

Support to National Efforts for  
STRENGTHENING CAPACITY FOR INCLUSIVE LOCAL DEVELOPMENT IN SOUTH SERBIA

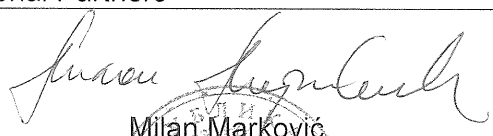

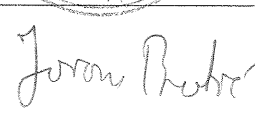
A UN JOINT PROGRAMME IMPLEMENTED WITH  
THE GOVERNMENT OF THE REPUBLIC OF SERBIA

Responsive to:

UNDAF Outcome 3.1 Sustainable development plans that effectively respond to the need of people, communities and promote rural development

UNDAF Outcome 3.7 Improved network of employment services and strengthened employment promotion policies

<p>Programme Title: Strengthening Capacity for Inclusive Local Development in South Serbia</p> <p>Programme Duration: 36 months</p> <p>Fund Management: Pass Through</p> <p>Lead Agency: UNDP</p> <p>Participating Agencies: UNICEF, ILO</p> <p>Administrative Agent: UNDP</p> <p>National Lead Partner: MPALSG</p> <p>National Partners: Government of the Republic of Serbia, Coordination Body, Commissariat for Refugees, Municipalities, NGOs, SCTM</p>	<p>Total Indicative Programme Budget: \$ 5,420,000 (UN ex. rate July 2009)</p> <p>Out of which:</p> <p>1. Planned resources:</p> <ul style="list-style-type: none"> <li>• Sweden – SIDA SEK 17,000,000</li> <li>• Swiss – SDC CHF 1,000,000</li> <li>• Norway NOK 11,000,000</li> <li>• UNDP BCPR US\$ 600,000</li> <li>• Government (in kind)</li> </ul>
--	---

UN Organizations and National Partners	
<p> William Infante UN Resident Coordinator in Serbia and UNDP Resident Representative</p> <p>Date &amp; Seal</p>	<p> Milan Markovic Minister of Public Administration and Local Self Government</p> <p>Date &amp; Seal</p>
<p> Judita Reihenberg UNICEF Country Representative</p> <p>Date &amp; Seal</p>	<p> Jovan Protic ILO Chief of Mission</p> <p>Date &amp; Seal</p>



# United Nations Nations Unies

## **United Nations in Serbia**

Project Proposal: Strengthening Capacity for Inclusive Local Development in  
Southern Serbia

July 6<sup>th</sup> 2009

## TABLE OF CONTENTS

<b>1. SUMMARY</b>	<b>3</b>
<b>2. BACKGROUND &amp; RATIONALE</b>	<b>5</b>
<b>3. PROPOSED PROGRAMME</b>	<b>13</b>
<b>4. PROGRAMME RESULTS</b>	<b>15</b>
<b>5. PROGRAMME DESIGN AND IMPLEMENTATION PLAN</b>	<b>19</b>
<b>6. KEY PARTNERS &amp; BENEFICIARIES</b>	<b>39</b>
<b>7. DEVELOPMENT PARTNERS IN SOUTH SERBIA</b>	<b>42</b>
<b>8. CROSS CUTTING ISSUES</b>	<b>43</b>
<b>9. MONITORING &amp; EVALUATION</b>	<b>44</b>
<b>10 RISKS &amp; ASSUMPTIONS</b>	<b>46</b>
<b>11. INSTITUTIONAL ARRANGEMENTS AND MANAGEMENT PLAN</b>	<b>55</b>
<b>12. INDICATIVE BUDGET</b>	<b>61</b>
<b>RESULTS FRAMEWORK</b>	<b>66</b>

## 1 Summary

South Serbia refers to the thirteen municipalities of the Pčinja and Jablanica Districts, two of which have majority Albanian populations, and all of which have minority Roma as well as IDP populations. The region faces a complicated matrix of adverse factors impacting on social cohesion and economic development. It is the poorest area of Serbia, has the country's only population of ethnic Albanians, and must contend with the legacy of recent conflict. Further, problems persist over inequalities, actual and perceived, between communities in South Serbia (including Serb, Albanian, Roma, and IDPs from Kosovo<sup>1</sup>), and between South Serbia and other parts of Serbia.

The UN plans to implement an integrated programme that responds to several fundamental issues currently impacting on South Serbia. With the aim of promoting socially cohesive and inclusive development process in partnership with national actors this joint UNDP-UNICEF-ILO programme is one of the two initiatives undertaken in South Serbia. The other initiative is the Programme Promoting Peace Building in Southern Serbia funded by the Millennium Development Goal Fund of the Spanish Government with UNDP acting as administrative agent of the fund.

Strengthening Capacity for Inclusive Local Development in Southern Serbia will be working across South Serbia to deliver targeted interventions to (1) enhance community cohesion and human capital, (2) improve provision and equitable access to public services, (3) strengthen economic development, and (4) improve migration management.

The programme will bolster policy development across intervention areas with a view to strengthen policy making capacity at both the central and local levels. In the long term this will contribute to more efficient spending of public sector funds invested in the region, as well as bolster a more coherent relationship between the central government and local government.

The proposed programme builds upon and expands the scope of work carried out previously by partner agencies work in South Serbia. It also deepens and is aligned to existing government strategies and international interventions, including opportunities created by the EU accession process. The programme further strengthens local and central institutional capacities to generate an **enabling environment** in which South Serbia can drive its own development and contribute to Serbian development as an active regional partner. This is a critical contribution towards mitigating the potential for re-emergence of conflict and for prosperity in the region.

The programme will be implemented over three years with a total budget of USD 8.8 million. A joint UN team consisting of UNDP, UNICEF and ILO, all operating out of a programme office based in South Serbia will manage programme activities.

To achieve this goal parallel support will be provided within the framework of the Programme Promoting Peace Building in Southern Serbia. UNDP, UNHCR, UNICEF, UN HABITAT and IOM will partner with the Government of Serbia, 13 municipal governments, the Coordination Body

---

<sup>1</sup> Autonomous province of Kosovo and Metohija under UN administration by the UN Resolution 1244/99

for South Serbia, civil society organisations, and the Centres for Social Work. Specific improvements in their capacity will be in policy-making and monitoring of gender sensitive, transparent and inclusive policy and strategy implementation, their ability and incentives to work in partnership, the establishment of sustainable youth clubs/institutions and peer education programmes. Results of this programme will be delivering to the Outcome 1 – Community Cohesion and Human Capital. Detailed description of the outputs to be delivered in the framework of the Programme Promoting Peace Building in Southern Serbia is described further in the document as well as coordination of management arrangements among these two programmes

## 2 Background and Rationale

### 2.1 Context: *Serbia*

The structural changes that took place in the 1990s resulted in large-scale job losses that, in turn, led to a substantial withdrawal of many workers from the labour force, high rates of unemployment, and an increase of employment in the informal economy. This has resulted in significant and widening regional disparities, worsening the labour market disadvantage of certain groups of the population – a problem reinforced by the marginalisation of minority groups, particularly in Serbia’s south.

EU accession is undoubtedly the single most important policy agenda for Serbia. In early 2008 Serbia and the EU signed a Stabilisation and Association Agreement (SAA). This is a positive development for stability and sustained economic growth in the Western Balkans and for Serbia. However, it also poses challenges for the country. Institutional and policy reforms are required, as is developing the capacity to absorb the significant funding that is and will continue to be available. These challenges are magnified in the country’s poor regions, while also presenting opportunities for development.

### 2.2. Context: *South Serbia*

**Overview** Social, economic and political dynamics in South Serbia – in which 90 percent of the Albanian population in Serbia lives<sup>2</sup> – have been significantly affected by the legacy of a low level insurgency in the municipalities of Presevo and Bujanovic in 2000-2001 linked to the 1998-1999 conflict in Kosovo<sup>3</sup>. The situation in the region was stabilized in 2002 following the set of measures brought by the Government embodied in the “Covic Plan”<sup>4</sup> which also included commitments by the Serbian government to promote social, political and economic recovery in the region.

The main achievements of the Covic plan to date has are threefold: i) a significant investment in the physical infrastructure of the Bujanovac, Presevo and Medvedja municipalities, ii) the election of an Albanian mayor in Bujanovac, and iii) the establishment of a multi-ethnic police force. However, there are still unresolved issues with regards to employment opportunities for all ethnicities from the region, particularly as the economic situation has not hav improved. Furthermore, representation of Albanians in state structures continues to be contentious.

Whereas some progress has been made by the Serbian government and international development partners, continued stabilisation efforts are still needed to address latent tensions and polarisation between ethnic groups at a local level. A renewed pro-European perspective in central government offers opportunities in South Serbia for development and introduces a previously lacking impetus for efforts to support long-term peace. It also strengthens the “pull factor” for actors in the region to work in cooperation across ethnic lines in order to access development funding, such as the Instrument for Pre Accession (IPA), other EU instruments, the National Investment Plan (NIP) and other national funding streams.

**Administration structure and population** The region of South Serbia is administratively divided into two Districts (Jablanica and Pčinja), with thirteen municipalities (See map appended in annex 1), and has a population of approximately 470,000 people. This corresponds to a NUTS5 level 2 region in

<sup>2</sup> Not including UNMIK Kosovo

<sup>3</sup> Autonomous province of Kosovo and Metohija under UN administration by the UN Resolution 1244/99

<sup>4</sup> This refers to Nebojsa Covic who as Deputy Prime Minister at the time took the lead in government during the negotiation and subsequent rehabilitation process.

<sup>5</sup> Nomenclature of Territories (NUTs) is an EU statistical mechanism for dividing up regions.

line with EU criteria. According to the 2002 Census, more than 12 per cent of the population of the region belongs to the Albanian minority – living mostly in the municipalities of Preševo, Bujanovac and Medvedja – and 4.7 per cent is Roma<sup>6</sup> (see Box 1 below for comparative population data). There are also 18,000 IDPs living in the region<sup>7</sup>.

**Box 1. Comparative Population data - Jablanica and Pčinja Districts**

- According to the 2002 Census, national minorities accounted for 17% of the population of Serbia. The largest minority is Hungarian (3.9%), followed by Bosnians (2.2%) and Roma (1.4%). However, the Roma population is estimated to be larger than that reported by official statistics, with more than a third of it made up of children less than 15 years old. The Albanian population accounts for 0.8%.
- The Albanian population is mostly concentrated in the Pčinja district (88.8% of the Albanian population residing in Serbia), the Jablanica districts (4.6%) and the City of Belgrade (2.4%), and in other districts (4.2%).
- The Roma population is more widely dispersed. However, the highest concentrations can be found in the City of Belgrade (24.2%), Jablanica (12.5%) and Pčinja districts (15.2%).

*Source: RSO, Statistical Yearbook 2007 and Municipalities of Serbia 2007*

**Economy** South Serbia is one of Serbia’s least developed regions; the strong economic growth experienced elsewhere in recent years (averaging 5.7 percent annually at a national level) has not been seen in the region. Despite the overall decline of the poverty rate in Serbia from 14 percent in 2002 to 6.6 percent in 2007, poverty in South Serbia remains much higher (upwards of 18 percent in rural areas), and poverty rates have remained stable between 2002 and 2007<sup>8</sup>. Figures on human development also highlight the large differences that exist between South Serbia and the rest of the country<sup>9</sup>. The situation is illustrated well by the fact that even the wealthiest municipality in the region, Vranje, has less than 90 per cent of the average national income per capita. The poorest municipality, Preševo, in South Serbia is the poorest in the country. Although the region is home to 6.4% of Serbia’s population, it accounts for 18% of the country’s poor<sup>10</sup>.

Municipality	national income 2005 (Serbia = 100)
Preševo	14.0
Medveđa	16.9
Bosilegrad	21.4
Vlasotince	24.8
Trgoviste	26.7
Bujanovac	27.8
Lebane	29.7
Vladicin Han	31.8
Surdulica	38.1
Bojnik	40.4
Leskovac	49.2
Crna Trava	53.7
Vranje	88.3

To date, the National Investment Plan (NIP), which was established to redress the imbalance in economic development in Serbia, has not fully addressed imbalances in the South Serbia; of Serbia’s 25 districts Pčinja and Jablanica were allocated least funds<sup>11</sup>.

**Employment** Compared to the national unemployment rate (currently at around 20%), the situation is significantly worse in South Serbia with overall unemployment at 38.2 percent in Pčinja district and 43.1 percent in Jablanica district. Women in South Serbia make up 39 percent of the labour compared with 43.5 percent nationally. However, women account for only 25 percent of employees in Presevo and 15 percent in Crna Trava. They generally occupy lower positions and are paid significantly less.

<sup>6</sup> Due to under-reporting of births, the actual number of Roma living in the area is estimated to be much higher.

<sup>7</sup> Source UNHCR internal reports

<sup>8</sup> Republic Statistical Office, *Living Standard Measurement Study Serbia 2002–2007*, Belgrade, 2008.

<sup>9</sup> Refer to the Human Development Report for Serbia 2005 Human Development Index rankings where for the total 25 Districts of Serbia Jablanica and Pcinja are ranked 21<sup>st</sup> and 25<sup>th</sup> respectively.

<sup>10</sup> Republic Statistical Office, *Living Standard Measurement Study Serbia 2002–2007*, Belgrade, 2008.

<sup>11</sup> Source internal UNDP study.

Educational attainment is a strong determinant of both labour market status and poverty risk. Individuals with no education or uncompleted primary education have the largest poverty index (18.7 per cent in 2007), experience higher inactivity and unemployment rates as well as lower employment rates. In turn, households with inactive and unemployed members have poverty indexes of 11.1 per cent and 12.2 per cent, respectively.

Efforts to improve the skills based of the labour force in South Serbia are weak; in 2007, the share of registered unemployed who participated in the vocational training programmes conducted by the National Employment Service (NES) was 1.2 percent of all registered unemployed in Jablanica District and 0.5 percent in Pčinja District<sup>12</sup>.

**Box 2. Economic and employment indicators - Jablanica and Pčinja Districts**

- In 2005, the per capita income in the municipalities of the Jablanica and Pčinja Districts ranged from 14% (Preševo) to 88% (Vranje) of the national average.
- In 2006, the share of public expenditures per inhabitant in the Jablanica and Pčinja Districts amounted to 28% and 28.5% of the national average.
- In 2006, the registered unemployment rate was 45 per cent in the Jablanica District and 43.6 per cent in the Pčinja District, compared to a registered unemployment rate for Serbia of 31.1 per cent.
- The Statistical Office reports that in 2006 the share of the population employed in the Jablanica and Pčinja Districts was around 55%, compared to a national rate of 68.8%.
- According to the 2002 Census, the percentage of the population with no education or uncompleted primary education was 31.5% in the Jablanica and 27.1% in the Pčinja Districts. The share of the population with completed primary education was 21.9% in Jablanica and 31.5% in Pčinja.
- The percentage of the population with secondary education was 33.7% in Jablanica and 28.1% in Pčinja, while slightly over 6% had higher education (6.8% in Jablanica and 6.7% in Pčinja).

*Source: RSO, Statistical Yearbook 2007 and Municipalities of Serbia 2007*

**Migration** There have been major changes in the population structure of municipalities in South Serbia. Both Leskovac and Vranje have seen significant gains in population, whereas many of the smaller, more rural municipalities, such as Bosilegrad, Trgoviste, Crna Trava and Medvedja, have experienced massive emigration flows of younger and better educated individuals, who have moved to urban centres in search of better employment opportunities (see table below).

**Table 1: Demographic trends in the Jablanica and Pčinja Districts (1953-2002)**

	1953	1961	1971	1981	1991	2002
<b>JABLANICA DISTRICT</b>	<b>244128</b>	<b>254855</b>	<b>260983</b>	<b>262531</b>	<b>251301</b>	<b>240923</b>
Bojnik	22329	20838	18801	16246	14341	13118
Vlasotince	35355	35625	36002	35863	34029	33312
Lebane	28062	27579	28229	27836	26722	24918
Leskovac	121311	134250	147487	159001	159478	156252
Medvedja	24300	24244	20792	17219	12953	10760
Crna Trava	12771	12319	9672	6366	3778	2563

<sup>12</sup> *Source: Republic Statistical Office, Living Standard Measurement Study Serbia 2002–2007; Statistical Yearbook 2007; Labour Force Survey, various years, UNICEF Multiple-Indicator Cluster Survey (MICS), 2005*



PČINJA DISTRICT	220910	222520	230375	238753	241999	227690
Bosilegrad	19751	18368	17306	14196	11603	9931
Bujanovac	36810	39064	43522	46689	49238	43302
Vladičin Han	25927	26074	25231	25441	25020	23703
Vranje	62659	65367	72209	82527	85591	87288
Preševo	24607	26738	30057	33948	38943	34904
Surdulica	35578	32505	29494	27029	24489	22190
Trgovište	15578	14404	12556	8923	7115	6372

Reliable data on internal and external migration patterns is limited<sup>13</sup>. However, available information shows that there are three types of migration patterns in the region, mostly determined by poor employment opportunities:

- The first is permanent migration of people from the smaller and more rural municipalities to larger towns in the region and elsewhere in the country. The drivers of this migration are access education and the search for better opportunities and standards of living. Half of these migrants have lived in poverty.<sup>14</sup>
- The second is circular migration, with workers from South Serbia moving throughout Serbia and to neighbouring countries to access seasonal work. This includes construction workers seeking employment in other cities of Serbia and in Montenegro and Roma workers moving to Vojvodina to access agricultural seasonal work.
- The third is emigration to other countries in the European Union and beyond. For example, there is a significant Albanian population from the region in Switzerland, as well as large numbers of Serbs living in Italy.

There is limited data on international migration<sup>15</sup>, particularly with respect to data on readmission and returns. Research is required to investigate what are the actual numbers of people returning from Western Europe, and what their priority needs are once they have returned. Furthermore collaboration with different embassies of Western Capitals is required in order to obtain data on the number of people that they know have returned or who will be returning.

Declining fertility rates and migration flows have demographic impacts in Serbia.<sup>16</sup> Migration mostly involves young and educated men, leaving behind women, children and older persons. On the positive side, the inflow of remittances contributes to poverty reduction and to the improvement of living conditions of households having one or more migrant workers. These remittances, however, are mostly channelled to support household consumption and are rarely invested in productive activities.

<sup>13</sup> Discussions with a German NGO working with readmissions indicate that as few as six families have returned voluntarily from Germany in the last year. Whereas as the numbers quoted in Germany of potential returnees are significantly higher

<sup>14</sup> Source World Bank Livelihood Survey 2007

<sup>15</sup> Discussions with a German NGO working with readmissions indicate that a few has six families have returned voluntarily returned from Germany in the last year. Whereas as the numbers quoted in Germany of potential returnees are significantly higher

<sup>16</sup> According to the 2002 Census around 414, 800 people from Serbia and Montenegro lived abroad.

**Municipal Services** Significant progress has been made in the delivery of Municipal services in South Serbia due to the activities of the MIR2 programme and other initiatives. This includes significant progress in the development of municipal strategic plans and their implementation. In addition municipalities have begun to realize that issues such as water supply and waste management must be addressed on a regional basis and several regional infrastructure projects are at differing stages in their development.

