MDEs) in inclusion of repatriated children in the education system, but also in creating conditions and opportunities related to the specific level of their education.

Many repatriated persons have spent a long period of time abroad, while some of them are born and educated in returning countries. This implies that young people, especially children, often lack knowledge of any of the official languages in Kosovo, resulting in difficulties in accessing education, training and employment after return. Access to social and medical assistance and other public services is difficult for those who cannot communicate in any of the official languages. Difficulties during reintegration are also the lack of certificates/diplomas to prove the level of education in host countries. Particular attention is required for children with special needs.

To address the challenges of inclusiveness in compulsory education, within the MEDs in municipalities, trainers for training of teaching staff in schools for returnees' treatment, organization of language courses and catch up classes for repatriated students will be certified. The teaching staff will work with repatriated children who need language courses and catch up classes, based on an individual plan prepared by education specialists of the school that the child attends. Likewise, the abandonment of schools will be avoided through teams for response towards abandonment of school, as a current phenomenon that particularly applies to the Roma, Ashkali and Egyptian communities.

In addition to education, cultural and entertaining activities will be organized with the aim of facilitating the cultural integration and socialization of children with their peers, which positively influences the successful reintegration of children after repatriation.

Integration of repatriated persons into the labour market is done through public employment services, including active labour market measures. **Vocational training** is provided to all repatriated persons who need professional preparation for inclusion in the labour market. **On-the-job training** provides opportunities for advancing skills in the workplace, and increases the chances of trained people to remain employed after the end of internship. Employment through **wage subsidy** is aimed at generating employment opportunities for registered repatriated persons registered as unemployed.

Self-employment and entrepreneurship promotion represents an important measure of self-employment and family employment for repatriated persons in order to support family-based enterprises. Special budget is provided for sustainable economic reintegration of repatriated persons through wage subsidy, business establishment financing. Assistance provided for establishing a business is a key measure for repatriates to generate incomes for their sustainable reintegration.

Access to employment services and active labour market measures (ALMM) for repatriated persons registered as jobseekers in employment offices, is supported by Employment Offices, which is a prerequisite for taking advantage of ALMMs. Special importance in the forthcoming years will be devoted

¹¹ In 2013, 969 people benefited rental accommodation, in 2014 benefited 842 people, in 2015 benefited 639 people and in 2016 benefited 737 people. In 2013, 56 people benefited from reconstruction/renovation, in 2014 benefited 24 people, in 2015 benefited 5 people and in 2016 benefited 11 people. In 2013, 23 people benefited home furnishing, in 2014 benefited 17 people, in 2015 benefited 17 people and in 2016 benefited 24 people.

to analysis of labour market needs and *adequacy of vocational training* areas with the labour market demands and needs.

In order to achieve the best results for sustainable economic reintegration, **career counselling and profiling** will be offered to candidates based on labour market needs.

Benefits from agricultural grants at central and municipal level - Ministry of Agriculture, Forestry and Rural Development (MAFRD) develops and implements agriculture and rural policies with the aim of providing employment opportunities and income generation for citizens living in rural areas.

In the framework of advancing schemes to support sustainable reintegration, returnees in rural areas will be able to benefit agricultural grants. MAFRD in cooperation with MIA-DRRP will develop the necessary procedures for providing access to agricultural grants for repatriated persons in rural areas.

MAFRD and DRRP will address the issue of benefiting agricultural mini-grants at the municipal level in the Municipal Agricultural Directorates, with the aim of increasing profitability opportunities for this category of society.

Social services are a constitutional right for every person living in Kosovo with a permanent or short-term residence, including repatriated persons. The Ministry of Labour and Social Welfare (MLSW) drafts social policies and pension schemes, monitors and inspects the services provided by Centres for Social Work (CSW). Social services include direct provision of social care, counselling, or in special cases material assistance to people in social need. CSW in each municipality is responsible for providing social services. CSW applies social policies and reports on the services provided to MLSW, namely the Department of Social Policies and Family (DSPF).

For access to social services, vulnerable groups are defined as groups that need special treatment and support compared to the general population, who often face difficulties that may result in social exclusion. The psycho-social repatriation aspect involves adaptation problems in repatriation conditions arising from the anxiety and uncertainty experienced on the occasion of return. The adaptation process requires time and comprehensive approach as the repatriated persons are more vulnerable to enjoying their social rights. They become part of the population again, and this requires a lot of efforts for inclusion in the labour market, socio-cultural and psychological adaptation. Socio-cultural adaptation is attributed to the lifestyle, social inclusion, interpersonal relationships, financial conditions and adaptation of culture at motherland. On the other hand, psychological impact of return is closely related to expectations, stress and perception of social circle loss. Repatriation experience is therefore individual and requires individual psycho-social approach and treatment for sustainable reintegration.

Respective CSWs will take all necessary measures in the shortest possible time to enable inclusion of repatriated persons in social services in accordance with the relevant applicable legislation.

4. VULNERABLE GROUPS

Strategy for Reintegration of Repatriated Persons 2018-2022 places special focus on advancing reintegration measures for vulnerable groups by providing needs-based assistance.

Vulnerable Groups (VG) means repatriated persons who are in need for special reintegration measures as a consequence of their reduced functional capacity due to the illness or limited abilities or as the consequence of their family condition, gender, age, illiteracy or similar reasons, or persons who have lack of adequate knowledge of official languages in Kosovo.

Vulnerable groups are special groups of repatriated persons who, due to their characteristics, need special support and treatment. During the process of reintegration of repatriated persons, special attention will be paid to: single mothers, children without parental care, abused children, children with special needs, unaccompanied children and separated children, elderly people without family care, people with disabilities without family care, victims of domestic violence, victims of trafficking in human beings and returnees from areas of conflict.

Single mothers represent a vulnerable category in Kosovo society. The unemployment rate in Kosovo is high and in particular among single mothers. They live in poor economic conditions and have low employment opportunities and their priorities are related to regulation of the housing issue, improvement of living conditions, and financial assistance from the state, etc.¹².

