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MINISTRIA E PUNËVE TË BRENDSHME / MINISTARSTVO UNUTRAŠNJIH POSLOVA/
MINISTRY OF INTERNAL AFFAIRS

Assessment of the mechanism for reintegration of repatriated persons

Ensuring best possible treatment and respect for human rights
to all repatriated persons

April 2010
Ministry of Internal Affairs
Kosovo-Prishtina

LIST OF ABBREVIATIONS

| | |
|--------------|--|
| IDP | Internally displaced person |
| KTA | Kosovo Trust Agency |
| KPA | Kosovo Property Agency |
| EU | European Union |
| KCB | Kosovo Consolidated Budget |
| DCAM | Department on Citizenship, Asylum and Migration |
| EC | European Commission |
| MLGA | Ministry of Local Governance Administration |
| MEST | Ministry of Education, Science and Technology |
| MoJ | Ministry of Justice |
| MFE | Ministry of Finance and Economy |
| MESP | Ministry of Environment and Spatial Planning |
| MIA | Ministry of Internal Affairs |
| MLSW | Ministry of Labor and Social Welfare |
| MoH | Ministry of Health |
| OCRM | Office for Communities, Return and Minority Issues |
| NGO | Non-governmental organization |
| IOM | International Organization for Migration |
| OSCE | Organization for Security and Co-operation in Europe |
| PCC | Provisional Collective Centre |
| MCCR | Municipal Center for Civil Registration |
| CSW | Centre for Social Work |
| RAE | Roma, Ashkali and Egyptian |
| SAS | Social Assistance Scheme |
| UNDP | United Nations Development Program |
| UNHCR | United Nations High Commissioner for Refugees |
| UNMIK | United Nations Mission of Provisional Administration in Kosova |
| ICO | International Civilian Office |
| MCSO | Municipal Civil Status Offices |
| MRO | Municipal Returns Officers |
| OPM | Office of the Prime Minister |

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INTRODUCTION

Reintegration of repatriated persons is one of challenges that Kosovo faces with during the post-war years. Number of Kosovans who left Kosovo before, during and after the war was considerable and as a consequence other countries and especially the EU countries were not able to offer permanent or temporary residence in these countries. Residence permit or legal stay was refused to a significant number of people of this category therefore repatriation of these people was decided.

Repatriation in Kosovo has happened even before the 1999 war. However, after the war, there was an important flow of people being repatriated and this trend is still continuing until today. According to official and reliable statistics, in average up to 5000 persons were forcibly repatriated within a year. This is the average number of forcibly repatriated persons per year, however taking into account the number of persons that returned to Kosovo on voluntary basis and IDPs that returned to Kosovo, the overall number of returned persons is much higher. This puts the reintegration mechanism under additional pressure as it basically stretches scarce resources even further.

The responsibility for reintegration of repatriated persons was until recently a responsibility of UNMIK, UNHCR, IOM and other organizations that dealt with these cases. However, in 2006 this responsibility was transferred to Kosovo institutions, respectively an Executive Board was established that manages implementation of the Strategy and Action Plan on Reintegration of Repatriated Persons. The executive board was established based on the requirements that derived from the Strategy on Reintegration of Repatriated Persons and responsible for implementation of this strategy and its action plan are MIA, MLSW, MLGA, MoH, MEST, MESP as well as KPA with regards to property-related issues. These institutions were, over the last few years, engaged in the reintegration of repatriated persons. However, there was no evaluation of implementation of this Strategy, which left space for various interpretations on implementation of the Strategy and Action Plan.

Due to this reason and in order to ensure that repatriated persons will have better treatment once they are repatriated, the Executive Board decided to assess the current reintegration mechanism. The assessment was done in cooperation with local and international stakeholders. The Executive Board established a taskforce consisting of local and international experts to determine the assessment's methodology, draft the questionnaire, and in return analyze the answers provided by relevant ministries. Furthermore, the evaluation was discussed several times in the Executive Board meetings.

At the very end of this introduction it is worth mentioning that the process of readmission and of reintegration is an indisputable part of the visa liberalization process, as well as in cooperation with the European Commission it was recommended that we address the readmission and reintegration process. Furthermore by addressing these two issues we will decrease the need for illegal migration and we will open the way for legal migration including circular migration.

GENERAL RECOMMENDATIONS

Based on the assessment, we have identified some key recommendations that will strengthen and contribute to better implementation of the Strategy and Action Plan on Reintegration of Repatriated Persons. It must be stressed that financial means to implement the strategy and the action plan have been identified as main challenge which means a close cooperation with MEF and donors, especially with the requesting countries is necessary. These recommendations are to be approved by the Government in one of its meetings and should become mandatory for relevant institutions.