However, numerous weaknesses remain at municipal level, particularly financial management and spatial and urban planning. Poor financial management inhibits the ability of municipalities to deliver required services and invest in necessary infrastructure. Poor urban planning causes difficulties for both citizens and private enterprises to obtain building permits and planning permissions, restricts investment and the overall income collection potential of local governments.

Furthermore, the infrastructure and investment needs of South Serbia are great due to historical underinvestment. Although there is significant national funding through the National Investment Plan and other mechanisms, accessing these funds has proven difficult for local municipalities.

**Access to public services** Access to public services in South Serbia is particularly difficult for children and youth. This is particularly true for Roma children who are not receiving their basic entitlement to medical health care, education and social protection. This is partly due to the fact that many children are not registered at birth. Birth registration is the single basic requirement to obtain subsequent access to public services.

Research shows that the key obstacles to achieving universal birth registration for the Roma are in time-consuming and complicated procedures for the registration into civil registry books, difficulties in registering permanent residence, and/or lacking awareness among parents of the importance and benefits of registration of children at birth.

Health care workers do not have sufficient knowledge of the factors influencing behaviors that are related to health condition of Roma population. On the other hand vulnerable groups, some times do not have enough information, communication skills and lack capacity to overcome the obstacles.

Project implemented by Ministry of Health introducing Health mediators, is a step that should facilitate of the described problem. 7 out of 15 mediators engaged so far, are working at the Health centres in the South Serbia: Bojnik, Leskovac, Lebane, V. Han, Surdulica, Vranje and Bujanovac.

The quality of health services provided is an additional barrier to access. Health services do not fully respond to the needs of the population, particularly marginalised families, children and adolescents. There is much scope to improve antenatal care, nutrition, prevention and treatment of diseases including those linked to risk taking behaviour amongst adolescents, as well as in the areas of newborn care, prevention and response to violence against and among children. Services are either not developed or not adequately tailored to the specific needs of ethnic minorities and marginalised groups. Fundamentally, the lack of equitable access to public services reflects a lack of institutional accountability and compliance with legislation – a key issue for the recently established Ombudsperson office in Serbia.

**Education** In the municipalities of Bujanovac, Medvedja, and Presevo, there is a total of 8,000 children of primary school age enrolled in primary schools and about 1,600 children of preschool age (0-6) enrolled in kindergartens. Ethnic Albanians make up 26% of the population in Medvedja, 54% in Bujanovac and 89% in Presevo<sup>17</sup>. Ethnic Albanian children in Bujanovac and Preševo (approximately

<sup>17</sup> Republican Office of Statistics, Municipal Yearbook 2006

5,500 children of primary school age) are educated in separate, Albanian language schools. A key problem the schools face is in obtaining approved Albanian language textbooks that conform to the standard school curriculum for Serbia. This is a complex issue and not just related to availability of funding for translating the relevant text. There is a need for engagement at the central level where high level advocacy and lobbying is required.

Furthermore, the majority of Albanian children are educated in Albanian, speak Albanian as a mother tongue at home, and are therefore not learning Serbian. This is particularly true in Presevo, which has a predominant ethnic Albanian population, allowing less opportunity for inter-ethnic interaction amongst young people outside of school. The problem is compounded by little aspiration to learn Serbian by young Albanians, and a generally low quality of instruction in Serbian – a compulsory subject. Further and higher education can also be problematic for young Albanians, who do not have the opportunity to continue their education in the Albanian language in their home region and do not have the necessary language skills in Serbian required for studying in that language. As such, in terms of further education the vast majority of Albanian students look towards institutions in UNMIK Kosovo, Macedonia or Albania rather than the Serbian higher education system.

About 95% of children enroll into primary schools compared to 66% for Roma. Disaggregated data for Roma are not available but looking at children in rural areas, like South Serbia, 82% enroll out of which 78% girls and 82% boys. Roma children also have a very high dropout rate from primary schools, with only 28% of children completing primary education<sup>18</sup>. Roma children face discrimination, language barriers, inappropriate school readiness and enrolment in schools for children with special needs, lack of motivation due to poor opportunities for post primary education and family pressure, resulting in low enrolment rates and extremely low completion rates.

There are also important migration dimensions to education with different forms of migration affect the continuation of and attainments in education. These include migration to urban schools of children from rural areas after the completion of grade 4, migration of families during the school year due to seasonal work, and the repatriation of families from Western European countries. Due to gaps in knowledge a high percentage of migrant children underachieve and drop out before getting any qualification. For example, UNICEF assessments of students' achievements show that children from multigrade remote schools<sup>19</sup> lag one school year behind their peers. In order to continue their education in the upper grades of primary schools they have to travel or walk from 2 to 16 km. This is the turning point where a large percentage of children, especially girls, drop out of school. The trend of depopulation of rural areas, the increase of a number of unemployed in towns, the pressure on local overcrowded schools associated with an increase in poverty are typically seen in the most undeveloped municipalities.

**Gender** The position of the women in the labour market in Serbia has worsened since the early 1990s. The rate of economic activity of the whole population has dropped, but women have found themselves particularly disadvantaged - Serbia has the biggest gap between the unemployment rate of men and women in the whole of Europe. In the economic sphere the unemployment rate amongst women also depends on various factors such as age, level of education, geographic location, ethnicity or disability. The long-term unemployment of a large number of women is a special cause for concern, as is the fact that there are a lot of women engaged in non-paid labour as “helping members”, particularly in agricultural activities. A lack of vertical mobility for women is apparent in the majority of sectors. The

---

<sup>18</sup> Multiple-Indicator Cluster Survey 2005 (MICS), UNICEF

<sup>19</sup> About 17% of all primary school children live in remote rural areas and attend small schools with only four grades and mainly with multigrade classes.

economic inequality between women and man is particularly visible in the salary gap which keeps increasing, and as the labour force moves more to the private sector, this tendency will continue.<sup>20</sup>

A high percentage of women are victims of gender based violence. Research conducted by NGOs implies high prevalence rates of domestic violence – every third adult woman reported physical violence.<sup>21</sup> In addition to this, women are underrepresented in decision-making bodies in Serbia – in municipal assemblies, the National Assembly, the Government of Republic of Serbia and highest decision making positions in economy and thus have less social and political power to influence policy making.

There is lack of statistical data on position of women belonging to marginalised groups – such as Roma women, Albanian women, rural women, single mothers, women victims of violence; these groups of women are specifically vulnerable since they are faced with lack of social and political power. Women belonging to marginalised groups are thus faced with double marginalisation and their position within the marginalised group is often worse than that of men. There is a low level of data available on position of women in the rural areas. There is recent data available on women in the status of family helpers in Serbia.<sup>22</sup> They are persons in family businesses (mostly agriculture) without being paid for the work done. While this category of active persons is vanishing in the EU (0.9% of the total employment), according to 2007 Labour Force Survey family helpers account for 6.7% of the total employment in Serbia. Most of them are women (74%), and overwhelming majority of helping household members (93%) is engaged in agriculture (Republic Statistical Office, Labour Force Survey Report, 2006).

The research has shown that generally unfavourable social position of women from the target group is strongly determined by the overall unfavourable position of agricultural households, especially of those with little land in their possession. Agricultural households without land or with property of up to 1.5 ha constitute 71% of the category of poor population (2007 Living Standard Survey). In the context of such a socio-economic position, women with the status of helping members of households are additionally underprivileged due to prominent gender inequalities. Agricultural estates are most often not registered in women's names, women do not make decisions on agricultural production, do not get paid for the work done, do not have health or pension insurance. In addition 75% of these women work more working hours than what is defined in the labour law and more than 5 days per week.

Since there is low level of data and research available on position of women in the South of Serbia, one of activities in the beginning of project implementation will be conducting a gender assessment with formulation of recommendations for the improvement of position of women in municipalities of South of Serbia. Recommendations will be formulated for gender mainstreaming for project implementation phase.

**Youth** Young people from different ethnicities in South Serbia face numerous challenges, particularly a legacy of conflict and resultant isolation from mainstream society and lack of interaction in the region. In addition to the employment and education issues indicated above, there is also a lack of opportunities or mechanisms for young people to participate in actively shaping and developing their society.

Although some steps have been taken to address these challenges, such as the municipal level Youth Office structure proposed by the *National Youth Strategy*, these need to be programmatically strengthened throughout the region. This is particularly important in multi-ethnic areas, in order to

---

<sup>20</sup> The Position of Women On the Labour Market in Serbia, UNDP and Gender Equality Council, 2006

<sup>21</sup> Nikolić-Ristanović, Vesna, Ed. (2002). Domestic violence in Serbia. Belgrade: Victimological Society of Serbia and Prometej. (in Serbian)

<sup>22</sup> SECONS (2007) The position of women in the status of family helpers.

facilitate the engagement of young people as active agents in addressing prejudice and discrimination. The MoYS has opened so far (October 2008) 48 youth offices in the country and is planning to open 32 more. In the municipalities targeted by the project they exist in Bojnik, Lebane, Crna Trava, Bujanovac, Vranje and Surdulica

**Civil Society** There are very few NGOs registered and active in South Serbia. The most active NGOs are in Vranje and Leskovac, with some in Bujanovac and other municipalities (the majority of which were formed following the end of the conflict in 2001). NGOs largely engage in a restricted set of activities, focusing on basic civil society capacity development activities, public advocacy, and inter-ethnic dialogue. These activities are under-coordinated and could be more effective in supporting stability and development in the region if deficits such as a lack of strategic vision and human capital are addressed. Further, civil society impact is impeded because its stronger elements, particularly NGO's, are not based in nor enjoy strong buy-in from the neediest communities. As a result, NGO's lack capacity or strategic focus to perform the core functions of civil society: to facilitate or push for inclusive social, economic and political development through grass roots activism, contribution of expertise to policy development, or issue based research, documentation and lobbying.

Equipped with stronger human capital and closer professional links to local government and institutions, there is significant potential for civil society to support local government across ethnic lines in lobbying for equitable rights and services at national level, facilitating greater minority participation and integration, and conduct outreach at a local level to encourage cross-community buy-in to municipal institutions. Further, youth run and oriented NGO's also offer strong potential for contributing to improved services and opportunities for young people, particularly in terms of more pervasive, effective dialogue initiatives.

As elsewhere in Serbia, there are many citizens' associations registered, mainly by groups of citizens with common interest such as beekeeping, hunting or groups of people with disabilities. There is significant scope to expand citizen's associations' role in advocating for the needs of special interest groups, and thus improving links to and confidence in local government.

### **UN agency engagement in South Serbia**

**UNDP** has implemented several programmes in South Serbia since early 2000, including MIRI July 2003 – September 2005 and UNDP MIR II December 2005 – December 2008. The Municipal Improvement and Revival Programme (MIR) is designed to contribute to the government sector of decentralisation and municipal development. This Action is the second phase of a programme which begun in 2003, with a geographical focus on southern Serbia. MIR Phase II builds on the achievements of Phase I in terms of confidence building, poverty reduction, municipal infrastructure development and change in behaviour of municipal officials. The overall objective is *to contribute to the implementation of the Law on Local Self-Government by strengthening local good governance in southern Serbia in terms of delivery of services to citizens and local and inter-municipal stewardship of social and economic development*. The programme purpose is that *southern Serbia municipalities, individually and jointly, plan and take strategic action to achieve the sustainable economic and social development of the region and to fulfil their obligations to citizens*. Activities under MIR Phase II are organised under four main components: i) Inter-municipal Co-operation for Development, ii) Municipality Strategic Planning for Development, iii) Improved Municipal Management and Administration and iv) Improved Delivery of Municipal Administrative Services (UNDP is also implementing a sister programme in South West Serbia (PRO) since July 2006 – with PROII launched in May 2007.

UNICEF has supported the development and the implementation of Local Plans of Action (LPA) for children in 21 municipalities, as an effective approach for community and children/youth participation. In the same municipalities, and at national level, UNICEF supported the institutionalization of the DevInfo software to improve monitoring mechanisms and use of data for evidence base programming and policy development. In 11 of the poorest municipalities in Serbia inclusive education programmes are implemented through Development Education Centres (preparatory programmes for pre-school children and compensatory/catch up classes for primary school children). UNICEF also assists the establishment of youth activists' groups/clubs and peer education/communication programmes. It supports the Juvenile Justice System Reform shifting the approach from retributive towards restorative justice and emphasizing use of mediation for children in conflict with the law. UNICEF and UNHCR are also currently implementing a Universal Birth Registration for Roma Children programme which will include 20 municipalities in Serbia including four in South Serbia (Vranje, Lebane, Vladicin Han and Bujanovac)

The ILO in South Serbia has implemented a programme that aimed to promote reconciliation of communities through a local economic development approach that focused on fostering employment opportunities for disadvantaged groups. At national level, the ILO provides technical assistance to the Ministry of Economy and the National Employment Service (NES) on: i) employment and youth employment policy development, ii) design, monitoring and evaluation of ALMPs targeting disadvantaged youth, iii) development of policy for employment of persons with disabilities.

### 3 Proposed Programme

Programmes in South Serbia require a broad cross-sector approach that works with and through local institutions to address the range of interrelated strategic priorities in region. This joint UNDP-UNICEF-ILO programme enables the partner agencies to build upon and expand previous work to reduce the discrepancies that currently exist between Jablanica and Pcinja Districts and the remainder of Serbia. Towards this goal, agencies will work together to: (1) enhance community cohesion and human capital, (2) improve provision and equitable access to public services, (3) strengthen economic development, and (4) improve migration management.

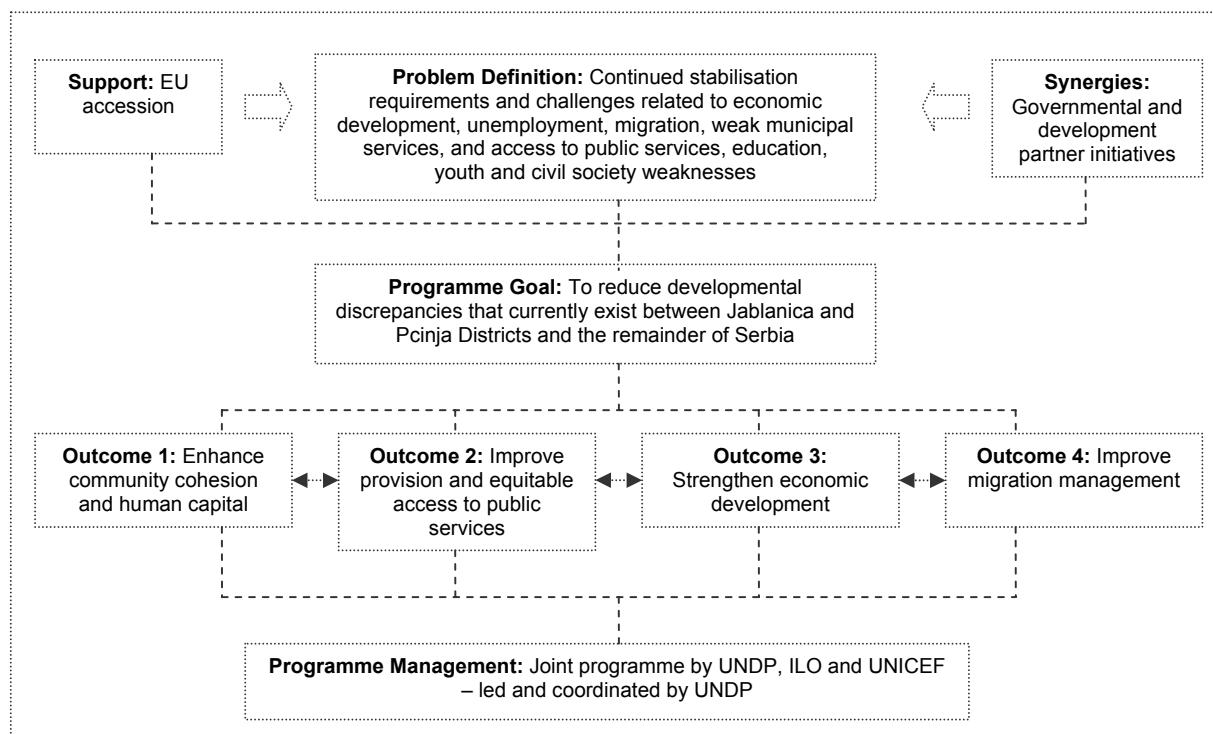
Building on existing strategies and interventions, this joint programme, framed on the above outcomes, intends to support institutional capacities to generate an **enabling environment** in which South Serbia can drive its own development and contribute to Serbian development as an active regional partner. This includes accession to the EU, to which South Serbia could otherwise be a significant drag factor. The goal is to form a comprehensive and long-term partnership of local institutions that guide the development of the region and mitigate factors with potential to fuel the re-emergence of conflict.

The joint UN agency programme will work across the thirteen municipalities of Jablanica and Pčinja, an area consistent with the government's recently approved Regional Development Strategy. This makes it possible for programme partners to work with the key regional agencies and with municipal actors to enable local actors to direct and drive development in South Serbia. It provides opportunities to encourage local municipalities to work jointly, across ethnic lines, in pursuit of joint interests, particularly in accessing central government (NIP) and EU (IPA) regional development funding sources.

The different pillars of the programme will be sequenced and linked to facilitate overall implementation, depending on specific local circumstances, opportunities, and sensitivities. Although the focus of the programme is on the local level, time will be invested in engagement with central government to strengthen their policy making capacity towards the region.

The joint programme is aligned to the United Nations Development Assistance Framework (UNDAF) priorities that envisage the promotion of social inclusion, capacity building and local economic development. It will be led by UNDP and coordinated from a joint-UN agency office based in South Serbia.

NOTE: Outputs are defined in the Results Framework, and measurable indicators specified in Section 8, *Monitoring and Evaluation*.



## 4 Programme Results

### 4.1. Overview

The overall objective of the programme is to reduce the discrepancies that currently exist between Jablanica and Pcinja Districts and the remainder of Serbia. This will be achieved through the following outcomes:

**Outcome 1** - Community Cohesion and Human Capital: Communities in South Serbia are stronger, more integrated, and better able to reduce inter-ethnic tensions and conflict risk.

**Outcome 2** - Public Services: More equitable and improved access to public services and welfare benefits (including basic registration documentation, health and education)

**Outcome 3** - Economic Development: Increased overall economic prosperity of the region, and reduced discrepancies in wealth and employment between ethnic groups, and with other parts of the country.

**Outcome 4** – Migration Management: Migrants from the region fully participate in the social and economic life of the region and thereby contribute to the development of their wider communities and Serbia's EU integration aspirations.

The programme will contribute to the achievement of a number of Millennium Development Goals: MDG 1 (eradicate extreme hunger and poverty), MDG 2 (achieve universal primary education), MDG 3 (promote gender equality and empower women), MDG 4 (reduce child mortality) and MDG 8 (develop a global partnership for development).

### 4.2. Outcomes

**Outcome 1** The programme will partner with the 13 municipal governments in the Pčinja and Jablanica Districts, the Coordination Body for South Serbia, the Ministry of Youth and Sport, Youth offices, local schools, Centres for Social Work (CSW) and civil society organisations.