The Law on Gender Equality guarantees gender equality and the Law on the Protection from Discrimination prohibits gender discrimination. The Law on Labour obliges the employer to create equal conditions to both genders, but also to respect the maternity leave. Law on Inheritance in Kosovo stipulates that women and men have equal rights as regards inheritance. Meanwhile, Law on the Social Assistance Scheme in Kosovo includes more specific provisions regarding single mothers¹³. Article 3.1 of this Law stipulates that “The Social Assistance Scheme shall provide financial support to eligible families in accordance with the criteria set forth in this Law and within the resources allocated for this purpose in the Kosovo Consolidated Budget”. The Family Law of Kosovo envisages providing special protection to the mother and child by social welfare means. Pursuant to this law, parental responsibility includes rights and obligations, aiming to ensure emotional, social and material welfare of the child, by looking after the child, preserving personal relations, providing proper growth, education, vocational training, legal representation and administration of property.

Given the vulnerability of this category as repatriated persons and their specific needs, the institutions involved in reintegration have prioritized their needs and will pay particular attention to standards of treatment and development of special support packages tailored to their needs. These measures are reflected in the strategic objectives and action plan of this strategy.

For many *repatriated children*, whether they are accompanied by parents or not, their reintegration is a difficult process which requires specific attention and specific measures adapted to the age and specifics of each child. Living abroad and repatriation have a great impact on their lives. Research shows that a significant number of returnees need special assistance and/or treatment to help them cope with emotional difficulties as a result of changes in their lives. A survey conducted in 2014 shows that 37% of repatriated children¹⁴ suffer from emotional problems and obstacles to social integration as a result of the return process. This often results in abandonment or poor performance at school, isolation and deterioration of mental health.

¹² Less obstacles, more opportunities for single mothers, KDI report (2017)

¹³ Law No.2003/15 on the Social Assistance Scheme in Kosovo, OGK, link <https://gzk.rks-gov.net/ActDocumentDetail.aspx?ActID=2460>.

¹⁴ Monitoring returned minors, Hit Foundation (2014)

These specifications place repatriated children on the list of priorities of the responsible institutions and special attention is paid to their treatment, provision of support from reintegration schemes that include access to appropriate health care, parent or guardian support for child rearing, access to education, psychological care, engagement in group activities, etc. while fully respecting the principle of best interest of the child and the principles of the Convention on the Rights of the Child.

Unaccompanied children are treated with special care during the readmission and reintegration process. In all cases, assistance for unaccompanied children is provided based on needs assessment, with the exception of time constraints¹⁵.

The number of *elderly persons without family care*, since the end of the war in Kosovo, is increasing. House of Elderly Persons without Family Care has a limited capacity for accommodating repatriated elderly persons without family care since the moment of return.¹⁶ Institutions involved in reintegration of repatriated persons belonging to this category will pay attention to the specifics and needs of this category by developing standard support packages and special care programs, until their full reintegration into the House for Elderly Persons, in coordination and interaction with MLSW.

Women continue to be *victims of domestic violence* in Kosovo¹⁷. Women who experience physical and psychological violence, mostly by their spouse, do not enjoy enough institutional care. Kosovo has established legislative mechanisms compliant with European standards in terms of protection against domestic violence, but there are still challenges in relation to implementation due to the lack of shelters and adequate care.

Given these circumstances, reintegration measures for repatriated persons belonging to this group are provided with priority by accommodating their needs through standard service packages, coordination and cooperation with specialized institutions and by providing treatment according to applicable standards in Kosovo.

Also, *victims of human trafficking* are often encountered in the field during the assessment of needs and treatment of repatriated persons. Authorities report that women used for prostitution and children forced to work are the two most exploited profiles. According to them, more than 30 victims of trafficking reported over a year. Kosovo Police has listed the phenomenon of trafficking in human beings as one of the main threats within assessment of risks and threats from organized crime and serious crimes. The main factors promoting trafficking are the socio-economic situation, lack of parental care and family care, particularly towards children, as well as the school dropout.

The cross-border character and specifics of victims of this crime make repatriated persons, belonging to this vulnerable category, a top priority for institutions involved in reintegration and in providing adequate supportive measures. These reintegration measures will be part of standard packages that will be developed in accordance with international standards and legislation in force and will be interlinked in conjunction with the reintegration packages for victims of trafficking, in all cases of return of victims of trafficking through repatriation process, in close cooperation with specialized institutions in this field.

Returned persons from conflict zones represent another sensitive category among returnees. Successful return and reintegration of persons returned from conflict zones requires special attention in all aspects. In addition to other countries, Kosovo is also facing the phenomenon of Kosovars engaging in foreign armed

¹⁵ In 2015 and 2016, 151 families from vulnerable groups have benefited from reintegration schemes. According to the categories of vulnerable groups, 33 single mothers have benefited, 27 people with physical disabilities and health problems, 5 people with mental problems, 67 people living in bad economic conditions, 3 elderly people without family care, 10 people from minority communities, 1 person who does not speak the official languages and 5 people without freedom of movement due to family problems.

¹⁶ The house for care of elderly persons without family care has 135 beds.

¹⁷ During 2016, 1226 cases of domestic violence were reported, with 988 woman victims and 259 man victims, while 581 cases of domestic violence were reported in the first half of 2017

conflicts, travelling in areas of conflict accompanied by their spouses and children. On the occasion of return, their families would need state support for reintegration into political, economic and social life after repatriation.

Responsible institutions should be prepared and operate on the basis of an operational plan to meet the needs of these families on the occasion of return.

Reintegration of this category is posing a new challenge, even for developed countries, which should be urgently addressed so that these people do not remain without support from the state after return.

As a support measure for this category, a response plan will be developed under the leadership of MIA, an effective treatment system will be established within the framework of the reintegration system, and standard support packages will be designed to suit their specific needs.

Persons returned from Correctional Institutions represent a category of persons who return directly from correctional institutions after serving the sentence, who also require specific, adequate measures for reintegration in Kosovo society after return. Their long time spent in penitentiary institutions, criminal past, and long-term detachment from real life developments significantly impede their effective reintegration into society, especially those convicted of serious criminal offenses.

Cooperation with security institutions and specialized organizations by combining standard reintegration packages with rehabilitation packages for persons after serving the sentence represent an important aspect of the successful and sustainable reintegration of this category that should be applied consistently.

In the framework of implementation of this Strategy, MIA/DRRP is committed to work with all line ministries, municipalities and local and international implementing partners to ensure fulfilment of complex needs of repatriated persons that belong to particular categories.

