

United Nations Development Programme



United Nations Development Programme

Country: Kosovo

Project Description Document

Project Title: Confidence Building through Cultural Protection in Kosovo

Project Title: Confidence Building through Cultural Protection in Kosovo

Expected Output(s):

Expected Output 1: Capacity for promotion and monitoring of religious cultural heritage is improved in four target municipalities; municipality-citizen-KP co-ordination mechanisms established and consolidated; inter-municipality co-operative mechanisms established and consolidated; trust increased among the stakeholders at municipal level

Expected Output 2: At least four urban regeneration projects implemented for at least four selected sites of religious and cultural significance, including the public areas in the immediate vicinity of those sites; mobilisation of each community for the remediation of the sites of the "other" community

Expected Output 3: Improved operational capacity of KP and of municipal authorities in the protection of religious and cultural heritage (RCH)

Brief Description

There is an overdue need to foster a shared sense of ownership of cultural heritage in Kosovo. Municipal level capacity to manage cultural heritage must be developed. Community representatives must be engaged directly in the renovation and protection of their own living space, particularly when these communities host sites of religious and cultural significance for other communities. In reciprocating respect for the sites of other communities, inter-community confidence will be promoted. Communities will be supported in practical co-operation on issues of shared interest, and through this the "habit" of inter-community co-operation will be consolidated, diffusing tensions and building confidence. The operational capacity of the new Kosovo Police (KP) Unit for the Security of Buildings and Cultural Heritage (BCH) will be developed by UNDP to promote BCH as an elite formation, and ensure its capability to secure the physical protection of the selected sites. BCH-municipality-community co-ordination mechanisms will be established to support the "community mobilisation" approach, to ensure the sustainability of the intervention.

Programme Period: January 2016 - January 2017

Key Result Area (Strategic Plan): **Outcome 1.1:** Rule of law system and institutions are accessible to all and perform in a more efficient and effective way

Start date: January 2016
End Date: January 2017

Total resources: 1,560,000.00 Euro
Donor: European Commission

1. Description of the Action

1.1 Context

Despite the elapse of time since the armed conflict of the 1990's and encouraging recent progress in the normalisation of relations between the governing authorities in Kosovo and Serbia, inter-

community distrust persists at high levels in Kosovo. High-level political progress is not gaining full traction at community level; the dissociation between politics and population contributes to political instability in Kosovo. Additionally, a certain level of distrust between communities and local institutions persists, especially in the field of Rule of Law and Law Enforcement. Inter-community tensions are commonly manifested in attacks on the religious and cultural heritage of other communities. The EU Progress report for Kosovo 2014 stated that, for non-majority communities, the security situation remained stable. However, the majority of ethnically-motivated incidents in 2013 to 2014 targeted Kosovo Serbs. Theft and damage to properties were reported as the most frequent types of incidents, while those directly involving persons decreased¹. It is vitally important to generate confidence at community level, to break the cycle of cultural intolerance, to engage communities directly in the repair and protection of cultural heritage that belongs to all communities in Kosovo. New progress at the political level, and the presence of the EU Rule of Law mission in Kosovo, EULEX, presents a window of opportunity to address this issue and build sustainable inter-community confidence at the municipality level.

There is an overdue need to foster a shared sense of ownership of cultural heritage in Kosovo. Municipal level capacity to manage cultural heritage must be developed from a low starting point. Community representatives must be engaged directly in the renovation and protection of their own living space, particularly when these communities host sites of religious and cultural significance for other communities. In reciprocating respect for the sites of other communities, inter-community confidence will be promoted. Communities will be supported in practical co-operation on issues of shared interest, and through this the “habit” of inter-community co-operation will be consolidated, diffusing tensions and building confidence. The operational capacity of the new Kosovo Police (KP) Unit for the Security of Buildings and Cultural Heritage (BCH) will be developed by UNDP to promote BCH as an elite formation, and ensure its capability to secure the physical protection of the selected sites. BCH-municipality-community co-ordination mechanisms will be established to support the “community mobilisation” approach, to ensure the sustainability of the intervention.