The programme will increase the partners' capacity to engage in policy-making and to monitor policy and strategy implementation. As a result of this capacity development, government and other local institutions including Youth offices will have increased ability to deliver services to all groups, confidence in institutions will be increased and interethnic dialogue strengthened. The institutionalisation for youth programming will be increased through support to Youth offices and youth programmes within Youth centres. This will be achieved also through a grants programme that funds specific activities and strengthens the link between local government, the civil society sector and youth. There will also be specific initiatives supporting youth groups and peer education.

There will be more partnerships, both between local organisations and communities, between local and national organisations, among different ethnic communities, young people and adults. These outputs will collectively strengthen participation and contribute to creating an enabling environment in south Serbia for sustainable development and economic growth.



*Programme Promoting Peace Building in Southern Serbia that will be implemented in paralel with this programme will also contribute to this outcome. Implementation of the Programme Promoting Peace Building in Southern Serbia will enable achievement of the following outputs:*

*Output 1.1 Enhance political participation of women and ethnic minorities in South Serbia*

*Output 1.2 Inter-ethnic understanding and collaboration among adolescents and young people strengthened*

*Output 1.3 Strengthening capacities of local self governments, institutions and civil society to engage on conflict / violence prevention planning through participation, dialogue and partnerships for improved safety*

*Output 1.4 Displacement eliminated through multi-faceted dialogue; improved livelihoods and living conditions for IDPs (especially female IDPs); reduced risk of inter-ethnic tensions*

**Outcome 2** The programme will partner with the 13 municipal governments in the Pčinja and Jablanica Districts, the Ministries of Education and Health, the Ministry of Youth and Sport, the Ombudsperson Institution, schools, and health care providers.

The programme will improve capacities to deliver services in accordance with citizens' entitlements by law, and improve capacities of municipal administrations to develop, implement and monitor policies benefiting all citizens, regardless of ethnicity, buttressing the effectiveness of outputs under outcome 1 and institutionalising improvements in government-citizen confidence.

The planned activities will benefit nearly 90,000 children of pre-school and primary school age in the thirteen Pčinja and Jablanica district municipalities (of whom around 17,000 are ethnic Albanian, 5,000 are Roma, a limited number of Bulgarian and migrant children) developing local capacity to sustain the outcomes from this and other development interventions in South Serbia over the long term. Teachers in primary education will be enabled to apply child-centred education for all children and to develop and implement cross-curricular and extra curricular school based programmes (with a special focus on girls) for promotion of intercultural education and dialogue, materials in the Albanian language will be provided, and a 20% reduction in dropout rates amongst Roma children will be achieved.

Parents associations will be strengthened to take a more active role in improving partnerships between the schools and the communities thus resulting in stronger partnerships between these two entities. Assistance will be provided to schools to develop curricula, individuals to assist migrant children to catch up, and to teachers and school administration for implementation of curricula. The training of teachers in multi-grade classes to apply child-centred education will be aimed at improving the quality of teaching in order to increase students' attainments.

In the municipalities which are more rural, UNICEF will support the development of a School as a Centre for Community Development (i.e. the extension of the role of the school to other educational functions and social and community services). This should prevent the closing down of small rural schools and reduce the migration of families to nearby towns due to lack of education opportunities for their children. UNICEF piloted this programme in Sjenica municipality within the LPA and Optimisation of the School Network Programme.

The programme will work with schools, parents and local authorities to ensure that all children (especially ethnic Albanian, Roma and migrant children) have birth documentation and other necessary personal documents. This, in addition to research and development of a health care package will result in an adequate health services being made available to all families, including those from ethnic minorities, living in the region. Birth registration will not only enable access to health (in Serbia children under 16 are by law entitled to free health care whether they have the required documentation or not) but also to education and social protection.

**Outcome 3** The programme will work in partnership with the local branches of the National Employment Service (NES) and the Regional Development Agency (RDA) –key institutions for strengthening local economic and employment development.

The programme will work with and through the NES to develop its capacity to deliver employment services and active labour market programmes targeting to the most disadvantaged groups of the population. The local employment offices will also receive technical assistance to better detect the needs of the labour market through employers' and skills surveys.

The RDA will be supported to develop capacity to better identify, prepare and implement key infrastructure projects that will encourage business growth and facilitate investment, and to access regional development funding sources, through instruments such as the IPA and NIP.

Strengthening the capacity of the RDA and NES in this way will contribute to achieving capacity-development priorities as set out in the 2009 Accession Partnership. The Accession Partnership agreement specifies the importance of reinforcing central and local government linkages, introducing statistical nomenclature of territories (NUTS classification) and developing the **absorption capacities of institutions** at a regional (NUTS) level to better use EU co-funding (through the IPA, and other instruments) and help address territorial inequalities through their local agency.

**Outcome 4** The programme will ensure that migration considerations are reflected in all programme outcomes. The focus of the migration management component will be on addressing the migration management capacity of the different municipalities in the region. Emphasis will be placed on improving access to administrative services and integration of migrant needs in planning procedures that the local government is responsible for. The final result here will be to lessen negative impacts and productively deploy the benefits that migration has upon the people of the region.

### **4.3. Impact on EU Accession readiness**

In addition to the results and development of important capacities, the programme addresses a number of strategic pre-accession priorities set out by the EU in the European Partnership. Thus it contributes to Serbia's preparedness for the accession process.

Contributions to short term priorities set out in the European partnership are in the field of public administration, particularly to:

- (a) the establishment of a fully functioning ombudsperson's office;
- (b) implementation of the strategies and action plans relevant to integration of Roma, including returnees, which are in line with the new Strategy for Roma Inclusion that is currently being finalized

(c) strengthened efforts to promote good inter-ethnic relations, including measures in the field of education;

In the field of social and economic rights:

(d) improved protection of women's and children's rights.

Strategic mid-term priorities set out in the European Partnership contributed to by the programme are:

- (a) the development of human resources in the civil service, strengthen the policy-making and coordination capacity of the public administration at local levels, and ensure the resources for local governments;
- (b) developing mechanisms that will provide skills which foster employment opportunities and long-term economic growth;
- (c) increasing school enrolment rates at secondary level of children of all communities, further development of social inclusion and social protection policies; and
- (d) Ensuring a functioning and representative social dialogue.

Activities of the Programme described in this document address numerous short and mid term priorities outlined in the National Plan of Integration (NPI) adopted by the Serbian Government in 2008. In addition, the Programme will support implementation of the national developmental priorities as spelled out in the Sustainable Development Strategy, the Strategy for Regional Development, the Strategy for Economic Development, the PRSP, the Public Administration Reform Strategy.

The Programme is therefore designed as the direct response to the issues identified in the Serbia 2008 Progress Report.

## 5 Programme Design and Implementation Plan

Programme implementation will be managed by joint-UN office in the region and draw upon the knowledge and experience that was established by the previous initiatives of UNDP, UNICEF and ILO in South Serbia. Programme activities will be implemented through a coordinated, joint agency programme, but where each output will be implemented by one of the partner UN agencies.

**Ownership:** Each output was designed through a genuine partnership and involvement of the partners from the Government of Serbia and the stakeholders from South Serbia. This approach ensured that the programme is nationally owned and that the specific national, local and regional priorities have been targeted.

Ownership is the exercise of control and command over development activities. The JP has been designed to further enhance the national ownership, at the same time to ensure long terms sustainability of developed capacities. Namely, the JP will work to enhance commitment of all the stakeholders from the region to the project objectives, and the same time support local stakeholders to translate its commitment into effective action. In order to ensure ownership, the JP will consider several steps:

The Programme, starting from the inception phase, will promote *ownership of ideas and strategies for inclusive development in South Serbia*. This will further build and expand on the strategies and policies already existing in the region including, at the same time establish links with the national strategies and policies that strive for inclusive development.

Second, the JP will facilitate *national ownership of processes* that will lead to inclusive and sustainable development in South Serbia. . This aspect is particularly important for the implementation of tasks and activities that will lead towards the achievement of inclusive development of the region. Therefore, national stakeholders will assume full responsibility of all the processes within the programme, starting from the planning activities through implementation and sustainability of results.

Third, *ownership is related to resources*. The JP programme will consider variety of resource contributions – from political ones that create space and need for this intervention, to financial, human and technological inputs. Resources deemed required for successful implementation of activities, hence for achievement of inclusive development in the region, will come from municipalities from South Serbia, the Coordination Body and the Government of Serbia. This aspect is particularly important from the point of view of sustainability.

Fourth, the JP will focus on the *ownership of the results and outcomes*. Partners and the stakeholders from South Serbia and from the Government will be involved in all the activities of the programme. Furthermore, the programme will support national partners to gradually take over activities and to continue building on the results of the programme. This will ensure ownership of the final results/ outcomes of the programme, at the same time serve as a platform for sustainability.

**Sustainability:** The issue of financial and institutional sustainability beyond the period of the programme lifetime is one of the highest priorities of the programme; therefore, the JP attaches great importance to reaching sustainable results with its action. The sustainability of the JP is approached holistically, considering different levels/ layers of governance. However, more detailed sustainability plan will be developed after the Inception phase of the programme, revealing the leading role of each of the partners in sustaining results in certain areas.

Sustainability of the programme results will be ensured through the participation of the national stakeholders, from the central and local level. Namely, support will be provided to the institutions at the central level to design inclusive national strategies and policies based on identified needs of the population. In addition, support will be provided to further strengthening of the institutional and organizational framework for inclusive development in South Serbia so as to enable them to take over activities beyond the end of the programme.

The programme will provide support to improvement of service delivery and to strengthen capacities for service delivery in South Serbia.

Finally, the programme will provide platform for establishment of sustainable local partnerships, and strengthen the role of citizens in local decision-making processes.

Programme Outcome and Outputs	National partners	Sustainability indicators
<p><b>Outcome 1</b> - Community Cohesion and Human Capital: Communities in South Serbia are stronger, more integrated, and better able to reduce inter-ethnic tensions and conflict risk</p> <p>Output 1.1 - Increased confidence of local population in key institutions of local and national government</p> <p>Output 1.2 - Strengthened inter-ethnic understanding and collaboration among adolescents and young people</p>	<ul style="list-style-type: none"> <li>• 13 municipalities in South Serbia</li> <li>• The Coordination Body for South Serbia,</li> <li>• The Ministry of Youth and Sport,</li> <li>• Ministry of Public Administration and Local Self Government</li> <li>• Ministry of Human and Minority Rights</li> <li>• Ministry of Labor and Social policy</li> <li>• Youth offices and local schools,</li> <li>• Centres for Social Work (CSW)</li> <li>• Civil society organisations.</li> </ul>	<ul style="list-style-type: none"> <li>• Institutional mechanisms for participatory policy making established and functional</li> <li>• Improvement of service delivery and strengthening of the service providers at the local level</li> <li>• Institutionalisation of youth programming through strengthening of the Youth offices and Youth centres)</li> <li>• Sustainable and functional partnerships at the local level and between the local and the national stakeholders</li> </ul>
<p><b>Outcome 2</b> - Public Services: More equitable and improved access to public services and welfare benefits (including basic registration documentation, health and education)</p> <p>Output 2.1 - Municipalities have strengthened ability to formulate, implement and monitor policies in relation to public service provision, and in particular, develop an awareness of the differential impact of policies on different ethnic groups</p> <p>Output 2.2 - Vulnerable and ethnic minority children have improved access to</p>	<ul style="list-style-type: none"> <li>• Municipal authorities and municipal in South Serbia,</li> <li>• The Coordination Body for South Serbia,</li> <li>• The Ministry of Youth and Sport,</li> <li>• The Ministries of Education</li> <li>• The Ministry of Health</li> <li>• Ministry of Public Administration and Local Self-government</li> <li>• The Ombudsman Office</li> <li>• Schools in South Serbia</li> <li>• Health care providers in South Serbia</li> </ul>	<ul style="list-style-type: none"> <li>- Institutions in South Serbia continuously improve capacities to deliver services in line with the needs of citizens</li> <li>- Municipalities in South Serbia have adopted platform for development of policies and strategies in line with the needs of the community</li> <li>- Modernization of the education system and access to education in South Serbia continues</li> <li>- Municipalities in South Serbia are supporting and further developing concept of schools as a Centre for Community Development in the rural areas</li> <li>- Access to and the quality of</li> </ul>

<p>public services and benefits to which they are entitled</p> <p>Output 2.3 Improved quality of public services, especially in those sectors that have potential to increase inter-ethnic dialogue and reduce conflict risk</p> <p>Output 2.4 Support to capacity development and awareness raising of the role of Ombudspersons Outreach Office in South Serbia</p>		<p>work of the civil registration offices improved</p>
<p><b>Outcome 3</b> - Economic Development: Increased overall economic prosperity of the region, and reduced discrepancies in wealth and employment between ethnic groups, and with other parts of the country</p> <p>Output 3.1 - The labour market disadvantage of population groups and geographical areas (i.e. municipalities) reduced through more and better access to targeted active labour market programmes that respond to labour market requirements.</p> <p>Output 3.2 - Increased funding for regional and municipal level projects that will impact upon job creation</p>	<ul style="list-style-type: none"> <li>• National Employment Service (NES)</li> <li>• Municipalities in South Serbia</li> <li>• Ministry of Economy and Reg. Development</li> <li>• Ministry of Education</li> <li>• Regional Development Agency (RDA)</li> <li>• Ministry of Public Administration and Local Self-government</li> </ul>	<ul style="list-style-type: none"> <li>• The NES offices in South Serbia continue to deliver employment services and active labour market programmes targeting to the most disadvantaged groups of the population</li> <li>• The RDA is capacitated to facilitate socio-economic development of the region and to programme and implement regional development funding sources, through instruments such as the IPA and NIP.</li> </ul>
<p><b>Outcome 4</b> – Migration Management: Migrants from the region fully participate in the social and economic life of the region and thereby contribute to the development of their wider communities and Serbia’s EU integration aspirations.</p>	<ul style="list-style-type: none"> <li>• Municipalities in South Serbia</li> <li>• Ministry of Public Administration and Local Self-government</li> <li>• The Coordination Body for South Serbia,</li> <li>• Commissariat for Refugees</li> </ul>	<ul style="list-style-type: none"> <li>• The ‘Citizens Advice Bureau’ in 2 municipalities are functioning and providing support to the migrants</li> <li>• The Centers for Social Work in South Serbia are working to address the specific needs of migrants</li> <li>• Administrative capacities of the municipalities in South Serbia are improving</li> </ul>

		<ul style="list-style-type: none"> <li>• Local governments in South Serbia are defining policies to address the needs of migrants in accordance with existing National Policies</li> </ul>
--	--	--

As stated in the above-mentioned table and in the previous paragraphs, during the Inception Phase a further detailed baseline for each component would be developed through a consultative process for continuous monitoring and final evaluation of the sustainability indicators.

**OUTCOME 1 - COMMUNITY COHESION AND HUMAN CAPITAL: COMMUNITIES IN SOUTH SERBIA ARE STRONGER, MORE INTEGRATED, AND BETTER ABLE TO REDUCE INTER-ETHNIC TENSIONS AND CONFLICT RISK.**

This outcome will be achieved by a multi-disciplinary effort in support of the following key institutions: the Coordination Body for South Serbia; the thirteen municipalities; civil society organisations; and schools and youth organisations. The programme will establish links with the Standing Conference of Towns and Municipalities, hence benefit from the experiences of the project "Support to Increased Citizen Participation at the local level in Serbia" project, funded by the government of Switzerland.. This will additionally strengthen links between the national association and the local governments in the region of South Serbia. Although the final beneficiaries are the citizens and residents of South Serbia, emphasis will be placed on (but not limited to) young people and vulnerable groups.

**Output 1.1 - Increased confidence of local population in key institutions of local and national government**

***Activity 1.1.1 - Supporting Coordination Body to implement priority activities/ projects in support of Albanian and other minorities***

The Coordination Body is critical to enable constructive dialogue between government and the Albanian minority, and to facilitate concrete action to address local issues. UNDP has supported the Coordination Body from its formation in 2001. The programme will strengthen the advocacy role of the Coordination Body (CB) by developing its capacity to collect, analyze and present data in support of specific actions and reforms at both local and central level. The CB will also be strengthened in its role to facilitate inter-ethnic dialogue at the community level, and between communities and local government on employment of different ethnicities in key public sector positions.

***Activity 1.1.2 – Developing civil society sustainability and partnerships with municipalities by providing grant and other support***

Among the key weaknesses of civil society in South Serbia is the general lack of awareness and inability to access funding sources. The few civil society organisations that do have these capacities are relatively well resourced while the remainder struggle to exist. Furthermore in many cases the relationship between local government and civil society is weak, non existent, or confrontational.

A programme of capacity development training, mentoring and grants will be developed to target civil society organisations in all 13 municipalities. Its primary function will be to develop civil society capacities to access municipal, national and international funding. Coupled with this grants will be provided to stimulate partnerships between municipalities and civil society organisations on a range of

issues. Assessment of funding mechanisms for Civil Society Organizations at the local level will be performed and recommendations for improvement will be developed together with the local stakeholders. There is ample opportunity for partnerships to be developed in areas such as:

- Delivery of social services particularly to the elderly in remote locations;
- Support of youth and young people;
- Addressing issues around gender based violence; and
- Support to people with disabilities and in some cases their carers

In the longer term this will enable local government to work more closely with civil society on identified priorities, support CSOs to develop better understanding of local government, and inject ideas and energy into local municipal institutions. The grants programme will target under-resourced local and youth based organisations, and be linked to Output 1.2 and Outcome 3. Criteria for the disbursement of grants will be developed using participatory approach and will be approved by the Programme Management Board.

Emphasis will also be placed on reforming the way municipalities allocate funding to civil society organisations and make the process more open and accountable. Lack of transparency and public accountability of municipal budgeting is currently a significant problem. It undermines the independence of civil society and limits inclusiveness in multi-ethnic communities.

It is anticipated that the types of sectors supported through grant funding are those that address the needs of the more marginalized and excluded groups, including (but not limited to): (i) youth, (ii) cross ethnicity integration issues, (iii) support to those with disabilities and their carers (particularly where it is care in the home), (iv) victims of gender based and domestic violence and (v) establishment and support of women's self help and support groups.

The programme will offer supplementary funding to municipalities for CSOs and NGOs in return for a more competitive and transparent allocation processes as defined in local legislation.

## **Output 1.2 - Strengthened inter-ethnic understanding and collaboration among adolescents and young people**

### ***Activity 1.2.1 - Support to establishment and capacity building of Youth Offices as part of municipal structures, and children and youth centres emphasising respect of human, rights, child/adolescent and youth participation, interethnic and intercultural values and gender.***

In response to the newly adopted National Youth Strategy, nine municipalities in South Serbia had started establishing (by end-2008) Youth Offices. The role of the Youth Offices is to: (i) co-ordinate and monitor development and implementation of local action plans for youth, and (ii) co-ordinate, promote and support development and implementation of youth programmes aimed at development of youth and society as a whole. The coordinators of the youth offices are expected to be part of the municipal structures; while funding from activities will come from different national, local and external sources. This should ensure sustainability of the offices and enable their functioning. In some municipalities this process is not yet finalised. MoYS is supporting establishment of the new Offices and strongly advocates for their full integration within municipal structures. They have also supported capacity development of the newly appointed co-ordinators. Within the National Youth Strategy the existence of so called Youth centers – places where youth could gather and where youth programmes



could be held on the local level - are also recognised as needed. In regard to this system the situation varies between the municipalities. Youth centres, beyond the programmes are planned to be fully funded from the municipal budget and the experience in the past has been positive in reassuring that but the space and modality of functioning will be based on local capacities and specific local situation. However, the process of developing “youth infrastructure” has just started and needs additional support for its effective functioning.