A commitment and engagement will be itself the coordination and monitoring of projects of international civil society organizations (NGOs) funded by various donors that support reintegration of repatriated persons in Kosovo. Additionally, to ensure that project/programs address the needs of reintegration and are in harmony with state policies and institutional engagement, an effective system for cooperation and coordination of reintegration projects will be established by MIA/DRRP. A part of the reintegration budget will be also used to finance and co-finance reintegration projects. This process will be regulated by MIA with relevant legislation.

MIA/DRRP is aware of the need for specific knowledge for the vulnerable aspects faced by returnees, as well as specialized services at all levels, especially at the municipal level, which are needed to support vulnerable returnees since the moment they return to Kosovo. Therefore, a particular importance during implementation of this strategy will be devoted to capacity building of staff involved in reintegration, at all levels, in a professional manner, by identifying and managing process risks, addressing the needs of repatriated persons for their sustainable reintegration.

Strengthening the system of reintegration and capacity building at the local level, after the transfer of services and the reintegration decision by the MIA/DRRP in municipalities, requires a special approach through advancing the existing system, continuously improving processes in close cooperation with MLGA and International and Local Organizations, with the effect of a sustainable reintegration of repatriated persons.

5. IMPLEMENTATION MECHANISMS

The Ministry of Internal Affairs, Department for Reintegration of Repatriated Persons is the highest responsible body for managing the reintegration of repatriated persons, including drafting of policies, legislation, coordinating, monitoring and evaluating the implementation of reintegration policies. DRRP is responsible for provision of emergency services at the moment of arrival, managing the reintegration budget and cooperating with local and international stakeholders in order to advance sustainable reintegration. Coordination and monitoring of reintegration projects implemented by international and local organizations is also one of the priorities of DRRP in the context of managing the reintegration process. DRRP coordinates the process of reintegration of repatriated persons at the municipal level, through regional coordinators, who together with municipal reintegration officers coordinate the process of information and service delivery. One of DRRP's responsibilities is to organize regular trainings and regional workshops with municipal reintegration officers in order to build their capacities in relation to novelties in legislation and policies and to become familiar with the challenges of the reintegration process at the local level.

Line Ministries such as MLSW, MESP, MoH, MEST, MLGA, MAFRD, based on their mandate¹⁸, have the responsibility to reflect the reintegration policies within their sector policies and to provide the municipal authorities with adequate technical and financial support for involvement of repatriated persons in the social and economic protection mechanisms within their mandate. As regards readmission and reintegration, MoD serves as a liaison for communication and coordination between members of diaspora and institutions of the Republic of Kosovo.

At local level, benefits and assistance in reintegration support are mainly organized as part of municipal services and other local services in close cooperation and coordination between local authorities of social welfare, health, employment, education, housing and other service providers, according to the competencies defined by the Law on Local Self-Government.

MOCRs¹⁹ are the first point of contact for repatriated persons after returning to the municipality of origin and have a central role in efforts to reintegrate this category into society. The MOCR role in the process of reintegration of repatriated persons is informative, advisory, appraisal, and monitoring. MOCRs have the responsibility to inform, assist and advise repatriated persons on the opportunities and benefits of reintegration schemes. Officials assist repatriated persons in meeting their demands; accept and record requests from repatriated persons; cooperate with regional coordinators and other local stakeholders; refer repatriated persons to services provided by local institutions to provide further support and assistance and collect and record information in the E-Case Management System.

Centre for Social Work has an important role during the reintegration process of repatriated persons in the respective municipality. CSW, as part of the needs assessment team, makes overall assessment of the needs of repatriated households through reviewing CMS information, available documentation and family interviewing in the field, with particular attention to families with children and people with special needs/disabilities. The role of CSW is unique in the case of Readmission and Reintegration of Unaccompanied Children.²⁰

Municipal Education Directorates, in collaboration with schools, play a key role in involving the children who are repatriated to the education system by providing language courses and catch-up classes based on pupils' needs after return.

¹⁸ See Annex 3 - Institutions responsible for Implementation of the Reintegration Strategy for Repatriated Persons

¹⁹ The role and responsibilities of the Municipal Offices for Communities and Return (MOCR), in the process of reintegration of repatriated persons, are defined by Regulation no. 13/2007 on Reintegration of Repatriated Persons

²⁰ Guidelines for the readmission and reintegration of unaccompanied children in Kosovo society

Employment Offices and Vocational Training Centers ensure the inclusion of repatriated in ALMM, respectively in employment services, self-employment, vocational training, profiling and counselling on career development for sustainable economic integration of repatriated persons.

Municipal Directorates of Agriculture will ensure that a percentage of the beneficiaries of agricultural tools and materials are granted to repatriated persons in their municipality, in support of their sustainable reintegration.

Directorates and other offices at the local level, based on their mandate, will ensure to provide adequate assistance to repatriated persons for reintegration into the community, based on their needs.

Municipal Reintegration Commission (MRC) acts within the framework of the relevant municipality, whose mandate is to review and decide on the requests of repatriated persons to benefit from reintegration schemes funded by the reintegration budget.

At least once a year, relevant stakeholders at the local level should organize consultative meetings with NGOs and international organizations working in the field of reintegration (including advocacy organizations), as well as with repatriated persons and their representatives in identifying problems in the field and defining ways of meeting the challenges of social and economic inclusion of repatriated persons, especially members of vulnerable groups.

Appeals Commission acts within the MIA, whose mandate is to review and decide on the complaints of repatriated persons against the decisions of the Municipal Reintegration Commissions.

