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Kosovo’s current generation has reached an important and singular crossroads. Newly emerged from a deeply turbulent period of their history, approximately 2 million people face an uncertain future – in which the scope of their possibilities is matched only by the scale of their troublingly persistent socio-economic challenges.

Entering the second decade after Kosovo’s conflict - and the third year since its autonomous declaration of independence - the paradoxes of this resilient but fractured society are visible in every town and village. The irrepressible energy of young people and the renewed vibrancy of once-quiet city streets contrast with the evident strain on out-dated and dilapidated infrastructure, widespread and unchecked pollution and ubiquitous illustrations of poverty and unemployment. Conditions for Roma, Ashkali and Egyptian communities are worst of all. There is a growing disaffection with a political process that many fought hard to establish. This, in turn, has sparked fear of resurgent tensions between ethnic groups, as displaced families return home in a climate of economic and political stagnation.

Mindful that time is pressing, the international development community is once again rallying behind Kosovo to catalyze a renewed development surge – aiming to bring focus, common direction and mutual accountability to the enormous collective effort underway in the most vulnerable corner of Europe. In lieu of a Kosovo-wide development framework, the European Union Partnership Action Plan (EPAP) and Kosovo’s Medium Term Expenditure Framework (MTEF) are the twin frameworks leading the drive towards Kosovo’s ideal future – as a full member of the European Union, with an open, stable society contributing to and benefiting from sustained economic growth.

The keys to unlock this future, however, cannot be found simply by achieving a soaring Gross Domestic Product (GDP) or even by adopting the most advanced legislative framework for governance. Kosovo has suffered deep structural and social wounds, stemming from corrosive neglect in decades past, that continue to stifle human capital in the present. They have eroded social bonds through suspicion and discrimination and drained skilled people from its civil service, rule of law and professional sectors. Today, they stand in the way of inclusive, self-generating employment and create a systematic gap in the accountability of the governance process. In addition, the presence of a large international aid community attempting to address many of these issues, has inadvertently affected Kosovo’s delicate socio-economic balance – not always positively. This contributes to a state-building pattern where high-volume legislating is often prioritized over realistic budgeting for effective and equitable delivery of the promises contained on the page.

Overcoming these challenges depends, in essence, upon realization of true social inclusion in Kosovo. The greatest socio-economic asset here is neither mineral nor industrial, but rather the potential of its population to generate enterprise and collaborate in raising living standards. It follows that sustained wealth and stability cannot be created as long as many of them are shut out – inadvertently as well as deliberately – from the economy, from social services and from political dialogue. Social inclusion in Kosovo, as well as being a clear public good and human rights challenge, is also the only way to generate real development value from the substantial financial investment being made in Kosovo’s recovery.

In this next decade, Kosovo’s aspirations depend on pursuing economic growth, legislative maturation and policy implementation for the purpose of bringing positive change to the most vulnerable, the poorest and the most excluded members of Kosovo society. This adjusted focus would liberate a wealth of human capital among men, women and children – wealth that Kosovo simply cannot do without. Achievement of wider political goals, including status resolution and EU membership, will naturally follow this critical human development process. They cannot, and should not, be pursued for their own sake.

Here, the UN must step up and play a critical role. UN agencies, funds and programmes, which comprise the UN Kosovo Team (UNKT), have a long-standing and solid commitment to Kosovo’s people – from the poorest and most marginalized to those responsible for leadership towards deeply cherished goals. The UN as a whole has also reached its own defining moment in Kosovo; following implementation of a major political and humanitarian mandate, a more complex and development-orientated context is challenging the UNKT
to move beyond discrete sectoral efforts towards greater policy relevance, cooperation and impact. While its financial resources are limited in comparison to other actors, the UNKT is best positioned of all Kosovo’s development partners to accelerate achievement of development goals by bringing the perspective of those most likely to be left behind — and by linking governance more effectively to the communities it serves.

To respond to the challenge, the UN Common Development Plan (CDP) 2011-2015 will focus and harmonize the work of the UNKT over the next five years around four Strategic Themes – I Legislative and Policy Frameworks for Social Inclusion; II Accountability for Delivering on Social Inclusion; III Local Participation and Empowerment; and IV Environmental Health and Protection. The first two of these address key elements of social policy that, from planning and budgeting to implementation and evaluation, are urgently needed to lay a foundation for social inclusion in Kosovo, and re-build trust in the governance process. The final two seek to make a more immediate impact on Kosovo’s most dire living conditions – some of the worst in Europe. They envision an active dialogue between communities and authorities on the kind of society they wish to live in — and a positive cycle of change as people receive and contribute to better services, livelihoods, social justice and environmental welfare.

Through this framework, the UNKT commits itself to six major outcomes in Kosovo for public services, social justice and the environment: (i) a stronger normative framework for social inclusion; (ii) accountable and responsive central institutions; (iii) greater civic influence over the accountability of governance; (iv) human rights-based governance in target municipalities; (v) stronger institutional and industrial action on the environment; and (vi) more responsible individual environmental and health behaviour. These represent the UN’s common priorities and accountability in Kosovo, intersecting closely with other major development efforts. They are the primary areas under which the UNKT will aim to leverage its comparative advantage as a catalyst for development energy, to mobilize wider and more powerful partnerships towards results for Kosovo’s people.

To implement this focused programme for social inclusion, the UNKT will re-organize itself internally and with respect to its relationships with Kosovo’s authorities, civil society and international partners. The UNKT strongly supports Kosovo’s recent aid management review, which moves all Kosovo stakeholders close to realizing the principles of the Paris Declaration on Aid Effectiveness. The CDP implementation structures aim to reinforce these principles, streamlining UNKT coordination around strategic outcomes associated with the CDP. Through the CDP, the UNKT will create a joint Knowledge and Advocacy Hub for stronger policy dialogue. It will link with broader development action through Kosovo’s High Level Forum and other multi-stakeholder coordination structures.

The CDP is a modest statement of what the UN can realistically achieve in this context given its financial, human and technical resources. As such, it represents the great majority, although not the totality, of the UN effort in Kosovo. It therefore asks a mutual accountability from Kosovo’s authorities and international partners to the UN’s collective effort through the CDP before looking to cooperate with the UN on other, discrete projects. The UN will also work closely with Kosovo’s government and private sector to leverage financing for social inclusion, as Kosovo increasingly seeks to take the reins of its own future.

Above all, the CDP is grounded in the belief that Kosovo has capacity to match its aspirations, if only that capacity can be unlocked in its people. Human capital is the rich field in which economic growth and social development must be sown, for the best and most sustainable harvest. Despite their many challenges, Kosovo’s people — particularly its youth — are its greatest reservoirs of optimism and energy. This CDP is therefore for all of them, first and foremost, and towards realization of their hopes.
Kosovo in Context – A Moment of Choice

Over a decade since a conflict that provoked only the second international military offensive in Europe since World War II, Kosovo has reached a critical juncture. The next few years could establish Kosovo firmly on the road to a stable and prosperous future, in which its far-reaching development aspirations are fulfilled. However, its population still faces an uphill struggle to escape the corrosive socio-economic impact of decades of neglect, mismanagement and discrimination.

There are some uniquely hopeful aspects to this resilient and determined corner of Europe that counterbalance its considerable challenges - particularly when measured against other post-conflict contexts. Security has been re-established by and large, and NATO’s KFOR troops are therefore able to maintain a relatively light footprint. Reconciliation at a community level remains a challenge, but there are indications that in many places it has nevertheless taken recognizable root – outpacing higher-level political resolution. Kosovo is not plagued by the bitter ethnic and sectarian fractures that continue to erode good governance and basic living conditions in post-conflict nations elsewhere. Although tensions remain palpable between Kosovo-Albanians and Kosovo-Serbs in a limited number of areas (particularly in Mitrovicë/Mitrovica), they are mostly local in their impact and do not affect broader progress as would widespread civil strife.

Kosovo’s authorities and enterprising communities, including Kosovans in the diaspora, were able to kick-start an economic recovery in the years following the 1999 conflict. The resurgence of street-level business evident in many cities reflects entrepreneurial conversion of donor aid, spending by international residents and remittances from Kosovans abroad. Growth of GDP peaked at 5.4 percent in 2008, after the immediate post-conflict surge (and is rising again, at 4.3 percent, following the 2009 global economic crisis). To put this into perspective, Croatia’s real GDP growth for 2008 was reported at 4.5 percent. While Kosovo’s economy faces many fundamental challenges, the energy and potential of Kosovo’s young work-ready population are significant economic assets.

In addition, Kosovo still benefits from a massive international aid programme (the Rand Corporation reports 4 billion USD expenditure since 1999). Although the international financial shock of 2009-2010 decreased donor spending across the board, Kosovo’s estimated 2.2 million inhabitants still receive more international aid per capita than many less developed countries. This assistance programme is underpinned primarily by the United States and the European Union. The EU Rule of Law Mission (EULEX) to Kosovo is the largest of its kind in the world. Its size and complexity indicates the invaluable political support the EU continues to provide for Kosovo’s aspiration to full recognition by Europe and eventual accession to EU membership. The European Parliament underlined its commitment to this goal through a 2009 resolution pledging to promote Kosovo’s stability within the context of the Western Balkans. The UN also has a significant footprint, with 21 agencies, funds and programmes active in Kosovo, including 15 with a permanent physical presence, in addition to support from the UN Mission in Kosovo (UNMIK).

These post-conflict advantages have brought Kosovo in 2010 to a developmental and political crossroads. Two potential and distinct futures are now before Kosovo’s population. Ten years from now, Kosovo could be celebrating the emergence of an inclusive society and market economy in line with other aspiring EU regional candidates, sharing a similar history. Kosovo’s dream of resolving its sui generis status could be fulfilled in amicable partnership with its neighbours. The decision by the International Court of Justice (ICJ) in July 2010 has raised hopes and opened new avenues for discussion on this issue. Consequently, there are ongoing talks, negotiated by the EU, between Pristina and Belgrade on practical issues affecting the daily life of Kosovans.

However, realizing this ideal future will demand significant change in Kosovo’s current modus operandi - which, unless manifested in the next decade, may be long postponed. None of Kosovo’s advantages are infinite in nature. Aid levels will inevitably fall, and a population that sees little progress will eventually become disaffected. Transition must at some point end, and true development begin. This window of opportunity is open now.

The alternative picture is ongoing under-performance in key social and economic sectors – and a great opportunity missed. A generational legacy of poverty and neglect heavily burdens Kosovo, much more so than the 1999 conflict alone. Moreover, pursuit of status resolution as a separate goal from human development risks diverting Kosovo from its most pressing governance and social issues. These barriers stifle Kosovo’s human capital and limit its capacity to maximize investments in recovery. Over the coming years, all those who care...
about Kosovo’s better future should focus together on how to dismantle them.

Can Kosovo take the leap necessary to create a sustainable platform for its own development aspirations? In practical terms this means finding the right policies and mechanisms to convert aid investment, internal stability and a wealth of human capital into a prosperous, inclusive European society. The EPAP and the MTEF are both geared towards this end.

To bring the UN effort and presence into alignment with these plans, the UNKT has produced a Common Development Plan. The timing of this plan is significant: following implementation of the substantial UN political mandate in Kosovo established by Security Council Resolution (SCR) 1244, Kosovo has declared its strong will towards full independence and UNMIK is considerably scaling back its activities. Looking ahead, development is now the key to Kosovo’s future. To date UN agencies, funds and programmes have been working alongside Kosovo’s authorities to relieve the most acute symptoms of conflict and poverty - focusing on specific sectors within agency mandates. The moment for these discrete efforts has passed. The UN family now faces a partnership challenge, in the “delivering as one” spirit of its global agenda, to address a more complex and sophisticated set of issues as a team and forge closer linkages with other actors making similar plans.

This CDP is based on a clear set of guiding principles. First, it views Kosovo as an aspiring middle-income context hampered by areas of extreme poverty, corruption and discrimination. It envisages that achievement of international development targets (including the Millennium Development Goals - MDGs) will naturally follow a profound shift in institutional accountability and realization of true social inclusion. In this area, Kosovo’s biggest challenges are also its greatest opportunities – for example, the 45 percent of its population under the age of 18 waiting to bloom.

Secondly, it presumes that Kosovo’s population is striving not just for better health and education systems but for stronger structural cohesion linking authorities to communities, and communities to their own development. It moves away from sectoral foci to select instead strategic themes for joint UN responses. These themes are designed to foster the greatest possible cross-sectoral cooperation across the Kosovo context. They aim, ultimately, to accelerate inclusion for the most vulnerable within Kosovo society.

Finally, the CDP recognizes clear limits to the UN’s scope in addressing Kosovo’s development challenges. The UNKT is neither a major donor nor a significant direct programme implementer in the Kosovo context. Therefore, this document is modest in scope, designed to marshal the UNKT’s considerable technical resources to complement the wider Kosovo development partnership. Its goal is to reinforce, at this important moment for Kosovo, the UN’s deep commitment to Kosovo’s population - and create a more targeted UNKT presence to catalyze Kosovo’s own, considerable potential.