Out of the three targeted municipalities, so far Bujanovac and Presevo have established a Youth office, and coordinator have had limited capacity building opportunities organised by the MoYS, while Medvedja have no youth office yet but have expressed interest to do so. In close collaboration with the MoYS Medvedja will be supported in establishing youth offices, while youth office coordinators from Bujanovac and all other municipalities (as needed) will be covered by capacity building programmes required (no capacity building will be provided under the MDG F Programme Promoting Peace Building in South Serbia, thus ensuring no possible duplication of activities). In this process it is important to ensure that their capacities, institutional mechanisms and programmes are designed to respect and promote rights and needs of all youth irrespective of ethnicity or gender, including returnees and other migrant youth. The special attention and advocacy will be targeted towards ensuring municipal commitment for sustainability of the Youth Offices and spaces for the Youth centres.

***Activity 1.2.2 - Strengthen formal and informal youth groups (with particular focus on linking together different youth groups from different ethnic backgrounds) as catalysts of social change.***

There are currently few opportunities for children and young people of different ethnic groups to meet and mix and even less opportunities for them to work jointly on projects of common interests. By strengthening institutional mechanisms (in municipal Youth Offices and Youth Centres), increasing opportunities for collaboration through capacity building and networking, and supporting projects that increase inter-ethnic understanding this activity contributes to improved social cohesion.

All programmes for youth to be implemented will be fully designed based on priorities of youth at local level - the only criteria will be that they include and are open for all youth of different ethnicity, social status, sex etc. The initial assessment among youth will be organised to identify basic situation in regard to social cohesion as well as basic needs and interests of youth.

Youth groups will be supported through Youth Offices/Centres to bolster the skills they need to foster social change in their communities (including problem analysis, advocacy skills, campaigning, negotiation, dialogue and lobbying skills, media and presentation skills, fundraising skills). Groups of diverse youth (from different backgrounds as well as returnees and other migrant youth) will be given the opportunity to “practice” newly acquired skills and supported to achieve jointly identified objectives. The issues to be addressed are chosen by youth themselves and may be tangible (such as improvement of a school football pitch) or more focused on youth participation (such as initiating youth advisory council for municipality, or strengthening youth parliaments).

Peer education (youth-to-youth) programmes, using various methodologies on subjects of interest to youth (drama, group work, photography, sport, music, arts and various topics such as environment, health, education, safety, conflict prevention etc.) has been proven to be the most effective methodology for bringing about innovation and change among young people.

UNICEF will identify and strengthen sustainable partnerships (NGOs, schools, youth offices/youth centres, Youth-Peer network, children and youth teams for LPA for children implementation etc.) to actively promote and organise opportunities for young people to learn, develop, and experience life with peers from different ethnic groups.

The initiatives will focus on the municipalities of Bujanovac, Presevo and Medvedja but will be networked with similar programmes (MDG YEM) implemented in other parts of the country to share lessons learnt<sup>23</sup>.

As indicated in the National Youth Strategy, long-term functioning and sustainability of the Youth Centres is linked to support from respective municipalities. In addition, financial support should come from the municipal budget, from the central level Government and from other (donor) funding mechanisms to the extent available.

***Outcome 2 - Public services: Improved and more equitable access to public services and welfare benefits (including basic registration documentation, health and education).***

Improvements to public services will build upon the current decentralisation and local government reform agenda, as well as UNDP's and UNICEF's experience of working with local government in Serbia and their respective institution building programmes.

- UNDP's experience in South and South West Serbia has achieved significant results in improved municipal services, such as 'one-stop-shops' and sustainable municipal development strategies. Further appropriate technical support will be provided, mainly by developing peer support networks, improving mechanisms of public consultation and enabling improved monitoring of strategy implementation.
- UNICEF's experience and knowledge acquired through the development of Local Plans of Action (LPA)<sup>24</sup> for children in 21 municipalities showed that success in delivering results for children largely depends on the integration of LPAs in anti-poverty strategies and local development plans, ensuring sufficient budget provision from local and national sources. Of the 13 municipalities in the districts of South Serbia, Lebane, Vranje, Vladicin Han and Bojnik have developed LPAs..

The programme will aim to ensure that where possible, health, education and social services promote tolerance and wellbeing in their activities. Identified areas in South Serbia in which institutions can improve quality services within current resources are child-centred education and strengthening health promotion targeted at ethnic minorities and other vulnerable children in need of special assistance (children in remote areas, migrant children and returnees).

Monitoring and evidence driven policy making in municipalities will be promoted through the use of DevInfo<sup>25</sup> at local level.

---

<sup>23</sup>

<sup>24</sup> The overall goal of a Local Plan of Action is to support municipal development by reaching marginalised children and breaking the historical cycle of poverty and exclusion that hinders both individual and community development.

<sup>25</sup> DevInfo is a database system that provides a method to organize, store and display data in a uniform format to facilitate data sharing at country level across government departments and UN agencies using the same system. DevInfo has been adapted from UNICEF ChildInfo database technology.

**Output 2.1 - Municipalities have strengthened ability to formulate, implement and monitor policies in relation to public service provision, and in particular, develop an awareness of the differential impact of policies on different ethnic groups**

***Activity 2.1.1 – Support the creation of regional working groups for specialist technical staff***

Many municipal technical specialists (e.g. urban planners, financial managers) can gain valuable support from peers and colleagues in other municipalities within South Serbia. Establishing peer support networks provides sustainable and appropriate technical support to municipal staff in priority functions. This activity will directly build on the work completed by MIR2. It will also identify specific areas (e.g. urban and spatial planning as well as financial management) where there is still a need for capacity development of municipal staff and provide learning programmes in these areas. Also as part of this activity gender equality commissions will be established. This is discussed further in section on gender under cross cutting issues.

***Activity 2.1.2 - Support the monitoring and implementation of municipal strategies***

Most municipalities in South Serbia have sustainable development strategies. However, institutional capacity for adequate implementation and monitoring impacts remains weak. Furthermore in the majority of cases links between development strategies and municipal budgets are poor. The programme will assist municipalities to develop the organisational conditions – staff positions, skills, tools, procedures etc – that will improve strategy monitoring and implementation. The focus here will be building on and further strengthening the municipal capacity that was developed under MIR2. Particular emphasis will be placed on ensuring that municipal development plans are more accurately reflected in the municipal budget. Where Local Plans of Action for Children or Local Action plans for Roma exist, these will be integrated into the overall municipal strategic document rather than constitute separate plans.

***Activity 2.1.3 - Develop a standard DevInfo database at local level***

UNICEF has implemented DevInfo in Serbia at central level where it is currently used by the Poverty Reduction Strategy (PRS) team and a number of line ministries. At municipal level, as part of the LPA programme, it has been implemented in Bojnik, Vladicin Han, Lebane and Vranje. So far the software/equipment has been handed out and staff trained, and they are now in the process of setting up the databases. This programme will roll out the system to selected municipalities in South Serbia where it has not already been established. It will include developing procedures for gathering data (including data on migrant and returnee children), and training and support for policy-makers in how to use data for making policy, as well as monitoring policy implementation.

**Output 2.2 - Vulnerable and ethnic minority children have improved access to public services and benefits to which they are entitled**

***Activity 2.2.1 – Registration of children and assistance in obtaining other personal documents***

In cooperation with the local community the reasons and root causes of non-universal registration of children will be identified and procedures to overcome them developed and implemented. In the initial phase an information campaign will be conducted to raise awareness among both the Roma population and the general public on the importance of birth registration and possession of personal documents (health card and other). Furthermore, through field visits and in cooperation with the centres for social welfare and local NGOs, non-registered children and families without personal documents will be identified. These families will be provided with counselling and legal assistance until they are all in

possession of necessary personal documents. In municipalities which have Roma Coordinators, they will be used as resource persons. In the long run, the new Law on Legal Subjectivity Recognition Procedure (drafted and submitted to the Parliament), inclusive by its nature, will address the problems and constraints to universal birth registration.

### **Activity 2.2.2 – Inclusion of socially excluded children into the health care system**

Local teams will be formed at local (municipal) level for the inclusion of children who are out of the health system. The core of the team will consist of a medical doctor, a home visiting nurse and a Roma mediator. Each team will be trained to evaluate, plan and develop programmes for socially excluded groups and will be tasked to formulate a local plan for the inclusion of marginalised persons into the health system. A special attention will be paid to the training of Roma mediators who are an important link in the provision of health care to the Roma population. The task of the local teams, besides the inclusion of socially excluded groups, will also be the implementation of the minimum health services package, including among else the antenatal care, skilled assistance at delivery, newborn health care, immunization... Special care will be paid to counselling services and work with families at risk (families with health and psychosocial risks for the optimal child growth and development). Local teams will regularly report to the Ministry of Health, Sector for Programme Health Care. The local health teams will closely cooperate with the representatives from the municipalities, local NGOs and media. It is assumed that Roma living in unregistered Roma settlements, some IDPs as well as returnees' families will be most in need of assistance. The local health teams established and paid by the Ministry of Health and the Social Insurance Fund, will remain guarantees that the new generation of children would not be left out of the health system, even after the time the project is officially finished. The Ministry of Health has employed Roma health mediators in the Health Care Centres in Bujanovac, Lebane, Vladicin Han, Surdulica, Bojnik, Vranje and Leskovac in order to increase the availability of health protection for the Roma population. Education of health workers for work with vulnerable groups will be realized in these Health Care Centres.

### **Activity 2.2.3 – Monitoring of children's access to rights to health care**

In the Sector for Programme Health Care of the Ministry of Health a group will be formed for the support to the implementation of this project. The basic tasks of this group will be the training of local health teams, the formulation of educational and promotional material and the monitoring of the achievements of these teams. The local health teams will report on the activities performed to the Sector for Programme Health Care of the Ministry of Health on a quarterly basis.

## **Output 2.3 - Improved quality of public services, especially in those sectors that have potential to increase inter-ethnic dialogue and reduce conflict risk**

### **Activity 2.3.1 - Provide teachers with in-service training in skills, which promote inclusive and child-centred education**

Building on previous experience, UNICEF will support the use of the Child Friendly School model<sup>26</sup> which includes child centered learning, a safe and stimulating learning environment, school

<sup>26</sup> With the goal of strengthening the policy framework to ensure universal access to quality and inclusive education, the concept of Child Friendly School (CFS) was developed and adopted by the National Council for the Rights of the Child.

community cooperation and a culturally sensitive and locally adapted school curricula. Through municipal in-service training for teachers, UNICEF will provide training for teachers in child centered learning, develop skills for constructive conflict resolution, and on how to foster cross-cultural interaction amongst children. Child centered learning i.e. Active Learning methods are the best framework for inclusive education (providing children with skills for creating their own knowledge and effective social communication) and are officially endorsed by the national education system. The effects on the quality of services will be evaluated using the instruments and methodology developed for the Evaluative Review of Active Learning<sup>27</sup>

**Activity 2.3.2 Better provision of teaching in Serbian to children from the region whose mother tongue is not Serbian and returnee children who have a poor command of the language of instruction.**

A Special module of Active Learning teaching methodology for teaching Serbian and Albanian languages will be developed and in-service teacher training to apply it will be provided to all language teachers (Serbian and Albanian languages). The teacher training will be accompanied with an initial campaign within the schools highlighting for the children and their parents the benefits of learning Serbian for their further education. This awareness-raising will be delivered by prominent and respected Albanians who are well known in the local community and followed by activities to improve the teaching and learning of Serbian language in and out of school. The same efforts will also be addressed to the Bulgarian community in Bosilegrad. Assistance will be further provided to analyse and develop curricula for teaching Serbian as a non-mother tongue, which should – inter-alia - secure the sustainability of the intervention. For Roma children the focus will be on creating demand for access to quality education for all and community participation in decision-making and implementation. Teachers training will be delivered in order to increase their competencies to work in multicultural settings, promoting tolerance and gender mainstreaming.

**Output 2.4 – Support to capacity development and awareness raising of the role of of Ombudspersons Outreach Office in South Serbia**

**Activity 2.4.1 - Implementation of an information and awareness campaign to inform people about the role of the Ombudsperson office**

Several campaigns will be launched to ensure that the general public are informed about the role and function of the Ombudsperson and other human rights issues. These campaigns will be delivered through local media and will use a variety of techniques including quick short soundbites highlighting the role of the Ombudsperson office, more substantive interviews and debate with representatives of the Ombudspersons office participating, and finally articles in the regional weekly and daily publications.

**Activity 2.4.2 - Capacity Development of the staff working in the Ombudsperson's office**

The establishment of the Office of the Serbian Ombudsperson in South Serbia as already initiated by the National Ombudsperson office<sup>28</sup> is an effective way to address existing inequalities, perceptions of inequalities, low access to public services and other problems related to human rights and related to the performance of public administration.

---

<sup>27</sup> Evaluative Review of Active Learning in Serbia and Montenegro 1994-2004, UNICEF, December 2004

<sup>28</sup> Ombudsperson may establish offices outside of the Belgrade according to the Law on Ombudsperson, Article 3

The Office of the Serbian Ombudsperson in South Serbia would employ staff coming from all minorities living in the region and will reflect the multiethnic character of this region. Staff would be able to collect complaints in the languages of minorities, and a Representative of the Ombudsperson for South Serbia would be operating in South Serbia, not from Belgrade.

During the inception phase of the programme a detailed plan will be drawn up detailing the specific capacity that needs to be developed within the Ombudsperson's team. There would then follow a process of training and target setting that would be monitored during the course of the programme. Substantive discussions with the Ombudsperson's office have been held on this topic.

#### **Activity 2.4.3- Establishment of enabling framework for municipal ombudsman offices**

Law on Local Selfgovernance envisages establishment of municipal ombudsman offices. However, no such offices have been established in South Serbia so far. Mapping of activities of Municipalities from South Serbia in this direction will be performed, followed with gap analysis and development of programme supporting committed Municipality (ies) to establish municipal ombudsman office. Staff of the Outreach office of the Ombudsperson will provide relevant expertise and knowledge to Municipalities in this respect. The cooperation between Ombudsperson and local ombudsman is envisaged by the Law on Ombudsperson, Article 33.

#### **Outcome 3 - Economic Development: increased overall economic prosperity of the region, and reduced discrepancies in wealth between municipalities, between ethnic groups, and between women and men.**

Local economic development and employment- and income-generating opportunities are among the most pressing needs of communities of South Serbia. For decades the region has relied upon state-owned enterprises in the textiles, shoemaking and other industries, which collapsed during the transition process creating widespread unemployment. Lack of employment opportunities, in turn, pushes individuals to migrate, regularly and irregularly in search of better living standards. Initiatives are required on both the supply and demand side to reduce unemployment rates,

Recent reforms of the National Employment Service (NES) have introduced and tested active labour market measures (such as work placement, job clubs and job fairs) in larger cities. The proposed Programme will support the NES in all targeted municipalities to improve understanding of labour market requirements and build capacity to deliver active labour market programmes for disadvantaged groups of the population, including Roma and Albanian communities, IDPs, refugees, the long term unemployed and returnees. The Programme will foster cooperation between municipalities to ensure that jobseekers have access to information about employment services and programmes, as well as jobs that are available within the region and throughout the country. Attention will also be paid to career information and guidance in schools with a view to smooth the transition from school to work for young people in the target regions. NES will be provided with methods and tools to design and implement competency-based modular training programmes that are based on labour market requirements. These programmes aim to redress poor educational outcomes and lack of qualifications that are strong determinants of labour market disadvantage and social exclusion.

**Box 3: The National Employment Service (NES) of Serbia** In 2005 the Serbian National Employment Service (NES) adopted the *Strategy for Change (2006-2008)*. This reform programme includes five strategic objectives aimed at: i) improving the market penetration of the NES (services to employers), ii) establishing a system of individualized services, iii) creating a system for human resource development, iv) establishing a quality management system, and v) completing the labour market information system. As part of the reform process, the health insurance coverage has been detached from the unemployment system – to decrease the incentive for individuals to register with NES just to have access to benefits – and a management by objective system has been set up to foster decentralization of services.

The NES has been supported in its reform efforts by the Swedish International Development Agency (SIDA), which financed in the period 2004-2007 a major technical assistance project aimed at improving the efficiency of the NES. In particular this project focused on: i) the reform of the NES structure and organization, ii) strengthening of the capacity of Local Employment Councils, iii) the establishment of a management-by-objective system, iv) the provision of more client-oriented employment services, v) the development of an external communication strategy, and vi) increasing gender awareness among NES staff. In this latter area of work, many of the activities of the SIDA-financed project were carried out in collaboration with the ILO project *Promoting Gender Mainstreaming in the National Employment Services of the Republic of Serbia*, financed by the Swiss government. The ILO project conducted a number of capacity building activities aimed at: i) introducing NES practitioners to basic concepts on gender mainstreaming, ii) reviewing practices in the daily operation of the employment service to foster gender equality; and iii) increasing the capacity of NES gender experts to design gender-sensitive performance monitoring tools.

Although progress has been made in the reform process in a few larger towns, the capacity of smaller offices – such as those present in South Serbia – to effectively match needs of jobseekers and workers with those of the labour market is still limited. The devolution of functions has been slow, with most functions still being centralized. The management by objectives approach introduced by the Swedish employment service functions well in the three pilot offices. However, the NES has been struggling to adapting and applying these approaches to the branch offices in South Serbia

Work on the demand side of the labour market will require continued engagement with the Regional Development Agency (the Centre for the Development of Pčinja and Jablanica Districts). Support the RDA is envisaged by providing seed funding and technical for the project pipeline and in some cases fund specific infrastructure investments (funding matching municipal and central government investments) that will create new work space. It will also be important to continue to monitor the distributions of national-level investment funds as a basis for advocating for increased allocations to poorer regions. This will complement other support that the RDA is receiving from the European Commission (operating costs) and the Austrian Development Agency (staff development, project development, information management).

**Box 4: Overview of Support Provided to the RDA by the EU and Austrian Development Agency**

1) An operating grant was signed between the EU commission and the RDA on June 30<sup>th</sup> worth a total of value EURO 560,000 that will be provided in the course of the next three years for the following activities:

- Support to operating costs including staff and general running costs;
- Development of project proposals and to prepare the region to be better able to access IPA funding; and
- Support to the capacity development of RDA staff.

2) A proposal is currently being developed for submission to the Austrian Development Agency (ADA) to be signed by the end of October 2008. The value of this proposal would be EURO 1.95 million to cover the following activities:

- Staff development;
- Recruitment and training of additional staff;
- Development of partnership with other development actors in the region such as civil society organisations and associations; and
- Development of a project pipeline of regional projects.

Both UNDP and ILO have been long engaged in the promotion of local economic and employment development in Serbia and other countries of the Western Balkans. The final beneficiaries of this part of the programme will be the local offices of the National Employment Service (NES), the Regional Development Agency and the unemployed and economically disadvantaged of the region.

