

Standard Summary Project Fiche – IPA centralised national programmes

Project number 2: Supporting access to rights, employment and livelihood enhancement of refugees and Internally Displaced Persons (IDPs) in Serbia

1. Basic information

- 1.1 CRIS Number: 2009/021-638**
- 1.2 Title:** Supporting access to rights, employment and livelihood enhancement of refugees and IDPs in Serbia
- 1.3 ELARG Statistical code:** 01.63
- 1.4 Location:** Republic of Serbia

Implementing arrangements:

- 1.5 Contracting Authority:** EC Delegation (ECD) to the Republic of Serbia
- 1.6 Implementing Agency:** ECD
- 1.7 Beneficiary (including details of project manager):**
- Commissariat for Refugees of the Republic of Serbia
 - Ministry for Kosovo and Metohija of the Republic of Serbia
 - Ministry of Labour and Social Policy of the Republic of Serbia
 - PMUs were established in each of the three institutions and are composed of civil servants coming from different Departments who will be coordinating project implementation.
 - It is envisioned that the activities implemented under this Project will be overseen by a Steering Committee comprised of representatives of EC, Commissariat for Refugees, Ministry for Kosovo and Metohija, Ministry of Labour and Social Policy and those of the main international organizations closely dealing with IDP and refugee population
 - The Senior Programme Officers are:
Svetlana Velimirovic, Assistant to Commissioner for refugees
Kruna Petković, Assistant to Minister of the Ministry for Kosovo and Metohija
Ljiljana Lučić, State Secretary of Ministry for Labour and Social Policy

Financing:

- 1.8 Overall cost (VAT excluded)¹: 13.541.000 EUR**
- 1.9 EU contribution: 12.650.000 EUR**
- 1.10 Final date for contracting:** 2 years after signature of Financing Agreement (FA)
- 1.11 Final date for execution of contracts:** 4 years after signature of FA
- 1.12 Final date for disbursements:** 5 years after signature of FA

¹ The total cost of the project should be net of VAT and/or other taxes. Should this not be the case, the amount of VAT and the reasons why it should be considered eligible should be clearly indicated (see Section 7.6)

2. Overall Objective and Project Purpose

2.1 Overall Objective:

To contribute to resolving the problems of refugees and IDPs in the Republic of Serbia through the provision of adequate support.

2.2 Project purpose:

To promote livelihood enhancement of the most vulnerable IDP and refugee families through facilitated access to essential rights.

2.3 Link with AP/NPAA / EP/ SAA

Pursuant to Council Decision 2008/213/EC of 18 February 2008 on the principles, priorities and conditions contained in the European Partnership (EP) with Republic of Serbia including Kosovo, as defined by the United Nations Security Council Resolution 1244 of 10 June 1999 and repealing Decision 2006/56/EC², one of the short-term priorities is “*to continue to implement the National Strategy for Resolving the Problems of Refugees and IDPs*” as well as to “*ensure the right to a real choice between sustainable return and integration and contribute to ensuring full implementation of the Sarajevo declaration*”. One of the medium-term priorities is “*to facilitate integration of refugees who choose not to return*”.

The National Programme for Integration with the European Union (NPI) adopted by the Government of Serbia in October 2008, which will serve as a tool of transfer of the provisions from European into the Serbian legislation, i.e. a key document for the implementation of priorities contained in the European Partnership also points out and further elaborates the above-mentioned EP priorities.

The right of return for all refugees and IDPs and to the protection of their property and other related human rights is reaffirmed in the Preamble of the *Stabilisation and Association Agreement* between the European Communities and their Member States, on the one part, and the Republic of Serbia, on the other part. The project also links to the Title VIII of the SAA – Coordination Policies (Article 101, Social coordination) “*Co-operation shall also seek to support the adaptation of the Serbian social security system to the new economic and social requirements, and shall involve the adjustment of the legislation in Serbia concerning working conditions and equal opportunities for women and men, for people with disabilities and for people belonging to minority and other vulnerable groups.*”

The Project aims, within its scope, to help implement the guiding principles set out in these documents by ensuring full access to rights for refugees and IDPs in Serbia through the provision of coordinated activities in the realm of economic and housing support, legal assistance and return as well as access to social services.

2.4 Link with MIPD

The project is in line with the objectives set out in the Multi-Annual Indicative Planning Document for the Republic of Serbia 2009-2011, and more specifically with the following:

Under political criteria, the objective pertaining to **fighting discrimination and promoting human and minority rights, including Roma** aims at “Supporting IDP return and refugees return as well as reintegration through cross boundary/border initiatives, durable solutions (housing schemes, employment) legal assistance and income support with strong inter-

² Official Journal L 80 of 19.3.2008

ministerial support and facilitating integration and full participation in political, civil, economic, cultural and social life,” as well as to “Supporting the Commissariat for Refugees, Minority National Councils, Ministry for Human and Minority Rights, the National Council on Child Rights and NGOs, in order to support vulnerable groups' rights.”³

The document further states that support should be given to Serbia in the attempt to “Continue the de-institutionalisation, community-based services and aid to dependent persons including children. Support the implementation of the Serbian National Action Plan in that area.” Among the expected results of this support is the establishment of “Sustainable community-based services established, satisfying the needs of the target groups, including services for elderly, children, disabled and mentally-ill people.”(page 21). This is linked to a priority established under Socio-economic criteria (section 2.3.1.2.), which states as a goal, “**Fostering social inclusion with the advancement of social welfare system reform** through implementation of the Social Welfare Development Strategy⁴ with view to reorganisation, decentralisation and rationalisation of quality social welfare services and enhancement of its ability to support social inclusion of all, especially disadvantaged groups and creation of the conditions for growth and sustainable development of all individuals, groups and communities.”

Also under socio-economic criteria, the objective pertaining to **enhancing access to employment and participation in the formal labour market** foresees that “Particular attention should be given to the parts of the population most affected by the economic downturn: young people, women, elderly people, vulnerable groups (such as long term unemployed, redundant workers, persons with special needs, Roma, refugees and IDPs, etc.).”⁵ This project directly aligns with these aims since it targets the vulnerable population of refugees and IDPs with various forms of assistance which are intended to provide for durable solutions.

2.5 Link with National Development Plan (where applicable):

N/A

2.6 Link with national/ sectoral investment plans

The Government of Serbia (GoS) adopted the *National Strategy for Resolving the Problems of Refugees and Internally Displaced Persons* in 2002. The Strategy is a framework for generating initiatives and implementing activities with the goal of resolving refugee and IDP issues -the return of refugees/IDPs, integration of refugees and IDP livelihood enhancement being contained in the Strategy as the basic directions for these actions. Integration, housing solutions and employment are recognized as key components to be implemented. The National Strategy foresees implementation of different housing projects for refugees: construction of apartments, purchase of village houses, assistance where construction has already started, and housing through the social welfare system (social welfare institutions and social housing in a supportive environment). Moreover, it foresees the creation of employment opportunities for refugees and IDPs through different types of programmes such as provision of in-kind grants, loans and micro-credit schemes, self-employment programmes, re-training programmes (for individuals to be trained for jobs that are in demand on the market).

³ Multi-Annual Indicative Planning Document (MIPD) for the Republic of Serbia 2009-2011, p.19.

⁴Strategy paper adopted by the Government in December 2005.

⁵ MIPD 2009-2011

The return and necessary administrative issues of the proposed Project especially took into consideration Section 4 of the Strategy (*Legal, property and information aspects of integration and return*). The Strategy requires that a media campaign and continuous provision of relevant public information should be undertaken with respect to all refugee and IDP issues⁶. It further emphasizes that the IDP population's right to its property in the territory of Kosovo and Metohija must be protected⁷.

The Ministry for Kosovo and Metohija is in the final stage of preparation of the *Sustainable Return and Subsistence Strategy*. The aim of this strategy is to support the sustainable return of IDPs through the increased engagement of domestic and international state and non-state actors, to strengthen administrative structures and accountability mechanisms and to help support sustainable and socio-economic development of Serbian and other non-Albanian communities in province. The Strategy foresees the implementation of different long-term projects for housing and income generation activities, development and strengthening of educational and health institutions, and undertaking of different community development initiatives.

The *Poverty Reduction Strategy*, as an inter-ministerial strategy paper, has also singled out the issue of refugees and IDPs as a one demanding urgent attention. Provision of housing resources, closure of collective centres and taking measures aiming to decrease the rate of unemployment among this population, are perceived as prerequisites for achieving the objectives of the Strategy – decreasing the number of refugees and IDPs who fall in the category of the poor population as soon as possible.

The *Social Welfare Development Strategy* (2005) envisages also, as its special objective the improvement of social welfare for the poorest citizens, the development of a network of community services, as well as territorial and functional access to services.

The development of the network of services and agencies in local communities will ensure citizens' access to their rights in terms of support to family life and natural environment. Implementation of the planned measures and activities is expected to result in an improved quality of social welfare services, as well as generating employment opportunities for marginalized groups.

The NPI also identifies refugees and IDPs, including Roma, as a priority target group of specific measures for active employment policy as set in the goals and priorities of the *National Strategy for Employment* (2005-2010).