We would also like to emphasize the role of the requesting countries and would like to call on their support in accomplishing this difficult task for Kosovo. We are dealing with this task but we need their support, this is a long term approach and we are in this together. Requesting countries should provide as more information as possible on the number of persons to be repatriated, their gender, ethnic background, age group, municipality of origin, medical records, criminal background records, to supply them with civil documents, especially for the children that were born in the requesting countries and for those that attended school. We are aware that there might be an issue with data protection, however we urge everyone to take a practical approach, a human approach.

As general recommendations identified during the assessment we would like to mention:

- A. Drafting and approval of law on readmission;
- B. Revising the Strategy and Action Plan on Reintegration of Repatriated Persons, making sure that recommendations of this assessment are taken into account;
- C. Negotiating and signing of bilateral agreements for readmission with the EU (in bloc) or individually with EU member states;
- D. Establishing a fund for reintegration of repatriated persons, this fund should consist from the Kosovo Budget and from potential donations;
- E. Building physical and human capacities at central and local level to address in a more efficient way this process;
- F. Improving communication and coordination between central and local institutions with a purpose to eliminate challenges and shortages.
- G. Improved communications with requesting countries, especially on bilateral exchange of information's on potential repatriated persons.

Below you can find key challenges and recommendations in improving implementation of the Strategy and Action Plan for Reintegration of Repatriated persons.

I. Reintegration in general

There are several definitions for reintegration of repatriated persons, however, the Strategy for Reintegration of Repatriated Persons refers to the IOM definition which states that: re-inclusion or re-incorporation of a person in a group or in a process, e.g. of an emigrant in the society of his country of origin. The achievement of sustainable return means the opportunity of the repatriated persons to ensure political, economic and social conditions to live and prosper. It is a process which enables the returnees to regain their physical, social, legal and material security for development of life, way of living and dignity which brings to communities to live, work and prosper in harmony.

Reintegration of repatriated persons in Kosovo in general covers following areas:

- I. - **MIA** Verification of requests for repatriation and access to civil documents
- II. - **MLGA** Liaison between central and local level
- III. - **MLSW** Employment and social welfare
- IV. - **MoH** Access to health care for repatriated persons
- V. - **MEST** Access to education for repatriated persons
- VI. - **MESP** Social housing and property issues

Below you will find main findings and recommendations for each Ministry while as annex to this paper you will find the detailed finding and recommendations for each Ministry that we have evaluated.

II. Ministry of Internal Affairs

The role assigned to MIA by the Strategy for Reintegration of Repatriated Persons is significant. It represents the initial phase when decision in host country is taken and communication with Kosovo authorities is established.

In the Strategy for Reintegration of Repatriated Persons, a strategic government document approved in July 2007, various tasks were assigned to MIA. In general, MIA is responsible to deal with readmission requests sent by host countries (admittance, processing, filing, verification of all requests for readmission sent by host countries) and ensure legal reintegration of repatriated persons through facilitation access to civil documents.

In particular, the Action Plan for implementation of the Strategy for Reintegration of Repatriated Persons defines actions assigned to MIA to reach overall objectives as bellow:

- Admission, processing, filing, verification of all requests for readmission sent by host countries;
- MIA/DCAM shall follow up on the case during the verification process and ensure timely completion of duties for all parties involved in the reintegration process;

- MIA/DCAM shall be in charge to include all admitted cases in the database and respect the time limits of the case for verification, which is 28 days;
- MIA/DCAM shall provide all relevant Ministries with information on the repatriated persons within 3 or 4 days prior to the arrival of persons;
- MIA/DCAM officials are responsible to be present at border check points upon arrival of returnees to verify/control the list of persons whose repatriation has been approved;
- MIA/DRCS shall draft a brochure which shall contain information related to the civil documentation in Kosovo;
- MIA/DRCS shall distribute brochures and provide oral information at arrival points of returnees;
- MIA, in cooperation with the MLGA shall advice the municipalities with the aim of easing access to the documents of civil status for repatriated persons.