Support to municipalities will be provided through the Center for Development of the Pcinjski and Jablanicki District (Leskovac RDA) also in: (i) building capacities for public procurement, (ii) outsourcing communal services to private sector (iii) facilitating entrepreneurial initiatives by upgrading municipal services to business sector such as: regulatory / permit functions, spatial

planning, economic development plans/strategies, registration but also in involving private sector in municipal deliberations over social and economic issues (good governance concept) (iii) municipal incentives for private sector involvement in the sector of energy efficiency and use of renewable energy resources.

Above directions will be addressed in more details during the inception phase and in consultation with municipal government and private sector representatives.

**Output 3.1 - The labour market disadvantage of population groups and geographical areas (i.e. municipalities) reduced through more and better access to targeted active labour market programmes that respond to labour market requirements.**

***Activity 3.1.1 - Design and implement a staff development programme for NES to improve the collection and analysis of labour market information and to identify priority occupations.***

This activity will focus on improving the capacity of the employment service to gather and analyze data relating to labour supply (e.g. individual characteristics that have an impact on employment prospects) and labour demand (enterprise structure, available vacancies, occupation and skills needed by local enterprises). This will be instrumental to provide better counselling and guidance services to jobseekers, but also to young people while they are pursuing their studies. To this end, partnerships between the NES and local education and other institutions will be sought to provide career information and guidance prior to labour market entry. In addition, the NES will be supported in conducting regular employers' surveys to identify occupations and skills emerging from the labour market, with a view to inform the design of employment services and programmes that respond to labour market demands. The findings of the survey will also inform the annual planning of the Regional Development Agency's work in South Serbia.

***Activity 3.1.2 - Build the capacity of the local offices of NES to improve the access of the most disadvantaged groups to employment services and programmes.***

The availability of comprehensive data will allow the NES to detect early in unemployment spells those people who are more at risk of long-term unemployment and labour market exclusion. Such early identification (profiling system) will improve the access of unemployed people to individualized employment services and programmes, including competency-based training. In addition, technical assistance will be provided to the NES for the design of activities aimed to reach out to those groups that are at the margins of the labour market, e.g. people who gave up looking for work because they perceive that none is available or because they think they do not have the adequate qualifications. These groups are the most exposed to marginalization, exclusion and irregular migration. UNHCR and UNDP offices will provide their available data on Roma and IDP population that will serve as inputs for the identification that will be performed by NES.

***Activity 3.1.3 - In collaboration with Ministry of Economy & Regional Development (MERD), establish a flexible entry/exit competency based system within the NES for training and retraining to provide skills leading to employment (network of methodologists, trainers and curricula developers; curricula and training packages for emerging occupations; flexible and employment-oriented training programmes).***

The NES branch offices in South Serbia will be assisted in piloting the employment-oriented, flexible entry/exit competency-based system that the Ministry of Economy and Regional Development is



planning to introduce at national level. Such advisory services will include assistance to: i) establish a network of methodologists, trainers and curricula developers; ii) design curricula and training packages for emerging occupations; and iii) introduce competency-based modular training programmes that are based on labour market requirements.

These programmes – firmly based on job, tasks and skills analysis – will aim at redressing poor educational outcomes and lack of qualifications that are strong determinants of labour market disadvantage and social exclusion. Particular emphasis will be given to the development of curricula that facilitate the transferability of skills and include core competencies to support life-long learning skills.

***Activity 3.1.4 - Based on the results of prior activities, design and implement a number of evidence-based employment programmes targeting the most disadvantaged groups in the labour market, especially in smaller municipalities and rural areas.***

Technical assistance and advisory services will be provided to NES to improve the design and implementation of evidence-based employment programmes that address on the one hand the specific disadvantage of individuals (low education level, lack of vocational skills and of relevant work experience) and labour market requirements, on the other. Methods and tools will have been provided to identify early in the unemployment spells those people who are more at risk of long-term unemployment and labour market exclusion. Such early identification will improve access to individualized employment services and programmes. Special attention will also be paid to increasing the availability of employment services and programmes to smaller municipalities and to rural areas, where employment opportunities are lower and the pushes to migrate stronger.

## **Output 3.2 - Increased funding for regional and municipal level projects that will impact upon job creation**

### **Activity 3.2.1 - Capacity development support to Regional Development Agency<sup>29</sup>**

One of the key challenges for the RDA is developing a group of staff who not only have the necessary capacity but also a cross-section of the relevant sectoral skills such as engineering, agriculture and economics necessary to meet the regional development needs. Currently the RDA has a Director and three staff, as well as one international advisor supported through the MIR2 programme. In the longer term the plan is that the international advisors post would be continued to be supported by the ADA. The existing staffs have sound backgrounds in local governance, law and economy/small enterprise development and are a capable and committed group of people. However, if the RDA is to meet the expectations and take advantage of the multitude of opportunities, then more staff will be required with technical backgrounds in different areas. Although technical expertise in several areas can be contracted in, it will be necessary to have staff competent in strategic areas such as agriculture and engineering/planning. The problem the RDA will face will be finding suitably qualified and experienced individuals who are willing to work for the types of salary on offer. Here the philosophy will be to recruit graduates and provide them with on the job training. This part of the programme will be used to fund three positions of staff that will be responsible for implementing the different activities of this component. This on the job training would be overseen by the international regional development advisor and coupled with other training and learning opportunities.

#### **Box 5: MIRII Supported Projects**

- Implementation of a regional solid waste management system in Pčinja district. A feasibility study has already been done on this.
- Implementing a large scale intervention for the development of Vlasina lake as a real tourist resort. Several key studies and feasibility studies have already been completed. However, significantly more remains to be done.
- Addressing the issue of water supply in Vranje, Bujanovac and Presevo - an acute problem particularly in Presevo that will require a large scale intervention. A pre feasibility study has already been done but a full scale feasibility study is required before the question of financing can even be considered.
- Development of the tourism infrastructure in the region. A strategy has been completed but further feasibility studies are required before moving ahead with any large scale investments.
- A Feasibility study for developing one or two business zones/industrial parks in the region. This would build on the work done in MIR2 where a mapping exercise of potential sites for industrial parks/zones in the region is currently being implemented.

### **Activity 3.2.2 - Support RDA to carry out preparatory work for key regional projects**

The RDA existing capacities and technical expertise will be used to support municipalities to carry out infrastructure projects. The RDA will be supported to act the key interface between the Municipalities and the end users by providing technical support for regional projects (see box 5). This support will be provided within the context of the Regional Development Framework of the Government of Serbia. The RDA will assist municipalities to identify needs through workshops and develop concepts to raise level of inclusiveness in infrastructure projects in key municipalities by applying participatory methodologies. The RDA will be supported in raising the technical skills to address socially inclusive infrastructure in order to support the municipality Project Development Unit. The long term strategy here being to pursue cost-effectiveness in a manner that maximises the social impact and social cohesion of societies.

### **Activity 3.2.3 - Implementation of key regional projects**

<sup>29</sup> Programme Steering Committee and Programme Management Board will closely monitor developments in national regulation to ensure that this activity supports capacities in the identified areas in a way that it is used by the municipalities irrespective of the structures that will be in place to support municipalities.

The body used for identifying and selecting the regional projects that are supported is the assembly of the RDA. A process will be designed whereby this body can make a number of recommendations as to what regional projects should be supported. Criteria will have to be developed ensuring that the limited resources are not dominated by one municipality. Criteria may include factors such as: (i) impact the project will have on job creation, (ii) matching funding available, (iii) direct benefit to at least two and ideally three municipalities, (iv) links to the regional development plan. Criteria will be developed in participative manner and will be endorsed by Programme Management Board.

There are several potential projects or good ideas that with a little more work could become projects identified in the regional plan. These include:

**(A) Projects to stimulate investment in rural tourism** The 2007 Regional Development Strategy for South Serbia made a number of practical proposals for actions to improve conditions for rural tourism. These included a concept paper for the development of the ‘Banjas’, the spa towns; improved signage for attracting motorway traffic; investment in Bed and Breakfast accommodation. This activity will identify the most promising activities from the strategy recommendations, and take them to the next stage of development (either feasibility study, developing the project paperwork, or implementation).

**(B) Micro-level agricultural processing** The agricultural sector in South Serbia remains one of the largest areas of economic activity, and has significant potential for growth and efficiency gains. The programme will carry out studies to identify the possibility for supporting investment in micro-level agricultural processing. Where viable, the programme will also provide appropriate support to such investments. This is a methodology that has been successfully applied in other UNDP country offices such as in Georgia.

There are other ideas and initiatives that could be funded and the above are merely two examples. However the key thing is that there is a fund for relatively large scale regional projects and it is controlled by the assembly of the RDA and managed by the RDA itself. This will have the dual effect of ensuring the projects selected have a stronger local buy-in and ownership and reinforce the role and the credibility of the RDA at the local level.

***Activity 3.2.4 - Advocacy and Policy around key issues both at the local and central levels***

Advocacy and policy development by the RDA will be supported on two issues: (i) share of central funds that reach South Serbia, and (ii) changing conditions for business and investment in the region. Key to developing this agenda will be the collection and processing of relevant data on which to base advocacy and policy development. The RDA will take the lead on implementing advocacy/policy development measures. However, support will be provided by a well qualified UNDP staff member who can take the lead in designing and managing the necessary research as well as mentoring less experienced RDA staff in the process.

**(A) The Share of Central Funds that Reach South Serbia** The RDA with the assistance of the programme will carry out an analysis of published data on regional distribution of the National Investment Plan (NIP) and other government funding, including IPA funds channelled directly and through the central government. This will be a basic advocacy tool to assist in ensuring that funds intended for the development of the poorest regions do indeed reach those regions.

**(B) Annually Monitor Changing Conditions for Business and Investment** The programme will annually assess progress by local government and others to improve conditions for business growth.

Data will build upon the research already carried out by the RDA into ‘barriers to investment’ in South Serbia. The findings of the annual survey will be used as an advocacy tool to encourage municipalities to undertake further reform. It will be important to work closely with USAID, IFC and NALED initiatives on an enabling business environment at the local level.

***Outcome 4 - Migration Management: Migrants in South Serbia are provided with appropriate support to participate in the social and economic life of the region***

Data on migration in South Serbia is relatively weak. It is therefore important to precede the design of substantive activities with research and analysis of the issue. With this in mind the initial activities under this outcome will focus on gathering more data, analysis, and policy consensus building that can then be used to define activities to be implemented. The purpose is to ensure that the government and non-government institutions are more aware of migration issues, and are able to define activities that help manage the processes of migration (facilitating return, integration and reintegration, preventing illegal migration, etc) more effectively. Emphasis will be placed on improving access to administrative services and integration of migrant needs in planning procedures that the local government is responsible for. However, migration will be addressed by all components of the programme and treated as a cross-cutting issue. These activities will seek complementarities with the activities performed by European Perspectives through Group 484 and Srpski Demokratski Forum, which tackles the awareness rising of the local institutions on readmission-related issues

**Output 4.1 Municipal Administrative Services better meet the needs of Migrants**

***Activity 4.1.1-Establishment of independent ‘Citizens Advice Bureaux’ in 2 municipalities.***

Citizens Advice Bureaux will be established by competitive tender, seeking appropriate partnerships of NGOs, Bar Associations, Municipalities, and other organisations. Outreach activities of these advice bureaux will be a requirement. Bureaux will provide basic information to residents on how to access their basic rights and entitlements, assistance in obtaining necessary documents, and assist in providing access to judicial remedy, if necessary<sup>30</sup>. This activity will be based on experience and lessons from the UNDP Free Legal Aid project on type of advice sought, clients' ability to cofinance costs of services, and analysis of the most feasible mechanisms for implementation of the activities. The Law on Free Legal Aid is in the draft process and is expected to be adopted by mid 2009, which will further guide the implementation of this initiative.

The project will also benefit from the results of a preparatory phase for pilot testing to be undertaken by the SDC funded migration component in UNDP implemented project PRO2 with the aim of establishing Citizen's Advisory Services in two municipalities of South West Serbia. Services will provide information on access to basic rights and entitlements, assistance in obtaining necessary documents, and assist in providing access to judicial remedy, if necessary. This activity will be based on experience and lessons from the UNDP Free Legal Aid project. Until legal framework is in place for setting-up such Services the project will proactively explore their mandate, role and position at municipal and relationships with national levels.

---

<sup>30</sup> More work needs to be done to define the scope of advice and information provided, what sort of legal assistance will be available, and how people will qualify for legal aid (e.g. income, other criteria). Links to local ombudsperson services also need clarification.

**Activity 4.1.2 – Improve outreach services of Centres for Social Work.**

Funding will be available on a competitive basis to Centres for Social Work (CSWs) and NGOs or other organisations to improve the accessibility of social welfare services and entitlements to particularly vulnerable and marginalised groups (e.g. Roma, elderly isolated individuals, etc). Organisations interested in applying will be supported by a preparation and training programme to assist in formulating ideas and preparing applications. These actions will contribute to and benefit from the assistance envisaged to the NES, CSWs and Youth Offices under the joint programme “Support to National Efforts for the Promotion of Youth Employment and Management of Migration”. This programme, jointly implemented by the ILO, IOM, UNDP and UNICEF is centred on a three-pronged strategy touching upon policies, institutions and programmes that concur to the delivery of integrated employment and social services targeting disadvantaged young women and men exposed to migration, especially young returnees in the District of Belgrade, South Backa and Pcinjski.

**Activity 4.1.3– Improving Citizens’ Assistance Centres (CACs) services.**

This will build on MIRs work with municipality services, and place an emphasis on enabling (through training, seminars, etc) staff to deliver improved and appropriate services to marginalised groups, including Roma, people with disabilities and migrants. The activity may include, if appropriate, measures such as the provision of simple, clear, written information in different languages, and access to interpreters. In particular it will focus on how to ensure that all citizens have appropriate identity documentation. This activity will link to Activity 4.1.1.

**Activity 4.1.4 – Review existing strategies and include social policy actions.**

This will build on the previous work done by MIR on municipal strategy development. Based on the existing methodology developed by the Commissariat for refugees and IOM for developing and implementing local strategies for migration issues, the existing municipal strategies will be reviewed from a migration perspective to amend the strategies and action plans and ensure that projects which directly meet the needs of migrants are included. It will be piloted in two or three municipalities that are selected on a competitive basis. This work will draw on the findings from Output 4.2 the strategies.

**Output 4.2 Municipal Capacity Development to Manage Migration Issues**

**Activity 4.2.1 – Analyze and Review Existing Data**

Existing data on migrants (exact number and current problems that they are facing) will be reviewed and considered in relation to Coordination Body statistics. This will help build a picture of who migrants are and what are their key fundamental needs. Such work will also benefit from the research on internal and international migration patterns of Serbian youth that will be conducted by the joint programme “Support to National Efforts for the Promotion of Youth Employment and Management of Migration”.

**Activity 4.2.2 – Provide Research Grants**

Based on identified data gaps and weaknesses in municipal plans, a research programme on migration will be elaborated and research grants provided. The focus here will be on policy-related research into

migration in/from South Serbia and resulting practical policy recommendations that can be carried forward at local and national level.

***Activity 4.2.3 – Conference/Seminar***

A regional event will be held to launch the findings of the research projects, with discussion on the policy implications for South Serbia and Serbia as a whole. Once completed the results of the conference will be published on the internet and an integrated report published.

***Activity 4.2.4 – Municipal representatives' participation in capacity and policy development activities that are organised at the national level***

The representatives from the municipalities who have participated in the activities implemented under this outcome will be facilitated in participating in debates and reform activities that are led from national level. The activities here will be closely correlated with whatever SDC is doing on its national level SDC migration programme).

## **6 Key Programme Partners & Beneficiaries**

### **6.1 Partners**

#### **6.1.1 Central Government**

At national level the main partners will be the Ministry of Public Administration and Local Self Government, Ministry of Economic and Regional Development, Ministry of Human and Minority Rights, Ministry of Education, Ministry of Health, Ministry of Youth and Sport, The national Education Council, The Ombudsperson, The Council for the Rights of the Child, Commesariat for Refugees.

#### **6.1.2. Coordination Body for South Serbia**

Since its establishment The Coordination Body (CB) has represented a crucial factor in conflict mitigation and prevention in the municipalities of Presevo, Bujanovac and Medvedja. The approach taken by the CB includes: a) lobbying for Preševo, Bujanovac and Medvedja interests in front of the Central government, b) providing regular coordination and communication between municipalities and respective institutions in Serbia, c) providing constant dialogue between the Serbian and Albanian community leaders, with participation of Roma leaders, d) keeping regular communication with the international community.

#### **6.1.3 Centre for the Development of Jablanica and Pčinja Districts (Regional Development Agency)**

The Center for Development of Jablanica and Pčinja Districts (Regional Development Agency) was established in 2006 by all the municipalities from the region, the Chamber of Commerce, representatives of the business sector and representatives from civil society. Its mandate is to lead all regional social and economic development issues with a specific focus on planning and implementation; collection and management of information on and about the region; and coordination amongst municipalities from the region.

#### **6.1.4 The Office of the Serbian Ombudsperson**

The Serbian Parliament passed the law on Ombudsperson in 2006 and the first Ombudsperson for Serbia was appointed in mid-2007. The Serbian Ombudsperson, Sasa Jankovic, is based in Belgrade and is mandated to oversee the legality and regularity of the work of public administration, the fulfillment and respect of the rights of citizens, and address violations of citizen's rights by the public administration. The Ombudsperson is also entitled to propose new laws or amendments to existing laws to Government and Parliament. Aside from oversight of the work of public administration, the legislation on the Ombudsperson also provides for the Ombudsperson to take care of the protection and advancement of human rights and freedoms.

Discussions and negotiations that have been held with the Serbian Ombudsperson indicate this office is prepared to open an office in South Serbia.

#### **6.1.5 Municipal Governments**

Municipal governments are key drivers of local development and with an increasing range of responsibilities are crucial Programme partners. Local government administrations and Public Utility Companies (PUC) are important providers of services at community level. Responsibilities for these bodies are defined in the Law on Local Self Governance. UNDP has strong relationships with all the municipal governments in the region. Other key partners at local level will include Community Based Organisations (CBOs), local service providers (health, education and social services), and individuals who have been involved in the development of Strategic plans, LAP teams and Centres for Social Work (CSWs).

### 6.1.6 Civil Society Organizations

The programme will work with and develop the capacity of a wide range of civil society organisations including local NGOs, associations and other special interest groups. These will be supported in accessing funding as well as developing the capacity to manage projects and better respond to the needs of their constituencies.

### 6.1.7 National Employment Service

The National Employment Service aims to increase the competitiveness and employability of labour force, and implements active labour market measures, according to its *Change Strategy of the NES 2006-2008*.

In recent years, reform of the NES has been supported by the World Bank, DFID, the European Agency for Reconstruction and the Swedish government. These reforms have led to the development and testing of a set of active labour market measures which have proved to be effective in some circumstances, and to the provision of better equipment and training for its staff. The NES remains under-resourced and faces challenges in its delivery of active labour market measures to the scale that is required, and reforms are slow to reach the lowest levels of the organisation in the more remote municipalities.

## 6.2. Final Beneficiaries

Programme partners are in most cases direct beneficiaries of the programme. Through partners and in selected activities a broad set of beneficiaries (citizens and residents of the thirteen municipalities in South Serbia) will be reached, including: (i) long term unemployed, (ii) youth, (iii) Roma and in particular women and children, (iv) the Albanian community and in particular women and youth, (v) migrants and those impacted by the effects of migration whether it be on a permanent or seasonal basis, and (vi) the business community (private sector).