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4 Kosovo autonomously declared independence from Serbia on 17 February 2008
5 Statistical Office of Kosovo 2009
Priorities for Human Development and Social Inclusion

1. Kosovo today – primary development gaps: In the immediate aftermath of the 1999 conflict, the international community embarked on a series of humanitarian and development measures for improving democratic governance in Kosovo: 1) supporting the emergence of an investment-friendly market economy from state-dominated macro-economic structures; 2) improving living conditions through extensive public sector modernization, including significant capital investment in infrastructure; 3) re-establishment of rule of law and a fair justice system including for Internally Displaced Persons (IDPs) and re-integration of returnees; and 4) working towards reconciliation by minimizing ethnic divides and discrimination.

Progress towards these goals has been uneven. Today, the Kosovo human development landscape is still dominated by poverty, lack of opportunity and disparity with a wealth of potential sidelined and untapped. Every Kosovan on the street can tell you where their main problems lie – but key and necessary data is missing from the evidence base. Kosovo lacks an updated census or a well-resourced, modernized statistical office, making precise analysis of data impossible. Even Kosovo’s population size, the most fundamental of indicators, is open to speculation (estimates range from 1.4 million to 2.2 million). However, by pooling all the information available, it is possible to develop a snapshot of the key factors affecting Kosovans lives and livelihoods:

Poverty: Kosovo remains the poorest corner of Europe, with very high levels of poverty. Recent studies suggest that at least 45 percent of the population is poor and close to one in five are unable to meet their critical survival needs, with extreme poverty disproportionately high among children, ethnic minorities and female-headed households. The average Kosovan earns just 2,032 USD per year, the lowest per capita income in Europe. Women earn even less – two thirds less than their male counterparts. Subsistence living is the norm in rural areas outside Pristina. A 2006 survey suggested that absolute poverty might have risen in rural areas by nearly 50 percent between 2000 and 2004 - even pre-dating the recent economic crisis. In peri-urban areas, a disproportionate number of households struggle to meet basic survival needs without access to either jobs or arable land. Import tax and cash transfers from abroad account for well over half of Kosovo’s income per capita; in 2002, the Ministry of Finance and Economy estimated that 720 million EUR of Kosovo’s total income of 1,570 million EUR came from cash remittances. In 2009, one in every five households depended on remittances for over a quarter of their income, with the total received in remittances constituting 11 percent of the GDP. These income sources have kept many families out of poverty. However, they may prove unsustainable and mask real, acute vulnerability.

Lack of decent work is perceived by all Kosovans to be the main threat to their wellbeing. Close to half the labour force (48 percent) is unemployed, rising to 73 percent among young people and 81 percent among young women— the lowest employment rate for youth in Europe in an area with Europe’s highest fertility rate. Efforts to stimulate the economy and create a sustainable employment cycle are blocked by lingering macro-economic barriers (an over-dominant public sector pushing out the private sector in agricultural and manufacturing industries) and the influence of organized crime in the open market.

Living Standards: Poverty is compounded and deepened by compromised provision of basic services and environmental degradation, with significant disparities between communities. Kosovar authorities have worked hard to boost access to social services and increase budget execution for capital projects – with some success. However, a reported 36 percent of households lack reliable access to at least one essential municipal service such as water, sanitation or electricity. Electricity generation outside Pristina still only delivers sporadic power to homes and businesses. Health systems have struggled to modernize after the devastating outflow of qualified staff during the Milosevic era. Basic pharmaceuticals are missing from the great majority of health centres. While precise health data is extremely hard to source, information from health workers suggests that maternal mortality rates may actually be rising (in contrast to every other European country), due to inadequate pre- and post-natal care. Child stunting (an indicator of chronic lack of nutrients) is high otherwise.

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7  Kosovo Household Budget Survey, World Bank 2008
8  Kosovo Labour Market Study, World Bank 2003
9  Kosovo MDG Factsheets 2010, Statistical Office of Kosovo, the United Nations Agencies, the World Bank, the International Monetary Fund.
10 Kosovo Remittance Study, UNDP 2010
11 Towards a Kosovo Development Plan; Bradley & Kraus 2004
13 Kosovo Mosaic, Public Service and Local Authorities in Focus, United Nations Development Programme, 2009
for the region at 16 percent (7 percent for Serbia and 13 percent for Macedonia). Broad disparities exist in access to services between urban and rural areas, and between ethnic groups. For example, 30 percent of people in rural areas live without tapped water or sanitation services, compared to 7 percent in towns. Access to services by ethnic minorities, particularly RAE communities, is much lower than the Kosovo average.

Quality of life is undermined even further by growing and unchecked environmental degradation – a consequence of accumulated industrial pollutants, a weak waste management system using out-dated technologies, widespread use of fertile land for construction and neglect and abuse of natural resources. Mitrovicë/Mitrovica is a particularly grave concern, where a mountain of unclaimed lead tailings fills the lungs of every man, woman and child in the city with toxic dust each day. A WHO-supported survey of children under three years old in the Mitrovicë/Mitrovica and Zvecan municipalities indicated that at least a quarter had elevated levels of lead in their bloodstream (rising to 100 percent of RAE children surveyed). Anachronistic farming techniques and rapid deforestation for construction purposes are causing extensive damage to arable land and Kosovo’s vulnerable forest areas. Industrial pollution in cities is very high: at least 98 percent of electricity is produced by lignite coal, throwing 25 tons of ash into the air every hour – 74 times higher than allowed under European environmental standards. Waste management programmes for industrial waste are woefully inadequate. Unfortunately, environmental knowledge and awareness is extremely low, and, as a result, lifestyle choices by Kosovans themselves greatly contribute to a health-eroding environment. Smoking is close to universal, including among pregnant women and around children of all ages – needlessly damaging their health and development.

Justice: The administration, modernization and ethics of justice in Kosovo remain weak, undermining public confidence in Rule of Law and generating one of Kosovo’s greatest state-building challenges. A concerted effort led by EULEX to build an independent and effective judiciary, develop the capacity of Kosovo’s legal professionals and apply internationally recognized standards has reaped some rewards. However, it has fallen short of public expectation, with heavy mentoring expected for some time to come.

The EC Progress report 2009 and EULEX Programme 2010 identified a number of areas of underperformance, such as inadequate judicial and prosecutor capacity, poor professionalism among lawyers, a weak Ombudsman institution, low accountability and a failure to systematize the protection of human rights – particularly for women and other vulnerable groups. Kosovo’s Judicial Council did not, until recently, have a managing board, and is overwhelmed with the added responsibility of managing prosecutors as well as judges. Thus, the EU has reported little progress to clear the backlog of court cases or introduce critical measures such as witness protection schemes. This has a direct impact on the vulnerable 74 percent of the population who qualify for legal aid, and depend upon a functional court process to protect personal security and livelihoods. Introduction of special procedures for vulnerable groups, including non-custodial sentencing options, has yet to be implemented, creating grave risks for the approximately 30 children currently in detention and others in conflict with the law. Justice for displaced communities remains a thorny issue; the legal and property rights of Kosovo’s estimated 20,000 IDPs, and the growing (if still low) number of returns, still require clarity – leaving many communities in suspended animation, dependent on international support and uncertain where their future lies. Forced returns of ethnic minorities, particularly of RAE displaced, also threatens Kosovo’s social cohesion. There is clear need for a more comprehensive re-integration programme, to ensure that vulnerable minorities can envisage a future of full participation in Kosovo society.

15 Kosovo Human Development Report, UNDP 2010
17 Concerning the lead contamination affecting the Roma community living in the camps located in the northern part of Mitrovicë/Mitrovica, Ombudsman Institution of Kosovo. (Pristina: Ex Officio No. 304/2008, April 2009)
18 Kosovo Human Development Report, UNDP 2010
19 Kosovo Early Warning Report, UNDP 2010
20 EU Kosovo Progress Report 2009-2010
21 Legal aid and juvenile detainee figures from Kosovo Ministry of Justice and Judicial Council 2010
On a more positive note, Kosovo’s legislation related to justice has been largely aligned with European standards. A comprehensive vetting and reappointment process has just taken place in order to address changes in the structure of the court system and fill seats in Kosovo’s Supreme Court, although the process fell short by 108 judges (approximately one quarter of the total required). The Law on Courts has been partially adopted after a four-year development process. The law will provide for re-structuring of the court system and more importantly, address the longstanding concern around poor working and material conditions of the judiciary. Several other measures, including such as notary services and a Law on Prosecutorial Council, are pending introduction; however the need for a stronger focus on judicial education in Kosovo remains critical.

Socio-Political Exclusion: Discrimination is all-pervasive, eroding quality of life along ethnic, age and gender divides and shackling Kosovo to its bitterly-remembered past. Kosovo’s ethnic groups may have parity on their flag of aspiring nationhood, but the reality for minorities, particularly RAE communities, is very different. A tiny fraction enjoys decent work, services and the opportunity for political participation. Many lack legal status of any kind in Kosovo, constraining their ability to enjoy civil, political, social and cultural rights\textsuperscript{22}. Across Kosovo, RAE communities live in the worst housing, receive least healthcare, gain little access to education and face hostility and even aggression from other groups. It is estimated that 50 percent of RAE people are classed as poor; many lack civil status and up to 70 percent do not attend school over the age of 12. Rates of accession to political office among RAE are only 8 percent compared to other ethnic minorities, and only 42 percent are employed compared to the Kosovo average of 55 percent. Up to one third of RAE are not registered at birth in Kosovo, making it extremely hard to gauge and address the issues facing them\textsuperscript{23}. Women face particular challenges: nearly one third (28 percent) of women from non-Serb minority groups do not finish primary school and one quarter of RAE women are illiterate\textsuperscript{24}. Discrimination and exclusion in Kosovo is not merely an inter-ethnic phenomenon, but cuts a far wider swathe across Kosovo society – touching gender, youth and disability. Women, particularly the young, are frequently shut out of jobs, land ownership and political life. Kosovo ranks 0.76 on the Gender Development Index, the lowest in the Balkan region. A quota system in the Kosovo Assembly assures 30 percent of seats to women, but their participation in decision-making and peace negotiations is minimal. Of the fraction of women participating in the Kosovo labour force, only 45 percent have jobs compared to 61 percent of the much larger pool of men\textsuperscript{11}. Only 6-10 percent of business owners are women, and an estimated 92 percent of collateral assets needed to start businesses are registered to male relatives\textsuperscript{24}. Women face particular challenges: nearly one third (28 percent) of women from non-Serb minority groups do not finish primary school and one quarter of RAE women are illiterate\textsuperscript{24}.

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These data would challenge any society, let alone one emerging from conflict. Kosovans have worked laudably hard to shift development indicators in a healthier direction over the past five years – and yet in many areas continue to face an apparent socio-economic gridlock. The root and underlying causes of this status quo are fundamentally inter-linked. They lie not only in a traditional post-conflict dynamic (the challenges of new leadership, damaged infrastructure, lingering tensions and corruption) but also in chronic, longstanding lack of investment and discrimination. Analysis of Kosovo’s history and its current problems suggest a directional shift for future international support.
2. Underlying and root causes – a summary picture:

2.1  The impact of chronic under-investment and state dominance: Development and economic growth in Kosovo have been stifled for decades, leaving a legacy hard to undo in a fraction of the time. The scars of neglect and repression of ethnic Albanian capacity for several decades, and particularly during Milosevic administration, are still clearly visible in Kosovo’s institutions. In 1988, Kosovo’s GDP per capita was only two-thirds the Yugoslavian average (67 percent)\(^\text{30}\), half that of Slovenia (44 percent) and three quarters that of Serbia (74 percent). Income per capita fell to 400 USD per capita in 1995, following the break-up of Yugoslavia. Families not earning money directly from the State (through public sector jobs) were likely to be employed in major State-Owned Enterprises (SOEs) covering much of the agricultural, timber and manufacturing sectors, or small family businesses.

The structural legacy of institutional neglect and a state-dominated economic policy is still very clear. At least three quarters of all official employment in Kosovo is still funded by the State\(^\text{31}\) leaving little room for private sector growth. Those SOEs that now fall under the Privatization Agency of Kosovo (including Kosovo’s largest employers) have been unable to make the transition to competitive private companies. Legislation does not exist, or has not been implemented, to create any kind of competitive and secure framework for business – either through land-title security, laws governing employer-employee relations or limited liability. There is no history of a healthy investment climate to draw on, with a workforce used to either state support or scraping a living outside of the formal economy. Thus there is limited incentive for the poor, particularly farmers, to move beyond subsistence living into a more exposed business model. Weak workforce capacity of the current mid-life generation has its roots to some extent in the fracturing of an Albanian language education system during the 1980s, when an Albanian-language curriculum was abolished and ethnic-Albanian teachers forced to leave their posts.