Based on questionnaire developed by the ‘task-force’ for reviewing the reintegration mechanism for repatriated persons, the following findings were identified as hampering MIA in the accomplishment of its tasks as assigned by the Strategy for Reintegration of Repatriated Persons:

1. MIA/DCAM lacks sufficient cooperation with the Agency for Civil Registration that might cause delays in timely processing of requests sent by host countries;
2. Requests for readmission sent by host countries to DCAM take usually 28 days to be processed, verified and confirmed to host countries, but this timeline is not uniform for all host countries;
3. Host countries do not provide sufficient information on potential repatriated persons. This especially is problematic with regards to repatriated persons with medical and special needs, as well as with criminal backgrounds;
4. Although DCAM possess a database in which are registered all repatriated cases, it is not always updated and there are only some excel formats used as database;
5. No brochure contains information related to the civil documentation in Kosovo for repatriated persons after arriving in Kosovo, has been drafted either published, even though this brochure could be disseminated in requesting countries as well.
6. MIA does not have any peer contact point at MLGA dealing with repatriated persons.
7. There is no proactive approach by municipal registration offices to interact and encourage repatriated persons to register.

Recommendations:

- Host countries should provide more information to DCAM while submitting request for verification, in particular on cases with criminal background and cases of persons with special or medical need.
- Cooperation between DCAM and other department/agencies executing verification should be enhanced to ensure timely completion of verification and prompt reply to host countries.
- The timeline for verification should be as stipulated at draft-law on readmission if not otherwise regulated with bilateral agreement.

- Database on repatriated persons should be upgraded and regularly updated and should contain data covering all steps of readmission with possibility of extending reintegration status of all repatriated persons.
- DCAM should ensure prompt notification to other competent ministries dealing with reintegration of repatriated persons, at least 4 days prior to day of return.
- MIA has to draft a brochure that contains information related to the civil documentation in Kosovo and deliver to the repatriated persons before and/or after arriving in Kosovo and inform them on procedures for application for civil documents.
- MIA with MLGA should play a proactive role in attracting repatriated persons to apply for civil documents.

III. Ministry of Local Government Administration and Municipalities

This assessment was done through a questionnaire and is based on background papers such as the OSCE report of November 2009 and a capacity-assessment of Municipal Return Officers and Municipal Community Offices, conducted by the Support Unit for Return and Coordination in the Deputy Prime Minister's Office in January 2009, as well as based on the Strategy and Action Plan for Reintegration of Repatriated Persons.

The Strategy and Action Plan on the Reintegration of Repatriated Persons foresees a set of actions that fall under the MLGA/municipalities' responsibility. These responsibilities start from information pack aimed at the repatriated persons and goes all the way to assuring accommodation and other services at the local level.

MLGA has a horizontal responsibility bringing different stakeholders together on various issues related to reintegration, a coordination role between the central and local level acting as a reference point for MIA, MLSW, MoH, MEST, MESP and the donor community. On the other hand Municipalities have great responsibility in renovating property of repatriated persons, providing social housing; assisting repatriated persons in access to civil documents, as well as access to education, health, employment, etc.

Assessment of the above mentioned papers and interviews revealed a haphazard approach that needs to be reconciled, with several actions needed to be taken in the future that will involve all stakeholders, and these are highlighted below.

According to the Strategy and Action Plan for Reintegration of Repatriated Persons, MLGA and municipalities are responsible for:

- MLGA shall coordination of activities between line ministries and municipalities to implement the Strategy.
- MLGA after obtaining information by MIA and MLSW, through a contact officer, shall inform municipalities on the number of persons repatriated and their special needs.

- MLGA shall inform and demand from municipalities of destination (that during the time that the returned will spent at the transit center) to find a solution for them:
 - a) Social accommodation; or
 - b) Renovation of houses.
- If a municipality is not able to provide other accommodation for repatriated, MLGA (after preliminary verification through municipal instruments such as cadastre, municipal offices, etc.), shall pay the rent for temporary shelter.
- MLGA shall identify projects for cooperation with municipalities and protection of human rights in all areas.
- MLGA jointly with Municipalities shall organize trainings for returned community to increase their awareness in the field of human rights.
- MLGA jointly with Municipalities shall organize advisory and informative roundtables for repatriated persons.
- Identification of solutions for housing due to the ownership status.
- Municipalities shall draft proposals, including financial costs for construction of social housing building.
- Municipalities shall submit proposals and request for project funding to MESP.
- The Municipal Assembly shall allocate plots of lands for social housing.
- The Municipality shall compile documentation necessary for procurement procedures in order to begin with construction works.
- Municipalities shall implementation social housing program, including construction of social housing buildings, place families and maintain buildings.