Furthermore, their extremely vulnerable position is addressed in the *National Sustainable Development Strategy*⁸. This document emphasizes necessity to remove obstacles for developing competences of extremely poor and poor, taking into account the fact that “one fourth of the internally displaced persons and refugees live below the poverty line” (about 120,000 persons)⁹ and “49% of the refugee and IDP population have never been employed (UNDP, 2006), which puts them at an extremely high risk of long-term unemployment.”¹⁰

The project is part of the overall process of social protection reform, which has been underway in Serbia as of 2003, and gained particular impetus with the adoption of the Social Protection Reform Strategy in 2005, receiving since then strong support through both national

⁶ Section 4.1.2.2(7) and 4.2.2 (4).

⁷ Section 4.2.1

⁸ National Sustainable Development Strategy of the Republic of Serbia, Belgrade, 2008.

⁹ *Ibid*, Part IV (Social-Economic Conditions and Perspectives), Title 4 (Poverty and Social Inclusion).

¹⁰ *Ibid*.

financing mechanisms, mainly the National Investment Plan, and donor projects. For example, the **National Investment Plan** (NIP) is supporting as of 2008 a set of infrastructure related projects linked to the development of capacities in the area of social protection and social service delivery, including the financing of the construction of apartments for youth stepping out of the social protection system (as an alternative to half-way houses); the adaptation, reconstruction and renovation of facilities for the placement of youth without parental care at local levels; social housing for war veterans; and housing support for persons with disabilities.

3. Description of project

3.1 Background and justification:

The breakout of armed conflicts in the former SFRY Republics led to influx of more than half a million refugees to Serbia. The Republic of Serbia is one of the six countries on the world and the only one in Europe with a protracted refugee situation with more than 95,000 refugees in its territory after more than sixteen years. Moreover, more than 200,000 ex-refugees who have formally integrated in Serbia by obtaining citizenship, but who not yet resolved their existential problems such as housing and employment.

Regarding the number of IDPs, according to the data of the Commissariat for Refugees and UNHCR, from the Registration of IDPs conducted in 2000, about 187,000 Serbs and members of other non-Albanian communities were forced to leave Kosovo and Metohija (KiM). Since then an additional 20,000 persons have been displaced. In 2008 approximately 210,000 IDPs were registered in Serbia – not including the territory of KiM

Thus the total displaced population in Serbia amounts to 305,000 individuals. From that number about 6,200 persons still live in 74 collective centers.

The process of resolving the issue of refugees and IDPs includes, above all, return and access to all rights. Complications with gaining access to some rights in their previous places of residence, puts an additional burden on the already difficult position of refugees and IDPs.

Refugees and IDPs are informed about the return process either through printed materials or roundtables. Distribution of the printed materials is mainly focused on collective centres, even though majority of refugees and IDPs live in private accommodation, which results in their insufficient access to information.

Integration of refugees is not only about obtaining the citizenship, which is a formal prerequisite, but it rather consists of provision of adequate housing and employment so that refugees could resume life and be economically and socially equal to other citizens.

In line with the National Strategy, the Commissariat, in cooperation with UNHCR and bilateral donors implemented several projects aiming at provision of durable solutions, with the participation of the state which provided land with necessary infrastructure connections. Apart from these projects, the Republic of Serbia funded the construction of housing units for accommodation of refugees from its own budget. Since 2004 within CARDS programme, the European Union through the European Agency for Reconstruction and in cooperation with the Commissariat has had a leading role in the implementation of projects which have sought to provide durable solutions for refugees.

Throughout 2007, projects aiming at livelihood enhancement of the most vulnerable IDPs from collective centres and private accommodation were initiated. It is necessary to continue

with these projects, and based on positive outcomes and lessons learned, to further develop some future projects as actual IDP needs are still substantial.

In order to collect basic information necessary for programming and fundraising towards the resolution of refugee problems in Serbia, during October and November 2008 the Commissariat conducted research in cooperation with IOM and UNHCR. Highlights of this research are:

- Unemployment rate among refugees is 33%, significantly higher than in the local population;
- 29% of refugees have monthly incomes of less than EUR 48, which is a threshold for social welfare benefits;
- 61% of refugees do not have a housing solution;
- Only 5% of refugees opted for repatriation to their country of origin.

The Living Standards Measurement Survey (LSMS) on the socio-economic status of IDPs from Kosovo and Metohija - an initiative of UNDP and UNHCR - concluded that the economic position of IDPs is very vulnerable. *“Basic indicators of the labour market position of IDPs obtained from LSMS data reveal the unfavourable position of IDPs on the labour market.”* besides, *“housing is one of the most important components of economic position and is expected to be one of the most jeopardized dimensions of IDPs’ life in Serbia”*.¹¹ As far as their preferred durable solutions are concerned, about 20% of them wish to return to their place of origin.

The problems mentioned above especially affect one-member families and the most vulnerable families, that is, single-parent families, families with members without working capacity, multi-member families, multi-generation families, families with many children, female households, victims of family violence, elderly, mentally disabled persons, as well as RAE IDPs. These families and individuals need direct assistance in resolving some existential problems.

The Government is making great efforts to take different options into consideration to address the needs of refugees and IDPs for free legal assistance which is essential for exercising their rights which are inextricably related to the process of sustainable return/integration. The lack of personal documentation is a big problem, impeding the access to property and all other rights. Therefore, the provision of professional legal assistance is of utmost importance for facilitating return.

Recently the Commissariat for Refugees has taken an active role in fostering participation of Local Self Governments with respect to creating strategies for long-term solutions for refugees and IDPs in Serbia. Thirty three Municipalities are in the process of developing their strategic/action plans to meet the needs of refugees and IDPs in local communities.

Taking into consideration the size of the displaced population in Serbia, the GoS has been allocating maximum yet objectively insufficient funding, to remedy the existing problems, rendering international support essential.

Being a logical extension of the ongoing efforts, this project is to ensure improvement of living conditions and the full access to the rights necessary for sustainable return/integration.

¹¹ LSMS

The Ministry of Labour and Social Policy is involved in the issue of assistance to the IDP population in Serbia through efforts aimed at improving their social inclusion and reducing poverty among this vulnerable group. One of the manners for achieving this goal is through rationalisation and decentralisation of social protection services and the development of community-based alternatives which enable IDPs to independently achieve livelihoods, and at the same time provide a valuable service to their communities.

Since 2007, it has become clear that local authorities need to be further strengthened in order to provide community based social protection services to the general population and in particular to vulnerable groups. For this reason, the Ministry of Labour and Social Policy, through the programme, “Social Innovation Fund” (SIF), took part in the project, “Planning of community-based services in 81 municipalities” (PLUS), co-funded by the EU. The aim of this initiative was to strengthen the capacities of local authority representatives as well as local social protection providers in implementation of the Strategy for Development of Social Welfare in Serbia. Municipalities were supported to achieve the following outputs: setting up Local Councils for Social Policy, designing local social protection/policy strategies and respective action plans, establishing transparent selection procedures for service providers and evaluating service provision.

Upon completion of the strategic planning process and development of local social assistance strategies successful municipalities were able to compete for funding to establish new community-based social services, based on the priorities defined. The priority target groups identified in a majority of the municipalities included the elderly, children and people with disabilities, but also IDPs and refugees. This process ensures the existence of capacities relevant to the achievement of the goals planned in the section three of this project. The Ministry of Labour and Social Policy will further enhance this process of community based social protection through the implementation of the IPA 2008 project, “Fostering Social Inclusion by Strengthening Institutions that Provide Community-Based Social Protection Services”.

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

The project will have an impact not only on the life of direct target groups (refugees and IDPs) who will be able to achieve their preferred durable solution – integration or return, but also on the wider domestic population and local community in terms of better quality of life.

In the long run, the proposed Project would have multiple positive impacts such as reduction of refugee and IDP dependency on social contributions (family income support, one-off assistance in cash, etc.) from the budget of the Republic of Serbia, contribution to resolving the housing problems of refugees/IDPs and contribution to resolving unemployment issues. Furthermore, closure of collective centers will be facilitated and project beneficiaries who are currently living in collective centers would have an opportunity to begin a new life. Restoring of property rights to rightful owners and securing the possibility for them to act upon their rights will provide them with the real precondition to opt for return and/or integration.

In 2007, 660,000 Serbian citizens were covered by social and family-legal protection schemes. Most of these persons can be beneficiaries of the models of care developed within activity 5 of this project. In that sense, one of the major project impacts will be to further decentralise social protection services and expand their territorial reach. The project will thus respond to the challenges of decentralisation and rationalisation, as well as of regional development, which are MIPD and European Partnership priorities.

By targeting the IDP population in local self-governments in order to assure the best provision of care, the project will foster cooperation between local communities, and will likewise be able to increase cooperation between local communities and civil society. The project has an additional impact in relation to the inclusion and employment of IDPs, which is one of the main targets of the Government of Serbia. The focus is on the employability of IDPs belonging to vulnerable groups and on increasing their chances for making a livelihood in their own communities, thus gaining personal independence.

Catalytic effect

The Project will have a positive effect on the overall socio-economic progress and greater social cohesion in Serbia since the refugee and IDP population is especially affected by poverty. The project's activities will be implemented at the local level within identified priorities set out in local strategic and action plans. Beneficiary institutions and municipalities will be responsible for the results to be achieved and will be able to replicate similar activities to support additional needy individuals. Moreover it will be possible to share the experience of beneficiary municipalities with other municipalities in Serbia, in order to improve their capacities to deal with the target groups' problems.