So is job creation the answer? A structural shift in Kosovo’s macro-economy is certainly needed if jobs are to blossom and GDP to grow. The economy needs re-balancing, from one dominated by state-paid jobs funded by import duties to an enterprise economy generated through internal consumption and exports. There are some positive signs in this direction. Exports are rising (up 20 percent between 2007 and 2008 – although the import market is also growing proportionately - and customs duties remain Kosovo’s main source of income\(^\text{32}\)). However, analysis suggests that jobs and higher GDP themselves do not automatically alleviate poverty in the Kosovo context. Economic growth in a climate of patronage, state-control and crime is not inclusive. The GDP surge following the war did not, for example, lift the rural poor out of poverty - generated largely by foreign transfers. In addition, one third of Kosovo’s poor (33 percent) already have jobs, and 86 percent have access to some form of business, job or land\(^\text{33}\). This suggests that the inclusiveness of economic policies established, the type of work available and the connectedness of the work to other factors are more critical than job creation on its own.

2.2  A governance accountability gap: While the public sector is still the dominant force in Kosovan life, a true meritocracy has not emerged to manage the extremely onerous transition to European-standards of governance. A tremendous quantity of legislation has been passed in Kosovo to guarantee the rights of its inhabitants, demanding a qualified civil service to implement. And yet such a civil service has been hard to build given the significant capacity gap left by the exodus of skilled technicians. Poor management and corruption is endemic, entangling the basic business of governance with the shadow economy in critical areas including the distribution of medicines to health centres and the establishment of public private partnerships for social service provision. At the level of community life this manifests in schools without good teachers, homes without power, poor water supply, more untreated illnesses and a rising number of preventable deaths – particularly among women and children. In addition to weak capacities, proportional spending on basic services as percentage of GDP is low for the region (for example, Kosovo currently spends just 3 percent of its GDP on healthcare, compared to 6 percent in Albania and 8 percent in Slovenia\(^\text{34}\)).

Lack of data and data capacities in Kosovo has weakened governance accountability even further. Without an up-to-date census (the next is planned for 2011) or the creation of a strong statistical office for data processing, policy planning is reduced to little more than educated guesswork. A weak evidence-base is both an underlying cause and an immediate outcome of weak governance, creating a vicious cycle that needs urgent attention.

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30 UNDP Kosovo Human Development Report, 2010
31 Towards a Kosovo Development Plan; Bradley & Kraus 2004
32 European Partnership Action Plan 2009-2011
33 Kosovo Human Development Report, UNDP 2010 (Economic Exclusion)
34 World Health Organization Statistical Information System, except for Kosovo data from Ministry of Economy and Finance
Public sector performance has also suffered, ironically, from vigorous attempts to strengthen it: “legislative overload”. The introduction of a vast array of new laws coming from a more liberal perspective has outstripped capacity of Kosovo’s institutions to implement and enforce. For example, of the seven laws and strategies developed to promote education in Kosovo since 2000, none have been fully implemented\(^{35}\). Moving from a heavily centralized to a more decentralized system has challenged implementation even further, creating confusion over responsibilities, territory and population size between Kosovo’s municipalities – compounding pre-existing problems of lack of coordinated planning, staff capacity gaps and the absence of sound fiscal discipline in municipalities. Thus the considerable capital investment made in public services since 2000 and Kosovo’s growing capacity to execute its budget\(^{36}\) has not resulted in commensurate improvements in daily life. Spending on key services as a percentage of GDP has been declining alarmingly: for example, Kosovo spent 27 percent of its GDP on education – a development priority - in 2000, but only to 15 percent by 2007\(^{37}\). Kosovo also lacks a model available to analyze this spending against its most acute vulnerabilities, to truly understand its impact on human development. It also lacks the governance capacity to shape critical services such as education to become more effective engines of development – for example, by tailoring curricula towards work-readiness for young men and women, building strong links between school and work-training opportunities, and engaging civil society and the private sector to promote innovations towards this end.

Kosovo’s unresolved status is also an underlying cause of the accountability gap, and therefore linked to poor public sector performance. In addition to undermining investor confidence, Kosovo’s uncertain status denies Kosovo full access to international treaty bodies, and other critical support for socio-economic development (for example, World Trade Organization membership). Although Kosovo has enshrined compliance with international standards in its Constitution, and has been granted membership of the International Monetary Fund (IMF) and World Bank – whose liaison offices to Kosovo only opened in 2008 - the legal complexities of its position still represent a significant hindrance. Without unobstructed accession to these international frameworks for human rights, economic growth and trade, Kosovan authorities understandably do not feel fully bound to implement them either morally or legally. Therefore, the commitment to global standards too often ends with passing legislation that might move status resolution closer, rather than with actual technical implementation. **Building accountability for implementation into Kosovan institutions at all levels of governance, while avoiding over-legislating, are critical goals for the public sector going forward. A development framework would be an essential precursor to achieve this, to target Kosovo’s most vulnerable and enable better linkage of investments to impact.**

### 1.3 The double-edged sword of external assistance:

The substantial international aid programme to Kosovo, while deeply important to stabilization and the creation of a basic legislative framework for governance, has also had profound social and economic consequences for its inhabitants. From the political perspective, it continues to ingrain a culture of dependence at the institutional level and non-participation at the social level (from a psychological perspective this might be termed “learned helplessness”: Kosovans perceive that influence through civic participation is an illusion promoted by uncaring authorities\(^{35}\)). Voting levels, extremely high immediately after the war, fell precipitously in the 2007 elections. From the socio-economic development perspective, high volumes of aid can all too easily outstrip the management capacity of nascent institutions, creating scope for corruption and encouraging selective focus on quick wins rather than more endemic and difficult issues. In addition, the high volume of relatively wealthy internationals in Pristina has created an artificial market in Kosovo for goods and services at higher prices, and promoted the import market (with its high taxation revenues for Kosovan authorities) to overshadow development of Kosovo’s exports. The potential downsides of the weighty aid programme should urge donors and institutions alike to implement the Paris Declaration on Aid Effectiveness in Kosovo — in spirit at the very least; however, the Paris Principles of national ownership, strategic alignment, harmonization, managing for results and mutual accountability are hard to achieve in a context without a true National Development Plan and where international actors are frequently seen as leaders rather than supplementary supporters of a Kosovo development agenda. **While the international presence in Kosovo cannot and should not disappear overnight, it should be mindful of duplication and over-loading, scale-down on high cost capital projects and make implementation and accountability its primary foci.**

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\(^{35}\) Kosovo Human Development Report, UNDP 2010  
\(^{36}\) Kosovo Ministry of Finance and Economy, Treasury Department Report for European Partnership Action Plan 2009-2011 showed a 146 percent increase in capital budget execution in the second half of 2008 over 2007 data, up to 80 percent of the total funds available.  
\(^{37}\) World Bank Kosovo Medium Term Expenditure Framework 2008  
\(^{38}\) Kosovo Mosaic, Public Service and Local Authorities in Focus, United Nations Development Programme, 2009
A stalled social revolution from exclusion to inclusion: Kosovo’s economic and governance woes are underpinned by a social tradition of fracture and division – in other words, social exclusion. In the European Social Inclusion approach, social exclusion is a process whereby certain individuals are pushed to the edge of society and prevented from participating fully because of their poverty, lack of basic competencies and lifelong learning opportunities, or as a result of discrimination. This distances them from income and education opportunities, as well as social and community networks and activities. They have little access to power and decision-making bodies and thus often feel powerless and unable to exercise any influence on the decisions that affect their daily lives. Social exclusion encompasses a series of deprivations including extremely low income, inadequate education, lack of decent employment and limited access to information. UNDP has estimated that 8 percent of Kosovans are excluded by all these factors. Far more are excluded through a combination of two or more.

The centrality of social exclusion to development is a relatively new idea, and extremely new to Kosovo – which remains in many ways a deeply divided society. The family unit is still viewed as the prime mover of all individual decisions and other groups may be viewed as potential threats. A pragmatic cooperation is evident in many Kosovan communities, driven by the universal desire to reap the basic fruits of democracy – better jobs, services and opportunities. However, true social cohesion, the ability to see all men, women and children as allies in the search for a better life and therefore promote mutual opportunity, is alien to Kosovo thinking and, indeed, to its education and policy structures.

Thus, although anti-discrimination legislation has been introduced en masse into Kosovo, to protect the rights of women, the disabled, ethnic minorities and children in line with international standards, including a very high-quality law establishing Gender Equity, there are still few practical manifestations of this protection on the ground. Often, the most vulnerable groups are also the least informed about the types of protection available, and how to access them. The Anti-Discrimination Law passed in Kosovo in 2004, one of the most advanced laws of its type in Europe, has only been used directly twice in a legal proceeding since it came into force. Participation in civic processes to boost social inclusion is growing very slowly. Currently, 19 percent of Kosovans take part in civic activities - but satisfaction with the end result of civic participation, i.e., its perceived generation of political change, is very low. Accountability through the media – an essential factor in other liberal societies – is minimal in Kosovo. The combined circulation of all daily newspapers, at 30,000, is the lowest per capita in Europe.

As a result, disparities are widening, even between groups that share a common language and cultural backgrounds. Kosovo’s subsistence-farmers, trapped by poor agricultural policies and organized crime involvement in produce markets, are growing further away each day from the wealthier and more politically influential inhabitants of Kosovo’s major cities. Similarly, the three out of four young people without a job and with little prospect of getting one also feel hopeless and disconnected from socio-economic life. While the immediate cause of their plight can be tagged to poor economic growth, the root cause lies in Kosovo’s policy failure to prioritise these vulnerable groups and work hard to connect them to the development process. It is impossible – and unwise – to address the immediate cause without also looking at deeper causes, i.e. to attempt to create jobs without also ensuring that economic growth becomes inclusive enough to lift the poor out of poverty, and ensuring that the education of young men and women becomes more opportunity-focused, to prepare them for the challenge of decent work.

Social protection has been Kosovo’s sole answer thus far to the problem of excluded groups. It can relieve the most acute effects of exclusion - for example, the Ministry of Labour and Social Welfare (MLSW) has embarked on a laudable project to provide housing to vulnerable groups. However, the system that exists is limited (no maternity allowance, unemployment benefit or child benefit), does not reach 77 percent of the poor and is not organized to remove the barriers to upward mobility. For example, the benefit system misses a key opportunity to promote education in poor families by linking higher benefits for school-age children to school attendance. In addition, Kosovo spends less on social assistance than its neighbours – only 12.7 percent of the expenditure budget and only 7.5 percent of GDP compared to an OECD average of 15.7 percent.

So what does it take to create social inclusion? It is a complex issue to tackle in Kosovo, drawing legislative frameworks, institutional accountability, social protection, human rights standards, education, community participation and social justice concepts together. In approaching it, Kosovo has some invaluable assets to hand. Notably, there is a ready pool of young people coming of age alongside Kosovo’s own transition to a liberal and open society. This group of over one million young women and men are the single most critical fac-

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Investing in the life-readiness of young men and women through better education and training, in their connection to the political process, in accountability for policies and services supporting them – particularly the vulnerable - is a step towards social inclusion that Kosovo can and must take.

3. Conclusion – key development drivers for Kosovo: Kosovo requires a systematic transformation of its governance, macro-economy and society if it is to thrive. Work at the institutional and structural level, to modernize Kosovo’s public and private sectors towards transparency and accountability is critical. Status resolution and regional integration are also important compass points for Kosovo’s future. The European Union, the World Bank, the US Government and others are supporting this effort: a recent resolution of the General Assembly emphasized the readiness of the EU to facilitate a process of dialogue between Belgrade and Pristina as a factor promoting peace, security and stability from a European integration perspective. However, the primary and most difficult change must come at the social level within Kosovo, to move from a fractured society dependent on remittances and subsistence agriculture towards an educated work force with the opportunity to prosper at home and compete abroad. Analysis of the underlying and root causes of Kosovo’s status quo suggests the following lessons for a future development strategy:

1. Economic strategies for Kosovo, including the MTEF, must shift towards a more inclusive approach to macro-economic re-organization, job creation and investment promotion to truly impact on poverty;

2. Capital investment in services must be channelled through a Kosovo-wide development framework targeting and analyzing the effect of expenditures on the poorest, to become more cost-effective;

3. A plan to address implementation and data-analysis gaps is needed to mitigate “legislation overload”;

4. Human development should be repositioned as Kosovo’s primary international goal – with status resolution re-formulated as a tool to achieve this goal rather than an end in itself;

5. There is an urgent need to refocus efforts on creating an inclusive society where (i) individuals, starting with the most vulnerable, are given equal opportunity to fulfil their potential; (ii) reciprocal links come alive between governance and communities, towards the full utilization of human capital – most crucially Kosovo’s youth; (iii) policies are established and implemented to nurture this change, focused on the most excluded; and (iv) authorities become accountable for their actions in this regard.