6. ACTIVITIES AND INITIATIVES

To achieve the objectives of this Strategy, the following activities shall be considered:

Reintegration process

- Providing socio-economic support for sustainable reintegration and ensuring the quality of services provided under legal rules and procedures;
- The combination of social and economic policies at the strategic level by means of need-based individual support measures;
- Development and implementation of standard service packages to support the reintegration of vulnerable persons, adapted to each group;
- Development of Municipal Sustainable Reintegration Plans that will be comprehensive, needs-based and development-oriented;
- Improvement of the identification, tracing, referral and service system of vulnerable persons;
- Ensuring that repatriated persons are properly informed of all possible benefits before and after return;
- Improvement of the quality of the vocational training system: assessment of needs, training and evaluation of the impact of training.
- Harmonization of labour market needs and requirements with the areas of vocational training to ensure the employment of repatriated persons after vocational training;
- Ensuring the implementation of long-term housing policies for repatriated persons;
- Extending professional information and counselling in order to improve access to funds for opening new businesses for the purpose of creating jobs;
- Facilitating the involvement of repatriated persons in agricultural production through support of agricultural grants and with agricultural materials and tools for returnees in rural areas;
- Focusing on protecting children of returnees and victims of trafficking in human beings, returnees from conflict zones and other categories in specific needs throughout the reintegration process;
- Development of standard systems and procedures for quality assurance of reintegration processes, risk and integrity management and information security;

Reintegration process monitoring and evaluation

- Development and implementation of a monitoring and evaluation platform to enable full monitoring and evaluation of the status of reintegration processes to enable appropriate corrective actions to be taken and further improvement;
- Ensuring effective monitoring of implementation of local reintegration plans;
- Effective monitoring of implementation schemes/services of supporting the vulnerable persons;
- Monitoring and evaluation of sustainable economic and social reintegration schemes and evaluation of their impact on sustainable reintegration;
- Continuous improvement, advancing, and updating of the Case Management System (CMS);

Development of necessary capacities of stakeholders involved in reintegration at all levels

- Strengthening the capacities of all stakeholders at all levels to develop, implement and monitor effective reintegration policies and to provide professional standard services;
- Development of special skills related to the identification and implementation of reintegration projects through targeted training;
- Increase the capacities of stakeholders involved in the development, implementation, and monitoring of schemes/services for vulnerable persons;

- Strengthening capacities for identifying needs, referring and addressing vulnerable groups;
- Strengthening capacities for cooperation and coordination of implementing the local action plans;

Comprehensive cooperation

- Improving the information exchange system with host countries and international organizations to provide quality and timely information before and after the arrival;
- Strengthening cooperation with Kosovo embassies in host countries and embassies of host countries in Kosovo in the fields of provision, exchange, and verification of information regarding returnees;
- Close cooperation with host countries, as well as local and international non-governmental organizations, to coordinate financial and technical assistance, and to facilitate the development of structured and funded reintegration programs;
- Developing mechanisms for increased coordination between relevant state bodies and other stakeholders in the provision of schemes/services for different categories of vulnerable persons;
- Implementation of awareness raising and funding mechanisms for reintegration of vulnerable persons;
- Developing and maintaining effective partnerships with civil society, media, and international organizations to promote measures for sustainable social mobilization.
- Raising public awareness of the reintegration process, policies, mechanisms, and assistance through a public communication plan;

Overview of constrains

Like the very complex nature of the reintegration process, the implementation of this strategy represents a complex process associated with potential risks. Estimated potential risks that may have an impact on the implementation of this strategy are considered:

Insufficient budget limits the possibility of providing services to repatriated persons based on a need-based approach, especially if the influx of repatriates continues to grow. Budget constraints also make it impossible to address the specific needs of each group of repatriated persons and the category of vulnerable groups;

Low level of systematic cooperation between relevant municipal directorates for case referrals, needs assessment and service delivery is a limitation to the implementation of this strategy;

Insufficient staff capacities for managing and monitoring the reintegration process and addressing the psycho-social needs of the repatriated persons;

Psycho-social treatment of repatriated persons is a challenge given the limited capacities of specialized institutions for their treatment. Stigmatization of this category in society further aggravates their condition. Insufficient capacities of relevant health and psycho-social institutions hinder the provision of adequate assistance and sustainable reintegration as a process.

Weak opportunities to solve the issue of sustainable housing, the lack of social housing and sheltering centres for the care and protection of unaccompanied children and the lack of homes for elderly people without family care makes it difficult for sustainable reintegration;

Limited capacities of employment offices in municipalities to profile and advise returnees for career development combined with limited employment opportunities due to high unemployment rate and the small range of vocational training profiles limits employment as a key measure in the process of reintegration;

Insufficient information from sending countries on the returnees profile, especially regarding the health status, the criminal record and the specific needs, limits the provision of services provided by this strategy;

Restrictions on international and regional cooperation for the exchange of information and experiences and the lack of coordination of donor assistance and projects may limit the implementation of this strategy.

Action Plan

For the implementation of this Strategy, an Action Plan has been drafted. The Action Plan covers the three-year period 2018-2020 and contains the strategic and specific objectives, the concrete activities to achieve the objectives, establishes responsible and supporting institutions for the achievement of each objective and defines activity implementation timeline, determines the approximate financial cost and indicators for measuring objectives.

7. MONITORING AND EVALUATION

The implementation process of the Reintegration Strategy will be a process of achievement of strategic and specific objectives and related activities. Monitoring and evaluation will serve to follow the implementation of the Reintegration Strategy, to measure the level of implementation of its objectives, to monitor the progress of the impact of services and reintegration measures to the life of citizens, namely their sustainable reintegration, which is also a vision of this Strategy.

Monitoring and evaluation shall be based on the indicators identified in the Action Plan, which will be systematically based on the Monitoring and Evaluation Plan with involvement and engagement with external and internal stakeholders, by providing recommendations and by taking immediate improvement measures and strategic interventions to address the challenges identified during the monitoring.

The monitoring and evaluation plan will provide data on success indicators, current situation, 2019 and 2020 targets, responsible reporting institutions, the source of information verification, reporting deadlines, progress achieved and measures undertaken in the process for achieving sustainable reintegration.

Monitoring and evaluation mechanisms: MIA is the main authority responsible for coordinating and implementing monitoring and evaluation, with a view to providing a coherent and integrated reporting mechanism. Other stakeholders at government and local level, including international and local organizations, make available the necessary data and information and draft regular reports on their progress. Regular monitoring reports are made through the standard reporting format elaborated by MIA/DRRP. Non-governmental organizations will participate in monitoring and evaluating the strategy at the joint roundtables to be organized by MIA. National Coordinator for reintegration is responsible to coordinate, guide, monitor and report on implementation of policies, activities and actions related to reintegration strategy.

External monitoring and evaluation will take place in the third year following its adoption (2020) and the last year of its implementation in 2022 to evaluate the objectives and goals achieved in order to continuously improve Reintegration policies.