## 7 Development Strategies and Partners in South Serbia

### 7.1. Development strategies

The Government of Serbia is implementing a number of activities in South Serbia and supports the implementation of national strategies in the region that contribute towards the overall development of the country. This programme will contribute to the effective local implementation of the following national strategies and targets, supporting the long term sustainability of the programmes outcomes within institutional structures:

- The Poverty Reduction Strategy (PRS) is a medium-term development framework adopted in 2003 that contains the main strategic guidelines for social development and for poverty reduction. This strategy builds on three pillars: i) development and economic growth centred on job creation and higher income, ii) prevention of new poverty stemming from economic reforms, and iii) design and efficient implementation of programmes, measures and activities targeting the poorest and most vulnerable groups, particularly in the least developed regions.<sup>31</sup> In terms of employment, the PRS pays particular attention to enhance employability of low skilled jobseekers and to increase employment opportunities for the most vulnerable groups of the population.<sup>32</sup>

- *Public Administration Reform Strategy* was adopted in 2004 aiming at achieving democratic state based on the rule of law, accountable, transparent, low cost and efficient public administration oriented towards citizens providing high quality of services. The following principles should be followed: decentralization, depolitization, professionalization, rationalization, modernization.

---

<sup>31</sup> See the Government of Serbia web page on the PRSP, downloadable at [www.prsp.sr.gov.yu/engleski/](http://www.prsp.sr.gov.yu/engleski/).

<sup>32</sup> As a result of the inclusion of youth employment as a national priority in the PRS, youth employment indicators are constantly monitored to measure progress (or lack of it).



- The *National Strategy for Economic Development (2006-2012)* and the *National Sustainable Development Strategy (2008-2013)*, which includes the following main priorities: i) establish an enabling business environment to increase competitiveness of the Serbian economy, including the promotion of small and medium-sized enterprises (SMEs) and of foreign direct investments (FDIs), ii) reform economic governance institutions, iii) align economic development with social equity objectives, iv) develop human capital through knowledge and skills, and iv) redress regional development disparities.
- The *Strategy for Regional Development (2007-2012)* sets the basic strategic priorities of regional development and the means for its implementation in the mid-term. To reduce regional disparities this strategy is focused on public-private partnerships to improve infrastructure and enhance human capital formation. It also includes targeted programmes to increase the skills-base of the labour force.
- The *National Employment Strategy* is centred on the goals of the European Employment Strategy – full employment, improving quality and productivity of labour and strengthening social and territorial cohesion. National Employment Action Plan (NEAP) 2009 was adopted at the beginning of March 2009. Under NEAP, active employment policy priorities for 2009 are: preserving the employment level of 2008 and resolving the labour status of redundant workers, raising formal employment in the private sector and reducing regional disparities, matching labour market supply and demand through active employment policy measures, and promoting social dialogue and improving the efficiency of the National Employment Service. The Ministry of Economy is currently drafting with the technical assistance of the ILO the *Youth Employment Policy and National Action Plan* of Serbia. The new Law on Employment and Unemployment Insurance was passed by the Serbian Parliament in May 2009. This law sets forth the principles of a modern active policy on employment.
- The *Strategy for Change (2006-2008)* of the Serbian Nation Employment Service (NES), adopted in 2005 includes five strategic objectives aimed at: i) improving the market penetration of the NES (services to employers); ii) establishing a system of individualized services; iii) creating a system for human resource development; iv) establishing a quality management system; and v) completing the labour market information system. As part of the reform process, the health insurance coverage has been detached from the unemployment system – to decrease the incentive for individuals to register with NES just to have access to benefits – and a management by objective system has been set up to foster decentralization of services. *Please see section 6.7. for further details of the National Employment Service's role as key partner and beneficiary of this programme.*
- In 2006, the Ministry of Education (MoE) adopted two strategies to improve the efficiency and effectiveness of the education and training provision: the *Strategy of Development of Secondary Vocational Education* and the *Strategy of Development of Adult Education*. These strategies envisage: i) the alignment of the vocational education system to European standards; ii) the reform of vocational courses and curricula; iii) the introduction of career education and guidance in schools; iv) the establishment of a flexible system of adult learning; and v) increase accessibility of education, training and lifelong learning especially for the most vulnerable groups of the population.
- In 2008 the Ministry of Youth and Sport drafted a *National Youth Strategy* and accompanying action plan that centres on participation and representation, employment, education, health and recreation and free time. The Strategy envisages the establishment of youth offices at regional and municipal level as a means to provide information and counselling to young people.
- During 2008, DPMs Office together with the Ministry of Human and Minority Rights have been steering the drafting of the Strategy for Roma Inclusion. In addition to the existing 4 priority areas already addressed through the National Action Plans which were adopted in 2005 when Serbia signed in the Decade for Roma Inclusion, the Strategy addresses additional areas of interest for Roma Inclusion i.e. persnal documents, reintegration of returnees etc
- *Draft National Strategy for migration management* will be presented for Government approval in June 2009, *Revised National Strategy for the resolution of IDPs and Refugees*, prepared by the

Commisariat for refugees and the *Draft National Strategy for sustainable return to Kosovo and Metohija* developed by the Ministry for Kosovo and Metohija.

## 7.2. Development Partners

The following development partners are active (or have been active) in South Serbia:

- The Regional Socio-Economic Development Programme (RSEDP), funded by the EU, managed by the EAR and implemented by Enterprise Plc.
- The Gjilan/Gnjilane, Presevo, Kumanovo and Trgoviste project, implemented by the East-West Institute and funded by the Swedish International Development Agency (Sida).
- The International Monitoring Group activities, funded by the Government of Norway.
- Twinning between Bujanovac municipality and Lillehammer in Norway, funded by the Government of Norway.
- Support to National Efforts for the Promotion of Youth Employment and Management of Migration, UN Joint programme, funded by the Spanish MDG Fund (starting date of this project was 18 May, 2009).

United States Agency for International Development (USAID) funds the following programmes:

- The Serbia Contingency Planning and Economic Security Programme (SCoPES) implemented by DAI and CHF.
- The Serbia Local Government Reform Programme (SLGRP), implemented by Development Alternatives, Inc. (DAI).
- The Community Revitalisation through Democratic Action (CRDA) programme, implemented by the Community, Habitat, Finance (CHF).
- The Municipal Economic Growth Activities (MEGA) Programme, the successor to the SLGRP and CRDA programmes, implemented by Urban Institute and DAI.

The programme will build on results of the previous UN experience from the region:

- The UN Inter-Agency Support Office, constituted of UNDP, UNICEF, UNHCR, UNOCHA, FAO and UNHCHR
- The Reconciliation through Support to Local Economic Development in South East Serbia, funded by the Dutch Government and implemented by the International Labour Organisation (ILO).
- The Rapid Employment Programme, implemented by UNDP, managed by EAR and funded by the EU and the Government of Serbia.
- The Southern Serbia Municipal Improvement and Recovery Programme (SSMIRP), implemented by UNDP and funded by the World Bank, Sida, Norway, Luxembourg and the Netherlands.
- The Municipal Improvement and Revival (MIRI) Programme Phase I, implemented by UNDP, managed by the EAR and funded by the EU and the Government of Serbia.
- The Municipal Improvement and Revival (MIRII) Programme, Phase II, implemented by UNDP, and funded by the Government of Serbia, the EU through EAR, Sida, the Austrian Development Agency (ADA) and the Government of Norway.
- Delivery of Improved Local Services (DILS) Project, World Bank.

At the present point in time there is an International Agency Meeting that takes place on a six weekly basis that UNDP participates in and this practice will be continued.

## 8 Cross Cutting Issues

### Gender

Gender will be addressed as a cross cutting issue in all programme activities. Special attention will be placed on ensuring gender sensitivity in participation, activity design, and implementation. Specific activities, in particular those under Outcome 1 will specifically address gender issues. One programme team staff member will be selected to serve as the gender focal point and ensure this issue is prominent in the programming. Data collected, whether it is for baseline or actual monitoring of programme performance will be disaggregated by sex and age-group and analysed on a regular basis to ensure inclusiveness/sensitivity of programme activities.

In relation to Programme components, the following gender mainstreaming activities will be explored:

- Support the establishment and capacity development of municipal gender equality commissions – good examples of the work and successes of these commissions are available from other municipalities in Serbia; in addition to this, capacity development of municipal staff is planned within the project – including gender awareness training.
- Women's CSO's are practically nonexistent in the South Serbia and the Programme will empower women to organize themselves and offer support in terms of capacity development and funds (in most cases women's CSO's make great projects on the local level with minimal amount of funds – either on raising awareness about women's human rights; organizing roundtables – on health issues, self-employment, gender based violence...).
- A gender analysis will be conducted in the beginning of both projects – the analysis of position of women and men in these 13 municipalities – on women and men in the labour market, women in decision-making; women and crime; women and health and social services. Such a research would clearly identify ways and issues which need/should be addressed by the Programme.

### Coordination

UNDP has been leading on coordination of international organisations, reform projects and NGOs in South Serbia since 2001. It is planned that this lead role for the organisation will remain. The UN team in South Serbia will also be in close contact with the Coordination Body, which has a lead role in coordinating assistance to Preševo, Bujanovac and Medvedja. The RDA (with which the UN team will have a close relationship) will take a lead in reporting on and sharing information about economic development initiatives for the whole region.

### Sustainability

The design of this programme is intended to ensure sustainability. The focus is on developing institutional capacity to take advantage of new funding available, and build on existing and piloted reforms. This means that the institutions will remain, and continue to operate; they will have enhanced skills and capacities to deliver public services, and capacities to take account of local needs. A greater capacity to identify regional projects and attract funding from NIP and EC / IPA sources will contribute to economic growth of the region.

For the programme to be truly sustainable there must be real ownership at both the local and national level. All programme activities support existing national level policy and legislation. To support the implementation of policy and legislation at local level, positive advocacy needs to be combined with: i) policy changes at the local level to ensure integrated approaches, ii) use of central level government representatives in reinforcing the need for implementation of various existing policies, iii) existing

relationships that all the implementing partners have at the local level, and iv) dialogue and discussion with local leaders on these issues during the inception phase of the programme

### **Exit strategy**

The project aims at achieving a greater role of the institutions of local self government in internalising the social cohesion policies, fostering the adoption of new methodologies and policies that lead to an accountable local government that pursues socially inclusive values. This also indicates the need for proactive introduction of anti-discriminatory policies and identification of socially responsible parties that will engage, support and implement these policies.

During the inception phase, capacity assesment of the partnering institutions will be performed. Based on the results of this assesment a capacity development programmes addressing the needs of the partnering institutions in managing the processes initiated within the framework of this programme will be developed. Implementation of this capacity development programme will enable gradual takeover of the implementation by the partnering institutions. During mid-term evaluation, capacity assesment excersise will be repeated to take stock of the progress achieved and remaining gaps to be addressed in the final phase of the programme implementation. Functional analysys of the institutions involved, estimation of the finacing needs and recommendation for the sources of financing to be used for the following mid-term period (up to 5 years) will be developed with the involvement of the stakeholders. This analysys will be performed by the end of the first year of the programme. As an output to this process a consensus based handover plan will be prepared, based on which will the relevant institutions take over responsibilities for implementation, while receiving additional capacity development as identified during the mid-term evaluation capacity assesment.

The exit strategy is based on the Programme's support to national level ministries and local partners to undertake higher impact implementation of inclusive development policies to achieve greater social cohesion. The emphasis is also placed on assisting South Serbia municipalities to have enhanced capacities for utilising opportunities through the IPA and NIP mechanisms.

### **Environment**

The Serbian legislation on environmental protection has been harmonized with EU legislation. To minimise negative environmental impacts, project design and implementation will be based on European environmental standards where appropriate. This will be the case in the design of Regional Projects as part of Outcome 3.

## **9 Monitoring and Evaluation**

The Programme will be monitored through the following:

### Within the annual cycle

- Upon finalization of the inception phase an inception report will be presented to the Programme Management Board and Programme Steering Committee. The inception report will contain: Programme plan with Annual Programme Work Plan detailed and elaborated; outline of the envisaged stages of implementation phase for each of the outcomes with detailed plans for the first stages per each outcome; updated Resource and Results Framework; Programme Monitoring Plan.
- On a quarterly basis, a quality assessment shall record progress towards the completion of key results.
- An Issue Log shall be activated and updated by the Programme Manager to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted, a risk log shall be activated and regularly updated by reviewing the external environment that may affect the Programme implementation.

- Based on the above information recorded in a Quarterly Progress Reports (QPR) on each outcome individually, shall be submitted by the Programme Manager to the Programme Management Board through Programme Assurance, using the standard report format.
- a Programme Lesson-learned log shall be activated and regularly updated to ensure on-going learning and to facilitate the preparation of the Lessons-learned Report at the end of the Programme
- a Monitoring Schedule Plan shall be activated by the end of inception phase and updated to track key management actions/events

#### Annually

- Annual Review Report. An Annual Review Report for each outcome shall be prepared by the Programme Manager and shared with the Programme Management Board and the Programme Steering Committee. As minimum requirement, the Annual Review Report shall consist of the format for the QPR covering the whole year with updated information for each element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.
- Annual Programme Review. Based on the above report, an annual Programme review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the Programme and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Programme Management Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

#### Ad hoc

- The mid-term evaluation will assess the extent to which programme outputs are being achieved, and the likelihood that outputs will lead to outcomes.
- The final evaluation will assess the extent to which the programme contributed to achieving its overall objective.

### **Outcome Indicators**

All indicators will be disaggregated by ethnicity, sex and age-group.

The main indicator with regard to the overall programme will be a reduction in the discrepancies that currently exist between Jablanica and Pcinja Districts and the remainder of Serbia. The means of verification for this indicator will be Human development Index and the Human Development Indexes<sup>33</sup> as per the Human Development Report for Serbia.

Outcome	Indicators	Means of Verification
1. Communities in South Serbia are stronger, more integrated, and better able to reduce inter-ethnic tensions and conflict risk	- Local peoples perceptions	- Baseline survey followed by final survey at the end of the intervention
2 Improved and more equitable access to public services and welfare benefits (including basic registration documentation, health and education) reduce feelings of exclusion and inter-	- Policy changes at the local level - Disaggregated statistical data by ethnicity, gender, age (or if not possible to collect than by location which offers indication of ethnic	- Records of Municipal Assembly decisions - Baseline survey followed by final survey at the end of the intervention containing data on

<sup>33</sup> For full list see Human Development Report for Serbia 2008

ethnic tension	affiliation) reveal improved and more equitable access to public services and welfare benefits	new welfare recipients, immunisation numbers etc UNICEF/Ministry of Labour and Social Protection assessment - Ministry of Health data - Ministry of Education data - DevInfo, municipal and MoE data - UNDP survey - Programme records
3. Increased overall economic prosperity of the region, and reduced discrepancies in wealth and employment between municipalities, between ethnic groups and between women and men.	- An increase in employment opportunities and economic development in the target regions	- Collection of data on an annual basis of the level of investment -Data from Labour Force Survey
4. Migration Management : Migrants in South Serbia are provided with appropriate support to participate in the social and economic life of the region	- A reduction in the numbers of people leaving the region to find better opportunities	- Central and Local Government records

Output Indicators are presented in the Results framework.

## 10 Risks and Assumptions

### 10.1 Assumptions

#### “External” assumptions:

- Political stability in the Republic of Serbia and in the entire region continues.
- The Government of Serbia, the Ministry of Public Administration and Local Self Government, and other line ministries remain committed in supporting activities for inclusive and equitable development of South Serbia;
- The Government of Serbia adjust its economic and fiscal policies in light of the global financial crisis to sustain aggregate demand and domestic investment.
- The Regional Development Agency is recognized as a driving force for supporting inclusive development activities in South Serbia region and is recognized by the Government of Serbia
- The Government of Serbia and the line ministries are supporting functioning of the Regional Development Agency
- Other programmes and projects, at the national, regional and local level are functioning in coordination with the programme "Strengthening Capacities for Inclusive Local Development in South Serbia"

- Exchange rate fluctuations are not so extreme that the budget becomes impossible to implement

**“Internal” assumptions:**

- The Programme Team and the structure for implementation of the Programme is established within a given timeframe
- The Programme Team is dedicated to implementation of the Programme and performs assigned tasks timely, efficiently and effectively.
- Local stakeholders are willing to participate in planning workshops organised by the Programme Team and to actively participate in different Programme related activities
- Regional Development Agency staff is committed to development of capacities in order to further facilitate inclusive development of the region

Our assessment of these assumptions is that they are partially outside the control of the programme, but also partially within. Indeed, they can also be interpreted as objectives to be achieved during the implementation of the Programme. Ensuring sustainability through development of capacities among the main local stakeholders in South Serbia to facilitate and actively participate in local inclusive and equitable development is one of the highest priorities for the future socio-economic development of the region. Involvement and participation of all the local stakeholders from the region, and coordination of activities implemented by different projects and programmes is of the crucial importance for the successful development of this region.

Therefore, the PT and the programme will work on strengthening local participation, improvement of communication and coordination with other activities aimed towards the same goals, keeping in mind long-term developmental perspective for the region.

Some of the assumptions, such as those related to the commitment of Government and the line ministries, to the political stability in the Republic of Serbia and in the region of South Serbia and overall political climate at central and local level are less directly correlated with the objectives of the Programme. However, a certain level of fulfilment can also be expected if the programme "Strengthening Capacities for Inclusive Local Development in South Serbia" project is successfully implemented.