In summary, Kosovo’s development priorities over the next five years could be defined as follows:

| POLITICAL RESOLUTION | • RESOLUTION OF STATUS ISSUES enabling full international participation and regional integration; |
| ACCOUNTABLE GOVERNANCE | • PUBLIC ADMINISTRATION REFORM focusing on implementation capacities and accountability; • ECONOMIC RESTRUCTURING to create inclusive growth and international/regional economic integration; • BROAD-BASED RULE OF LAW based on international human rights standards; • ENVIRONMENTAL PROTECTION and sustainability. |
| SOCIAL INCLUSION & HUMAN CAPITAL | • IMPROVED LIVING STANDARDS FOR THE POOREST and for the most excluded groups; • LIBERATION OF HUMAN CAPITAL in an open society – with a focus on education, participation and opportunity for women and youth. |

These are far beyond the scope of the United Nations alone. However, they provide a framework for the UN family to design a targeted package of support in its areas of comparative advantage.
1. UN comparative advantage in Kosovo:

The analysis of Kosovo’s primary development gaps and its future vision of EU membership are together a call to action on the need for social inclusion to become a core part of the legislative and governance process, for more investments channelled to those most excluded to date, for a greater emphasis on implementation, data and monitoring and for a local and Kosovo-wide drive to liberate human capital.

In deciding how best to contribute to Kosovo’s key development drivers, the UNKT considered its comparative advantage in the Kosovo context. The UNKT, with its limited resources, is not best placed to finance capital projects, or work in much-needed macro-economic restructuring and regional economic integration, where other actors are leading. However, the UNKT retains a powerful role as a catalyst for the realization of social inclusion goals – the key to greater life opportunity for Kosovo today and for its EU aspirations in the future. This, in essence, means refining the broader institution-building agenda with specific policy changes that will make the greatest impact on social exclusion, and fostering a deeper social dialogue around policy implementation.

The UNKT, with its deep institutional and community-level roots in Kosovo, is particularly geared towards policy enhancement in the following areas: capacity of the public administration, pro-poor economic growth based on local opportunity creation and human capital, quality public services for women and children and social justice/protection stressing gender equity, RAE groups, the displaced and youth. Mapping the UN’s comparative advantage against Kosovo’s development drivers suggests the following key areas of work:

**POLITICAL RESOLUTION**: UNMIK retains its mandate to support Kosovo, working closely with the EU within the context of stability, reconciliation and EU integration for the western Balkans.

**ACCOUNTABLE GOVERNANCE**: The UN is uniquely placed to:
Advance Kosovo’s legislative and policy frameworks towards EPAP and MTEF goals by bringing a specific focus on social inclusion and human rights;
Accelerate accountable, effective and inclusive implementation by (i) establishing an accepted evidence base for monitoring and evaluation, (ii) targeting investments to the most excluded, (iii) creating functional coordination and feedback mechanisms across Kosovo’s institutions and society, and (iv) providing impartial monitoring of compliance with international standards.
Ensure sustainability, empowering Kosovo authorities to take over this process part of institutional maturation and improving civil participation in the development/monitoring process.
Convene other development actors, authorities, industry and individuals on Kosovo’s environmental challenges in particular, creating social alliances and industrial innovation towards climate change mitigation and overall environmental sustainability. The UN is a leader for solutions and standards globally on this issue, through MDG Seven and its other international instruments.

**SOCIAL INCLUSION & HUMAN CAPITAL**: The UN’s perceived impartiality in Kosovo make it the best available forum for open dialogue and interaction between excluded social groups and authorities. In addition, the multi-sectoral power of the different UN agencies provide the best opportunity to address the complex poverty-reduction issues - spanning institutional capacity, livelihoods, social services, social justice/protection and participation – in the most excluded municipalities;

2. CDP Strategic Themes

Based on this thinking, the UNKT has decided to forge a new and more focused programme around four Strategic Themes for 2011-2015. Each of these themes was selected to address the development priorities identified in the previous section through the lens of Kosovo’s most vulnerable, focusing on the governance/economy and social inclusion/human capital pillars as follows:
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<tr>
<th>CDP Strategic Theme # 1</th>
<th>Legislative and Policy Frameworks for Social Inclusion</th>
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<tr>
<td><strong>This theme is designed to create a legislative and policy basis for a truly inclusive society in Kosovo, working within the broader context of a governance reform process. The UNKT will work through this theme to (i) work for the inclusion of the most vulnerable in development plans for macro-economic and social reforms, and (ii) engage civil society in the legislative process. The outcome would be to accelerate the impact of legislation on development gaps and link investments more clearly to those most in need.</strong></td>
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<tr>
<th>CDP Strategic Theme # 2</th>
<th>Accountability for Delivering on Social Inclusion</th>
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<td><strong>This theme seeks to address fundamental implementation, accountability and evidence-base gaps that hamper Kosovo's attempts to make new legislation work for people on the ground. Under this theme, the UNKT will strengthen Kosovo’s investment flow, impact monitoring and statistical mechanisms and also its capacity to institutionalize these mechanisms at Kosovo-wide and municipal levels.</strong></td>
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<th>CDP Strategic Theme # 3</th>
<th>Local Empowerment and Participation</th>
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<td><strong>This theme will bring Kosovans themselves, particularly the excluded, firmly into the broader development processes of the first two themes. UN Agencies and Kosovan society will come together under this theme to liberate Kosovo’s human capital in the poorest areas and foster a climate of social justice and livelihood opportunity. The UNKT will cooperate in selected municipalities to bring communities and government into a more productive dialogue - to improve living standards, build equity and quality into service provision, ensure social justice and mitigate the most acute impact of poverty. This theme will focus particularly on RAE groups and Kosovo’s young men and women.</strong></td>
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<th>CDP Strategic Theme # 4</th>
<th>Environmental Health and Protection</th>
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<td><strong>Under this theme, the UNKT will tackle the industrial and social causes and consequences of some of the worst environmental conditions in Europe. This theme was selected in response to a remarkable disparity in Kosovo between the scale of the problem and the collective effort to address it.</strong></td>
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Each theme addresses Kosovo’s development drivers (identified in the previous section) in a cross-cutting manner, allowing the UNKT to make a strong, but not always leading contribution in each area.

The **process to select these four Strategic Themes** was comprehensive and inclusive, encompassing Kosovan authorities, development partners and civil society. The Office of the Development Coordinator and the UNKT established a working group at the Deputy Head of Office/Agency level to manage the key CDP development steps: starting with compilation and analysis of critical data for Kosovo, followed by elaboration of related development priorities and finally agreement on potential areas of convergence for UNKT activities. This process was supported by the UN inter-agency Statistical Working Group, using a comprehensive range of sources from Kosovo’s Ministries, UNKT reporting and the work of donor partners including the EU and the World Bank.

Given the limits of data reliability and the unresolved issue of Kosovo’s political status, the UNKT agreed to tailor a situation analysis to Kosovo’s unique situation and needs rather than take a traditional Common Country Assessment approach. Therefore, the team worked to create consensus on key development gaps for Kosovo, applying a human rights-based approach and using analytical tools including conflict sensitivity, gender and results-based management. A series of consultative workshops was held to draw out the most critical and achievable measures to close these development gaps – drawing on the great wealth of experience from Kosovan and international experts. The process was coordinated and supported by the Office of the Development Coordinator, which also undertook to discuss progress and course corrections with key external and Kosovo partners.
1. First, Kosovo’s institutions have evolved from needing “patchwork aid” to requiring a more sophisticated, lighter-touch and realistic partnership with international actors, moving closer towards the principles of the Paris Declaration. These themes shift the UNKT up a gear, from sectoral support – the “treating symptoms approach” – to a less capital-intensive and more technical relationship with Kosovo’s authorities. They also link closely to four substantive Strategic Priorities (SPs) in the United Nations Strategic Framework (UNSF). These were agreed by the UNKT and the UNMIK in 2010 to provide a common platform for analysis, strategy and vision on peace consolidation issues for the entire UN system in Kosovo. The UNSF was developed to adapt the UN’s unique mandate under UNSCR 1244 to realities on the ground after Kosovo’s declaration of independence in February 2008. It envisages that, while UNMIK will continue to play a political role, the UNKT will pursue a more comprehensive development programme formed by and tailored to the needs of Kosovo’s inhabitants. The two efforts will be separate but synchronized and mutually reinforcing as in the figure below.

2. Second, the analysis highlights the importance of reframing donor-driven macro-economic and legislative/rule of law initiatives through the lens of social inclusion. While major structural changes are being made to Kosovo’s public sector and public finances, the poorest and most vulnerable individuals, groups and areas risk being shut out. Supporting socially inclusive policy is essential to achieve a sustainable, non aid-dependent recovery. However, law-making is not sufficient in itself to advance Kosovo unless linked more closely to accountable implementation, and to communities waiting for change.

3. Third, and following from this logic, the four themes selected allow the UN to maximize the fundamental inter-dependence between each. In effect, the UNKT effort will approach social inclusion from a holistic perspective, working simultaneously on policy, multi-level capacity building and community fronts. The first theme will build a policy base where one is lacking, the second will ensure its grounding in an accountability framework involving rights-holders, the third will activate a governance-community relationship in the poorest areas, while the fourth will address some of the worst living conditions faced by any European citizen – an aspect of life receiving far less attention but no less critical than Kosovo’s other economic and social problems.
3. Inter-linkages with other development strategies, the EPAP and MTEF

The CDP Strategic Themes are designed to complement Kosovo’s own strategic priorities outlined in the Medium Term Expenditure Framework (MTEF), which aims to increase spending on social development as a proportion of Kosovo’s GDP as well as boosting budget execution. They also accelerate the work of major development investors in Kosovo – particularly the EU through its Partnership Action Plan 2009 (EPAP). The EPAP is directed towards the political, economic and governance criteria to spur Kosovo’s aspirations to EU membership. The areas linking most closely with the CDP Strategic Themes include the creation of the legal and institutional frameworks for Public Administration Reform (PAR) including support for decentralization, support to the Statistical Office of Kosovo, Rule of Law, the achievement of human rights standards including minority rights, development of human capital and alignment of Kosovo with European standards regarding gender, education, social protection and the environment.

The EPAP plan provides ample scope for cooperation with the UN system to fine-tune broad-based legislative and macro-economic initiative to become truly targeted to human development by adding the perspective of the most vulnerable. The UNKT’s role in this development partnership will be: first, to help identify the most vulnerable groups for policy attention, and secondly, to advance key pressure points where concerted action can make the greatest difference to their lives.
In developing outputs and activities under each Strategic Theme, the UNKT followed the guiding principles for the CDP overall – namely, prioritizing inter-agency cooperation to improve governance for the most vulnerable, taking a holistic approach spanning legislative process to community-level impact, and not attempting more that the UN is able to deliver within the Kosovo context.

In this spirit, the first two Strategic Themes are closely interlinked, as a joint policy and accountability programme forming the core of the CDP and nexus of the common UN effort in Kosovo. Under these two themes, the UNKT will work to strengthen the broad institutional basis and overarching governance cycle for social inclusion in Kosovo – from policy design through to budgeting, implementation and evidence-based evaluation and review. This process will yield results only gradually. However, over the lifetime of the CDP the UNKT will contribute to an increasing and visible change in institutional culture – with an end result measured by shifts in efficiency, accountability and stability, through greater ownership of processes, a rise in skill-sets and growing influence of young, capable and responsive duty-bearers. The second two Strategic Themes aim for more immediate impact on the ground, working to link communities and institutions to mitigate some of Europe’s worst living conditions and protection concerns – from social services to employment, social justice and the environment. These two themes, over a five-year implementation cycle, aim to halt the decline in environmental standards and quality of life in worst affected areas – laying the basis for scale-up and measurable improvements for future programming to realize.

For consistency of approach across the CDP, and to ensure that the UNKT reaches both authorities and communities, each Strategic Theme is linked to Strategic Outcomes to which the UNKT will contribute. These, in turn, are built outputs that encompass both institutional capacity building and community-level participation. As a result of this approach, each of the four CDP Strategic Themes rests on a strategy to be implemented through a series of outputs, addressing both the institutional and social aspects of its outcomes. The differing needs of men, women, boys and girls – and the unique factors excluding ethnic minority groups in many areas - have been considered throughout the formulation of the CDP activity plan.

A more detailed breakdown of how the UNKT will deliver for Kosovo’s people through this CDP follows below:

CDP Strategic Theme #1: Legislative & Policy Frameworks for Social Inclusion

Impact: Increased equity of access to quality public services and social justice

Under this theme, the UNKT aims to address the legal and policy challenges associated with a lack of a comprehensive development framework for Kosovo. Without such a framework, Kosovo cannot effectively design policies and strategies targeting its real development gaps - which are linked to acute, unaddressed social exclusion. The policy development process is largely “closed” – aimed at ideals without engagement from all concerned stakeholders and a means for cross-referencing new laws with an overall human-rights agenda. It also largely excludes minority groups and women in general from the policy and legislative process.

Ultimately the UNKT is not seeking to augment the number of un-implemented laws on Kosovo’s books, but to change the process by which laws come into existence in such a way as to make them more implementation-friendly, and more targeted to the needs of those consistently excluded. The goal – to inculcate a cultural shift from seeking human rights compliance under pressure from donors, to valuing compliance for its own sake – will be monitored at the conceptual, design and review stage of the legislative process. The tactics will extend beyond institutionalized human rights training to a more comprehensive parliamentary support process ensuring that knowledge, hierarchical incentives, peer support as well as gender and minority perspectives are built into existing central governance systems.