As a tool for monitoring and managing cases, the E-System for the Management of Reintegration cases administered by the MIA in which the requirements and other relevant data regarding repatriated persons and their benefits are recorded, stored, processed and archived. The CMS fully manages the services and benefits of repatriated persons from the moment of entry into Kosovo until the case closure, according to the procedures established by the legislation in force. The data of repatriated persons are treated in accordance with the Law on Protection of Personal Data.

MIA/DRRP through CMS intends to:

- Provide a unified and common database;
- Ensure that each individual case is processed promptly, effectively and efficiently;
- Ensure transparency in the reintegration budget management;
- Ensure co-ordination and facilitation of cooperation between stakeholders.
- Standardize lines and procedures of vertical and horizontal communication;
- Provide coordination and cooperation with international partners and civil society.

The overall implementation of the Cases Management System requires a focused involvement of all institutions defined in all relevant activities, as it is a combination of case management and system. The E-system involves not only the institutional level of service provision and benefits but also the level of work directly with repatriated persons.

The implementation of the E-system will increase the efficiency and effectiveness of social policies in general and ensure that each individual case of reintegration is processed efficiently and effectively. It will ensure transparency of fund management and facilitate cooperation at all levels.

The monitoring and evaluation platform shall be developed and will provide a wider oversight of the progress of the reintegration process and will enable adequate corrective actions and further advancing for the assessment of the implementation of reintegration policies, including the institutional performance assessment of the involved stakeholders, but also assessment of the level of reintegration of repatriated persons over a period of 18 to 24 months after their return.

All stakeholders involved in the reintegration process are responsible for reporting the implemented activities in order to enable MIA to carry out the assessment and undertake the improvement measures within the shortest possible timeline.

Identification of indicators

Any planned outcome (activities and long-term impact) generated by the actions of institutions at central and local level, as well as other stakeholders involved in the reintegration process, will be measured using the indicators identified in the Action Plan.

Risk management

For effective risk management during the implementation, a dynamic risk management approach shall be applied. This approach will enable flexibility, highlighting the lessons learned during the implementation.

Dynamic implementation requires effective cooperation between the key partners and attention is paid to the lessons learned, so that the implementation plan is adapted depending on new information and changing conditions. Sustainability of changes in implementation also requires organizational capacities. Capacity building of key actors requires substantial engagement, needs assessment and the definition of desired skills, as well as ensuring the sustainability of these capacities.

Proactive dynamic risk management approach has now been adopted by DRRP, developing a Risk Register with the Risk Management Action Plan. DRRP has a great opportunity to assist relevant reintegration actors to build their own risk management processes, in order to focus on strategic risks and in listing the reintegration initiatives based on the continuous risk assessment. The Strategic Risk Assessment can provide a valuable baseline and the first step in risk management and governance that would clarify and define the path to developing risk management skills on how to assess, monitor and manage the risks of the reintegration process. The DRRP example is planned to be shared with relevant reintegration actors so that the risk management practice is included throughout the reintegration process and to build a support culture.

Communication

During the implementation of the Strategy, particular attention will be paid to the effective sharing of updated information with returnees on the possibilities of support and assistance from the reintegration measures, as well as to raise public awareness and social mobilization through various communication channels. The exchange of information at the international and regional level also plays an important role in the effective implementation of reintegration policies.

Outcomes and developments of the reintegration process will be shared with all stakeholders through various forms of communication. Communication will be performed through the reintegration communication plan, which will be developed in the framework of the implementation of this strategy.

BUDGET

The Government of the Republic of Kosovo provides the necessary budget for the implementation of activities to achieve the objectives set out in this strategy. The reintegration budget is provided annually with the budget law for the respective year and is planned under the Medium Term Expenditure

Framework (MTEF). Also, the government highly appreciates the donor's contribution to the financing and co-financing of concrete activities and projects for the implementation of this strategy.

ANNEXES

ANNEX A - DEFINITIONS

ANNEX B – REINTEGRATION LEGAL FRAMEWORK

ANNEX C: RESPONSIBLE INSTITUTIONS FOR STRATEGY IMPLEMENTATION

ANNEX A - DEFINITIONS

For the purposes of this Strategy:

Assistance - means services for supporting repatriated persons during the reintegration process and promoting of reintegration.

Benefits - means measures for support from the reintegration program.

Case Management System (CMS) - is the electronic system where information of repatriated persons and their benefits are processed, saved and archived.

Commission for Appeals - means the body where the first appeal against the decision issued by CCR or MRC may be logged referred to this regulation.

Coordination - means that the respective ministries, other authorities and actors support reintegration in an effective manner together as a whole.

Management of reintegration at the central level - means actions of Ministry of Internal Affairs (MIA) and Department for Reintegration of Repatriated Persons (DRRP).

Management of reintegration at the local level - means actions taken by Mayors, Municipal Office for Communities and Returns (MOCR) and Regional Coordinators.

Municipal Reintegration Commission (MRC) - is the decision-making body comprised of representatives of relevant municipal services.

Readmission - is the act of competent authorities of the Republic of Kosovo for readmission of its citizens and third country individuals.

Repatriation - is the act of returning to Kosovo done by Kosovo citizen or a person with Kosovo origin and it is applied to all types of return in cases when entering the territory of Kosovo through an official border crossing point.

Repatriated person - means a Kosovo who, due to the lack of legal ground for residence in a foreign country, is readmitted in Kosovo.

Repatriated persons from Conflict Zones – means spouses and children of war participants in foreign wars, who return from the conflict zones.

Reintegration - means re-inclusion of repatriated persons in the society of Kosovo and promoting of their economic, social and political conditions at a level of access to services, rights and opportunities that are equal to those of the rest of Kosovo citizens.

Return – is the process of returning of a foreigner, whether in accordance with a voluntary or compulsory return obligation, in his or her country of origin or elsewhere.

Voluntary return – means compliance with the obligation to return within a certain deadline.

Forced return – means execution of the obligation to return, respectively physical transport from the requesting country to the Republic of Kosovo.

Vulnerable persons - means repatriated persons who are in need for special reintegration measures as a consequence of their reduced functional capacity due to the illness or limited abilities or as the consequence of their family condition, gender, age, illiteracy or similar reasons, or persons who have lack of adequate knowledge of official languages in Kosovo.