At the moment, the planning process initiated at local level in targeted municipalities has already raised awareness about refugees'/IDPs' problems. It has triggered interest in other neighbouring communities who expressed the willingness to participate in this process as well. The majority of municipalities in Serbia have shown great interest in tackling this issue in a more systematic and planned manner.

Sustainability

The project will contribute to resolving the problems of refugees and IDPs by establishing comprehensive model of coordination of the responsible actors on the central and local level. This "pattern" will be upgraded and replicated as a valuable experience to facilitate future activities of the institutions in charge, and applied to the broader geographical coverage in the Republic of Serbia.

Thus, the beneficiary municipalities and line ministries will acquire experience and will employ this know-how in their work. Moreover, the local civil servants will prepare projects that would involve several municipalities so that they can share experiences and improve their local capacities in tackling the problems of refugees and IDPs. This fact becomes particularly important in the light of the programming and funding on the roll-on bases under the National Investment Plan. The Government of Serbia will have full ownership over the process of finding durable solutions for refugees and IDPs.

The project will also strengthen local level institutions in the Republic of Serbia, including centres for social welfare, in their ability to carry out the reform of social services and protection, through their monitoring and coordination role, but also in training and employing persons for the provision of certain types of social services outside the social welfare centres. The methodology of this Project regarding housing issues implies full involvement and commitment of the municipality in managing and maintaining residential facilities as well as ownership of the so called *extended social services* which are envisaged under LSG Action Plans. A particular mechanism for budgeting of the extended social services (such as social housing or provision of socially based services, which are also focal points of the IPA 2009 project) is already well backed up by the Law on Social Protection and Social Security for Citizens and the relevant strategies for social protection. Namely, for this kind of expenditures, municipal assemblies are entitled to adopt a particular decision| and the non existence of this

decision will be considered as an eliminatory criterion in each and every case of the selection of the beneficiary municipalities within this project.

Cross border/boundary impact

Implementation of this project will contribute to the accomplishment of the commitments that Republic of Serbia had assumed under the Sarajevo Declaration (2005). Putting into practice provisions of this document of regional importance, by enabling the return or local integration of a considerable number of refugees, this project will have a significant positive impact on regional cooperation.

As this project will help decrease the number of the most vulnerable persons in Serbian society, thus improving the overall social and economic situation in Serbia, it will also help Serbia becoming a more reliable and prominent partner in regional, European and international alliances and cooperation.

3.3 Results and measurable indicators

3.3.1 Component 1: Economic self reliance and improvement of living conditions

RESULTS:

1. Enhanced livelihood of IDP and refugee families through improvement of economic self-reliance

Measurable indicators:

- 700 individuals get vocation/educational training within 15 months of project start
- 500 sets of materials for starting up a new or expanding an on-going income-generating activity delivered to refugee families within 15 months of the Project's start

2. Living conditions for refugee and IDP families improved

Measurable indicators:

- 220 refugee and IDP families moved into residential facilities by Project completion

3. Return of refugee and IDP families supported

Measurable indicators:

- Comprehensive study of sustainability of return completed
- Regular public information campaign conducted
- Minimum 50 Go and See Visits performed
- Minimum 350 persons assisted in administrative issues
- Minimum 200 families received returnee assistance kits
- 4 regional thematic workshops on return and migration organized

3.3.2 Component 2: Social inclusion

RESULT:

1. Improved conditions for social inclusion of IDPs in 20 local communities in Serbia

Measurable indicators:

- At least 20 targeted municipalities have signed contracts for the development of community based social protection services that will be run by IDP staff (home care services, day care centres and clubs).
- Minimum 200 IDPs who are users of social assistance (family social allowance) are educated as future care providers of social protection services.
- Public awareness activities undertaken to promote new services developed through the project.

3.4. Activities

Although all the activities necessary for the realization of the Project will be undertaken jointly or in close coordination by the three beneficiary institutions, the leading agency for oversight of the implementation of activities under Component 1 will be the Commissariat for Refugees for activities 1 and 2, and Ministry for Kosovo and Metohija for activity 3. Ministry of Labour and Social Policy will be leading institution for the activities under Component 2.

Component 1 will be implemented through a Call for Proposals through which grants will be awarded to organisations that will be selected to implement the activities, based upon criteria that reflect the specific skills and experience needed in this area of work. Commissariat for Refugees and Ministry for Kosovo and Metohija, as was the case in the IPA 2007 and 2008 projects, will closely cooperate with the organisations which will be selected through the Call for Proposals to receive grants for implementation of the project activities.

Component 2 will be implemented through a Call for Proposals and a service contract for the technical assistance necessary for managing the grants scheme. Through this Call for Proposals, grants will be awarded to municipalities based upon criteria that reflect the sustainability and impact of their proposed projects. The technical assistance will be provided for the design and delivery of the training to future service providers, organisation of the public awareness campaigns and implementation of Call for Proposals.

The Contracting Authority for grants under Component 1 and 2, as well as for the service contract will be the EC Delegation.

Through PMUs established in each beneficiary institutions, respective activities will be continuously coordinated, in line with Steering Committee recommendations.

3.4.1. COMPONENT 1

Activity 1: organization of training/vocational training for jobs in high demand and jobs suitable for self-employment based on NES analysis.

- Sub-activity 1: Organization of training/vocational training for jobs in high demand and jobs suitable for self-employment
 - Establish beneficiary selection criteria, announce official calls for submitting applications and complete beneficiary selection
 - development of training programme and material preparation
 - conduct trainings
 - monitoring and reporting
- Sub-activity 2: distribution of sets for livelihood self-sustainability
 - Introduce the Project to potential beneficiaries

- Establish beneficiary selection criteria, make official calls for submitting applications and complete beneficiary selection by a Commission
- Produce reports on the socio-economic status of the applicant family and assessment of the sustainability of the income-generating activity
- Deliver sets for starting up or expanding income-generating activities
- Supervise and monitor the use of the delivered assistance

Activity 2: Provision of residential facilities for the most vulnerable categories of refugees and IDPs

- Introduce the Project to potential beneficiaries
- beneficiary selection among the most vulnerable categories of refugees and IDPs
- delivery of material for prefabricated houses and their installation
- provision of residential facilities in socially supportive environment
- monitoring and reporting on the utilization

Activity 3: Sustainable Return Encouragement and Facilitation

- Sub-activity 1: Planning and implementation of outreach campaign
 - Regularly prepare and distribute print media, radio programmes and other media events for regular and wide broadcast specifically targeting IDP/refugee population and the main stakeholders in the field in cooperation with IDP/refugee associations
 - Organise thematic workshops and round tables
 - Identification of returnees
 - Prepare informative visits to relevant areas in Kosovo and Metohija
- Sub-activity 2: Support pertaining to returnees' relocation administrative issues
 - Conduct needs assessment
 - Provide assistance in respect of administrative and legal issues
- Sub-activity 3: Delivery of assistance kits to returnees
 - Develop return-related selection criteria and identify returnees
 - Prepare technical documentation for houses and planned infrastructure
 - Develop and deliver vocational and professional training programmes
 - Provide one-time support to selected returnee families for starting up a small business or agriculture-oriented income generation
 - conduction of trainings
 - Assist in providing transportation to return spots
 - Monitor, evaluate and report

3.4.2 COMPONENT 2

Activity 4: Management and implementation of grant scheme for social inclusion

Sub-activity 1:

- Service contract to design, manage and launch the grant scheme, raise public awareness, and deliver training for future care providers.

Sub-activity 2

A grant scheme based on the selection of municipalities which will participate in this component of the project, utilising criteria such as:

- Previous participation and experience with the PLUS project activities and in the IPA 2008 project on community based social protection services;
 - Adopted strategic plans of social protection development in their municipal assemblies;
 - Number of IDPs.
- This grant scheme will support setting up community based social protection services (home care services, day care centres and clubs) in at least 20 targeted municipalities, i.e. activities related to construction or refurbishment of necessary facilities for the implementation of community based social protection services in the targeted municipalities.

In order to ensure timely access to information about the assistance, conditions for applying for the assistance, as well as about related obligations of selected parties, a presentation of the Project's activities will be made to the target group. Following consultations with relevant stakeholders, precise criteria are to be identified for beneficiary selection. Beneficiary Selection Commissions will be formed, comprising representatives of several organizations included in project implementation, and official calls for applications will be publicly announced. Transparency will be ensured throughout the process.

Apart from the teams that will be verifying whether formal requirements for submitting an application have been fulfilled (i.e. documentation), two other types of teams will be formed to take charge of preparing: a) reports on socio-economic status, b) assessments on cost-effectiveness of an income-generating activity.

Regarding residential facilities, upon the final selection of the municipalities where the Project is to be implemented, MoUs and contracts are to be concluded between the entities (the Commissariat, local-self governments) and the organisations that have been selected to implement the Project activities, as well as between local-self governments and the final beneficiaries, as a means of regulating mutual obligations. Municipalities where the project is to be implemented will be selected jointly with all relevant counterparts once the project starts. For the purpose of ensuring efficient, appropriate and sustainable use of the assistance provided, regular monitoring will be carried out upon distribution of the assistance.