Programme Outcome and Outputs	Related Risk			Mitigation strategy
<p><b>Outcome 1 -</b> Community Cohesion and Human Capital: Communities in South Serbia are stronger, more integrated, and better able to reduce inter-ethnic tensions and conflict risk</p>	<p>Political instability in the region of South Serbia</p>			<p>- The Programme Team will perform an in-depth situation assessment, including assessment of risks during the inception phase and reflect it in the work plans (build in certain level of flexibility in work-plans)</p> <p>- Define monitoring framework and an early warning system in regards to political instability.</p> <p>- Bring all the actors to work in close cooperation with the Programme from very early stages of implementation.</p> <p>- Regular meetings of the Programme Steering Committee will be organized, where the detailed work plans will be presented to the local and national stakeholders and progress in implementation of the Programme will be discussed</p> <p>- Inclusion of counter-parts from the municipal stakeholders from the start of the project</p>
	<p>Political parties and leaders are willing to cooperate and communicate and take active role in the implementation of the planned activities within the Programme</p>			<p>Clear message from the Programme Team and other partners that the support and cooperation of all political parties and relevant stakeholders is required for implementation of the Programme</p> <p>Focusing Programme interventions on activities that have been identified as priorities by all stakeholders (regardless of their political affiliation)</p> <p>Publicize and communicate the Programme to the public at large in order to build pressure from the side of the citizens for programme implementation</p>
<p><b>Outcome 2 -</b> Public Services: More equitable and improved access to public services and welfare benefits</p>	<p>Local authorities do not invest in long-term support to local capacity strengthening and conflict prevention activities for youth</p>	<p>•</p>	<p>•</p>	<p>Local authorities sign agreements ensuring sustainability of youth offices and programmes in youth centers, and defining rights and responsibilities of all participants</p> <p>Local authorities make financial and/or in kind contributions and actively participate in the project</p>

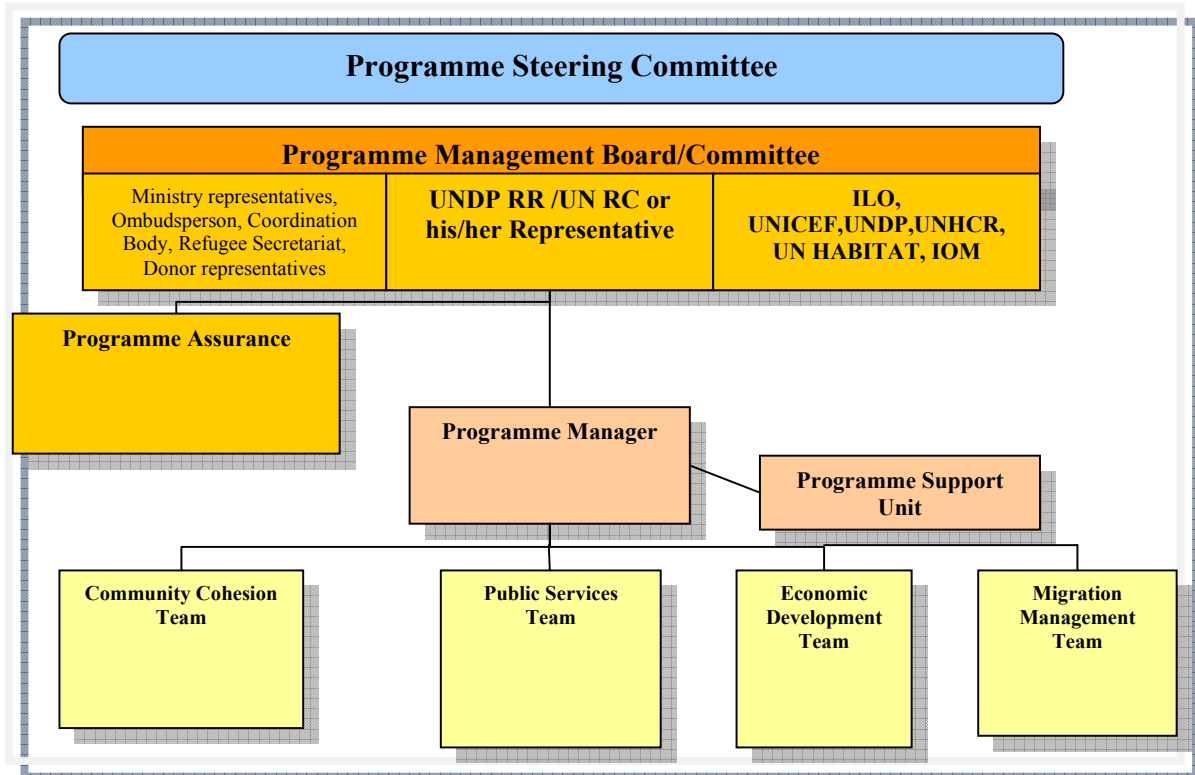
cluding basic registration documentation, health and education)	Insufficient cooperation among municipal authorities and service providers and lack of mechanisms for monitoring of delivery of public services	•	•	<p><i>Establishing cross-sectoral links between authorities and service providers at local level as well as among service providers to capacitate them for the identification, implementation and monitoring of integrated municipal strategies</i></p> <p><i>Establishing of local teams, including the participations of Roma representatives (e.g. Roma health mediators)</i></p>
	Reduced budgetary income impedes financial commitment from the municipalities involved	•	•	<p><i>Staged approach to implementation enables that informed investment decisions are made</i></p>
<b>Outcome 3 -</b> Economic Development: Increased overall economic prosperity of the region, and reduced discrepancies in wealth and employment between ethnic groups, and with other parts of the country	The slowdown of the global economy affects negatively the growth prospects of Serbia, which in turns reverts in lower employment levels	•	•	<p><i>- The Government has already announced a € 1.3 billion stimulus package to support domestic demand, capital investment and employment. The specific measures envisage the establishment of guarantee funds for enterprises and consumer loans as well as dedicated credit lines to support investment in priority economic sectors and regions.</i></p> <p><i>- As most of these funds are to be channelled through the Regional Development Fund, areas categorized as least developed will have priority.</i></p>
	Government and other line ministries do not maintain support for inclusive and equitable development in South Serbia	•	•	<p><i>Government endorses the programme document</i></p> <p><i>Government makes a financial contribution and actively participate in the programme</i></p>
	Support to the establishment of the Regional Development Agency is insufficient to ensure sustainability and long-term perspective	•	•	<p><i>Intensive consultation and information sharing regarding the role of the RDA in the municipal and inter-municipal development</i></p> <p><i>Commitment of the project and other donors to support functioning of the RDA in the first phase</i></p> <p><i>Support activities that will ensure visibility of the RDA</i></p>

	<p>The Ministry does not recognize the RDA as a driving force for Regional Development</p>	<ul style="list-style-type: none"> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>•</li> </ul>	<p><i>Include the Ministry of Economy and Regional Development in the planning process</i></p> <p><i>Have representatives of the Ministry on the Project Steering Committee</i></p>
	<p>Measures to contain public expenditures decrease the total resources available for active labour market programmes</p>	<ul style="list-style-type: none"> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>•</li> </ul>	<p><i>The 2009 budget allocation for active labour market programmes amounts to US\$ 41 million (the same as 2008).</i></p> <p><i>The mitigation strategy is already embedded in the joint programme, as an improvement of the design and targeting of the employment interventions carried out by local offices as well as a better alignment of adult training provision with the needs of local enterprises will improve the cost-effectiveness of measures</i></p>
<p><b>Outcome 4 – Migration Management:</b> Migrants from the region fully participate in the social and economic life of the region and thereby contribute to the development of their wider communities and Serbia’s EU integration aspirations.</p>	<p>Municipal officials unable to take into consideration long-term strategic development priorities and needs (including specific needs of vulnerable groups)</p>	<ul style="list-style-type: none"> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>•</li> </ul>	<p><i>Develop and implement a very specific capacity development programme to ensure timely and successful implementation of the programme activities</i></p> <p><i>Adjust intervention strategy accordingly to achieve feasible results</i></p> <p><i>Intensified coaching, guidance, facilitation during planning process and other capacity development activities within the programme.</i></p>

<b>Joint Programme and programme management related risks</b>	Over time a decreasing interest of local stakeholders and partners to participate in the programme	•	•	<p><i>Inclusive development is a long lasting priority for the region of South Serbia and will be streamlined in all activities (especially information activities) of the Programme</i></p> <p><i>Establish comprehensive and strong communication channels with external partners and stakeholders</i></p>
	Divergent local interests and political directions may reduce the efficiency of the programme	•	•	<p><i>Proper communication first about the inclusive and equitable development and then about the Programme (will be addressed through the Communication strategy (as described in the previous paragraphs).</i></p> <p><i>Promote citizen participation in local decision making processes and citizen cantered priority setting</i></p>
	Turnover of staff within local institutions and agencies may affect the implementation of the JP	•	•	<p><i>The human resources development approach of the Joint Programme was negotiated with the representatives of the central authorities so that they commit to job tenure of civil servants, particularly those involved in the implementation of the same Programme. This will imply that: a) human resources are made available to implement the Programme, and b) necessary measures are taken to minimize civil servants turnover in the short- and medium-term.</i></p>

## 11 Institutional Arrangements and Management Plan

### 11.1 Overview



Programme funding will be channelled through UNDP and then passed onto other UN agencies for their activities.

*Programme Steering Committee*, is the group entrusted to ensure synergy and prevent overlapping between programme activities, implementation of government policies and strategies and other activities that lead to the same outcomes as those listed in the programme. To ensure that outcomes are achieved, Programme Steering Committee will approve the inception report with containing Programme Plan, Annual Work Plans per each outcome, detailed stage plans per each outcome, revised Results and Resource Framework and monitoring and evaluation plan. Programme Steering Committee will also approve annual reports, annual work plans for the subsequent years of the programme implementation, final report as well as mid-term evaluation report and final evaluation report. Programme Steering Committee will consist of the following partners: Ministry of Public Administration and Local Self Government, Ministry of Economic and Regional Development, Ministry of Education, Ministry of Health, Ministry of Youth and Sport, Ministry of Human and Minority Rights, Coordination Body, Representatives of Donors, Representatives of participating UN Agencies, Comesariat for Refugees, Ombudsperson Office, and Office of the UN Resident Coordinator. Government representative will chair the Programme Steering Committee. Programme Steering Committee will decide by consensus.

The Programme Management Board/Committee is the group responsible for making executive management decisions within the framework of the programme implementation when guidance is required by the Programme Manager, including approval of project revisions. Project assurance reviews by this group are made at designated decision points during the implementation of a project (at end of each stage in the implementation phase as defined in the Programme Plan produced during the Inception Phase), or as necessary when raised by the Programme Manager.

This group contains three roles: an Executive to chair the group, a Senior Supplier to provide guidance regarding the technical feasibility of the project, and a Senior Beneficiary to ensure the realization of project benefits from the perspective of programme beneficiaries. UN Resident Coordinator/ UNDP Resident Representative or his/her representative will have the role of the Executive; representatives of participating UN agencies will act as Senior Supplier while Ministry of Public Administration and Local Self Government will act as Senior Beneficiary with the support of Ombudsman representative, representatives of the Municipalities, and other Government Agencies.

The programme management and implementation will be supported from an office that will be based in South Serbia with an International Programme Manager, Deputy Programme Manager, and a team of support staff in charge for financial, administrative and logistic issues as well as communication. Programme manager will report to the Programme Management Board/Committee.

Activities and tasks under each outcome and output will be performed by the teams of required experts and through described modalities (recruitment of short and long term consultants, grant schemes, provision of equipment etc). UN Agencies staff permanently based in South Serbia will be reporting to their Head of Agency (or designated person) for substantive issues and support, and to the Programme Manager of the Project Implementation Unit for coordination matters.

Programme Management Board/Committee will be joint management body for the Strengthening Capacity for Inclusive Development in South Serbia Programme and for Programme Promoting of Peace Building in South Serbia funded by Millennium Development Goals Fund. Programme Implementation Unit (as described above) and programme support will be also shared by the two programmes. Management structures of both programmes are described in the following diagram.

Each participating Ministry (MoPALS, MoLSP, MoE, MERD, MoYS and MoH) along with the Coordination Body, Refugee Secretariat and Ombudsman Office will nominate a focal point that will closely monitor the programme implementation.

## Management arrangements: Coordination mechanism

### Inclusive Development

### MDGF (Peace Building)

#### Programme Steering Committee:

- ✓ Government Representatives, Ombudsperson Office, Secretariat for Refugees, Coordination Body
- ✓ Donors
- ✓ UN agencies
- ✓ (regularly meets twice in a year and as needed)

#### National Steering Committee: *(Steering Committee for all MDGF funded projects in the country meets twice in a year)*

- ✓ Government representative
- ✓ UNRC
- ✓ Spanish ambassador

#### Joint Programme Management Board/Committee: (Inclusive Development and Peace Building)

- ✓ UN RC/UNDP RR or her/his representative
  - ✓ Government Representatives, Ombudsperson Office, Secretariat for Refugees, Coordination Body
  - ✓ UN agencies
  - ✓ Municipalities representatives
  - ✓ Donor representatives
- (Regularly meets quarterly and as linked to the inception report)*

#### Joint Programme Implementation Unit: (Inclusive Development and Peace Building)

- ✓ Programme Management (PM, DPM)
- ✓ Support Staff

#### Short and long term support:

- ✓ Local consultants/experts
- ✓ International consultants/experts

#### Short and long term support:

- ✓ Local consultants/experts
- ✓ International consultants/experts

## **11.2 Communication**

During the inception phase, work will start on preparation of a sound communication strategy and an accompanying action plan for the overall Programme. Although a streamlined communication strategy will be developed, attention will be given to ensuring that it considers the complex socio economic and political issues in the region. The core elements of the communication strategy will include:

- Key communication messages
- Logos and templates and larger sign boards on project sites
- A plan for an intensive information campaign targeted at the central and local level (project partners, possible partners and stakeholders)
- A plan for an information campaign at the local level
- Promotional and information material concerning the project
- Specific sports and cultural events that will be used not only to promote the project but also create a certain feel good factor



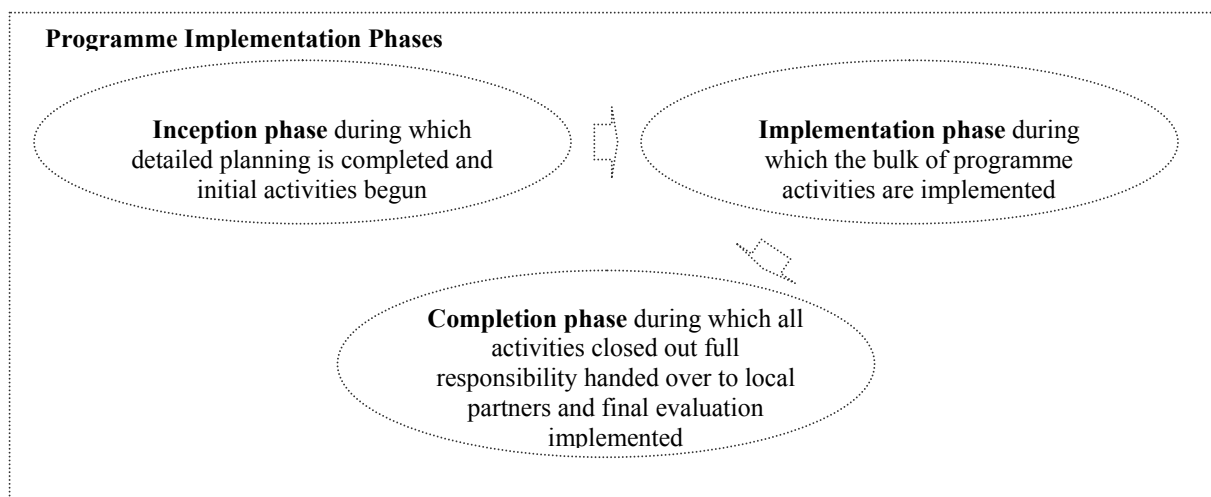


content, and timelines of implementations of the measures to mitigate impact of economic crisis, adopted by the Government of Serbia.

**Implementation Phase – Programme Management:** The implementation phase will be organized around a number of activities corresponding with the four envisaged outcomes of the Programme. It is important to mention that a number of activities are crosscutting; this is especially the case with the activities aimed at improvement of access to and delivery of public services (vulnerable groups and migrants), capacity development activities and policy advice.

Implementation phase will be divided into stages identified in a participatory manner during the inception phase.

- **Completion Phase – Handover & Sustainability Measures:** This phase will involve implementing a final evaluation and writing up the lessons learned from the programme. In addition it will include taking any final steps with regards to established institutions and structures supported by the programme. Gradual handover will take place throughout the programme cycle based on the capacity assessments performed and handover plan, both described in the section on exit strategy.



### Indicative Budget

Activity	Unit Cost	Unit number (months, years, lumpsum)	Total costs	Total costs in US\$
<b>1. Programme Management</b>				
<b>1.1 International Staff</b>				
1.1.1 Programme Manager P3 Level 4	\$ 79,358.00	3	\$256,074.00	\$ 256,074.00
<b>1.2 Admin Support Staff</b>				
1.2.1 Finance Assistant (SC3)	€ 1,425.00	36	€ 51,300.00	\$ 71,548.12
1.2.2 Security costs	€ 1,200.00	36	€ 43,200.00	\$ 60,251.05
1.2.3 Cleaning costs	€ 250.00	36	€ 9,000.00	\$ 12,552.30
1.2.4 On-call driving	€ 500.00	36	€ 18,000.00	\$ 25,104.60
1.2.5 Communication/Visibility costs - PR Assistant (SC3)	€ 1,425.00	36	€ 51,300.00	\$ 71,548.12
<b>1.3 Staff Travel</b>				
1.3.1 Travel costs	\$ 30,000.00	3	\$ 90,000.00	\$ 90,000.00
<b>1.4 Administrative Costs</b>				
1.4.1 Purchase of 4 vehicles	\$ 12,000.00	4	\$ 48,000.00	\$ 48,000.00
1.4.2 Vehicle management (fuel, insurance, registration, services...)	\$ 850.00	36	\$ 30,600.00	\$ 30,600.00
1.4.3 Office rent	\$ 1,550.00	36	\$ 55,800.00	\$ 55,800.00
1.4.4 Computer & telecommunication equipment	\$ 41,800.00	lump sum	\$ 41,800.00	\$ 41,800.00
1.4.5 Utility costs	\$ 650.00	36	\$ 23,400.00	\$ 23,400.00
1.4.6 Visibility	\$ 60,000.00	lump sum	\$ 60,000.00	\$ 60,000.00
1.4.7 Monitoring & Evaluation	\$ 75,000.00	lump sum	\$ 75,000.00	\$ 75,000.00
<b>Sub Total</b>				<b>\$ 921,678.18</b>
Activity1 F/A rate 7%				<b>\$ 56,838.47</b>
<b>Total Activity 1:</b>				<b>\$ 978,516.66</b>

<b>2. Reduction of tensions and risks -</b>				
<b>2.1 Confidence increasment in local institutions</b>				
2.1.1 Support to Coordination Body	\$ 50,000.00	lump sum	\$ 50,000.00	\$ 50,000.00
2.1.2 Grants for partnership development between municipalities & civil society organizations	\$ 200,000.00	lump sum	\$ 200,000.00	\$ 200,000.00
2.1.3 Long term consultancy	€ 1,425.00	24	€ 34,200.00	\$ 47,698.74
<b>2.2 Strengthening of inter-ethnic coloboration</b>				
2.2.1 Support to establishment and capacity building of Youth Offices	\$ 20,000.00	2	\$ 40,000.00	\$ 40,000.00
2.2.2 Long term consultancy	\$ 2,400.00	24	\$ 57,600.00	\$ 57,600.00
2.2.3 Strengthen formal and informal youth groups	\$ 60,000.00	2	\$ 120,000.00	\$ 120,000.00
2.2.4 Printing (communication material, manual)	\$ 20,000.00	lump sum	\$ 20,000.00	\$ 20,000.00
<b>Sub Total</b>				<b>\$ 535,298.74</b>
<i>Activity2 F/A rate 7%</i>				<i>\$ 17,149.91</i>
<b>Total Activity2:</b>				<b>\$ 552,448.66</b>