Based on the above mentioned questionnaire, papers and interviews we have identified several very important findings that are outlined below:

1. MLGA appointed the Department for Reform and European Integration as the focal point to deal with all request and information related to reintegration of repatriated persons. This department is in charge of coordinating all activities with line ministries and municipalities in relation to the reintegration of the repatriated persons. However, until now no official has been designated to deal with these issues. An official from this department needs to be in charge to liaise with other central and local institutions and to coordinate all activities as mentioned in the Strategy and Action Plan for Reintegration of Repatriated Persons.
2. Due to the limited budget, neither MLGA nor Municipalities have a budget line for reintegration of repatriated persons. None of these institutions have previously had a budget line nor have planned any in the upcoming years. It's advisable to establish a Government led fund for reintegration that will deal with all issues at the central and local level. Mid-term budget review approaching, this would be a good occasion to identify financial means necessary to cover costs for reintegration of repatriated persons for 2010. A similar approach needs to take place with the Mid Term Expenditure framework (MTEF) in order to earmark funds for the next three years.
3. As stated above, municipalities have no financial resources allocated to provide for social accommodation or repair of houses for repatriated persons.

4. Municipalities have no person in charge to deal with the reintegration of the repatriated persons, municipal return officers deal with the return of IDP's and not with the repatriated persons.
5. MLGA has good cooperation with MIA and MLSW officials responsible for readmission and reintegration of repatriated persons. Information is disseminated at a satisfactory level.
6. MLGA and municipalities are supported only by one project that is financed by the Swiss Government called "Employment Supporting Services for the returned persons from Switzerland and the host communities" this project is implemented by IOM and it slightly deals with the reintegration of repatriated persons MLGA, thus in cooperation with MIA and MLSW, draft brochures with all the necessary details and information's that returnees face upon readmission has been prepared. According to MLGA answers, there are no other supporting projects in this field at the municipal level.
7. Municipal Education Directorates have no plans for reintegration of repatriated children. They don't hold any special language courses for children that might not know their mother tongue or any other local languages. Municipal Education Directorates are responsible for monitoring education of pupils with special needs in the pre-university education system, as well as for assessing their needs. Repatriated children are admitted to school the same way as any other children.
8. Municipalities do not conduct verification of the property status of persons to be repatriated; they are responsible to do so.
9. MLGA has disseminated the Strategy and Action Plan for Reintegration of Repatriated Persons to all Mayors immediately upon the Government approval of these two documents, in the early 2008. In addition, in November and December 2009, MLGA conducted trainings for Municipal Return Officers and staff of the Municipal Community Offices in four regions of Kosovo, Pejë/Peć, Prizren, Gjilan/Gnjilane and Mitrovicë/Mitrovica.
10. MLGA conducted trainings for its own staff whereby all Department Heads and their staff were acquainted with the Strategy and Action Plan. MLGA briefed Mayors on the afore-mentioned Strategy and Action Plan. However, with the recent municipal elections, MLGA planning to organise several trainings at the local level.

Recommendations:

- To increase the budget for MLGA and municipalities for the implementation of the reintegration of repatriated persons strategy and action plan.
- MLGA to assign the responsible person/s to coordinate this process with MIA, other ministries and municipalities.
- Municipalities to assign responsible officers for return to deal on daily basis with reintegration of repatriated persons and to be accountable to the mayor and/or to the Director of Administration.
- Mayors and the most senior civil servant (Director of Administration) in municipalities to take ownership and become responsible for the implementation of the Strategy and Action Plan at the municipal level for the well being of repatriated persons and to coordinate all activities with MLGA and other central-level government institutions, as well as international and local organizations.
- Municipalities to establish and make operational, in all municipalities, boards of appeal to enable the repatriated without documents to apply for access to documents of the civil state.
- Municipalities, respectively the Directorates in charge of health and education, shall evaluate the needs of repatriated persons and coordinate their activities with MLGA and other respective ministries.
- Municipalities shall identify potential donors and design appropriate projects that repatriated persons will benefit, especially with regards to the creation of employment opportunities.
- MLGA shall increase the financial and human capacities dedicated for implementation of the strategy.
- MLGA and municipalities shall organize trainings for staff in charge of implementing the Strategy and Action Plan for Reintegration of Repatriated Persons, with a special focus on municipalities that have undergone changes due to elections, as well as newly created municipalities under the decentralization process.
- Respective Municipal Directorates shall develop new integration policies for the repatriated persons with special needs in the educational pre-university system. The Municipal Education Directorate should draft and/or approve policies and plans and in coordination with the directors of schools to include additional hours and teaching for the repatriated students with special needs.
- Municipalities in cooperation with MESP, KPA and Cadastral Agency should conduct verification of the real property of persons to be repatriated and to take into consideration necessary investigations regarding the property on behalf of person's close family members.