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In order to achieve the primary outcome of strengthened normative frameworks, the UNKT will cooperate through a joint programme for social policy and accountability (spanning the second Strategic Theme). This programme will leverage the UNKT’s global comparative advantage in human-rights-based approaches to policy development, representing the core of UNKT cooperation in Kosovo. It will focus on **instilling a deeper knowledge across the spectrum of Kosovo’s policy-makers and civil society stakeholders regarding (i) the stepping stones towards true social inclusion in Kosovo from an institutional and legislative perspective; (ii) actions needed to move Kosovo further along this path; and (iii) opportunities for policy change as the social context in Kosovo evolves.** Indicators for success have been formulated about evidence of a capacity-shift at the level where legislation and policy is presented and reviewed, to capture evolving ownership and understanding of principles underpinning social inclusion. It is anticipated that a more focused and realistic approach to developing human-rights-based legislation for public services and social justice will in itself strengthen the process by which such legislation is reviewed and adopted – currently inconsistent and challenging for Ministries, Parliamentary review bodies and governance agencies mandated to maintain quality control.

Therefore, the UNKT will deliver **three outputs** supporting all of these key governance groups to create an institutional and normative basis for social inclusion within public services and social justice. Priority will be given to sectors and social groups most central to the inclusion process, particularly children and youth, RAE communities and women. Supporting the role of women in Parliament, and their participation as lawmakers and decision-makers, will be a fundamental pillar of this approach. Initiatives will focus on, *inter alia* legislative alignment with international treaties, the creation of sustainable and responsible agricultural policy, pro-poor energy and trade policies, an over-arching maternal and child health and nutrition policy, Kosovo-wide strategies for HIV/TB, mental health and equitable and quality education — including Early Childhood Development. This lasts has critical potential to nurture the human capital of Kosovo’s next generation, by focusing curricula in schools much more effectively on life and work-readiness for girls and boys. Social justice concepts currently missing or incomplete within Kosovo’s existing laws and policies will also be addressed, in particular the operation of the office of Ombudsperson, Gender-Based Violence (GBV) and child protection, engagement of the diaspora in the development process, and re-integration of the displaced, refugees and returnees.

These initiatives depend heavily on harmonization and engagement with other partners also proposing legislative reform. Such cooperation is essential when reforms addressing Kosovo’s broader macro-economic issues have the potential for impact on and complementarity with laws upholding human rights. The aim is not to duplicate or add legislation for its own sake, but to refine an existing process to include the most vulnerable and excluded groups easily left behind. The UNKT is best placed to bring this much-needed perspective.

**Risks and assumptions for Strategic Theme 1:** this Strategic Theme, and the Theme following, is predicated on the deeply-held desire of Kosovo’s administration to move towards ideals of modern European democracies. This universal goal bypasses political rivalries; however, should this goal be long-delayed or seem to slip further away, openness to legislative reform would suffer. In addition, attention for human rights principles within legislative processes depends on the stability of Kosovo’s exceedingly fragile economy (to enable socially-responsible budgeting), progress towards resolution of status issues to prevent worsening ethnic tensions and the evolution of a meritocracy from what is now an “old guard” and “connections”-driven civil service cadre. The ability of Kosovo’s legislators and other duty-bearers to truly own a human rights-based legislative process is closely linked to the economic and operational realities under which they work, in addition to their own capacities, and the success of UNKT efforts against indicator goals will be influenced by these factors.

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**CDP Strategic Theme #2: Accountability for Delivering on Social Inclusion**

*Impact: Institutional delivery of public services and social justice enhances social inclusion*

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**UN Outcome 2.1**

Institutions responsible for delivering public services and social justice are accountable and responsive to rights holders

**UN Outcome 2.2**

Key civil society actors increasingly influence the accountability of governance for public services and social justice
This Strategic Theme aims to close gaps in evidence, efficiency, budgeting and accountability that dog Kosovo’s governance performance and undermine policy implementation. It is a partner component of the social policy joint programme under Strategic Theme #1, focusing on accountable and effective policy delivery; i.e., taking laws off the written page and into real life application. The two key UNKT outcomes in this area reflect a turnaround in the current status quo – to shift from a weak evidence, budgetary, integrity and operational basis for institutional activity and towards a climate of informed duty-holders acting within supportive systems to deliver efficiently and engage a revitalized and strengthened body of civil stakeholders. Towards these outcomes, the UNKT will monitor the change in institutional process and culture, the consistency of institutional adherence to more human rights-based processes and the level and quality of civic engagement.

The UNKT will cooperate through five outputs for this Strategic Theme, respectively addressing Kosovo’s institutional accountability for accurate data and operational transparency, targeted and effective financial mechanisms and civic engagement in the governance process.

Under the first output, the UNKT will develop a comprehensive support programme for the Kosovo’s information management systems – primarily the Statistical Office of Kosovo (SOK) to boost systems for generating and analyzing accurate, disaggregated data on human development from a social inclusion perspective, and channelling this information to Ministries as a basis for policy implementation and review. The UNKT will specify key Ministries for additional technical support, in areas where the UNKT maintains the highest level of comparative expertise: Kosovo’s Agricultural Knowledge Information System, data on children’s access to social services through

...
linkages with women’s trade unions on economic legislation, consulting poor communities on health policy, and engaging youth on human rights laws.

Under the fifth output, the UNKT, as an impartial player with great goodwill built across Kosovo’s social spectrum, will also work to establish a more active and broad-based coalition of civil society groups using the full reach of its agencies (covering a wider range of groups and sectors than other actors). This coalition will span media (including new media), professional institutions, women’s networks, academia and private sector, to monitor government implementation on sectors of concern to them – particularly job creation, health, education and social justice. Fora will also be created in which Kosovo’s authorities can receive, discuss and act on this feedback. Young men and women will be a particular focus of this engagement effort, to address the deep disenchantment with the political process within this age group, and liberate their intellectual enterprise for a much needed re-energization of Kosovo’s civic and social cooperation. Capacity-building is a key part of this initiative, in cooperation with donor and NGO partners working in a similar field, to enable Civil Society Organizations (CSOs) to monitor and report on implementation of laws and impact on community-level conditions and to ensure the willingness and space within governance institutions to have their voices heard.

Risks and assumptions for Strategic Theme 2: See above under Strategic Theme 1

CDP Strategic Theme #3: Local Empowerment and Participation
Impact: Municipal residents enjoy a greater civic and socio-economic quality of life in target municipalities

UN Outcome 3.1
Target Municipalities have governance mechanisms in place promoting human rights-based development

This Strategic Theme moves the UNKT towards cooperative programming in five of Kosovo’s poorest municipalities to address lack of social participation and very poor living conditions. It makes the link between national systems for development (policies and participation) and the most excluded regions and groups in Kosovo. Its goal is to bring consolidated action at the local level to improve quality of life, providing models that can be reproduced in other municipalities or scaled up in existing programme areas. This Theme will roll out in two phases, to enable a “preparation phase” for selected municipalities with particularly fragile governance contexts. Municipalities will be prioritized for selection through a consultative process measuring 10 different data and contextual criteria, including: social exclusion indicators, absorption capacity of governance structures, potential contribution to peace consolidation and presence of other donor programmes. Municipal authorities and the Ministry for Local Government Administration will also be fully consulted. The Strategic Theme is based on five outputs linked respectively to community (and particularly youth) participation in the local development process, and then creation of measurable improvements in social service provision, livelihood opportunity and the delivery and perception of social justice in targeted areas. These aspects build on key UNKT strengths at a local level, linking to the core mandates and technical expertise of agencies, funds and programmes and requiring the specialized knowledge the UNKT has built in Kosovo and other contexts on the inter-dependent links between poverty, social services, equity and participatory approaches that work even in fragmented societies.

Under the first two outputs, the UNKT aims to convene a broad-based social participation in local development – focusing on women, young people and ethnic minority groups. The UNKT will work in targeted areas where it has strong roots and long experience to link young men and women, their families and teachers, civic groups and municipal authorities in a dialogue for better services and opportunity reaching excluded groups. The objective is to build a truly open and responsive municipal planning process, in which communities – particularly those without a respected voice – can advocate for, benefit from and contribute to better living conditions. The contribution of women, children and RAE communities – traditionally unwelcome in political dialogue – will be a major UNKT focus throughout. This initiative will be led by Kosovo’s local authorities, partnering with all other local development plans operating in the same area. Best practices will also be shared between municipalities.

Sectoral initiatives under the final three outputs will explore participatory approaches to foster inclusive economic growth, quality social services and social justice in areas where they are most greatly missed. The UNKT will work to create livelihood and life opportunity in the most poverty-affected areas of Kosovo – seeking to nurture sustainable, gender-sensitive employment that also improves living conditions and the
environment. As an outcome, the UNKT aims to see a three-fold linkage emerge between decent work, environmental protection and the development of human capital in Kosovo’s poorest areas — rather than simply seeking to reduce general unemployment figures. Programmes under this initiative include support to Small and Medium Enterprises, vocational training for young men and women, people with disabilities, and marginalized groups such as RAE communities, as well as the creation of public-private partnerships for jobs and growth. Young people will be linked into this programme while still in education, through work-based learning schemes geared to maximize human capital. An enterprise-friendly climate in poor areas will be stimulated through microcredit schemes, establishment of business advisory centres and the initiation of a comprehensive Corporate Social Responsibility programme — working alongside other actors in this field such as USAID. Rural areas will be a particular focus, to enlarge opportunities available to those unable to move beyond subsistence farming, liberate livelihood opportunities for rural women and undo the persistent environmental damage caused by poor business practices in these areas.

Civil society and vulnerable groups will also be engaged in the provision and uptake of quality social services in the poorest municipalities — focused primarily on health and education for women and children, areas where the UNKT has particular and longstanding expertise. It envisions a series of tailored, location-specific campaigns to tackle the worst impact of poor health care and weak education systems. Cornerstones of each campaign will include a major anti-tobacco drive, maternal, adolescent and reproductive health, HIV/TB and inclusive pre-school, primary, secondary and finally higher and vocational education — with a heavy focus on girls and ethnic minority groups. Linking young, previously excluded girls and boys into a quality education system orientated towards work-readiness, and using their feedback and that of their families to improve it further, is one of the most valuable, generational investments Kosovo can make in its future.

Inclusive economic growth and services cannot be delivered in a climate of discrimination and exclusion; therefore, core community concerns on delivery of social justice will be addressed in parallel, supporting peace consolidation efforts by bringing communities together across areas of shared need. The most excluded groups may be unable to benefit from revived local economies and better schools and hospitals without a social alliance supporting them to take up their human rights. Kosovo’s poorest women are a priority under this initiative, as the foundation for sustained social equity. The UNKT will build partnerships between communities, authorities, the judiciary, police and community group, to ensure that laws guaranteeing rights to the vulnerable — particularly gender equality, domestic violence, anti-trafficking, and property and inheritance laws — are implemented locally. This will be accompanied by an awareness drive for rights-holders, to inform and educate them about their legal options. This would include a focus on protection and legal status for Kosovo’s displaced and returnees, particularly highly vulnerable RAE groups and stronger child protection initiatives (particularly for children in conflict with the law). The UNKT will continue its internationally mandated work to monitor compliance with international standards at the local level and report regularly to promote accountability.

Risks and assumptions for Strategic Theme 3: The UNKT has good experience in cooperation at the local level to institute programmes ripe for replication and scale-up. In addition, since this Municipal-level Strategic Theme can only be implemented with the approval of municipal authorities, strong support from these officials is likely. However, data on evolution of needs at the local level is patchy at best, and often absent — making it hard to establish baselines against which to measure impact. Attribution of results may be even more complicated by Kosovo’s fragile economic and political context, impacting municipal finances, inter-ethnic relations and general poverty alleviation strategies. In order to move forward, the UNKT will rely heavily on the willingness of Kosovo’s communities and its international donor partners to engage and support in target municipalities, and for the on-going goodwill and capacity of municipal leaders to increasingly own and lead the programmes.

**CDP Strategic Theme #4: Environmental Health and Protection**

*Impact: Increase resilience to the impact of environmental degradation and unhealthy lifestyles*

**UN Outcome 4.1**
Institutions and industry act more effectively to mitigate environmental damage

**UN Outcome 4.2**
Individuals make more responsible choices for the environment and healthy lifestyles
This Strategic Theme aims to create a deeper awareness and sense of urgency across Kosovo’s institutions and society on the true cost of environmental degradation and high-risk lifestyles, promote institutional action and start the lengthy process of behaviour change. The environmental challenges facing Kosovo are so broad-based and ingrained, both institutionally and socially, that only a consolidated, Kosovo-wide action plan can make this issue the priority it so richly deserves to be. This is particularly true of conditions in Mitrovicë/Mitrovica, home to the world’s worst lead contamination. Thus, the UNKT has decided to include this as the only “sectoral” Strategic Theme. Over the lifetime of the CDP, the UNKT hopes to solidify the frameworks through which environmental and health damage can be mitigated and increase the degree of enforcement, in addition to challenging institutional and individual attitudes, customs and practices that perpetuate the problem – being aware that improvements will likely be gradual, not swift.