Sites of religious and cultural significance have been subject to persistent degradation since the 1999 end of armed hostilities in Kosovo, including incidences of vandalism, theft, illegal construction and wilful destruction. Inter-community tensions too often result in acts of orchestrated physical damage directed against the cultural sites of other communities. A large number of monasteries, churches and mosques were damaged or destroyed during and immediately after the 1998/99 conflict, and again in the ethnic disturbances of March 2004. Most recently graveyards were attacked in a wave of rioting in January 2013. Previous remediation efforts have not been sustainable. The breakthrough of the EU facilitated political dialogue between Belgrade and Prishtine/Prishtina, and the increased engagement of Kosovo minority communities in Kosovo politics, presents an opportunity to intervene to promote inter-community confidence and co-operation. It is increasingly evident that political progress between governments is not matched by reconciliation between communities at grass-roots level. The success of the high-level dialogue presents a window of opportunity to address this discrepancy, to directly support the sustainability of political-level agreements. In addition, establishment of the BCH unit by the KP is a positive indicator of commitment to improve trust between communities.

There remains a pressing need to engage the communities directly, to promote tolerance and respect for Kosovo’s diverse cultural heritage. In 2013 primary operational responsibility for the physical protection of important religious and cultural sites was transferred from NATO KFOR to the newly created BCH unit within KP. The new unit does not yet have the capacity to assume its full responsibilities, and remains in need of training, equipment and political support in order to fully discharge its obligations for the physical protection of cultural sites. Many non-religious cultural sites remain neglected. Preservation of all Kosovo’s heritage should impart to the local population the responsibility of caring for legacy of all who went before them. There is also certain level of distrust between communities and local institutions (especially in the field of Rule of Law and law enforcement). This distrust is directly affecting the operational effectiveness of the KP Special Unit for Cultural and Religious Heritage Protection. Through community dialogue, outreach campaigns and better coordination between the KP unit and the communities and dialogue, the trust level will increase. The Kosovo Police adopted the Community Policing Strategy 2012-2016 with the objective to increase co-operation between residents and police. The strategy promotes

¹ EU Progress Report 2014

partnership between the public and the police by encouraging their joint responsibility for community security issues. It gives a crucial role to the community safety forums in identifying, communicating and addressing the needs of communities, and in making sure that these needs reflect in the police priorities.

1.2 Project rationale

Kosovo has a rich and diverse cultural and religious heritage, which is threatened by a lack of institutional support through preservation, protection and promotion. The damaging of sites, disregard for urban development and limited awareness of cultural and religious heritage protection puts this heritage at threat.

This intervention seeks to reinforce moderate and progressive elements among all communities in Kosovo, to reinforce tolerance and mutual respect through direct action, and to develop the institutional capacity of domestic Rule of Law services to ensure sustainability of gains. The EU Rule of Law Mission in Kosovo, EULEX, provides advisory support to the BCH Unit through the Monitoring Mentoring and Advisory activities of EULEX strengthening Division. The EULEX mandate runs until June 2016, which gives a chronological urgency to the proposed intervention to develop BCH operational capacities.

The proposed activity builds upon a continuity of engagement in the preservation of religious and cultural heritage (RCH) in Kosovo, including (until 2013) the provision of a Special Facilitator for RCH by the European Union, and support by both the EU and UNDP to the operation of the Implementation and Monitoring Council (IMC). The project will employ successful methodologies used in the precedent of EU-UNDP co-operation for cultural protection in the divided community of Cyprus. Political progress deriving from the EU facilitated first agreement of principles governing the normalization of relations (2013) greatly raises the prospects for successful implementation. As a responsive intervention, specifically targeted to support the rapid political progress being made, the intervention falls outside the scope of assistance delivered through the IPA supported stabilisation and association agenda.

1.3 National Stakeholders:

Kosovo Police Unit for the Security of Buildings and Cultural Heritage (BCH)

The main stakeholders within this intervention is the Kosovo Police (KP) Unit for the Security of Buildings and Cultural Heritage (BCH). This newly created unit was established in March 2013. In accordance with the agreement reached on the matter in the European Union-facilitated dialogue, a specialized unit for the protection of cultural heritage and religious sites was established in the Kosovo police. The unit has four sub-units covering Prishtinë/Pristina, Prizren, Pejë/Peć and Mitrovica. The multi-ethnic police unit will replace the Kosovo Police Division of Public Security, which has provided static protection for 29 cultural heritage sites across Kosovo since 2009.