ANNEX B - REINTEGRATION LEGAL FRAMEWORK

Relevant applicable legislation in the Republic of Kosovo, which is related with the process of Reintegration of repatriated Persons

- Constitution of the Republic of Kosovo²¹,
- Law no. 04/L-215 on citizenship of Kosovo²²,
- Law no. 04/L-217 on Asylum²³,
- Law no. 04/L-219 for Foreigners²⁴,
- Law no. 03/L-208 for Readmission²⁵,
- Law no. 04/L-003, on Civil Status²⁶,
- Law no. 02/L-121 Law on Dwelling and Emplacement²⁷,
- Law no. 02/L-118 on Personal Name²⁸,
- Law no. 03/L-172 for Protection of Personal Data²⁹,
- Law no. 03/L-099 on Identity Card³⁰,
- Law no. 04/L-126 Law on Amending and Supplementing the Law No. 03/L-099 on Identity Card³¹,
- Law no. 03/L-154 on Property and Other Real Rights³²,
- Law no. 03/164 on Financing Special Housing Programs³³,
- Law no. 2002/5 on the Establishment of an Immovable Property Rights Register³⁴
- Law no. 2003/13 on Amending and supplementing the Law 2002/5 on the Establishment of an Immovable Property Rights Register³⁵
- Law no. 04/L-009 on Amending and Supplementing the Law no. 2002/5 on the Establishment of an Immovable Property Rights Register³⁶
- Law no. 05/L-010 on Kosovo property Comparison and Verification Agency³⁷
- Law no. 04/L-125 on Health³⁸,
- Law no. 2003/15 on the Social Assistance Scheme in Kosovo³⁹
- Law no. 04/L-096 on amending and supplementing the Law no. 2003/15 on Social Assistance Scheme in Kosovo⁴⁰,
- Law no. 03/L-212 of Labour⁴¹,
- Criminal Code of the Republic of Kosovo no. 04/L-082⁴²,
- Law no. 04/L-129 on Amending and Supplementing the Criminal Code of the Republic of Kosovo no. 04/L-082⁴³

²¹ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=3702>

²² <https://gzk.rks-gov.net/ActDetail.aspx?ActID=8873>

²³ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=8869>

²⁴ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=8876>

²⁵ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2687>

²⁶ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2743>

²⁷ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2589>

²⁸ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2570>

²⁹ <https://gzk.rks-gov.net/ActDocumentDetail.aspx?ActID=2676>.

³⁰ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2593>

³¹ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2843>

³² <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2643>

³³ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2670>

³⁴ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2565>

³⁵ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=3246>

³⁶ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2748>

³⁷ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=13023>

³⁸ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=8666>

³⁹ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2460>

⁴⁰ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2826>

⁴¹ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2735>

⁴² <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2834>

- Code of Criminal Procedure no. 04/L-123⁴⁴
- Law no. 04/L-131 on Pension Schemes Financed by the State⁴⁵
- Law no. 2004/32 for Family in Kosovo⁴⁶,
- Law no. 02/L-17 for Social and Family Services ⁴⁷
- Law nr.04/L-081 on amending and supplementing the Law no. 02/L-17 for Social and Family Services⁴⁸,
- Law no. 02/L-52 on Preschool Education⁴⁹,
- Law no. 02/L-78 on Public Health⁵⁰,
- Law no. 04/L-095 for Diaspora and Migration⁵¹
- Law no. 04/L-032 for Pre-University Education in the Republic of Kosovo⁵²,
- Law no. 2004/37 on Inspection of Education in Kosovo⁵³,
- Law no. 03/L-068 on Education in Municipalities of the Republic of Kosovo⁵⁴,
- Law no. 04/L-138 on Vocational Education and Training⁵⁵
- Law no. 05/L-002 on Prohibition of Joining the Armed Conflicts Outside State Territory⁵⁶

In addition to the abovementioned laws, there are also sub-legal acts in force, which are directly related to the reintegration process of repatriated persons in Kosovo.

- Regulation (CCR) no. 13/2017 for Reintegration of Repatriated Persons⁵⁷
- Regulation (MIA) no. 04/2016 on the Functioning of the Accommodation Centre for Repatriated Persons⁵⁸
- Regulation (MIA) no. 04/2015 on Subsidizing Projects Promoting Reintegration of Repatriated Persons in the Republic of Kosovo⁵⁹
- Administrative Instruction (MIA) no. 24/2015 on Subsequent Registration in Civil Status Register
- Add MEST Administrative Instructions

Strategies with relation to Reintegration Process of Repatriated Persons in Kosovo:

- Strategy for inclusion of Roma and Ashkali Communities in Kosovo Society 2017 - 2021;⁶⁰
- Strategy on Prevention of Violent Extremism and radicalization Leading to Terrorism 2015-2020;⁶¹
- State Strategy on Migration and Action Plan 2013-2018;⁶²
- National Strategy against Trafficking in Human Beings 2015-2019;⁶³

⁴³ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2852>

⁴⁴ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2861>

⁴⁵ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=9517>

⁴⁶ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2410>

⁴⁷ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2447>

⁴⁸ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2808>

⁴⁹ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2401>

⁵⁰ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2573>

⁵¹ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2831>

⁵² <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2770>

⁵³ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2453>

⁵⁴ <https://gzk.rks-gov.net/ActDocumentDetail.aspx?ActID=2543>

⁵⁵ <https://gzk.rks-gov.net/ActDetail.aspx?ActID=8676>

⁵⁶ <http://gzk.rks-gov.net/ActDetail.aspx?ActID=10763>

⁵⁷ <http://gzk.rks-gov.net/ActDetail.aspx?ActID=15304>

⁵⁸ <http://gzk.rks-gov.net/ActDetail.aspx?ActID=13220>

⁵⁹ <http://gzk.rks-gov.net/ActDetail.aspx?ActID=11047>

⁶⁰ http://kryeministri-ks.net/repository/docs/ALB-STRATEGJIA_PER_PERFSHIRJEN_E_KOMUNITETEVE_ROM_DHE_ASHKALI_NE_SHOQERINE_KOSOVARE_2017-2021.pdf

⁶¹ http://kryeministri-ks.net/repository/docs/STRATEGJIA_PER_PARANDALIMIN_E_EKSTREMIZMIT_TE_DHUNSHEM_DHE_RADIKALIZIMIT_QE_SHPIE_NE_TERRORIZEM_2015-2020.pdf