Appropriate financial and in-kind contributions will be provided by the beneficiary institutions by means of making premises available for training activities, workshops and mobile team visits. In addition, a network of municipal trustees coordinated by the Commissariat for Refugees will be placed at the disposal of the project.

Procurement of materials and supplies will be done according to PRAG requirements.

This project will be implemented through 2 grants contracts and 1 service contract.

3.5 Conditionality and sequencing:

As with all interventions aimed at solving the problems faced by refugee and IDP populations, satisfactory level of security and freedom of movement should exist across the region to realise the project objectives. The present overall situation in the region shows gradual improvement and should present supportive environment. In addition, continued Serbia's Government commitment to macroeconomic and political reforms in the country as well as to the process of stabilization and association to the EU is essential.

To ensure efficient project implementation, it is necessary to build on inter-ministerial relations developed to date, coordination with local self-governments, associations of refugees/IDPs and other stakeholders. The PMUs (formed by the Commissariat for Refugees of the Republic of Serbia, Ministry for Kosovo and Metohija of the Republic of Serbia and the Ministry of Labour and Social Policy of the Republic of Serbia) for this project are committed to using the recently initiated joint local planning process with Local Self Governments, to support project implementation.

In addition to the above, the participating Municipalities are obliged to provide the necessary human resources to ensure the sustainability of activities supported under this project. Thus, the issues regarding administrative procedures, building permits etc. will be dealt with in a timely and effective manner by the local self-government staff. To that end, Ministries and the Commissariat will perform a supervisory role.

Activities related to housing provision in a socially protected environment will be based on the transparent identification of suitable and committed municipalities. The Commissariat and Ministry for Labour and Social Policy, along with the organisations selected through the grants, will be responsible for selecting only those municipalities which present a clear willingness to cooperate and a strong motivation to fulfil their commitments as per the MoUs. An important precedent step on the behalf of each competing local self-government unit, will be the adoption of the decision on budgeting of the extended social services. This unilateral expression of intent will then be embodied into the MoUs between the Municipalities, implementing partners and central level institutions and followed by a final contract on the implementation of project's activities.

There are a series of planned and on-going projects supporting the IDP/Refugee policy issue directly and indirectly including: IPA 2007 (€10 Million) Support to IDPs and Refugees, IPA 2008 (€ 6 Million) Support to Integration of Refugees and Livelihood Enhancement of Internally Displaced Persons (IDPs) in Serbia, and the World Bank project Delivery of Integrated Local Services (DILS) which has a \$ 12 Million component assisting Local Self Governments to support vulnerable groups. The PMUs formed by the Commissariat for Refugees of the Republic of Serbia, Ministry for Kosovo and Metohija of the Republic of Serbia and the Ministry of Labour and Social Policy of the Republic of Serbia are responsible for coordination of this project with other on-going projects to ensure that funds are used rationally and in accordance with the real needs of the most vulnerable groups in the population.

As regards sequencing, the Service contract will be signed before implementation of the second Grant scheme. The first Grant scheme will begin implementation in parallel with the Service contract

3.6 Linked activities

The Commissariat for Refugees has been implementing the plan for gradual closure of collective centres since 2002, but there has still been a notable caseload of people living in

this type of accommodation. The budget of the Republic of Serbia has been allocating assistance in the form of accommodation and food in collective centres, accommodation of refugees in social welfare institutions and boarding-schools, health insurance and compulsory education, funeral costs and one-off cash assistance for the most vulnerable persons.

The national budget has also provided for assistance toward ensuring durable solutions for refugees who have opted for local integration in inner Serbia. Apart from funding the purchase of apartments for refugees, the State took part in various projects through a provision of construction land and infrastructure for apartment buildings that accommodate refugee families, with donor funds covering costs for the actual construction of these buildings. Thanks to the joint efforts of the international community and the Republic of Serbia, the living conditions of a portion of the refugee population (about 32,000 persons) in Serbia have been substantially improved.

In addition to the projects implemented in cooperation with UNHCR, the Commissariat had a coordination role in three projects funded through the CARDS programmes 2004-2005-2006: “Housing and Income Generation Support to Refugees and IDPs in Serbia” (2006), “Support to the National Strategy for Resolving Problems of Refugees and IDPs through Livelihood Enhancement” (2005) and “Support to National Strategy for Closure of Collective Centres” (2004). EU (through EAR) has had a leading role in the process of providing durable solutions for refugees.

Within the 2006 CARDS programme (implementation in 2007 and 2008), funding has been allocated to provide durable solutions for refugees and IDPs. Projects pertaining to return, integration and development of a sustainable livelihood for refugees in the Republic of Serbia are being implemented by the following international non-governmental and other organizations in cooperation with the Commissariat for Refugees: the Danish Refugee Council, Help, Intersos, ASB, IOM, European Perspective and others. Besides EU funding, projects have also been supported by the UNHCR as well as bilateral partners (Germany, Norway, Switzerland, USA).

Moreover the CARDS 2006 “Institutional Support project to the Institutions of the Government of Serbia dealing with refugees and IDPs”, implemented by IOM is to improve the capacity of the Republic of Serbia to respond to the needs of refugees and IDPs in the most effective and sustainable manner.

Bearing in mind that a small number of refugees still reside in collective centres (the majority live in private accommodation), as well as the fact that housing remains one of the major issues to be resolved, the project for “Integration of Refugees in Serbia” was developed, funded by the Council of Europe Development Bank (CEB Project No.12221). Integration of refugees in Serbia through a provision of housing solutions is the main objective of this project, whereby refugees will be able to purchase housing units through favourable housing loans.

The Italian Government has provided €15 million within “The Settlement and Integration of Refugees Programme in Serbia” (SIRP), implemented through the Ministry for Infrastructure and UN-HABITAT. The project is presently supporting the construction of 670 housing units for refugees and the vulnerable domestic population. Construction of the apartments started in 2007 and most of them are completed. The Commissariat is taking part in beneficiary selection.

Under the initiative of the representatives of the EC, OSCE and UNHCR, the competent ministers of Bosnia and Herzegovina, the Republic of Croatia and the then State Union of Serbia and Montenegro, signed the Sarajevo Declaration on 31 January 2005 during the

regional ministerial conference on resolving refugee and IDP issues. The Sarajevo Declaration embodies the willingness of the three countries to, with the assistance of the international community and through a multilateral approach, essentially resolve the refugee issue in the region by enabling their return or local integration. The States committed themselves to draft individual Road Maps, while the harmonized Road Maps shall be unified in a joint implementation matrix. Provision of funding is necessary for implementation of the priority activities under the Road Map of the Republic of Serbia. Once the necessary funding is provided and projects are approved, the Commissariat for Refugees shall coordinate the work aiming at full implementation of the planned integration programmes in cooperation with implementing partners and local self-government authorities.

In accordance with the CARDS 2005 programmatic objective, and with the strong support of the Ministry for Kosovo and Metohija, EU has initiated the "*Legal Assistance Programme to Government of Serbia Institutions Dealing with Refugees and IDPs*", the main activity of which is the provision of legal aid to IDPs to access their property-related rights. This Programme is operational as of May 2008 and will be completed in December 2009.

Public information activities covering areas of particular interest to refugees/IDPs have mostly been carried out as short-term initiatives by NGOs. The two main bulletins that are published on a regular basis are the "*UNION Bulletin*" for IDPs and the "*True Answer*" for refugees. There are almost no radio and TV programmes covering displacement with the exception of the UNHCR-provided programme "The Return", and *ad-hoc* appearances of NGO representatives on local TV and radio stations.

The project "Further Support to Refugees and IDPs in Serbia" funded as part of the IPA 2007 programme, foresees the provision of durable solutions for most vulnerable refugee and IDP families. As in the proposed Project, the IPA 2007 project provides for the start-up or expansion of income-generation activities that aim to build the livelihood of refugee and IDP families. The project will also aim to ensure legal aid and assistance for returnees. Moreover, as mentioned in the Report on Programming Pre-Accession Instrument (IPA) for 2008, "the Ministry for Kosovo and Metohija and Commissariat for Refugees proposed for IPA 2008 a project pertaining to enhancing the position of refugees and internally displaced persons – resolving housing issues and improving the system of free legal assistance.

Both institutions showed readiness for cooperation and high level of capacities, bearing in mind that they have participated in different trainings focused to the project cycle and writing of project fiche, organized by the International Organization for Migration"¹².

The experience that will be gained by the beneficiary institutions in IPA 2007 and 2008 will be instrumental in enabling them to carry out implementation of activities in the proposed Project under IPA 2009.

The World Bank Project (\$46 Million) Delivery of Integrated Local Services (DILS) is designed to increase the capacity of institutional actors and beneficiaries in order to improve access to and the efficiency, equity and quality of local delivery of health, education and social protection services, in a decentralizing environment. Component II of this project, Improving Outreach and Access through Development and Expansion of Innovations in Service Delivery (Total Costs, including Contingencies: US\$12.2 million) will support LSGs and non-government service providers to identify new approaches and models for delivering services to vulnerable and excluded groups.

¹² Report on Programming Pre-Accession Instrument (IPA) for 2008, Republic of Serbia, Ministry of Finance, August 2008

With regard to Component 2, The Social Innovation Fund (SIF) is a program of the Ministry of Labour and Social Policy, implemented in cooperation with the United Nations Development Program (UNDP) and supported by the European Union through the Delegation of the European Commission in Serbia. SIF provides funding for local innovative services in the social protection sphere, and supports local actors in achieving successful project implementation and sustainability of implemented activities. Since 2003, eight Calls for Proposals were organized with different topics covered. SIF started with a “big net” approach, funding innovation that covered multiple target groups, including Roma, IDPs, refugees and various other groups of victims of circumstances.