As an international leader and convener in the effort to combat climate change and find sustainable solutions, the UNKT is well placed to bring Kosovo’s stakeholders together for this critical task. In addition, the UN can leverage the policy, consultation and public-private mechanisms created through other CDP initiatives to draw necessary institutional, social and private sector support to an environmental action plan, and ensure that initiatives to conserve Kosovo’s natural resources and protect social health do not create additional burdens for the poor or exclusion for the vulnerable.

This Strategic Theme is based on four outputs spanning public prioritization, institutional response, local behaviour change and community participation.

The first seeks to strengthen the evidence base for action on the environment, inter alia, though development of a comprehensive climate change and environmental strategy for Kosovo, to include regular, public reporting on the status quo. Lack of clearly available information is a key reason why Kosovo’s institutions fail to act effectively and together, and why risky behaviours continue unchecked. The UNKT will also work with Kosovo’s institutions to raise their capacity for social communication around environmental and related health issues. The Ministry of Health will be a particular focus for this programme with respect to the impact of pollution and smoking on maternal, adolescent and child health, as will the Ministry of Environment and Spatial Planning in relation to a Kosovo-wide forestry protection campaign. The Ministry of Health will also be supported to undertake a survey on the impact of environmental degradation and high-risk lifestyle choices in Kosovo, with a focus on lead contamination in Mitrovicë/Mitrovica.

Towards the second output, the UNKT will convene institutions and industry to increase public-private cooperation on enforcement of environmental laws and policies, based in part on the information generated in the previous initiative. A great deal of effective legislation already passed by Parliament now needs to be implemented and enforced – notably the Anti-Tobacco Law. The UNKT will also work with Kosovo’s municipalities and industries identified as major generators of potentially hazardous waste (particularly in Mitrovicë/Mitrovica, Zvecan and Dragash) to develop management and mitigation plans – focusing particularly on protection of RAE groups in lead-contaminated areas and on responsible land management for poor rural farmers. Corporate Social Responsibility programmes supported under the previous Strategic Theme will include environmental and public health support in this regard. To underline changes needed to promote stability and sustainability, the UNKT will also support a gender-responsive Disaster Risk Management platform for central and municipal authorities as an a priori necessity for longer-term economic, health and social protection.

The third and fourth outputs seek to engage particularly “at risk” communities, to reduce their vulnerability to pollution, climate change and unhealthy lifestyles through behaviour-change. With a particular focus on youth and women, the UNKT will work with Kosovo’s authorities through schools, community centres, and other youth fora, to galvanize young men and women towards environmental protection and healthy lifestyle choices – tackling, inter alia, smoking, substance abuse, violence and care for the environment. Where appropriate, this effort will be tied into a broader public health social mobilization campaign progressing under the previous Strategic Theme in poor and vulnerable municipalities. Behaviour change initiatives will be strengthened by the creation of economic opportunity for women and young people based on healthier, environmentally-friendly behaviours in the most affected municipalities. Under the final output, a special effort will be made to engage women and other excluded elements of civil society as agents for environmental change, to contribute to environmental policy dialogue and lead the adoption of new behaviours at a social level.

Risks and assumptions for Strategic Theme 4: Kosovo's environmental future is closely bound to its economic trajectory and the perceived cost-benefit ratio of making sustainable environmental choices. This Strategic Theme therefore depends on a stable economic picture in which making investments in environmental sustainability are not viewed as too costly or difficult to implement. Dialogue between Belgrade and Pristina is
also critical vis-à-vis solutions to the issue of lead pollution in Mitrovicë/Mitrovia, as is continued international and particularly European pressure to comply *de facto* as well as *de jure* with international standards.

**UNKT Activities not listed in the CDP Results Matrix**

The CDP articulates an overarching vision for the UNKT in Kosovo, and singles out key areas for strategic cooperation towards realization of mutual goals. Programmes within the CDP Two Year Rolling Workplan (see *Annex 1*) reflect either major cooperative ventures between UN agencies, funds and programmes or critical unilateral interventions that provide significant support to CDP results. This matrix will form the basis for individual agency planning; however, it does not preclude agencies, funds and programmes from undertaking other programmes within their mandates that may become necessary over the lifetime of the CDP. As the political process within Kosovo matures alongside ongoing efforts to promote reconciliation within the region in general, new issues may arise that require UN intervention. Conversely, any deterioration of the security situation in Kosovo or surge in inter-ethnic tensions could spark a rise in humanitarian or protection demands in specific areas. The UNKT will work through the mechanisms of the CDP and the UNSF to monitor the potential for new or unidentified needs, working alongside Kosovo’s authorities and other development partners. However, UNKT activities outside the CDP will ideally be limited both in duration and scale, marshalling the majority of UNKT energy and resources in Kosovo for CDP goals.
## Strategic Theme 1 Results Statement

**CDP Impact #1: Increased equity of access to quality public services and social justice**

### UN Outcome 1.1

Central institutions provide a stronger normative base and legislative framework for social inclusion

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Means of Verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>% legislative acts that incorporate key aspects of social inclusion.</td>
<td>Review/analysis of the laws included in annual legislative agenda of the Assembly of Kosovo.</td>
</tr>
<tr>
<td>% legislative acts improved from the social inclusion perspective by comments made by parliamentarians in selected committee hearings during formulation and adaption process</td>
<td>Legislative acts. Minutes and reports of selected parliamentary committees, particularly, health and social welfare education, human rights and budget committees.</td>
</tr>
<tr>
<td>% key stakeholders satisfied with participation in development of legislative acts</td>
<td>Focus group discussion and key stakeholder interviews</td>
</tr>
</tbody>
</table>

### OUTPUTS for Outcome 1.1

**Output indicators are tracked as part of ongoing project monitoring.**

All data collected will be disaggregated by gender/vulnerable groups identified in CDP.

**Output 1.1a** Capacity of Kosovo Assembly, selected Committees and Ministries develop legislation and policies for universal access to quality social and public services strengthened.

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Means of Verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>% comments from CSOs/other stakeholders in drafting of the acts included in policies or legislation.</td>
<td>Desk review of key stakeholders submissions and comments on draft legislation and policies and their subsequent inclusion. Key stakeholder interviews.</td>
</tr>
<tr>
<td>Improved performance of advisory bodies in the drafting of policies and legislations.</td>
<td>Capacity assessment tracking level of functionality against key criteria.</td>
</tr>
</tbody>
</table>

**Output 1.1b** Capacities of Kosovo assembly, selected committees and ministries to develop legislation to foster pro-poor and inclusive economic growth.

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Means of Verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>Evidence from social inclusion/pro poor and social justice data reflected in policies and legislation.</td>
<td>Desk review of social inclusion data and policies and legislation.</td>
</tr>
<tr>
<td>Partners</td>
<td></td>
</tr>
<tr>
<td>------------------</td>
<td></td>
</tr>
<tr>
<td>Office of the Prime Minister (Advisory Office for Good Governance)</td>
<td></td>
</tr>
<tr>
<td>Kosovo’s Assembly,</td>
<td></td>
</tr>
<tr>
<td>Statistical Office of Kosovo, Legal Office at the Office of the Prime Minister, Agency for Gender Equality, National Institute of Public Health, Kosovo Police, Kosovo Judicial Institute</td>
<td></td>
</tr>
<tr>
<td>Civil Rights Programme-Kosovo, Advocacy, Training &amp; Resource Centre, Roma Ashkali Documentation Centre, Democracy in Action Coalition</td>
<td></td>
</tr>
<tr>
<td>Procredit Bank and/or Raiffeisen Bank, World University Service of Austria, International Agency For Source Country Information</td>
<td></td>
</tr>
<tr>
<td>COE, ECLO, EULEX and EU Member States, OSCE, USAID</td>
<td></td>
</tr>
<tr>
<td>Strategic Theme 2 Results Statement</td>
<td>Indicator</td>
</tr>
<tr>
<td>-------------------------------------</td>
<td>-----------</td>
</tr>
<tr>
<td>CDP Impact #2: Institutional delivery of public services and social justice enhances social inclusion¹</td>
<td>Level of satisfaction of general public with Kosovo institutions in providing service-oriented social justice and public services</td>
</tr>
<tr>
<td>UN Outcome 2.1. Institutions responsible for delivering public services and social justice are accountable and responsive to rights holders.</td>
<td>% public services and social justice that adhere to priorities set out and defined in the MTEF².</td>
</tr>
<tr>
<td></td>
<td># budgets allocating dedicated funds to address social inclusion/pro poor and social justice issues.</td>
</tr>
<tr>
<td>OUTPUTS for Outcome 2.1</td>
<td>Output indicators are tracked as part of ongoing project monitoring. All data will be disaggregated by gender/vulnerable groups as identified in CDP.</td>
</tr>
<tr>
<td>Output 2.1a: Key Institutions, particularly the Statistical Office of Kosovo (SOK), collect utilize and disseminate disaggregated data on social inclusion</td>
<td># specific reports generated by SOK in disaggregated by key vulnerable groups</td>
</tr>
<tr>
<td></td>
<td># social inclusion information requested by key institutions to SOK utilizing data management systems.</td>
</tr>
<tr>
<td></td>
<td>Inclusion of information generated by SOK into drafting of policy and legislation.</td>
</tr>
<tr>
<td>Output 2.1b: Public institutions have functioning oversight and transparency mechanisms</td>
<td># complaints and issues addressed by key oversight and accountability mechanisms.</td>
</tr>
<tr>
<td>Output 2.1c: Inter-governmental budget allocation and expenditure mechanisms for the social sectors are more efficient and reflect evidence of needs</td>
<td>Key Kosovo institutions budgets allocated in a socially inclusive manner.</td>
</tr>
</tbody>
</table>
Strategic Theme 2

UN Outcome 2.2.
Key civil society actors increasingly influence the accountability of governance for public services and social justice

- Formal mechanisms for consultations are established and functional between civil society and key Kosovo institutions. 
- Civil Society recommendations incorporated into legislation policies strategies towards monitoring of civil society.
- # consultations of Civil Society Organizations by government on key legislation policy strategies.

OUTPUT for Outcome 2.2
Output indicators are tracked as part of ongoing project monitoring. All data will be disaggregated by gender/vulnerable groups as identified in CDP.

Output 2.2.a: Formal mechanisms are established for consultation between Parliamentary Committees, Kosovo’s Assembly and key stakeholders during policy design, legislative drafting and legislative change.

- # formal mechanisms for consultation between CS and Kosovo established.
- # consultations between CS and key Kosovo institutions on social inclusion and justice.

Output 2.2.2 b: Increased participation and oversight of civil society and the media, in particular youth, women and minority groups, is secured in the policy design, drafting, review and feedback process.

- # social inclusion issues identified and advocated for by civil society.
- # civil society organisations and media engaged in monitoring and oversight.
- # media reports covering social inclusion activities.

Partners
Office of the Prime Minister (Advisory Office for Good Governance) 
Kosovo’s Assembly,
The Ombudsperson Institution, Kosovo Judicial Council, Kosovo Judicial Institute, Kosovo Chamber of Advocates, Kosovo Police and Kosovo Customs
American University of Pristina, University of Pristina, Civil Rights Programme Kosovo, Roma Ashkali Documentation Centre, Democracy in Action Coalition
Media and Civil Society
COE, ECLO, EULEX and EU Member States, OSCE, USAID
<table>
<thead>
<tr>
<th>Strategic Theme 3 Results Statement</th>
<th>Indicator</th>
<th>Means of Verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>CDP Impact #3: Municipal residents enjoy a greater civic and socio-economic quality of life³ in target municipalities</td>
<td>% citizen satisfaction with quality of public services delivery.</td>
<td>Perception survey</td>
</tr>
<tr>
<td></td>
<td>% vulnerable and excluded groups with basic needs met.</td>
<td>Household survey</td>
</tr>
<tr>
<td></td>
<td>% citizen satisfaction with level of civic engagement within civic administration.</td>
<td>Perception survey, Mosaic, HDR, WB, Census, opinion polls</td>
</tr>
<tr>
<td>UN Outcome 3.1.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Target Municipalities have local have governance mechanisms in place promoting human rights based development¹.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Output 3.1a: Municipal action plans are informed by consultation with all stakeholders, particularly young women and men and other the excluded groups, during the formulation, implementation and review cycle.</td>
<td># municipal action plans which have established functioning consultative processes/mechanism in place.</td>
<td>Desk review of targeted municipalities for action plan development process</td>
</tr>
<tr>
<td></td>
<td># issues raised by citizens groups reflected in the action plans.</td>
<td>Calendar of public meetings, list of participants, meeting minutes, Partner Reports versus Action Plan, Media Monitor, Local Community representatives</td>
</tr>
<tr>
<td>Output 3.1b: Selected municipalities are increasingly child- and youth-friendly</td>
<td>Implementation of the law and empowerment and participation of youth.</td>
<td>Law action plan, budget.</td>
</tr>
<tr>
<td></td>
<td>Range of and # child and youth friendly initiatives in targeted municipalities.</td>
<td>Certificate awards to municipalities.</td>
</tr>
<tr>
<td>Output 3.1c: Municipal institutions and local public-private partnerships increase decent work prospects for poor and excluded groups</td>
<td>% vulnerable and excluded as a proportion of overall beneficiaries supported by active labour market policy support (ALMP).</td>
<td>Statistical office/beneficiary reports, municipal dept. of labour-reports.</td>
</tr>
<tr>
<td></td>
<td># jobs created for vulnerable and excluded groups.</td>
<td>Municipal Department of Labour and Social Welfare reports.</td>
</tr>
</tbody>
</table>

OUTPUTS for Outcome 3.1

Output indicators are tracked as part of ongoing project monitoring. All data will be disaggregated by gender/vulnerable groups as identified in CDP.
### Output 3.1d: Municipal institutions, with the engagement of the civil society, increase quality, delivery and uptake of social and public services, particularly for poor and excluded groups

- % vulnerable and excluded groups as a proportion of general population using public services who were previously excluded.
  - School and health clinic records.