⁶² http://kryeministri-ks.net/repository/docs/Acrobat_Document.pdf

- National Strategy against Terrorism of Republic of Kosovo;⁶⁴
- Strategy for Communities and Return 2014-2018;⁶⁵
- Health Sector Strategy 2017-2021;⁶⁶
- Kosovo Education Strategic Plan 2017-2021;⁶⁷
- Strategy on Diaspora and Migration 2013-2018;⁶⁸

International Conventions related to the reintegration process, applicable in the Republic of Kosovo;

- Universal Declaration of Human Rights,
- Geneva Convention on the Protection of Refugees, 1951, and the Protocol of 1967
- New York Convention on Stateless Persons,
- UN Convention on the Elimination of All Forms of Discrimination against Women
- UN Convention against Torture and Other Cruel Treatment or Punishment,
- Inhuman and Degrading, 1984
- European Convention for the Protection of Human Rights and Fundamental Freedoms and its Protocols,
- UN Convention on the Rights of the Child,
- International Convention on Civil and Political Rights and its Protocols.

⁶³ [http://kryeministri-](http://kryeministri-ks.net/repository/docs/STRATEGJIA_KOMBETARE_KUNDER_TRAFIKIMIT_ME_NJEREZ_NE_KOSOVE_2015-2019.pdf)

[ks.net/repository/docs/STRATEGJIA_KOMBETARE_KUNDER_TRAFIKIMIT_ME_NJEREZ_NE_KOSOVE_2015-2019.pdf](http://kryeministri-ks.net/repository/docs/STRATEGJIA_KOMBETARE_KUNDER_TRAFIKIMIT_ME_NJEREZ_NE_KOSOVE_2015-2019.pdf)

⁶⁴ http://kryeministri-ks.net/repository/docs/Strategjia_Kombetare_e_Republikes_se_Kosoves_kunder_Terrorizmit.pdf

⁶⁵ http://kryeministri-ks.net/repository/docs/Strategjia_per_Komunitete_dhe_Kthim_2014-2018.pdf

⁶⁶ http://kryeministri-ks.net/repository/docs/Strategjia-sektoriale-e-shendetesise-final-mentor-2016-ALB_.pdf

⁶⁷ http://kryeministri-ks.net/repository/docs/PLANI_STRATEGJIK_I_ARSIMIT_NE_KOSOVE.pdf

⁶⁸ http://kryeministri-ks.net/repository/docs/Strategjia_per_Diasporen_dhe_plani_i_veprimit_2013-2018.pdf

ANNEX C: RESPONSIBLE INSTITUTIONS FOR STRATEGY IMPLEMENTATION

Central level

Ministry of Internal Affairs (MIA) - Department for Reintegration of Repatriated Persons (DRRP)

DRRP functions within the MIA and is responsible for drafting reintegration policies in close cooperation with other line ministries, and is the body responsible for managing the reintegration of repatriated persons. DRRP is responsible for:

- Drafting policies and legislation related to reintegration, as well as their monitoring and implementation;
- Preparation of instructions on reintegration procedures and drafting and issuing instructions for local authorities;
- Monitoring of implementation of the reintegration program;
- Establishment of effective mechanisms for collecting, reporting and disseminating information between the central and local administration;
- Preparation and dissemination of information materials for municipalities and repatriated persons;
- Preparation of a general training plan for municipal authorities in the area of reintegration;
- Cooperation and co-ordination with local and international organizations regarding the reintegration of repatriated persons;
- Maintenance and Advancement of the Case Management System (CMS); and
- Reviewing of the requirements under the competence of the central level.

The reception of repatriated persons is organized through the officials located in the Reception Office in PIA and in all border crossing points, where they provide information to the repatriated persons on the possibilities of benefits, identify the emergency needs and provide transportation services in case of need. The coordination of reintegration process between the central and local level and the verification of cases in the field is done through regional coordinators in cooperation with respective municipalities. Centre for Temporary Shelter is managed by DRRP and it serves for sheltering of repatriated persons up to seven days; it also provides other basic services as food and medical treatment if necessary.

National Coordinator for Reintegration-National Coordinator is the Minister of Internal Affairs or the person authorized by him, who is responsible to coordinate, guide, monitor and report on the implementation of policies, activities and actions related to reintegration strategy. The Secretariat of the Strategy in MIA has a duty to compile periodical and assessment reports for national coordinator. Beside these, the secretariat shall assist the national coordinator on coordination of the strategy and communication with stakeholders.

Ministry of Labour and Social Welfare (MLSW) - The mission of the MLSW is to strengthen and create the space for a social welfare, involvement in employment and vocational training programs for all citizens in the situation of social needs. The responsibilities of the MLSW in the field of employment include formulation and implementation of active and passive market and policy, which create an access to the labour market, facilitate the transition into the labour market, contribute to a better compliance of the demands with the offers and helps the reintegration of vulnerable groups.

The employment and vocational training services are managed by the Department of Labour and Employment and implemented through the Employment offices and the Vocational training Centres. The MLSW is also the institution at the central level of governance that deals with all issues regarding the social policies and pension schemes. The Department for Social and Family Policies and the Department for Pensions are responsible for the issues of social policies and pensions. In provision of social and family

services the Centres for Social affairs have the main role and they are monitored by the Directorate for Health and Social Welfare as a part of Municipal responsibilities.

Based on the programs that the MLSW has and the obligations deriving from the Regulation for reintegration of repatriated persons, the MLSW will provide the following services:

- Support and creation of opportunities for access into the labour market, through active and passive policies of the labour market;
- Provision of trainings for repatriated persons, with the goal to prepare them for the labour market;
- Provision of social assistance and the payments from pension schemes, for all those who fulfil the requirements according to the legislation in force.
- Provision of services for children and their protection according to the protection forms, through Centres for Social affairs and engagement of NGOs in provision of services.
- Provision of services for sheltering of the victims of trafficking and domestic violence, through Centres for social affairs and contracted NGOs.
- Provision of services for the elderly and persons with disabilities and with light mental disorders.

MLSW is responsible for monitoring and implementation of these services in the reintegration process and will report on the progress and challenges in the implementation of the Reintegration Strategy and the Action plan.