In September 2007, the first Call for Proposals (CfP) to support the implementation of local social protection strategies was launched, based on developed Guidelines, totalling 320.000 EUR. The funding originated from the State budget. In July 2008, the second CfP was launched, totalling 560.000 EUR. The funding originated from the EU. The same administrative rules applied to both of these CfPs, including the following:

- The applicant was a local self-government which has developed and adopted a local strategic plan of social protection,
- A local self-government that has submitted an application for a project is also responsible for the implementation of that project, which includes: establishing of services that meet the priorities of the strategic plan, selection of service providers, monitoring of the financial aspects and reporting to the donors, and eventually securing of the sustainability of the service which means introducing the service into the regular social protection system at the local level and covering its financing once the donors’ support is over.
- In order to apply for the funds, a local self-government was required to hire service providers that meet some of the following criteria:
 - That it’s a new municipal office established by local self-government after adopting follow-up decisions, which would be the ideal case;
 - That they are registered non-governmental organizations (citizens’ associations);
 - That they are other public institutions at the local or regional level;
 - That they are companies owned by private individuals or by the state.

Currently, the UNDP in Serbia in partnership with MOLSP/SIF implements the CARDS 2006 *Inclusion of Civil Society in Poverty-related Policy Process*, which the activity that is expected to result in the following output: "SIF is transformed and fully integrated into the national social protection system."

Simultaneously, DFID and the Norwegian Government supported a similar process in 24 municipalities, and the Centre for Liberal Democratic studies supported 18 more municipalities. In order to achieve the synergy between the three actions, a *Working groups on social policy planning* was established by the Ministry, where joint methodology was agreed upon and cooperation between different actors achieved.

Also, during 2008 International Organisation for Migrations (IOM) initiated development of Local Action Plan for refugees and internally displaced persons (IDP) in 14 municipalities/cities in Serbia which host 84,677 refugees and IDPs or 28.0% of the officially registered number of refugees and IDPs in Serbia. During the process of LAP development and

adoption, in several municipalities working groups have been, by decision of relevant municipal authority, transformed into *Councils for Migrations and Durable Solutions*.

The results and best practices of the IPA 2008 project “*Fostering Social Inclusion by Strengthening Institutions that Provide Community-Based Social Protection Services*” -- in particular the methodology based on grant schemes for the development of social protection services at the local level, using vulnerable groups as service providers -- will be used in the implementation of this project. This methodology has been developed with a view of the results achieved by the SIF activities.

The IPA 2009 project shall not overlap with the IPA 2008 project, as it is intended to be its continuation, extended with new activities.

Likewise, this project will, from the national level, broaden the impact of the support for the Refugee and IDP population, envisaged through following regional Multi-beneficiary IPA projects:

- MB IPA 2008 project ‘Social Inclusion: Regional support to the marginalized communities’ (1,25 million EUR overall budget), with objective to contribute to the increased legal and social inclusion of the marginalized communities and facilitate their full enjoyment of citizenship rights in the Western Balkans. The IPA 2009 national project will complement regionally undertaken activities particularly through development of community based social protection services that will be run by IDP staff (home care services, day care centres and clubs).

- MB IPA 2008 and 2009 projects on Refugees return in WB¹³, aiming to foster and enhance durable, sustainable solutions, namely voluntary repatriation and reintegration including local integration for the remaining persons in displacement in WB by providing inputs to their economic self-reliance. Maintaining the similar course of activities, the present IPA 2009 project assures broader coverage of the unassisted final beneficiaries and further extends options for enhanced livelihood of IDP and refugee families through improvement of economic self-reliance

3.7 Lessons learned

Prior to 2002, assistance provided by the international community was predominantly humanitarian. Upon the adoption of the 2002 National Strategy for Resolving the Problems of Refugees and IDPs, a development phase started with provision of housing solutions as one of its priorities. As mentioned in the previous section, the GoS has been actively involved in this process from the beginning.

The high number of applications for both income generation and housing assistance indicates that the supply of durable solutions to date has not been sufficient. Taking into consideration the positive experiences, as well as the results achieved so far and outstanding needs, it can be concluded that programmes of old village houses, provision of building material packages, housing in a socially protected environment and assistance for starting up or expanding income-generating activities are still necessary. A situation analysis in collective centres conducted by the UNHCR in early 2007 confirms these conclusions, highlighting the fact that relocation of refugees and IDPs from a collective centre scheduled for closure to another collective centre is very traumatic and that provision of durable solutions for these persons

¹³ MB IPA 2008 ‘Regional Programme for Refugee Return in the Western Balkans’ (1 million EUR overall cost) and IPA 2009 “Regional Refugee Return and provision of durable solutions to Refugees and Internally Displaced Persons in the Western Balkans” (1 million EUR overall cost).

remains essential. The document “*Integration of Refugees in Serbia – Law, Practice, Recommendations*”, drafted by the OSCE, UNHCR and HCIT and based on discussions about their integration in Serbia, highlights the necessity of stronger support to programmes that provide housing solutions for refugees by the State, local self-government and international donors, as well as the ongoing need to devote more attention to employment programmes.

As illustrated above, surveys recently undertaken have concluded that employment and housing types of support are still highly needed amongst the refugee and IDP population.

The joint inter-institutional and participatory approach used in implementation of assistance programmes has proven to be fundamental for delivering adequate assistance to refugees and IDPs.

Studies conducted by several international organizations active in the field¹⁴, have shown that it is fundamental to take a rights-based approach to addressing the problems faced by refugees and IDPs, particularly when endeavouring to create conditions for sustainable return and integration.

Moreover, the actual inter-sectoral coordination between relevant institutions is key to the successful realisation of projects aimed at meeting the special needs of the IDP/refugee population.

The proposed Project has been designed in accordance with these lessons, but also bearing in mind the importance of concentrating funds on a limited number of key sectors/activities in order to ensure maximum impact with the available resources.

The pilot projects funded through the Social Innovation Fund and UNDP offices in Serbia point to the grants mechanism as a successful form of stimulating the development of alternative and community-based social inclusion practices, policies and activities at local level, in particularly in underdeveloped areas.

¹⁴ E.g. the latest reports of the OSCE Mission in Kosovo and the OSCE Mission to Croatia as well as the latest Progress Reports of the European Commission on Croatia (SEC(2007) 1431), Serbia (SEC(2007) 1435) and Kosovo under UNSCR 1244 (SEC(2007) 1433).

4. Indicative Budget (amounts in EUR)

			TOTAL EXP.RE	SOURCES OF FUNDING								
				IPA COMMUNITY CONTRIBUTION		NATIONAL CONTRIBUTION					PRIVATE CONTRIBUTION	
ACTIVITIES	IB (1)	INV (1)	EUR (a)=(b)+(c)+(d)	EUR (b)	% (2)	Total EUR (c)=(x)+(y)+(z)	% (2)	Central EUR (x)	Regional/ Local EUR (y)	IFIs EUR (z)	EUR (d)	% (2)
Component 1												
Contract 1 Type: Grants Contract *	x	x	9.901.000	9.010.000	91	891.000	9		891.000			
Component 2.												
Contract 2 Type: Service Contract	x		1.000.000	1.000.000	100							
Contract 3 Type: Grants Contract		x	2.640.000	2.640.000	100							
TOTAL IB			4.071.250	4.071.250	100							
TOTAL INV			9.469.750	8.578.750	90.5		9.5					
TOTAL PROJECT			13.541.000	12.650.000	93.5	891.000	6.5		891.000			

* Activities 1 and 2 will be implemented as investments amounting to 5,938,750 EUR and activity 3 will be implemented as institution building amounting to 3,071,250 EUR. National co-financing will be spent on investments (see Annex 5 for a description).

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

Contracts	Start of Tendering	Signature of contract	Project Completion
Grant Contract 1	T+1Q	T+4Q	T+12Q
Service Contract 2	T+1Q	T+4Q	T+12Q
Grant Contract 3	T+5Q	T+8Q	T+12Q

* *Timing will be in accordance with implementation of IPA 2008*

All projects should in principle be ready for tendering in the 1st Quarter following the signature of the FA

6. Cross cutting issues (where applicable)

6.1 Equal Opportunity

The Project will be implemented in a non-discriminatory manner with equal opportunities observed and firm guarantees that distinctions will not be drawn on the basis on sex, race, ethnicity, religion or other possible grounds in any aspect. The Project strongly encourages applications from women-headed households and female victims of violence, particularly with regard to the income generation activities. Gender equity principles will be respected in the implementation of all Project activities.

6.2 Environment

The Project anticipates utilization of domestic building materials that are acceptable according to current criteria and standards for environmentally safe practices.

6.3 Minorities

The Roma, Ashkali and Egyptian (RAE) community represents in general the most vulnerable segment of the refugee and IDP population in Serbia. For that reason, through Project implementation special attention will be dedicated to reach the specific needs of this vulnerable group. The Project's overall aim is to provide support to the most vulnerable categories of refugees and IDPs. Activities are thereby designed to enable them to live in a secure environment, to help them become more self-sufficient through the income generating activities and to assure that their full scope of rights are observed and respected.