### Output 3.1e: Municipal institutions and justice mechanisms deliver relevant central-level policy promoting social justice and human security

- # resources committed to justice and human security by municipalities.
  - Municipal budgets.

- # central-level policies support under the CDP incorporated into targeted municipalities action plans.
  - Municipal action plans.

### Partners

- Municipal Mayor’s Office
- Statistical Office of Kosovo, Kosovo Agency for Food, Legal Office at the Office of the Prime Minister, Kosovo Police, Kosovo Judicial Institute,
- Civil Rights Programme Kosovo, BSPK-SBASHK, Swedish Migration Board, the Medical Centre for Refugees, Civil Rights Programme-Kosovo, Advocacy, Training & Resource Centre, Roma Ashkali Documentation Centre, Democracy in Action Coalition
- Municipal private sector
- COE, ECLO, EULEX and EU Member States, OSCE, USAID
<table>
<thead>
<tr>
<th>Strategic Theme 4 Results Statement</th>
<th>Indicator</th>
<th>Means of Verification</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>CDP Impact #4: Increased resilience to the impact of environmental degradation and unhealthy lifestyles</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>UN Outcome 4.1.</strong> Institutions and industry act more effectively to mitigate environmental damage</td>
<td>Adherence to international environmental standards by public and private industries in Kosovo.</td>
<td>Global Compact Local Network (GCLN) Kosovo</td>
</tr>
<tr>
<td></td>
<td># fines levied by institutions against polluters.</td>
<td>Fines levied against polluters.</td>
</tr>
<tr>
<td><strong>OUTPUTS for Outcome 4.1</strong></td>
<td>Output indicators are tracked as part of ongoing project monitoring. All data will be disaggregated by gender/vulnerable groups as identified in CDP.</td>
<td></td>
</tr>
<tr>
<td>Output 4.1a: Kosovo’s central institutions have a strengthened evidence-base for consolidated management of and action on environmental risks.</td>
<td># environmental indicators used to collect data based on European standards.</td>
<td>Environmental reports.</td>
</tr>
<tr>
<td></td>
<td># action plans and strategies adopted by government institutions incorporating EU directive and UN standards.</td>
<td>Hydro-meteorological Institute, Kosovo Agency for Environmental Protection (KEPA), National Institute for Public Health (NIPH)</td>
</tr>
<tr>
<td>Output 4.1b: Kosovo’s institutions and the private sector implement and enforce policy on environmental health and protection.</td>
<td>Polluting businesses in targeted municipalities have action plans to deal with environmental problems.</td>
<td>Activity by an Agency to identify the targeted businesses in a concerned Municipalities</td>
</tr>
<tr>
<td></td>
<td># resources allocated for implementation of government action plans.</td>
<td>MESP budget, Kosovo Consolidated Budget (MESP, ME, MoH, MYCS plus CSO)</td>
</tr>
<tr>
<td><strong>UN Outcome 4.2.</strong> Individuals make more responsible choices for the environment and healthy lifestyles.</td>
<td>% individuals regularly making healthy lifestyle choices</td>
<td>Surveys conducted by WHO, UNFPA, UNICEF and UNDP.</td>
</tr>
<tr>
<td><strong>OUTPUTS for Outcome 4.2</strong></td>
<td>Output indicators are tracked as part of ongoing project monitoring. All data will be disaggregated by gender/vulnerable groups as identified in CDP.</td>
<td></td>
</tr>
<tr>
<td>Output 4.2a: Vulnerable and excluded groups are informed and engaged to make healthier lifestyle and environmental choices.</td>
<td># public awareness campaigns aimed at informing the vulnerable groups about environment and health issues.</td>
<td>Public awareness literature by project agencies.</td>
</tr>
<tr>
<td></td>
<td>Environment and health issues included in school curriculum.</td>
<td>UN Agency Projects, MESP, MoH, Ministry of Education curriculum records.</td>
</tr>
</tbody>
</table>
### Output 4.2b: Civil society advocates for and contributes to environmental policies and environmentally friendly social behaviours.

<table>
<thead>
<tr>
<th>Action</th>
<th>Evidence/Support</th>
</tr>
</thead>
<tbody>
<tr>
<td>• # CSO actively working on environment issues.</td>
<td>CSO reports.</td>
</tr>
<tr>
<td>• # CSO participating in governmental working groups drafting environmental strategies/action plans/laws.</td>
<td>Working group minutes and attendees list.</td>
</tr>
<tr>
<td>• # projects implemented by CSOs in support of strategies/action plans/laws.</td>
<td>Ministry of Public Services, Ministry of Trade and Industry. Evidence from MESP MESP, Municipalities, UN Agency Projects</td>
</tr>
</tbody>
</table>

### Partners
- Office of the Prime Minister (Advisory Office for Good Governance)
- Kosovo’s Assembly,
- Statistical Office of Kosovo, National Institute of Public Health, Kosovo Agency for Food, Kosovo Disaster Management Authority
- University of Pristina
- Private sector
- Media and Civil Society Organizations
- COE, ECLG, EULEX and EU Member States, OSCE, USAID
CDP Implementation

Coordination, Partnership, Evaluation & Resourcing

The CDP action plan bases itself on the Paris Declaration principles, insofar as they can be applied to Kosovo while its status remains unresolved. Chief among these principles, in this particular context, is strategic alignment – to ensure that the resources brought to Kosovo’s development from sources within and outside the UN system are targeted towards common goals, and to foster the closest possible partnerships towards this end. Therefore, to implement the CDP, the UNKT will reorganize its joint structures for policy, action and evaluation. A new, more cohesive and results-orientated cooperation mechanism will be underpinned and supported by the Office of the

1. UN & CDP Implementation & Oversight Structures:

(i) CDP Consultation Mechanism: a high-level strategic management and oversight committee will be established to ensure that the direction of CDP initiatives feeds into broader Kosovo development strategies – notably the EPAP and MTEF. The CDP Consultation Mechanism (CDP CM), jointly chaired by the UNKT and the Kosovo administration, will provide a forum for the UNKT – represented by the UN Development Coordinator – and Kosovo’s aid management structures and development partners, to dialogue on CDP implementation. The CM would meet periodically to receive a report on CDP progress, discuss resources requirements, forecast any required course corrections and check strategic alignment and harmonization with the broader development context. It will also ensure, to the greatest possible extent, a climate of mutual accountability between the UNKT, Kosovo’s authorities and major development actors with a stake in the CDP and CDP goals.

(ii) Theme Groups (TGs): Three Theme Groups will be established within the UNKT, bringing together UNKT members with the greatest engagement in each theme. These TGs will provide strategic management of UN cooperation towards each CDP Impact-level result and associated Outcomes, meeting regularly to formulate, guide and monitor the delivery of outputs, coordinate resource mobilization and further the development of external UN partnerships. The first TG on “Policy and Accountability” will consider interlinked outcomes for social policy under Strategic Themes 1 & 2. The TG on “Municipal Empowerment” will cover the work of Strategic Theme 3, and the TG on “Environmental Health and Protection” will cover the work of Strategic Theme 4. Although the TGs will be UN internal coordination groups primarily, they will also link regularly with relevant Kosovo counterparts and donors, for more detailed and inclusive joint planning. The TGs will also be responsible for mainstreaming gender, HIV/TB and broader human rights accountability into CDP implementation.

(iii) Knowledge & Advocacy Hub: an inter-agency Knowledge and Advocacy Hub will be established supported by the O/DC and by staff participating from the UNKT. The Hub will be a core resource for all UNKT work, specifically geared towards achievement of CDP goals and the Paris Principle of managing for results. Its primary tasks will be to provide the analytical and evidence basis to enable CDP oversight at the strategic level through the TGs. It will absorb functions of working groups on Statistics, M&E, Human Rights, Gender and Communication already operating as part of UNKT coordination. The five key tasks of the Hub are to:

1. Serve as a knowledge centre for implementation of the CDP, maintaining a single and updated source of key CDP baselines, progress indicators, research and policy analysis on a common website.
2. Monitor CDP implementation against the Results Matrix including from gender and human rights perspectives, leading the Annual Review and supporting the Progress Review and new programme development;
3. Synergize the research and analysis efforts of the UNKT towards CDP implementation, allowing for better liaison with other partners and SOK and better policy support to the TGs.
4. Produce common advocacy and communication products as requested by the TGs;
5. Engage with the SOK, to ensure regular cross-fertilization of UNKT information and analysis and build the capacity of the SOK under the auspices of CDP Strategic Theme #2.

(iv) Programme Management Groups (PMGs) and field-level joint programming: to ensure that Outputs for each UNKT Outcome are planned and delivered in the most inclusive possible way, Programme Management Groups will be established for each major cooperative initiative as funds become available. These will include all relevant implementing partners for the initiative, including Kosovan authorities, civil society, NGOs, donors
and UN agencies. PMGs will serve as the consultative body to develop each initiative, and will be structurally tailored to the specific and differing needs of each initiative (i.e. some may be very clearly geared towards ground-level activities and others may have a broader remit linked to advocacy and participation). PMGs will provide regular reports to the TG under which their initiative falls. The UNKT also coordinates closely at the level of programme implementation in the field. Joint programmes already in process, or developed under the CDP, will have a clear governance structure leveraging the comparative advantage of each UN agency.

(v) UN Advocacy Group: the UNKT currently has an active inter-agency Advocacy Group, which ensures that public messaging on key issues is consistent and that the UNKT speaks with one voice on Kosovo’s development agenda. This group will continue as part of the Knowledge and Advocacy Hub, to produce public information materials geared towards the promotion and dissemination of CDP goals.

(vi) Office of the Development Coordinator: The DC is the key point of interface between the UNKT and other actors engaged in the Kosovo arena, including UNMIK, Kosovo’s Aid Management Platform, key donors and higher levels of government. The O/DC will represent the UNKT at the level of the CDP Steering Committee, lead the UNKT effort to prioritize and coordinate activities under the CDP and link the TGs with the integrated priorities of the UN Strategic Framework. The DC will also coordinate the UNKT in joint resource mobilization for CDP priorities and engage non-resident UN agencies, funds and programmes to participate in critical CDP initiatives. Through the inter-agency Knowledge Hub and secretariat support to the TGs, the O/DC will provide core staff to facilitate joint analysis and policy decision-making for CDP management, implementation and evaluation.

(vii) Cross-cutting issues – gender and human rights accountability insurance: The UNKT is committed to ensuring that the CDP delivers its promises to women and the most vulnerable groups, and will strengthen its internal and partnership oversight and coordination mechanisms on gender, HIV/TB and human rights through the CDP. First and foremost, the TGs will be responsible integrating these foundational principles into CDP planning, management, implementation and resource mobilization – fostering system-wide ownership and accountability. Supporting this effort, a Gender Accountability Mechanism (GAM) will be established within the UN Knowledge and Advocacy Hub. The GAM will (i) inform the work of the TGs from the perspective of gender-accountability, reporting to the UNKT; (ii) ensure that gender indicators are present and evaluated for each CDP outcome; and (iii) strengthen agency capacity to institute internal monitoring on gender.

(viii) UNKT Working Principles: in order to ensure that these structures are empowered to implement the CDP in a climate of limited resources and undetermined status, the UNKT will implement working principles for cooperation and resource-sharing towards common goals. These stipulate that (i) internal resources of UNKT members will be dedicated to support CDP policy development, advocacy monitoring and evaluation process where there is capacity to do so – including support to the O/DC; (ii) media communication, advocacy and resource mobilization will be approached cooperatively using common messages and prioritizing the CDP; (iii) the management responsibilities conferred by joint programming will be realistically reflected in programme plans and timelines, and met as projected; and (iv) bearing in mind the high transaction cost of programming in Kosovo, UNKT members will seek to meet CDP commitments before embarking on large programmes outside its scope.
UN CDP Coordination Structure

Knowledge & Advocacy Hub

Theme Group 1 & 2
Policy & Accountability

Theme Group 3
Municipal Empowerment

Theme Group 4
Environmental Health and Protection

UNKT

CDP Consultation Mechanism
UNKT (DCO), Kosovo counterparts, EU and development partners

Kosovo AMP & High Level Forum

Programme Management Groups
2. Coordination with partners – counterparts, donors and civil society

The CDP will reinforce Kosovo’s initiative to streamline and re-organize its international assistance through the Aid Management Platform under the auspices of the Ministry of European Integration (MEI). The AMP is both a government-led organizational structure and an information management/technology platform, established towards implementation of the Paris Declaration and the Accra Agenda for Action. It has three primary goals: (i) to create a forum wherein the Kosovo administration and donor community can discuss priority areas for support aligned with the EPAP, MTEF and other core strategic documents; (ii) to streamline international activities to avoid overlap and/or duplication – including through an aid management database; and (iii) to make optimal use of the scarce human and financial resources for Kosovo’s development agenda.