<b>3. Improved and more equitable access to public services and welfare benefits</b>				
<b>3.1 Municipalities have strengthened ability to formulate, implement and monitor policies in relation to public service provision</b>				
3.1.1 Support the creation of regional working groups for specialist technical staff	\$ 35,000.00	4	\$ 140,000.00	\$ 140,000.00
3.1.2 Support the monitoring of municipal strategy implementation	\$ 75,000.00	lump sum	\$ 75,000.00	\$ 75,000.00
3.1.3 Develop a standard DevInfo database at local level	\$ 79,500.00	lump sum	\$ 79,500.00	\$ 79,500.00
3.1.4 Long term consultancy	€ 1,425.00	36	€ 51,300.00	\$ 71,548.12
<b>3.2 Vulnerable and ethnic minority children have improved access to public services and benefit entitlements</b>				
3.2.1 Registration of children and assistance in obtaining other personal documents	\$ 200,000.00	lump sum	\$ 200,000.00	\$ 200,000.00
3.2.2 Inclusion of socially excluded children into the health care system	\$ 80,000.00	lump sum	\$ 80,000.00	\$ 80,000.00
3.2.3 Monitoring of children's access to rights to health care	\$ 70,000.00	lump sum	\$ 70,000.00	\$ 70,000.00
3.2.4. Long term consultancy	\$ 2,400.00	30	\$ 72,000.00	\$ 72,000.00
<b>3.3 Improved quality of public services, especially in those areas that have potential to increase inter-ethnic dialogue and reduce conflict risk</b>				
3.3.1 Provide teachers with in-service training in skills which promote inclusive and child-centred education	\$150,000.00	lump sum	\$ 150,000.00	\$ 150,000.00
3.3.2 Improvement in access and quality of Serbian language learning opportunities for children for whom it is not their mother tongue	\$170,000.00	lump sum	\$ 170,000.00	\$ 170,000.00
3.3.3 Technical Support	\$ 1,500.00	36	\$ 54,000.00	\$ 54,000.00
3.3.4 Programme Coordinator	\$ 2,550.00	36	\$ 91,800.00	\$ 91,800.00
3.3.5 Printing (communication material, manual)	\$ 30,000.00	lump sum	\$ 30,000.00	\$ 30,000.00
<b>3.4 Support to capacity development and awareness raising of the role of of Ombudspersons Outreach Office in South Serbia</b>				
3.4.1 Awareness Campaign	\$100,000.00	lump sum	\$ 100,000.00	\$ 100,000.00
3.4.2 Capacity Development of Staff	\$ 60,000.00	lump sum	\$ 60,000.00	\$ 60,000.00
3.4.3 Establishment of enabling framework for municipal ombudsman offices	\$ 60,000.00	lump sum	\$ 60,000.00	\$ 60,000.00
<b>Sub Total</b>				<b>\$ 1,503,848.12</b>
<b>Activity3 F/A rate 7%</b>				<b>\$ 105,269.37</b>
<b>Total Activity3:</b>				<b>\$ 1,609,117.49</b>

<b>4. Increased overall economic prosperity of region, reduced discrepancies in wealth between municipalities and ethnic groups -</b>				
<b>4.1 Reduced discrepancies in unemployment between municipalities in the region by increased outreach and effectiveness of employment</b>				
4.1.1 Employers survey	\$ 20,000.00	2	\$ 40,000.00	\$ 40,000.00
4.1.2 Development of training plans for enterprises	\$ 2,000.00	15	\$ 30,000.00	\$ 30,000.00
4.1.3 Capacity building for NES staff	\$ 2,500.00	15	\$ 37,500.00	\$ 37,500.00
4.1.4 Development of Training of packages and other training material	\$ 9,000.00	13	\$ 117,000.00	\$ 117,000.00
4.1.5 Capacity building for adult training methodology	\$ 1,500.00	10	\$ 15,000.00	\$ 15,000.00
4.1.6 Train the trainers workshop	\$ 1,500.00	10	\$ 15,000.00	\$ 15,000.00
4.1.7 Training curriculum development teams	\$ 2,500.00	10	\$ 25,000.00	\$ 25,000.00
4.1.8 Capacity building career information and guidance	\$ 2,500.00	12	\$ 30,000.00	\$ 30,000.00
4.1.9 Employment promotion programmes for disadvantaged groups	\$ 3,500.00	50	\$ 175,000.00	\$ 175,000.00
4.1.10 Competency-based training programmes	\$ 2,500.00	50	\$ 125,000.00	\$ 125,000.00
4.1.11 International Training Expert	\$ 12,000.00	4	\$ 48,000.00	\$ 48,000.00
4.1.12 International Employment Service Expert	\$ 12,000.00	2	\$ 24,000.00	\$ 24,000.00
4.1.13 International Employment Programme Expert	\$ 12,000.00	3	\$ 36,000.00	\$ 36,000.00
4.1.14 Local Consultants (working days)	\$ 200.00	120	\$ 24,000.00	\$ 24,000.00
4.1.15 ILO Missions Experts	\$ 4,500.00	8	\$ 36,000.00	\$ 36,000.00
4.1.16 National Employment Expert	\$ 4,600.00	24	\$ 110,400.00	\$ 110,400.00
4.1.17 Training Assistant Part Time	\$ 2,545.00	24	\$ 61,080.00	\$ 61,080.00
<b>4.2 Increased funding for regional and municipal level infrastructure projects that will impact upon job creation</b>				
4.2.1 Capacity development support to Regional Development Agency	\$ 20,000.00	lump sum	\$ 20,000.00	\$ 20,000.00
4.2.2 Support RDA to carry out preparatory work for key regional projects	\$ 70,000.00	lump sum	\$ 70,000.00	\$ 70,000.00
4.2.3 Implementation of key regional projects	\$500,000.00	lump sum	\$ 500,000.00	\$ 500,000.00
4.2.4 Advocacy and Policy Initiatives	\$ 30,000.00	lump sum	\$ 30,000.00	\$ 30,000.00
<b>Sub Total</b>				<b>\$ 1,568,980.00</b>
Activity4 F/A rate 7%				<b>\$ 95,828.60</b>
<b>Total Activity5:</b>				<b>\$ 1,664,808.60</b>

<b>5. Migration Management -</b>				
<b>5.1 Municipal Administrative Services Better Meet the Needs of Migrants</b>				
5.1.1 Pilot test independent Citizens Advice Bureaux	\$ 50,000.00	2	\$ 100,000.00	\$ 100,000.00
5.1.2 Improve Outreach Services of CSWs	\$ 20,000.00	5	\$ 100,000.00	\$ 100,000.00
5.1.3 Improve CAC Services	\$ 20,000.00	5	\$ 100,000.00	\$ 100,000.00
5.1.4 Review Existing Strategies	\$ 2,000.00	10	\$ 20,000.00	\$ 20,000.00
<b>5.2 Capacity Development to Manage Migration Issues</b>				
5.2.1 Analyze and Review Existing Data		lump sum	\$ 30,000.00	\$ 30,000.00
5.2.2 Provide Research Grants	\$ 10,000.00	5	\$ 50,000.00	\$ 50,000.00
5.2.3 Conference/Seminar	\$ 12,500.00	4	\$ 50,000.00	\$ 50,000.00
5.2.4 Participation in National Level Activities		lump sum	\$ 20,000.00	\$ 20,000.00
<b>5.3 Migration Support Costs</b>				
5.3.1 Long term consultancy	€ 1,425.00	36	€ 42,750.00	\$ 59,623.43
<b>Sub Total</b>				<b>\$ 529,623.43</b>
<i>Activity5 F/A rate 7%</i>				<i>\$ 37,073.64</i>
<b>Total Activity5:</b>				<b>\$ 566,697.07</b>
<b>Total Without GMS</b>				<b>\$ 5,059,428.48</b>
<b>General Management Services (GMS) 7%</b>				<b>\$ 312,159.99</b>
<b>Pass Through Overhead Charge 1%</b>				<b>\$ 47,715.88</b>
<b>Overall Total Budget</b>				<b>\$ 5,419,304.36</b>

## Results Framework

### Intended Outcome:

#### Outcome 1

Communities in South Serbia are stronger, more integrated, and better able to reduce inter-ethnic tensions and conflict risk

### Project title : Strengthening Capacity for Inclusive Local Development in Southern Serbia

<i>INTENDED OUTPUTS</i>	<i>INDICATORS</i>	<i>INDICATIVE ACTIVITIES</i>	<i>RESPONSIBLE PARTIES</i>	<i>BUDGET</i>
<b>Output 1.1</b> <b>Increased confidence of local population in key institutions of local and national government</b>	<ul style="list-style-type: none"> <li>- Perceptions on Coordination Body effectiveness in municipalities of Bujanovac, Presevo and Medvedja</li> <li>- Number of instances where lobbying and advocacy by CB at central level has resulted in direct action by Central Government</li> <li>- Number of instances where lobbying and advocacy by CB at local level have resulted in changes or action by stakeholders at the local level</li> <li>- CSOs working in partnership with local government</li> <li>- CSOs from the region applying for and accessing funds available at national level</li> </ul>	<p>1.1.1 Support Coordination Body to implement priority activities/ projects in support of Albanian and other minorities</p> <p>1.1.2 Developing civil society sustainability and partnerships with municipalities by providing grants and other support</p>	UNDP Coordination Body LSGs NGO associations Ministry of Public Administration and Local Self Government	\$297,698.70
<b>Output 1.2</b> <b>Strengthened inter-ethnic understanding and collaboration among adolescents and young people</b>	<ul style="list-style-type: none"> <li>- Number of Youth Offices and Youth Centres who has been newly established or strengthened in the programme priority areas</li> <li>- Number of youth of different ethnicities that have undergone relevant programmes organised for them locally</li> <li>- Number and type of concrete advocacy, peer education and other</li> </ul>	<p>1.2.1 Support to establishment and capacity building of Youth offices as part of municipal structures, and children and youth centres emphasising respect of human, rights, child/adolescent and youth participation, interethnic and intercultural values and gender</p> <p>1.2.2 Strengthen formal and informal youth groups (with particular focus on</p>	UNICEF Ministry of Youth and Sport Selected NGOs Local Media Coordination Body	\$237,600.00



	<p>activities initiated by youth groups and number of positive small-scale social change achievements made and other young people reached.</p> <ul style="list-style-type: none"> <li>- Number of exchanges and events involving mix ethnicity groups from the region</li> <li>- Number of peer mediators trained, no. of networks established, no. of cases which have been addressed through peer mediation.</li> </ul>	<p>linking together different youth groups from different ethnic backgrounds) as catalysts of social change; this will be done through supporting small advocacy initiatives initiated by them, peer education programmes and other forms of activities of youth centres directed at improving specific rights of youth and resolving concrete community problems and issues.</p> <p>1.2.3 Support peer mediation initiatives through schools and youth offices and strengthen links among schools as well as between schools and youth offices through establishing community peer mediation networks with the aim of reducing and constructively addressing conflicts involving young people.</p>		
--	---	---	--	--

Intended Outcome as stated in the Country Programme Results and Resource Framework:

**Outcome 2**

Improved and more equitable access to public services and welfare benefits (including basic registration documentation, health and education) reduce feelings of exclusion and inter-ethnic tension

**Project title:** Strengthening Capacity for Inclusive Local Development in Southern Serbia

<i>INTENDED OUTPUTS</i>	<i>INDICATORS</i>	<i>INDICATIVE ACTIVITIES</i>	<i>RESPONSIBLE PARTIES</i>	<i>BUDGET</i>
<p><b>Output 2.1</b> Municipalities have strengthened ability to formulate, implement and monitor policies in relation to public service provision, and in particular, develop an awareness of differential impact of policies on different ethnic groups</p>	<ul style="list-style-type: none"> <li>- Number of learning programmes developed and implemented for municipal staff</li> <li>- Number of municipal strategies reviewed in the course of the programme</li> <li>- Number of gender equality commissions established</li> <li>- Number of municipalities where a clear linkage is demonstrated between the strategic plan and the annual budget</li> <li>- Number of municipalities with a Devinfo system established</li> <li>- Examples of where analysis/information from Devinfo feeds into policy making decisions at the local level</li> </ul>	<p>2.1.1 Support the creation of regional working groups for specialist technical staff</p> <p>2.1.2 Support the monitoring and implementation of municipal strategies</p> <p>2.1.2 Develop a standard DevInfo database at local level</p>	<p>UNICEF Local Gov Centres for Social Work CSOs Ministry of Education Ministry of Public Administration and LSG Schools Coordination Body Standing Conference of Towns and Municipalities</p>	<p>\$366,048.12</p>
<p><b>Output 2.2</b> Vulnerable and ethnic minority children have improved access to public services and benefits to which they are entitled</p>	<ul style="list-style-type: none"> <li>- Number and percentage of children with required identity documents, and number and percentage of children who have received the required documentation;</li> <li>- Number of migrant children identified and provided with adequate services</li> <li>- Number and percentage of children and women included in the health system :</li> <li>- Number of families (children, parents, adolescents) reached with minimum package of preventive/care interventions.</li> </ul>	<p>2.2.1 Registration of children and assistance in obtaining other personal documents</p> <p>2.2.2 Inclusion of socially excluded children into the health care system</p> <p>2.2.3 Monitoring of children's access to rights to health care</p>	<p>UNICEF Local Gov Ministry of Health Health Care Inst.</p>	<p>\$422,000.00</p>

	- Citizen satisfaction with public services, by type of service			
<b>Output 2.3 Improved qualities of public services, especially in those areas that have potential to increase inter-ethnic dialogue and reduce conflict risk</b>	<ul style="list-style-type: none"> <li>- Numbers of teachers trained through inservice trainings</li> <li>- Number of teachers trained through in-service trainings</li> <li>- Percentage of minority children enrolled in preschool and school programmes</li> <li>- Number of migrant children enrolled and provided with education opportunities</li> <li>- Number of schools in rural areas involved in a School as a Centre for Community Development Programme</li> <li>- Specific education events targeted at improving Albanian childrens Serbian language skills</li> <li>- Specific education events targeted at improving migrant children Serbian language skills</li> </ul>	<p>2.3.1 Provide teachers with in-service training in skills which promote inclusive and child-centred education</p> <p>2.3.2 Better provision of teaching in Serbian to children from the region whose mother tongue is not Serbian and returnee children who have a poor command of the language of instruction</p>	<p>UNICEF Local Gov Schools Coorination Body</p>	\$495,800.00
<b>Output 2.4 Support to capacity development and awareness raising of the role of of Ombudspersons Outreach Office in South Serbia</b>	<ul style="list-style-type: none"> <li>- Number of Registered cases</li> <li>- Number of cases resolved</li> <li>-Number of trainings for staff</li> </ul>	<p>2.4.1 Implementation of an information and awareness campaign to inform people about the role of the Ombudsperson office</p> <p>2.4.2 Capacity Development of the staff working in the Ombudsperson’s office</p> <p>2.4.3 Establishment of enabling framework for municipal ombudsman offices</p>	<p>UNDP Ombudspersons Office Municipalities Coordination Body</p>	\$220,000.00

**Intended Outcome:**

**Outcome 3**

Increased overall economic prosperity of the region, and reduced discrepancies in wealth and employment between municipalities, between ethnic groups and between women and men.

**Project title:** Strengthening Capacity for Inclusive Local Development in Southern Serbia

<i>INTENDED OUTPUTS</i>	<i>INDICATORS</i>	<i>INDICATIVE ACTIVITIES</i>	<i>RESPONSIBLE PARTIES</i>	<i>BUDGET</i>
<p><b>Output 3.1</b>  <b>The labour market disadvantage of population groups and geographical areas (i.e. municipalities) reduced through more and better access to targeted active labour market programmes that respond to labour market requirements</b></p>	<ul style="list-style-type: none"> <li>- Number of employers' and skills survey conducted in the timeframe of the programme</li> <li>- Number of occupations identified that are included in competency-based training</li> <li>- Number of disadvantaged individuals (by type of disadvantage and or risk of migration) covered by employment services and active labour market programmes (by type of programmes and individual characteristics)</li> <li>- Number of previously inactive individuals registered with the employment services and covered with individualized services</li> <li>- Percentage of students receiving career information and guidance</li> <li>- Percentage of disadvantaged individuals achieving a recognized qualifications through CBT</li> <li>- Percentage of disadvantaged individuals employed in decent work 6 month after participation to active labour market programmes</li> </ul>	<p>3.1.1 Design and implement a staff development programme for NES to improve the collection and analysis of labour market information and to identify priority occupations</p> <p>3.1.2 Build the capacity of the local offices of NES to improve the access of the most disadvantaged groups to employment services and programmes</p> <p>3.1.2 In collaboration with MERD, establish a flexible entry/exit competency based system within NES for training and retraining to provide skills leading to employment (network of methodologists, trainers and curricula developers; curricula and training packages for emerging occupations; flexible and employment-oriented training programmes)</p> <p>3.1.4 Based on the results of prior activities, design and implement a number of evidence-based employment programmes targeting the most disadvantaged groups in the labour market, especially in smaller municipalities and rural areas.</p>	<p>ILO  National Employment Service (NES)  Local Gov  Ministry of Economy and Reg. Development  Ministry of Education</p>	<p>\$948,980.00</p>

<p>Output 3.2 Increased funding for regional and municipal level infrastructure projects that will impact upon job creation</p>	<ul style="list-style-type: none"> <li>- Technically stronger staff in the RDA</li> <li>- Number of pipeline of future projects for region developed</li> <li>- Number of key infrastructure projects implemented</li> </ul>	<p>3.2.1 Implementation of key regional projects</p> <p>3.2.2 Capacity development for the Regional Agency and Regional Council for south Serbia</p> <p>3.2.3 Support to south Serbia municipalities in socio-economic development</p>	<p>UNDP Regional Development Agency (RDA) Ministry of Economy and Regional development Coordination Body</p>	<p style="text-align: center;">\$620,000.00</p>
---	--	--	--	---

**Intended Outcome:**  
**Outcome 4**

Migration Management : Migrants in South Serbia are provided with appropriate support to participate in the social and economic life of the region

**Project title:** Strengthening Capacity for Inclusive Local Development in Southern Serbia

<i>INTENDED OUTPUTS</i>	<i>INDICATORS</i>	<i>INDICATIVE ACTIVITIES</i>	<i>RESPONSIBLE PARTIES</i>	<i>BUDGET</i>
<b>Output 4.1 Municipal Administrative Services Better Meet the needs of Migrants</b>	<ul style="list-style-type: none"> <li>- Number of Bureaux established that provide advice and legal support to migrants</li> <li>- CSW outreach services developed</li> <li>- CACs develop services that cater for the needs of migrants</li> <li>- Number of strategies adapted to meet the needs of migrants</li> </ul>	<p>4.1.1 - Pilot test the establishment of independent ‘Citizens Advice Bureaux’ in 2 municipalities</p> <p>4.1.2 – Improve outreach services of Centres for Social Work</p> <p>4.1.2– Improving Citizens’ Assistance Centres (CACs) services</p> <p>4.1.4 – Review existing strategies and include social policy actions</p>	<p>UNDP Municipal Government</p> <hr/> <p>Commesariat for Refugees</p>	\$320,000.00
<b>Output 4.2 Capacity Development to Manage Migration Issues</b>	<ul style="list-style-type: none"> <li>- Reviews of existing data and identification of data gaps</li> <li>-Migration issues incorporated into Municipal Plans</li> <li>- Local level policies developed that have a positive impact upon migrants at the local level</li> <li>- Number of training events and seminars held at both the local and national level</li> </ul>	<p>4.2.1 – Analyze and Review Existing Data</p> <p>4.2.2 – Provide Research Grants</p> <p>4.2.3 – Conference/Seminar</p> <p>4.2.4 – Participate in National Level Activities</p>	<p>UNDP Municipal Government</p> <hr/> <p>Commesariat for Refugees</p>	\$209,623.43