ANNEX I: Logical framework matrix in standard format

LOGFRAME PLANNING MATRIX		Programme name and number	
Supporting access to rights, employment and livelihood enhancement of refugees and IDPs in Serbia		Contracting period expires 2 years after signature of the FA	Disbursement period expires 5 years after signature of the FA
		Total budget : 13.541.000.	IPA budget: 12.650.000
Overall objective	Objectively verifiable indicators	Sources of Verification	
To contribute to resolving the problems of refugees and IDPs through the provision of adequate support	Number of refugees and IDPs that received adequate support	Commissariat for Refugees' Annual Report	
Project purpose	Objectively verifiable indicators	Sources of Verification	Assumptions
Livelihood enhancement of the most vulnerable IDP and refugee families through facilitated access to rights	<p>Number of refugees and IDPs who benefited from accessing legal aid / assistance and obtaining reliable information</p> <p>Number of families who were provided accomodation</p> <p>Number of families with enhanced livelihood</p> <p>Number of persons/families informed, assisted and returned</p> <p>Number of RAE and other minorities included in project</p>	<p>Final Project Implementation Report</p> <p>Report on activites of the Commissariat for Refugees and Ministry for Kosovo and Metohija</p> <p>Monitoring reports</p>	Relative stability in the region

Results	Objectively verifiable indicators	Sources of Verification	Assumptions
1.1 enhanced livelihood of IDP and refugee families through improvement on economic self-reliance	700 individuals get vocation/educational training within 15 months of the project start 500 sets of materials for starting up a new or expanding an on-going income-generating activity delivered to refugee families within 15 months of the Project's start	Interim and final implementation reports Contracts with final beneficiaries Monitoring reports	Satisfactory level of security and freedom of movement in the region Social and economic stability in the region and continuation of macroeconomic and political reforms in the country.
1.2 living conditions of refugee and IDP families improved	220 live in improved living conditions	Data base on economically empowered families Data base on persons with improved living conditions	Continuation of process of stabilization and association to the EU Interest and willingness by local level authorities and service providers
1.3 return of 200 refugee and IDP families supported	Comprehensive study of sustainability of return completed Regular public information campaign conducted Minimum 50 Go and See Visits performed Minimum 350 persons assisted in administrative issues Minimum 200 families received returnee assistance kits 4 regional thematic workshops on return and migration organized	Returnees data base	

<p>2.1 improved conditions for social inclusion of IDPs in 20 local communities in Serbia</p>	<p>Minimum 20 targeted municipalities sign contracts on the development of community based social protection services that will be run by IDP staff (home care services, day care centres and clubs).</p> <p>Minimum 200 IDPs who are users of social assistance (family social allowance) are educated as future care providers of social protection services.</p> <p>Public awareness activities undertaken to promote new services developed through the project.</p>	<p>Promotional material from public awareness activities (baseline opinion poll before campaign initiation, during out roll of activities and after the campaign to measure impact)</p> <p>Monitoring and evaluation report.</p> <p>Contracts signed with targeted municipalities, Reports on local self-government development, Reports by Ministry of labour and Social Policy</p> <p>Monitoring and evaluation project report, Reports by Centres of Social Work within targeted 20 municipalities, materials and minutes of the educational seminars.</p>	
Activities	Means	Costs	Assumptions
<p>Component 1 Economic self reliance and improvement of living conditions</p> <p>1.1.1. organization of training/vocational training for jobs in high demand and jobs suitable for self-employment</p> <ul style="list-style-type: none"> - selection of participants - development of training programme and material preparation - conduction of trainings - monitoring and reporting <p>1.1.2. distribution of sets for livelihood self-sustainability</p>	<ol style="list-style-type: none"> 1. Grant Contract - Component 1 2. Service Contract - Component 2 3. Grant Contract – Component 2 	<ol style="list-style-type: none"> 1. 9.901.000 (IPA 9.010.000 + 891.000 co-financing) 2. 1.000.000 3. 2.640.000 	<p>Achieved appropriate level of coordination with the relevant institutions</p>

<ul style="list-style-type: none"> - beneficiary selection - distribution of sets for starting-up or expanding craftworks activity - distribution of sets for starting-up or expanding agricultural activity - monitoring and reporting on the utilization of distributed assistance <p>1.2.1 provision of residential facilities for the most vulnerable categories of refugees and IDPs</p> <ul style="list-style-type: none"> - beneficiary selection among the most vulnerable categories of refugees and IDPs - delivery of material for prefabricated houses and their installation - provision of residential facilities in socially supportive environment - monitoring and reporting on the utilization of distributed assistance <p>1.3.1 Encouraging return</p> <p>Planning and implementation of outreach campaign</p> <ul style="list-style-type: none"> - Regularly prepare and distribute print media, radio programmes and other media events for regular and wide 			
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<p>broadcast specifically targeting IDP/refugee population and the main stakeholders in the field in cooperation with IDP/refugee associations</p> <ul style="list-style-type: none"> - Organise thematic workshops and round tables - Identification of returnees - Prepare informative visits to relevant areas in Kosovo and Metohija - Support pertaining to returnees' relocation administrative issues - Conduct needs assessment - Provide assistance in respect of administrative issues in inner Serbia and Kosovo and Metohija - Delivery of assistance kit to returnees - Develop return-related selection criteria and identify returnees - Prepare technical documentation for houses and infrastructure building - Develop of and deliver training programmes - Provide grants for starting up a small business or agriculture-oriented income 			
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<p>generation</p> <ul style="list-style-type: none"> - Conduction of trainings - Assist in providing transportation to return spots - Monitor, evaluate and report <p>Component 2 .</p> <p>2.1.1 Social inclusion</p> <ul style="list-style-type: none"> - Perform selection of municipalities that will participate in this component of the project, based on criteria: - Previous participation and experience with the PLUS project activities and in the IPA 2008 project on community based social protection services; - Adopted strategic plans of social protection development in their municipal assemblies; - Support setting up community based social protection services (home care services, day care centers and clubs) in 20 targeted municipalities - Organize the trainings for future care providers within these social protection services – 200 IDPs who are users of social assistance (family social allowance). - Promote new services 			
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<p>developed through the project in order to assure their sustainability.</p> <ul style="list-style-type: none"> - Support activities related to construction or refurbishment of necessary facilities for the implementation of community based social protection services in the targeted municipalities 			
			<p>Preconditions</p>
			<p>Local self-governments interested in taking part in resolving the problems of refugees and IDPs</p>

ANNEX II: amounts (in million €) Contracted and disbursed by quarter for the project

Contracted	N+4Q	N+5Q	N+6Q	N+7Q	N+8Q	N+9Q	N+10Q	N+11Q	N+12Q	TOTAL
Contract 1		9.010								9.010
Contract 2		1.000								1.000
Contract 3					2.640					2.640
Cumulated		10.010	10.010	10.010	12.650	12.650	12.650	12.650	12.650	12.650
Disbursed										TOTAL
Contract 1		7.208			0.901				0.901	9.010
Contract 2		0.200	0.235		0.235		0.235		0.095	1.000
Contract 3					2.112				0.528	2.640
Cumulated		7.408	7.643	7.643	10.891	10.891	11.126	11.126	12.650	12.650

**Note: Contract 3 will go to tender only after Contract 2 has been signed, as the TA under the Service contract will be responsible for managing the 2nd grants scheme. However, given the extensive experience that they have gained through the management and implementation of the SIF grants programme, the Ministry of Labour and Social Policy staff will do the preparatory work for the 2nd grants scheme while the tendering process for the Service contract is underway*

ANNEX III: DESCRIPTION OF INSTITUTIONAL FRAMEWORK

The Commissariat for Refugees

The Commissariat for Refugees of the Republic of Serbia is a special institution established by the Law on Refugees in 1992 (Official Gazette of RS, no. 18/92 and 45/02 - correction).

Pursuant to the provision of Article 6 of the Law on Refugees (Official Gazette of RS, no. 18/92 and 45/02 - correction), the Commissariat performs tasks related to identifying refugee status, caring for refugees, keeping records determined by law, coordinating the humanitarian aid provided by other agencies and organizations in country and abroad, as well as monitoring the equal and timely provision of such aid and providing accommodation for refugees, that is, their relocation within territorial units, provision of favourable conditions for the return of refugees back to the areas they left or to other areas determined by the Commissariat, i.e. until acceptable conditions are permanently provided in some other manner. According to the provisions of international conventions, ratified by Yugoslavia, which determine the status and rights of refugees, the Commissariat initiates requests for support from the UN and other institutions that provide international support, to accommodate the needs of refugees in the territory of the Republic of Serbia.

The Commissariat is headed by the Commissioner, appointed by the Government. Commissioner has a Deputy and two Assistants. In the Commissariat there are two sectors: Sector for Accommodation and Sheltering, Return and Durable Solutions of Refugees and Sector for General and Legal Issues and HR Affairs.

Within the projects for capacity building of the Institutions of the Government of Serbia dealing with Refugees and IDPs funded by EU and managed by EAR, special attention is given to professional skills development. Therefore, Commissariat has established a team that is continuously trained in Project Cycle Management.