IV. Ministry of Labor and Social Welfare

The Strategy and Action Plan for Reintegration of Repatriated Persons gives the Ministry of Labor and Social Welfare a central responsibility in admission and initial integration of repatriated persons.

In this context, MLSW is responsible for:

- Admission of repatriated persons upon their arrival in Kosovo and providing them with specific information on basic social and other services they are entitled to upon their return;
- Providing transportation services for those repatriated persons in need for it, from the Airport to their homes, or to the Transitional Center of those repatriated persons in need for it;
- Provision of temporary housing of up to one week for repatriated persons in need for it, at the Transitional Center;
- Informing other responsible institutions on arrival of repatriated persons to the Transitional Center;
- Enrolment of repatriated persons in social assistance and pension schemes, based on the criteria set by the respective laws in force;
- Rehabilitation of those repatriated persons who have been victims of human trafficking and whose return to their families is not possible;
- Provision of child protection services to the repatriated children who have no family care within MLSW's social assistance schemes;
- Provision of respective social services to disabled and elderly repatriated persons;
- Registration of repatriated persons in employment offices;
- Provision of information to repatriated persons on the labor market and ways of employment;
- Enrolment of repatriated persons in vocational training programs, as needed;
- Enrolment in subsidized employment projects of those repatriated persons who face difficulties to be employed;
- Provision of facilities necessary for the MoH to provide healthcare services to repatriated persons housed at the Transitional Center.

Based on cross-checking of the aforementioned Action Plan actions falling under the responsibility of the Ministry of Labor and Social Welfare, the following deficiencies and challenges could be identified:

1. Lack of a well-planned and sustainable approach in providing initial social services to returnees upon their return home through outsourcing (the contract with the extra-government service provider as to be renewed annually), mainly due to budgetary limitations;
2. Lack of any team responsible for providing such services at land border crossing points, when needed;
3. Lack of special teams responsible for provision of emergency services for those repatriated persons in need for them;
4. An unclear and difficult-to-track system of collecting, storing, transferring and protecting personal data of repatriated persons;
5. An unclear, incompletely transparent and difficult-to-track system of regular reporting both between non-governmental service providers and the MLSW and within respective

- government actors at both levels, which would assess, quickly detect and respond to needs incurred by an expected increased influx of repatriated persons;
6. An unclear and incompletely transparent system of use of official languages and languages in use in Kosovo, as well as other languages, in providing information to repatriated persons, which would cause difficulties for those repatriated persons not speaking Albanian and Serbian;
 7. Lack of clear, transparent and easy-to-follow procedures of information and data flow and transfer from the extra-government social service provider under MLSW's oversight to respective government institutions and public institutions providing services (particularly healthcare and education) at both levels, particularly at the local level, which creates delays and thus impedes efficient long-term reintegration of repatriated persons;
 8. The need for a better and more sustainable planning in provision of temporary housing to repatriated persons in need for it, in view of increased needs incurred by an expected increased influx of repatriated persons, particularly for vulnerable categories (disabled, elderly and children in need);

Recommendations:

- MLSW shall increase the amount of budget allocated, and establish multi-annual budgeting, for provision of initial social services in order to make sure longer term planning of service outsourcing, based on a needs assessment, the latter based on specific numbers of persons to be repatriated provided for by bilateral Readmission Agreements between Kosovo and other countries;
- MLSW shall envisage assigning a mobile team responsible for provision of initial social services at land border crossing points, when needed;
- MLSW shall envisage assigning special teams responsible for provision of emergent services for those repatriated persons in need for them;
- MLSW shall establish specific, transparent and easy-to-follow written procedures of collecting, storing, transferring and protecting personal data of repatriated persons;
- MLSW shall establish specific, transparent and easy-to-follow written procedures of regular reporting both between non-government service providers and the MLSW and among respective government actors at both levels, which enable to assess, quickly detect and respond to needs incurred by an expected increased influx of repatriated persons;
- MLSW shall establish specific, transparent and easy-to-follow written procedures on the use of official languages and languages in use in Kosovo, as well as other languages, in order to ensure all repatriated persons are effectively and timely informed on rights and benefits they are entitled to;
- MLSW shall establish specific, transparent and easy-to-follow written procedures of information and data flow and transfer between various stakeholders (both non-government and government, as well as public institutions providing services such as healthcare and education), particularly at the local level, in order to avoid delays and thus create initial conditions for long-term reintegration of repatriated persons;
- MLSW shall increase financial and human resources in order to establish a sustainable system of planning and delivering temporary housing services and other related services to repatriated persons in need for it (particularly to vulnerable categories, such as disabled,

elderly and children in need), in view of increased needs incurred by an expected increased influx of repatriated persons.