Ministry of Environment and Spatial Planning (MESP) - Ministry of Environment and Spatial Planning through the Department of Housing and Construction drafts legal, institutional and financial frameworks which will enable equal access to a suitable housing for all citizens, based on their financial capabilities and their social and health status.

Housing policies provide sustainable housing conditions for families or individuals who cannot afford market offers for the apartments due to their economic situation and also determination of the way of providing and using financial means for developing of special programs for housing in municipalities. Provision of rented housing through programs determined by the law: Housing with not profitable rent and Housing with housing rent bonus. This will be realized through apartments constructed by the Municipality, Government, existing apartments in the ownership of natural persons or legal entities, that are given for rent; other apartments in the ownership of the municipality, that may be adopted or utilized according to special programs for housing.

Ministry of Health (MoH) - The intention of the Ministry of health is to provide the legal basis for protecting and improving the health of citizens of Republic of Kosovo through promotion of health, preventive activities and provision of comprehensive and qualitative health care services. Ministry of health drafts policies and implements laws of a non-discriminative and accountable health care system.

The health care is organized and implemented in three levels; namely primary, secondary and tertiary. Municipalities are responsible for primary health care and for the assessment of the health situation in their territory. Primary health care is ensured and implemented within the framework of family medicine, in accordance with the sublegal act issued by the Ministry of health. According to the Law on Health, repatriated persons are released from co-payments in the first year after repatriation.

Ministry of Education, Science and Technology (MEST) - The MEST has the special mandate and responsibility to ensure the basic conditions for education of repatriated persons. It is the obligation of the MEST, municipalities, educational institutions and all other bodies involved in providing pre-university

education to provide for all children equal rights for education in accordance with their specific needs and abilities.

The educational process is of a special importance during the reintegration process of repatriated persons. Among the returnees there will be a large number of children and youngsters who need to continue their education. The MEST must be prepared to receive and systemize all students of all communities in all educational level, in harmony with national legislation in force. The MEST will particularly focus on mandatory education where initially students will be enrolled in schools through informal procedures. In this direction, the MEST will draft brochures on reintegration of repatriated persons about the opportunities with all services available, in order to facilitate the enrolment of students in school institutions.

Ministry of Local Government Administration (MLGA) - Assists in drafting policies and defining objectives for the implementation of the Reintegration Strategy and provides information to municipalities for updating the reintegration materials. The MLGA in cooperation with other line ministries assists in drafting of training plans and organizes training courses at the local level for reintegrating repatriated persons.

Ministry of Diaspora (MoD) – Within its scope, the MoD drafts and implements policies and projects that are related to Diaspora. In the area of readmission and reintegration, the MoD serves as a bridging element for communication and coordination between members of the Diaspora and institutions of the Republic of Kosovo.

Ministry for Communities and Return (MCR) - The main component of the MCR is the reintegration of persons with origin from Kosovo who are displaced in the territory of former Yugoslavia and within Kosovo. In the process of reintegration of repatriated persons, the Ministry for Communities and Return cooperates with the Ministry of Internal Affairs and other line ministries. The Ministry for Communities and Return maintains statistics related to displaced persons in the region (Serbia, Montenegro, Macedonia, and Bosnia and Herzegovina) or inside Kosovo as the result of the war of 1998 – 1999, and the persons displaced within Kosovo. The MCR maintains information for institutional frameworks, procedures of readmission and reintegration, procedures for assistance for displaced persons and the cooperation with other relevant actors.

Ministry of Finances (MF) - The MF is the institution responsible for ensuring the increase of budget revenues, monitoring, overall monitoring and fair and transparent financial management of public funds, it has a key role in defining and implementing of financial and fiscal policies of the Government of Republic of Kosovo.

Ministry of Agriculture, Forestry and Rural Development (MAFRD) - MAFRD develops and implements agro-rural policies aiming employment opportunities and income generation for citizens living in rural areas. The MAFRD gives important contribution in establishing of a suitable environment for rural and agricultural development by supporting directly farmers, agro-processing industry, watering infrastructure and local rural groups. Also repatriated persons living in rural areas are beneficiaries of these supporting policies. The MAFRD approximates national policies with EU Agricultural Common Policy (ACP) and it has established administrative structures such as the Agency for Agriculture Development, Department for Agricultural Policies (Managing Authority), Department of Agricultural Policies and Markets, Department of Counselling Services, Department for Economic Analyses and Agricultural Statistics for implementation of these policies.

Local level

At the local level, benefits and assistance for supporting the reintegration are mainly organized as part of municipal services and other local services in close cooperation and coordination with local social welfare authorities, health care, employment, education, housing and other service providers. Each municipality will have Municipal Office for Communities and Returns (MOCR) and Municipal Reintegration Commission (MRC) according to competences defined by the Law on Local Self-governance.

Municipal Office for Communities and Return (MOCR) - At the local level, Office for Communities and Return (MOCR) is the main body for reintegration of repatriated persons. MOCR, in the process of reintegration of repatriated persons, has following responsibilities:

- To inform, assist and advise repatriated persons on opportunities and criteria of benefiting from Reintegration Program and for filling the requests;
- To receive and identify requests from repatriated persons;
- To assess preliminary needs and process the requests to MRC or to DRRP for decision-making;
- To implement, along with other actors, decisions from MRC and CRC;
- To support and monitor situation of repatriated persons in coordination with regional coordinators;
- To cooperate with regional coordinators and other local actors;
- To inform the repatriated persons on services that are provided by Employment Office and other municipal offices and to direct the persons to offices for further support and assistance;
- To collect and record information into the database;
- To report on regular bases to the Mayor of the municipality and Municipal Commission about the circumstances of the municipality in reintegration issues.

Municipal Reintegration Commission (MRC) - Municipal Reintegration Commission makes decisions on the requests submitted by repatriated persons for emergency benefits. MRC assesses relevant needs of repatriated persons regarding the access to civilian status registers, acquiring of civilian documents, education and enrolment in schools, psycho-social training in case it is needed and social assistance, housing and issuing of cadastral documents.

Municipal directorates - Municipal Directorates within the territory of respective municipality are responsible that within the competencies set with the legislation in power to provide assistance and support to repatriated persons during the reintegration process.