The Ministry for Kosovo and Metohija

The Ministry for Kosovo and Metohija was established by the 2007 Law on Ministries¹⁵. Its existence was confirmed by the new Law on ministries¹⁶ adopted in 2008. Pursuant to this law, Ministry for Kosovo and Metohija executes functions of the state management that refer to the following: functioning of the institutions of the Republic of Serbia on the territory of Kosovo-Metohija; education, health care, social policy, culture, infrastructure, system of local self-government and telecommunications in Serbian populated areas in Kosovo-Metohija; cooperation with Serbian Orthodox Church; restoration of spiritual and cultural heritage; financial, legal, technical and professional assistance in all areas significant for Serbs as well as other non-Albanian communities on the territory of Kosovo-Metohija; cooperation with the CRS pertaining to IDPs from Kosovo and Metohija; drafting law proposal regulating the substantial autonomy of Kosovo-Metohija; implementation of the policy of protection of the state territorial integrity cooperation with the civilian and military UN mission in Kosovo-Metohija (UMNIK and KFOR) on the basis of UN SC resolution 1244; maintaining constant international contact with parties involved

¹⁵ Official Gazette of the Republic of Serbia (RS) No. 43/2007 of 15 May 2007.

¹⁶ Official Gazette of the Republic of Serbia (RS) No. 65/2008 of 5 July 2008.

in international talks on Kosovo-Metohija's future status, as well as all other functions determined by law¹⁷.

The Ministry for Kosovo and Metohija was created in the spring of 2007 and it has subsumed the competences of the Coordination Centre for Kosovo (CCK), the governmental institution in charge, until recently, of coordinating the activities of the GoS in Kosovo and Metohija (hereinafter: KiM).

The Ministry for KiM is comprised of the following sectors¹⁸:

1. Sector in charge for international cooperation and cooperation with international missions in KiM;

This sector is comprised of following departments:

- Department for international cooperation
- Department for cooperation with international missions

2. Sector in charge for affairs of the Republic of Serbia on KiM;

This sector is comprised of following departments:

- Department for economy and economic development
- Department for culture, media, cultural and natural inheritance and cooperation with Serbian Orthodox Church
- Department for justice, human rights and property

3. Sector for sustainable return and survival

This sector is comprised of following departments:

- Department for labour, employment and social support
- Department for return and humanitarian aid

4. Sector for management and coordination of services of local self-government.

This sector is comprised of following departments:

- Department for administration and coordination of local self-government
- Department for education, health, environment and sport

5. Field units of the Ministry for KiM:

- The Ministry office in Kosovska Mitrovica
- Group for media and communication – Press centre Kosovska Mitrovica
- The Ministry office in Gračanica
- Group for media and communication – Press centre Gračanica

6. Special internal units:

- Minister cabinet

¹⁷ The Law on Ministries, Article 23.

¹⁸ See the *Rulebook on Internal Organization and Systematization of Positions in the Ministry for Kosovo and Metohija*, approved on 14 November 2008 (the GoS' decision 05 No. 110-4899/2008)

- Secretariat of the Ministry

The Secretariat of the Ministry is comprised of the following departments:

- Department for human recourses
- Department for financial-material affairs
- Department for IT affairs
- Department for harmonization of work of internal units
- Department for translation

The Ministry for Labour and Social Policy

The work, mandate and authorisations of the Ministry of Labour and Social Policy are regulated by the Law on Ministries (adopted on July 5, 2008 (Official Gazette of Republic of Serbia no. 65/08)

The Ministry of Labour and Social Policy consists of the following departments:

- Labour Department
- Department for Pension and Disability Insurance
- Department for Veteran Disability Protection
- Department for Family Care and Social Protection
- Department for the Disabled Protection
- Labor Inspectorate
- Directorate for Gender Equality
- Directorate for Occupational and Safety Health and
- Department for International Cooperation, European Integrations and Project Management

The Department for International Cooperation, European Integrations and Project Management is placed within the Cabinet of the Minister for Labour and Social Policy and consists of two separate units, established in line with Decentralized Implementation System modality for IPA.

The Unit for IPA programming coordinates the development of the project proposals through log-frame approach and their elaboration into project fiches, in line with the strategic priorities in the fields of labour, social policy, gender equality and occupational health and safety at work. This unit participates in the elaboration of Strategic Coherence Framework and Operational Plans. The monitoring and evaluation unit participates in the drafting of the project ToRs, monitors the financial and technical implementation of IPA according to the PRAG method, and participates in the definition of evaluation ToRs for projects. Both units report to the Ministry for Labour and Social Policy and to NIPAC.

A representative of the second unit will be part of the Steering Committee of the project

ANNEX IV: REFERENCE LIST TO LAWS, REGULATIONS AND STRATEGIC DOCUMENTS

Reference list to Laws	
<p><i>Constitution of the Republic of Serbia</i> Official Gazette of the Republic of Serbia, No. 98/06</p>	<p>The Constitution of the Republic of Serbia contains that many norms which for taking roots by the basic constitutional values such as human rights human freedom, the rule of law, market economy, social justice, parliamentary, territorial autonomy, and local self-government. In such a way almost all freedoms and rights in the sphere of individual and political rights are elaborated in the Constitution. The Constitution also provides protection of the moveable and immoveable property.</p>
<p><i>Law on Refugees</i> Official Gazette of the Republic of Serbia, No. 18/92 and 45/02.</p>	<p>This law regulates conditions for acquisition and termination of refugee status as well as measures for protection during displacement and return</p>
<p><i>Public Information Law</i> Official Gazette of the Republic of Serbia, No. 43/03 and 61/05</p>	<p>This law regulates the right to freedom of information as well as the rights and obligations of all actors in the process of information provision.</p>
<p><i>Regulation on Taking Care of Refugees</i> Official Gazette of the Republic of Serbia, No. 20/92, 70/93, 105/93, 8/94, 22/94, 34/95 and 36/04</p>	<p>This by-law regulates different types of care and assistance to refugees, including accommodation and material aid</p>
<p><i>Regulation on Taking Care of Expelled Persons</i> Official Gazette of the Republic of Serbia, No. 47/95</p>	<p>This by-law regulates different types of care for expelled persons</p>
<p><i>Law on the Citizenship of the Republic of Serbia</i> Official Gazette of the Republic of Serbia, No. 135/04 and 90/07</p>	<p>This law regulates issues related to Serbian citizenship and the conditions for acquisition of it by refugees</p>
<p><i>Law on Property owned by the Republic of Serbia</i> Official Gazette of the Republic of Serbia, No. 53/95, 3/96, 54/96,32/97,44/99 and 101/05.</p>	<p>This law regulates management, ownership and use of public resources in Serbia.</p>
<p><i>Law on Planning and Housing</i> Official Gazette of the Republic of Serbia, No.47/03</p>	<p>This law regulates procedures for issuing building certificates and permits. Articles 161, 162, 163 and 164 are related to the legalization of constructions</p>
<p><i>Law on Public Procurement</i></p>	<p>This law regulates public procurement for selection of the</p>

Official Gazette of the Republic of Serbia, No. 39/02 55/04 and 116/08.	bidders for construction of the housing units
<i>Law on Local Self Government</i> Official Gazette of the Republic of Serbia, No. 9/02,33/04, 135/04 and 129/07.	This law regulates the jurisdiction of local self-governments that is important for refugees and IDPs as it enables forcible eviction of illegal occupants, issuing construction permits, legalisation of illegal construction, primary health protection, education, agricultural land and free legal aid
<i>Law on Financing the Local Self Government</i> Official Gazette of the Republic of Serbia, No. 62/06.	This law regulates issue of financing of local self-governments
<i>Family Law</i> Official Gazette of the Republic of Serbia, No. 18/05.	The law regulate family-related property and other rights (e.g. family reunification) relevant to IDPs and Refugees
<i>Law on Social Protection and Social Security for Citizens/</i> Official Gazette of the Republic of Serbia, No. 36/91 , 79/91 , 33/93 , 53/93 , 67/93 , 46/94 , 48/94 , 52/96 , 29/01 , 84/04 , 101/05 , 115/05.	The law regulate social security and social protecton relevant to IDPs
<i>Law on Financial Support for Families with Children</i> Official Gazette of the Republic of Serbia, No. 16/02 , 115/05	The law regulate support for families with children relevant to IDPs

Reference list to strategic documents

<i>European Partnership of 18 February 2008</i>	<p>This project fiche addresses number of key objectives of European Partnership, primarily those concerning rights of IDPs, refugees, with a special emphasis on displaced RAE community.</p> <p>The project fiche address following sections of the document:</p> <p>Short term priority Political criteria / Democracy and the rule of law / <i>Human rights and protection of minorities</i> EP document in this section require from GoS to “<i>Ensure compliance with the human rights provisions of the new constitution</i>”.</p> <p>In same section under the <i>Civil and political rights</i> EP requires “<i>development of civil society organizations and regular dialogue with civil society on policy initiatives</i>” and</p>
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under chapter *Minority rights, cultural rights and protection of minorities* reaffirms needs of Roma integration.

Short-term priority

Political criteria /*Regional issues and international obligations*.

This section requires from all stakeholders to “*ensure adequate cooperation and the legislative basis for and practical protection of the rights of refugees and internally displaced persons*” as well as to “*ensure right of a real choice between sustainable return and integration*”.