V. Ministry of Health

The Strategy and Action Plan for Reintegration of Repatriated Persons gives the Ministry of Health a central responsibility in healthcare dimensions of integration of repatriated persons. In this context, MoH and other public institutions, at both central and local levels, under its supervision are responsible for:

- Provision of healthcare-related policy recommendations to be reflected in drafting Readmission Agreements with sending countries, including initiating agreements with them for specific cases for which the Kosovo healthcare system does not provide services and when such services are of poor quality;
- Establishment of an Office on Repatriated Persons within the MoH;
- Preparing healthcare guidelines to both mobile healthcare teams, healthcare teams in Transitional Centers and to healthcare institutions, and to repatriated persons, on the provision of healthcare services to repatriated persons;
- Preparing a list of healthcare services which are not provided by public health institutions of Kosovo and a list of healthcare services that have functioning problems, as well as additional information on health issues;
- Preparing and filling in respective healthcare forms for repatriated persons: during their whole duration of transitional housing;
- Registration of repatriated persons in need for medical services, including those suffering from contagious diseases, chronic diseases, with special attention to members of minority communities and mentally disabled persons, and reporting such data to the Ministry of Health, municipal healthcare authorities and institutions providing healthcare directly;
- Formation of special mobile health teams responsible for immediate provision of urgent healthcare services to those repatriated persons in need for it, and provision of necessary logistical support for their uninterrupted functioning at both arrival points and in Transit Housing Centers;
- Provision of immediate emergency medical services by mobile teams to those repatriated persons in need for it upon their admission, to repatriated persons housed at Transit Housing Centers, and of continuous primary, secondary and tertiary healthcare services by public healthcare institutions;
- Enrolment to the programme for medical treatment abroad of those repatriated persons suffering from diseases who cannot be treated in Kosovo;
- Ensuring continuous cooperation between all relevant stakeholders at all levels involved in the provision of healthcare to repatriated persons, and regular reporting

Based on cross-checking of the aforementioned Action Plan actions falling under the responsibility of the MoH, the following deficiencies and challenges could be identified:

1. Lack of permanent list of prices of all healthcare services;
2. Lack of a comprehensive and up-to-date list of healthcare services that cannot be provided in Kosovo and of services that are of poor quality;

3. Lack of a well-coordinated and consistent approach in implementing the healthcare component of the Action Plan for Reintegration of Repatriated Persons, mainly due to the lack of the Office for Repatriated Persons within the Ministry of Health, which, as foreseen by this Action Plan, shall be responsible for coordinating implementation of this component;
4. Delays in designing the composition, functioning and in deployment of healthcare teams in the Transitional Center, within the admission team at the Prishtina International Airport, and of special mobile healthcare teams;
5. Delays in developing guidelines on provision of healthcare services by mobile healthcare teams, healthcare teams in the Transitional Center and by public healthcare institutions;
6. Lack of clear, transparent and easy-to-follow procedures of cooperation, information flow and reporting between all relevant stakeholders at all levels involved in the actual provision of healthcare services to repatriated persons;
7. A general limited amount of financial resources allocated for implementation Action Plan's healthcare component, including a limited donor support in this regard.

Recommendations:

8. MoH shall develop a permanent list of prices and other related costs of all healthcare services;
9. MoH shall develop a comprehensive and up-to-date list of healthcare services that cannot be provided in Kosovo and of services that are of poor quality;
10. MoH shall establish and fully functionalize its Office for Repatriated Persons and take any other measures required for a well-coordinated and consistent approach in implementing the healthcare component of the Action Plan for Reintegration of Repatriated Persons;
11. MoH shall design and establish procedures of functioning of and to deploy all healthcare teams foreseen by the Action Plan for Reintegration of Repatriated Persons (team in the Transitional Center, at the Prishtina International Airport, and of special mobile healthcare teams);
12. MoH shall develop guidelines on provision of healthcare services by healthcare teams foreseen by the Action Plan for Reintegration of Repatriated Persons (in the Transitional Center, at the Prishtina International Airport, and of special mobile healthcare teams);
13. MoH shall establish transparent and easy-to-follow procedures of cooperation, information flow and reporting between all relevant stakeholders at all levels involved in the provision of healthcare services to repatriated persons;
14. MoH shall increase financial and human resources dedicated to implementation of the healthcare component of the Action Plan for Reintegration of Repatriated Persons, including resources for donor-related support.