The UN CDP accelerates progress of all of these goals. By clarifying UNKT priorities aligned to the EPAP and MTEF, the CDP enables the UNKT to engage in a more strategic discussion with partners on synergies and support. Cooperation of UN agencies, funds and programmes through the CDP, and strategic linkages with other partners through the CDP Outcome Groups, will maximise complementarity and minimize duplication, positioning the UN to input more effectively to the AMP database. UNKT resources are also more focused through the CDP, increasing impact and leaving greater “development space” for other actors with greater comparative advantages in different sectors.

Under the AMP, the MEI, supported by the European Commission Liaison Office (ECLO), USAID and other partners has established a High Level Forum to oversee the donor coordination process, a Stakeholder Working Group to bring donors and government counterparts together on a regular basis for discussions on ongoing or required support, and eight Sector Working Groups (SWGs) for technical cooperation with attached Sub-Sectoral Working Groups (SWGs) as needed. The UNKT CDP will engage with the donor community at all these levels. At higher levels of discussion, the DC and – as needed – the TGs – will engage to ensure that the CDP continue to be strongly owned by Kosovo’s administration, strategically aligned to Kosovo’s needs and harmonized with the work of other partners.

The input and feedback of civil society groups has been integrated throughout the CDP development process. The strong links already fostered between the UNKT and Kosovo’s rich civil society spectrum will be nurtured throughout the CDP implementation process. Civil society participation is identified as key output for all of the CDP’s Strategic Themes, and civil society groups will be engaged in programming through the Programme Management Groups.

3. CDP Monitoring and Evaluation (M&E) strategy:

The UNKT is committed to monitoring its performance under the CDP. The M&E strategy will be managed by the UNKT Co-ordinator, in conjunction with the Knowledge and Advocacy Hub. Where specific technical gaps arise that cannot be supported internally by individual agencies M&E capacity the UNKT will look to support the framework with periodic technical support. Dialogue with partners and the wider UN system will continue through the life of the CDP to ensure that best practice for reporting and review standards can be maintained.

Initial focus will be the collection of baseline data. Where the baseline data necessary to evaluate programmes is not available - a problem identified as one of Kosovo’s core governance issues and a priority for any UNKT support framework - the UNKT will work with SOK to establish a realistic timeline for collecting either precise or proxy data through planned studies and surveys. This is expected to last through quarters two and three of 2011. The proposed UNKT initiative to support the SOK under Strategic Theme # 2 will be based, in part, on this process.

Overall the M&E strategy is based on a number of key principles:

a) Tracking progress against indicators: reporting on overall effectiveness of the implementation and progress against results will be based on indicators set out in the Results Matrix (page 28). Individual agencies, funds and programmes will take the lead on collection of data and reporting on progress against outcome indicators. At the output level, UN agencies, funds and programmes will incorporate indicators into relevant projects and programme to monitor progress on a regular basis. Indicators were developed through a fully participatory process. To ensure a common understanding of key indicators, definitions of key terms and process were discussed and documented.

b) Mainstreaming Gender and human rights into the M&E Framework: all data collected will be disaggre-
gated by gender, ethnicity and age. The CDP monitoring and evaluation strategy will also be informed by the UNKT’s Gender Accountability Mechanism, to ensure that the UNKT is implementing a gender-sensitive programme within each Strategic Theme, as well as for gender-specific activities. A disaggregated monitoring matrix will be developed in partnership with the SOK and key Ministerial and other counterparts, using a gender-sensitive approach.

c) Results-Based Management: the CDP will report annually against progress at the outcome level. The two Annual Reports in mid 2012 and 2013 will be covered internally within UN agencies, funds and programmes. As Joint Programmes, which form the core of the CDP, will also be regularly evaluated, the CDP will maximise evaluation opportunities of programme performance and strategic programme relevancy, within agency-specific mandates. Evaluations and studies of Joint Programmes and strategies planned for the coming programme cycle will be designed where possible to also report on progress against specific outcomes in the CDP.

An independent Outcome to Impact Evaluation will take place in the first quarter of the final year of implementation. The purpose of this review will be to allow a detailed examination of indicators and strategies, in partnership with Kosovan authorities and key donors, with a view to a new CDP. During the final phase of CDP programming in 2015, a new cooperative programme can be developed in parallel to the completion of the current programme, using the progress review data as the springboard for future efforts.

Through the Knowledge and Advocacy Hub, the UNKT will seek to harmonize and strengthen planned Agency data collection models, to ensure the greatest possible contribution to the CDP M&E strategy. The overall time frame is set out in the diagram below.

d) Cost-efficiency: the CDP harmonizes individual mandates under a common framework. Where possible, results (outcome and output) and related indicators will be incorporated into specific strategic plans of individual agencies, funds and programmes. Potential data and reporting gaps will be identified through the oversight of the Knowledge and Advocacy Hub. This will minimize the transaction cost of data collection, analysis, reporting and evaluation, and ensure that the CDP M&E framework brings clear added value to existing M&E systems in place within individual agencies.

CDP M&E Timeline:

- **2011**
  - Collection of baseline data for CDP Output and Outcome indicators and establishment of research and data collection timeline to inform Annual and Outcome to Impact Reviews;

- **May 2012**
  - First CDP Annual Review of CDP Output and Outcome indicators, with a summary report to be circulated to counterparts and donors;

- **May 2013**
  - Second CDP Annual Review;

- **May 2014**
  - CDP Outcome to Impact Review, with external, independent support;

- **May 2015**
  - Evaluation and analysis of CDP Outcome to Impact Review, informing the development of a new CDP.
4. Resourcing the CDP:

The CDP is a modest and realistic statement of what the UNKT has the capacity to deliver in Kosovo over the next five years. By focusing on advocacy, technical assistance, building the evidence base and convening partners, it is not a capital-intensive plan. The UNKT is committed to dedicating its own internal resources, both human and financial, towards its implementation. However, these resources are – by necessity – relatively limited. None of the Outputs for the CDP are fully funded, and most will require a significant proportion of external resourcing to be fully implemented.

The resourcing plan for the CDP is therefore threefold. First, the UN will engage with key international partners, through Kosovo’s High Level Forum for aid management, on where mutual goals and financing for CDP outputs can be leveraged. In the spirit of the Paris Declaration, the UNKT will ask that partners support the effort to finance the CDP in a coordinated manner before exploring other, special-interest projects. Where there are funding gaps for specific activities, the CDP Theme Groups will also engage at the level of Kosovo’s Sector Working Groups to leverage other actors with resources to explore co-financing and other partnership options.

Secondly, the UN will explore global multi-donor funds (MDFs) managed by the UN and other partners, supporting Kosovo’s capacity to advocate at an international level for resources towards social inclusion goals. Kosovo’s unresolved status has hindered prior efforts in this direction; however, new opportunities may become available during this period of Kosovo’s transition, if all Kosovo’s partners advocate alongside the UNKT to open Kosovo’s access to MDFs at this critical time.

Finally, the UNKT will look to catalyze financing where possible from within Kosovo itself - including governance authorities and Kosovo’s burgeoning private sector - fostering national ownership and mutual accountability. Relationships are already strengthening with the corporate and institutional sectors towards delivery of “public goods” for Kosovo’s inhabitants – a promising trend that the UNKT will encourage and promote. Indeed, this trend is central to Kosovo’s desire to take full charge of its own future. GDP is Kosovo’s only sustainable, long-term funding source for social inclusion. It should be a primary goal of every development actor invested in Kosovo to encourage a steady increase in the hitherto limited proportion of GDP dedicated to social inclusion strategies. Any viable road towards Kosovo most cherished ambitions must see its authorities driving and donors moving to take a backseat. Only then will the journey eventually end at the right destination – in a future of realized potential.
General Risks & Assumptions

The UN CDP for Kosovo is a flexible document that expects an unsteady and changeable progression for Kosovo’s development aspirations. Nonetheless, it does anticipate a standard set of criteria remaining in place:

Assumptions for the CDP:

1. Kosovo’s authorities and institutions remain committed to furthering human development in Kosovo, retain the capacity and will to implement measures proposed to this end. Kosovo’s political will and technical capacity are the *sine qua non* of the CDP, as indeed for Kosovo’s entire development effort.

2. Security remains sufficiently stable to allow movement of UN staff and implementation of UNKT projects. Insecurity would seriously undermine the implementation of a document geared almost entirely towards the creation of social inclusion, and therefore demands visibility of UN actors without Kosovan society and institutions.

3. Kosovan society and authorities continue to view the UNKT as an impartial and valuable actor in the delivery of recommendations and the implementation of strategies. The support of Kosovan society in particular is fundamental to achievement of the CPD. This support is contingent to a great extent on perceptions of UNKT effectiveness, of UNKT respect for Kosovan autonomy and to clear indications of UN impartiality.

4. The international financial climate allows for sufficient financial input into Kosovan development, and international donors continue to be willing to deliver funding through the UNKT. While the CDP, as a modest and targeted document, does not require major capital investment, the UNKT’s efficacy in Kosovo depends on continued ability to match its recommendations with resources.

*These criteria could be undermined in a worst-case scenario by the following developments:*

Risks for the CDP:

- Inter-ethnic tensions could deteriorate and violence, compromising implementation of UNKT operations;
- Regional political tensions could increase, challenging the perceived impartiality of the UN in Kosovo and undermining relations with ethnic groups within Kosovan society;
- Capacity of Kosovan authorities and institutions could diminish significantly either through migration or corruption, hampering implementation of a development programme; and

Another major global financial shock could weaken both the Kosovan economy and the capacity of international donors to fund Kosovan development.
(Footnotes)

1. Kosovo Human Development Report, United Nations Development Programme 2010
2. Croatian Statistical Institute
3. UNDP, UNICEF, UNFPA, UNHCR, OHCHR, WHO, FAO, ILO, UN-HABITAT, UNOPS, UN WOMEN (FORMERLY UNIFEM), UNV, UNESCO, UNEP, UNCTAD, UNODC, UNIDO (IOM, is part of the UNKT, as are the WORLD BANK and the IMF but they are not UN agencies)
4. Kosovo autonomously declared independence from Serbia on 17 February 2008
5. Statistical Office of Kosovo 2009
9. Kosovo MDG Factsheets 2010, Statistical Office of Kosovo, the United Nations Agencies, the World Bank, the International Monetary Fund.
10. Kosovo Remittance Study, UNDP 2010
11. Towards a Kosovo Development Plan; Bradley & Kraus 2004
13. Kosovo Mosaic, Public Service and Local Authorities in Focus, United Nations Development Programme, 2009
15. Kosovo Human Development Report, UNDP 2010
17. Concerning the lead contamination affecting the Roma community living in the camps located in the northern part of Mitrovicë/Mitrovica, Ombudsperson Institution of Kosovo. (Pristina: Ex Officio No. 304/2008, April 2009)
18. Kosovo Human Development Report, UNDP 2010
19. Kosovo Early Warning Report, UNDP 2010
20. EU Kosovo Progress Report 2009-2010
21. Legal aid and juvenile detainee figures from Kosovo Ministry of Justice and Judicial Council 2010
22. Concluding remarks on Kosovo of the UN Committee on Economic, Social and Cultural Rights (CESCR) 2008
28. Kosovo Mosaic, Public Service and Local Authorities in Focus, United Nations Development Programme, 2009
30. UNDP Kosovo Human Development Report, 2010
31. Towards a Kosovo Development Plan; Bradley & Kraus 2004
33. Kosovo Human Development Report, UNDP 2010 (Economic Exclusion)
34. World Health Organization Statistical Information System, except for Kosovo data from Ministry of Economy and Finance
35. Kosovo Human Development Report, UNDP 2010
36. Kosovo Ministry of Finance and Economy, Treasury Department Report for European Partnership Action Plan 2009-2011 showed a 146 percent increase in capital budget execution in the second half of 2008 over 2007 data, up to 80 percent of the total funds available.
37. World Bank Kosovo Medium Term Expenditure Framework 2008
38. Kosovo Mosaic, Public Service and Local Authorities in Focus, United Nations Development Programme, 2009
40. Kosovo Human Development Report, UNDP 2010
41. Child Poverty in Kosovo, UNICEF 2010
42. Through central and local institutions being accountable and responsive
43. MTEF was decided as the key document
44. Quality of life relates to improved provision of quality social/ public services and justice mechanisms, more active civic engagement and increased livelihood opportunities
45. Public and social services are more reflective of the needs of municipal citizens
46. Environmental damage includes health, environment and climate change
TOGETHER FOR THE
DEVELOPMENT OF KOSOVO

14 Payton Place, 10000
Pristina, Kosovo
www.unkt.org