Medium-term priorities

Political criteria/Democracy and the rule of law/*Public administration*

EP also requires “*Further strengthen European integration capacity within the public administration, embedding the necessary structures within line ministries and throughout government, and improve cooperation mechanisms with all departments dealing with European integration*”.

Political criteria/Democracy and the rule of law/*Regional issues and international obligations*

This section requires “*Facilitation of integration of refugees who choose not to return*”.

European standards/*Employment and social policies/* section require “*Further development of social inclusion and social protection policies*”.

MIPD 2009-2011

The project is in line with the objectives of the *MIPD 2009-2011*, namely with:

Under political criteria, section 2.3.1.1, the objective pertaining to fighting discrimination and promoting human and minority rights, including Roma aims at “*supporting IDP return and refugees return as well as reintegration through cross boundary/border initiatives, durable solutions (housing schemes, employment) legal assistance and income support with strong inter-ministerial support and facilitating integration and full participation in political, civil, economic, cultural and social life*”, as well as to “*supporting Commissariat for Refugees, Minority National Councils, Agency for Human and Minority Rights and NGO in order to support vulnerable groups' rights.*”

Under socio-economic criteria, section 2.3.2.1, the objective pertaining to enhancing access to employment and participation in the formal labour market foresees that “*particular attention should be given to young people, women, elderly people, vulnerable groups (such as long term unemployed, redundant workers, persons with special needs, Roma, refugees and IDPs, etc.)*” Project fiche fully corresponds with main priority through number of activities.

Expected results include provision of housing, income-generation, free legal aid/assistance and dissemination of information relevant for refugees/IDPs.

Stabilisation and Association Agreement

The Stabilisation and Association Agreement (SAA) between the EU and Serbia was signed on 29 April 2008.

National Programme for Integration with the European Union (NPI)

Section 1.2.4. sets the adoption of the new Law on refugees, as well as continuation of implementation of National Strategy for Resolving the Problems of Refugees and Internally Displaced Persons as one of the state priorities.

National Plan for Approximation to the Acquis

N/A

National / sectoral Investment Plans

Poverty reduction strategy paper (PRSP)

PRSP priorities section 10.

The PRSP process represents an integral part of the continuation of economic reforms and the establishment of rule-of-law state and democratic institutions. Alleviation of poverty does not concern only material subsistence and the realization of human rights – it also includes the creation of equal opportunities for all in the field of employment, education, health care and social protection. The PRSP therefore focuses on the efficient implementation of the defined poverty reduction programmes, both across different sectors and in relation to the most vulnerable groups which have been identified.

Same strategy in section: *Activity Matrices /More Efficient Social Protection, Assistance to Vulnerable Groups/Related policies/strategies/activities* require “Increase access to those currently eligible but not participating through improving public relations/ communications campaigns and investigating the cost-effectiveness of streamlining administrative procedures”.

According to economic and social position, refugees and internally displaced persons belong to particularly vulnerable groups in Serbia, and compared to other vulnerable groups, Roma are the poorest and most vulnerable and project fiche will fully take in to consideration specific needs of this groups

National strategy for resolving the problems of refugees and internally displaced

The Strategy is a framework for generating initiatives and implementation of activities in connection with refugee and IDP issues. The return of refugees/IDPs, integration of refugees and IDP livelihood enhancement are contained in the Strategy as basic directions aiming at resolving problems of

refugees and IDPs. The Project fiche relays on Section 4 of the Strategy, “Legal, property and information aspects of integration and return”. The Strategy requires that media campaign and continuous informing should be undertaken in respect of all refugee and IDP issues (sections 4.1.2.2(7) and 4.2.2 (4), respectively) as a necessary precondition to its successful implementation. It further emphasizes (Section 4.2.1) that “[t]he international community must recognize, protect and return the rights to mobile property and real estate that the IDPs owned in Kosovo and Metohija pursuant to the established standards and norms of the international law, irrespective of current residence of the displaced persons. The right to property may not be conditioned by a physical return of the displaced”.

Sustanible Return and Subsistence Strategy

The Ministry for Kosovo and Metohija is in the final stage of preparation of the *Sustanible Return and Subsistence Strategy*. The aim of this strategy is to support the sustainable return of IDPs through the increased engagement of domestic and international state and non-state actors, to strengthen administrative structures and accountability mechanisms and to help support sustainable and socio-economic development of Serbian and other non-Albanian communities in province.

The Strategy foresees the implementation of different long-term projects for housing and income generation activities, development and strengthening of educational and health institutions, and undertaking of different community development initiatives.

National Investment Plan

This project is clearly linked with the *National Investment Plan* (NIP), a strategic national instrument intended to encourage the overall economic development of the Republic of Serbia. Specifically, one of the NIP’s strategic priorities is creation of conditions for sustainable economic development and poverty reduction in the country and support for return of IDPs to their places of origin.

Link with National Economic Development (NEDS) *Strategy* N/A

ANNEX V: DETAILS PER EU FUNDED CONTRACTS

1. Grants Contract (Call for proposals)

One call for proposals will be implemented to cover the following components:

a) Economic self reliance and improvement of living conditions

Grant contracts will be awarded to organizations that will be responsible for implementing the income-generation and housing component, i.e. income-generating activities and, improving housing conditions.

Specifically, the outputs will include the following:

- Delivery of 700 vocational/educational trainings
- Delivery of 500 sets for income-generating activities
- Delivery of material for 100 prefabricated houses
- Construction of 120 housing units in social protected environment

b) Sustainable return encouragement and facilitation

Grant contracts will be awarded to organizations that will be responsible for planning and implementation of outreach camping, as well as for supporting returnees' relocation, administrative issues and delivery of assistance kits to returnees.

Specifically, the outputs will include the following:

- Elaborating studies on sustainability of return for the proposed locations
- Conducting continuous public information campaign
- Organizing Go and See Visits (minimum 50 visits in total)
- Assisting minimum 350 persons in administrative and legal issues
- Delivery of assistance kits to minimum 200 returnee families
- Organizing 4 regional thematic workshops on return and migration

On the level of this Component, clear criteria for the Call for Proposals will be developed by the Commissariat for Refugees and Ministry for Kosovo and Metohija and approved by the European Commission Delegation in Serbia.

Follow-up, monitoring and evaluation of the activities supported by the grant funds will also be the responsibility of grant awardees, in cooperation with the Commissariat and the Ministry for Kosovo and Metohija.

Applicants for Grants will have to demonstrate that they have an active working partnership with the Commissariat and with the Ministry for Kosovo and Metohija, local governments, NGOs, other relevant stakeholders involved in addressing refugee and IDP issues and sound experience in implementation of similar actions within grants schemes

Grant will be awarded to the beneficiaries through the call for proposals in accordance with FR and PRAG.

The total amount for **economic self reliance and improvement of living conditions** is 5.938.750 EUR and it is envisaged that each grant ranges between 1 million EUR and 2 million EUR.

The total amount for **sustainable return encouragement and facilitation** is 3.071.250 EUR and it is envisaged that each grant ranges between 1 million EUR and 2 million EUR.

2. Service Contract

A service contract for Technical Assistance will be awarded for the implementation of Component 2 of the project. The team will be contracted to provide assistance to the Ministry of Labour and Social Policy in implementation of Component 2, which comprises managing the Grant contract for the social inclusion of IDPs in 20 municipalities, delivery of training to future care providers, and promoting new services.

This team will perform the following:

1. Completion of training needs analyses based on experience and know-how gained through the “Social Innovation Fund”;
2. Design, delivery and evaluation of training activities for relevant stakeholders at both State and local levels (based on accredited programmes for social assistance);
3. Prepare the technical documentation for the Call for Proposals for grants to municipalities within Serbia, based on clear criteria, developed by MLSP:
 - Previous participation and experience with the PLUS project activities and in the IPA 2008 project on community based social protection services;
 - Adopted strategic plans of social protection development in their municipal assemblies;
 - Number of IDPs.
 - Applicants for Grants will have to demonstrate that they have clear plan for implementation of the grant and to prove sustainability of the action. An active working partnership with the local centre for social welfare, NGOs and other relevant stakeholders will be essential;
4. Design and deliver public announcements of grant scheme (Call for Proposals);
5. Support follow-up and provide mid-term and final monitoring of grant activities and funds in each of the selected municipalities in Serbia, and elaborate technical and financial reports;
6. Develop and implement public awareness strategy..

3. Grant Contract (Call for proposals)

Social inclusion

Grant contracts within the scope of the Component 2 will be awarded to municipalities or clusters of municipalities where extended social protection services at the local level are established by municipal decisions and where services will be run by IDP staff who are users of social assistance (family social allowance).

Clear criteria for the Call for Proposals will be developed by the Ministry of Labour and Social Policy and approved by the European Commission Delegation in Serbia.

Specifically, the outputs will include the following:

- Supporting activities related to the construction or refurbishment of necessary facilities for the implementation of community based social protection services in at least 20 municipalities

Applicants for Grants will have to demonstrate that they have clear plan for implementation of the grant and to prove sustainability of action. An active working partnership with the local center for social welfare, NGOs and other relevant stakeholders will be essential.

Follow-up, monitoring and evaluation of the activities supported by the grant funds will be the responsibility of Ministry of Labour and Social Policy.

Successful grantees (municipalities) will be awarded grants ranging from Euro 50,000 to 150,000 Euro.