VI. Ministry of Education, Science and Technology

The role of MEST in the Strategy for Reintegration of Repatriated Persons is significant in terms of education of repatriated persons at all levels. MEST in cooperation with the Municipal Education Directorates will create conditions for easing educational reintegration of this category. In this context, MEST and Municipal Education Directorates are responsible for:

- Creation of needed infrastructure: if existing infrastructure is not sufficient, new building should be constructed, existing ones renovated, in order to ensure new spaces, which are to be equipped with various cabinets and needed inventory;

- Development of work plans related to the education by each municipality;
- Establishment of working groups composing of MEST and municipal officials for monitoring the implementation of the education component of this Strategy ;
- Ensuring sufficient financial means for holding language courses, training of teachers, additional teachers, assisting school personnel, school equipment, and transportation, for repatriated pupils,;
- Creation of classes in the languages of minorities in the zones where these minorities are mostly concentrated and to offer them text books, materials and pedagogic documents in their language;
- Issuance of an Administrative Directive to determine the conditions, criteria and procedures of fulfillment of this Strategy;
- Development of an information brochure for repatriated persons regarding the education opportunities for all services which are at disposal, legal provisions and institutions which are responsible. This brochure should be available to them at the arrival spot; meaning at the airport/border point or at the municipality.
- Approval of policies and plans by Municipal Education Directorates in coordination with the directors of schools to include also additional hours and teaching for the repatriated persons who were born or grown up outside of the country.

Based on cross-checking of the aforementioned Action Plan actions falling under the responsibility of the Ministry of Education, Science and Technology following findings and challenges could be identified:

1. There is no Administrative Directive drafted with the aim of determining the conditions, criteria and procedures of fulfillment of this strategy by MEST;
2. There is lack of advising support by MEST to municipalities with the aim of implementing the Strategy in a appropriate manner;
3. There is no brochure yet developed for repatriated persons regarding the education opportunities for all services which are at disposal, legal provisions and institutions which are responsible;
4. MEST has not ensured sufficient financial means for holding a language courses, training of teachers, number of additional teachers for repatriated pupils, number of assisting personnel in school, school equipment, and transportation for pupils;
5. There is lack of coordination between MEST and MIA with regards to exchange of information on repatriated persons. MEST does receive these information from Municipal Education Directorates after the arrival of repatriated persons to specific municipality;
6. Municipal Education Directorates do not always develop and approve policies and plans to include in schools also additional hours and teaching for the repatriated persons who were born or grown up outside of the country.

Recommendations:

- MEST to urgently develop the Administrative Direction with the aim of determining the conditions, criteria and procedures of fulfillment of this strategy by the MEST. It will also determine responsibilities of both MEST and Municipal Education Directorates with special

- emphasis of budget planning and allocation dedicated to educational reintegration of repatriated persons;
- MEST to foresee and ensure financial means for holding a language courses, training of teachers, number of additional teachers for repatriated pupils, number of assisting personnel in school, school equipment, and transportation for pupils;
 - MIA to regularly inform MEST on returned cases for the purpose of proper planning and educational reintegration;
 - MEST to urgently draft a brochure for educational reintegration of repatriated persons regarding opportunities for all services which are at disposal, legal provisions and institutions which are responsible;
 - Municipalities to develop plans for including in schools additional hours and teaching for the repatriated persons who were born or grown up outside of the country;
 - Municipalities to include reintegration component into annual budget planning and coordinate closely with donor community in local level focused in reintegration;
 - MEST to establish a working group composing of ministry and municipal officers with the mandate of monitoring implementation of the Strategy for Reintegration of Repatriated Persons with regards to education component.

VII. Ministry of Environment and Spatial Planning

According to the Strategy and Action Plan for Reintegration of Repatriated Persons, MESP and KPA are the key institutions related to property rights and housing. Therefore the Strategy foresees that:

- MESP needs to be informed about the repatriated persons who have no accommodation or no property in Kosovo. This information will enable MESP and KPA to prepare necessary information on housing needs of repatriated persons.
- MESP and KPA need to work closely with MIA in order to get information of the repatriated persons in advance, in addition they need to coordinate their efforts with Municipalities so they can verify the real property of person to be repatriated as well as person's close family members such as parents, brothers, etc.
- MESP needs to closely cooperate with KPA for the claims for property recovery that are in the list to be returned in Kosovo this is necessary, because KPA maintains a data base on claimants filed with KPA. This enables KPA to accelerate procedures and to evict occupants from the property so the said property becomes available for the possession of its rightful owner when returning to Kosovo.

The Strategy for Reintegration of Repatriated Persons foresees that there are three sustainable solutions suggested to solve the housing matter for the repatriated persons:

- a) Construction of centers for social housing. There are negative and positive sides to this. The positive one is that it can accommodate many persons, but the downside is

that repatriated persons might not like to move from these centers because their children got used to live in that area, have made friends and have started attending school so getting them to move again is another experience for them.

- b) Construction of small houses on the land which is an ownership of repatriated person. This is a very costly exercise and one should be careful not to motivate illegal migration by signaling that if one migrates than get's repatriated he/she will get a new house or their house will be renovated.
- c) Listing these persons in the tenancy scheme in properties which are administered by municipal authorities or properties administered by KPA. This is the least expensive solution, repatriated persons could be accommodated in the municipality of origin, and however, a decision should be taken as for how long they can stay in these accommodations.

Based on the answers received from the questionnaire following findings were identified for the MESP that hampers accomplishment of its tasks as assigned by the Strategy for Reintegration of Repatriated Persons:

1. MESP, through the Cadastral Agency and Municipal Cadastral Offices, is obliged to constitute and maintain the overall official evidences on immovable properties pursuant to the recorded dates of census and land cadastres and has the authority to make the overall supervision of cadastral activity as well as issuing of other sub normative acts regarding to cadastral activity (Law on Cadastre 2003/25, article 3 paragraph 3.1). Thus they work closely with municipalities and any request will be facilitated by the Municipal Cadastral Office or the Cadastral Agency.
2. MESP has not obtained any information or request for reintegration of repatriated persons from MIA.
3. Draft Law on Special Housing Programs is currently on the second round of reading at the Kosovo Parliament. The Law foresees that, upon agreement with all stakeholders, building that were built by the municipality/government or donor funds can be rented for persons in need for accommodation, thus including the repatriated persons in need of accommodation. This law also foresees that other buildings in the ownership of municipality that might be adapted for accommodation could go through the same procedure.
4. So far, municipalities have not been engaged in building houses for repatriated persons, this is due to the unavailability of funds.
5. MESP drafted a Housing Strategy 2010-2014 (SB 2010-2014) which hasn't been approved yet. This strategy anticipates reconstruction of houses for persons without any property or for persons that are in no position to buy land and/or that have no financial means to by construction materials for re/construction of their accommodation. Under this group of people it's foreseen that repatriated persons can benefit as well.
6. MESP has no donor support on reintegration of repatriated persons. MESP has applied for IPA project which aims to establish a database at the municipal level that would register requests for social housing as well as municipal contracts from the municipal social housing programs and it derives as a requirement from the law on financing public housing approved by the Kosovo Parliament on 15th of April 2010. Furthermore, MESP is currently drafting a new project with intention to be funded by IPF called: "Local Program for Reintegration of

Endangered Groups of Population through Assistance in Solving the Housing Issue”. It remains to be seen if these two projects will be approved by the EC as the donor organization in this case.

7. According to the data from municipalities, currently there are forty-one Temporary Collective Centres in which there are accommodated 1050 families with 4503 family members. It is worth mentioning that the number of families that need reconstruction of property is 5739 and the number of families that are in need for social housing is 2938.
8. MESP has limited cooperation with KPA as the rental scheme doesn't foresee accommodation of families with low income/subsidies. In consequence, MESP has no list of available accommodation that could be used for rental scheme.
9. MESP, respectively the Department for Spatial Planning, is currently drafting the Strategy for Prevention and Regulation of Informal Settlements.

Recommendations:

- MESP, Cadastral Agency and Municipal Cadastral Offices, together with municipal officials, shall verify and identify status of the property of repatriated persons and their next of kin.
- In order to provide a sustainable solution for individuals without property and land, the social housing shall be built in municipalities in cooperation with MESP.
- Municipalities shall implement a program of social shelter, including the building of social apartments, temporary accommodation and management of construction.
- For individuals that possess land, and maybe a house that needs reconstruction, reconstruction shall be managed by municipalities.
- MIA/DCAM shall share information on requests for repatriation of persons with all stakeholders including MESP, especially for the ones that indicate their need for accommodation.
- MESP and municipalities shall increase funds for social housing and reconstruction of houses.
- The Housing Strategy 2010-2014 shall be approved without delays.
- MESP shall work closely with the donor community in order to find the necessary support to implement the Strategy and Action Plan on Reintegration of Repatriated Persons.
- The Strategy for Prevention and Regulation of Informal Settlements shall be approved and implemented.
- MESP and KPA need to find ways to initiate a rental scheme for repatriated persons in need for accommodation and in cases where necessary these rental scheme to be subsidized.