Municipalities

While only four municipalities will be supported for the duration of the project, a number of municipalities are identified as potential beneficiaries due to their multi-ethnicity and richness of cultural heritage:

1. Kamenicë/Kamenica (the municipality has identified several possible sites for protection, such as churches, graveyards and teqes);
2. Hani i Elezit/Elez Han (in 2013 underwent an exercise of promoting cultural values and identifying cultural heritage in the municipality)
3. Prizren (because of the Historic Centre of Prizren and Hoca e Madhe/Velika Hoca)
4. Rahovec (because of the graveyard within the Zocishte monastery estate)
5. Mitrovica (South and North; because of the cemeteries)
6. Lipjan (because of Church of Presentation of the Virgin);
7. Zvečan (because of the Sokolica monastery and the Boletini kulla).

The final selection of municipalities and sites will be determined during the inception phase of the project which will include consultations with communities, municipal authorities and central level institutions. The site selection will be made by ensuring a majority and minority community is included in the selection of the rehabilitation works. This approach will ensure that communities feel equally treated and with same level of priority.

The following five criteria will be used during the final selection:

- The municipality selected must be multi-ethnic;
- The municipality selected must have at least two sites of different religions;
- Some municipal plans/concepts of RCH protection/rehabilitation should exist as evidence of municipal support to the project;
- There must be some pre-existing interest of the different local religious communities for the project (proxy indicators for pre-existing interest could include the percentage of the local population attending initial events);
- There is clearly identified added value to the protection/rehabilitation action

Communities

The communities (mainly Albanian and Serb) involved in the intervention will be the direct beneficiaries. The EUOK will provide political oversight/guidance in the selection of the sites for rehabilitation, repair, and beautification within targeted communities. Communities will benefit not only from renovation, repair and beautification of cultural sites, but more importantly, from improved inter-community trust and increased trust in institutions.

The concept of the project is based on engagement of communities directly in targeted municipalities on the rehabilitation and repair activities (the community mobilization method) in the remediation of the cultural sites of the “other” community. Key communities involved in project implementation will be Albanian and Serb communities in targeted municipalities.

Other stakeholders

In addition to Kosovo Police and targeted municipalities, Ministry of Culture, Youth and Sports; Ministry of Environment and Spatial Planning; the Ministry of Trade and Industry, the Ministry of Local Government Administration and the also have a certain relevance concerning the protection of cultural heritage. The Implementing and Monitoring Council (IMC) also plays a role in the protection of cultural heritage and as such should be informed of project activities. Other stakeholders are international organisations such as OSCE, Kosovo Council for Cultural Heritage, Council of Europe, and Cultural Heritage without Borders.

2. SCOPE OF THE ACTION:

Overall Objective: To contribute to improved inter-community tolerance and respect for the cultural identity and heritage of “the other”.

This objective will be achieved through pursuit of the following specific objectives:

- To improve inter-community trust at municipality level as well as trust between communities and municipal authorities
- To increase engagement of the communities in the protection of religious and cultural heritage
- To improve the capacity of law-enforcement bodies to protect sites of religious and cultural significance

The three main expected outputs corresponding to the three specific objectives outlined above are detailed below with their related activities:

Outputs and activities:

Expected Output 1: Capacity for promotion and monitoring of religious cultural heritage is improved in four target municipalities; municipality-citizen-KP co-ordination mechanisms established and consolidated; inter-municipality co-operative mechanisms established and consolidated; trust increased among the stakeholders at municipal level.

Activity 1.1 Design and drafting of media campaigns.

Confidence building at community level is an absolute requirement for direct engagement and involvement of the selected communities. UNDP, will build upon existing partnerships at municipal level to develop targeted communication and public relations activities to build acceptance for cultural protection at grassroots level. In particular, the targeted municipal authorities will be supported in the design and drafting of media campaigns and face to face consultations and information sharing activities in the community. UNDP, supported by EULEX experts, will engage with municipal authorities and Kosovo police to develop the Rule of Law component of the overall outreach campaign, including school and youth groups. It will be assured that all awareness building/raising actions affect equally the targeted communities. Through the increased communication and partnerships, and media campaigns, cultural protection at grass roots level will increase.

Specifically, expertise will be provided for the design and development of targeted communication and public relations activities based on face to face consultations with the communities and municipalities. EULEX will support UNDP with the development of the Rule of Law component of the overall outreach campaign. The outreach campaign will focus on youth and through school programs. There will be consultation meetings with each targeted municipality to identify the best coordination mechanisms and ensure full participation of municipalities, citizens and KP, as well as to improve information sharing activities in the community. Two workshops will be held to present the public outreach activities to the two communities (Albanian and Serb) for each of the four selected municipalities as a way to build trust between communities. These public relations activities through face-to-face consultations will ensure that the works completed in outcome be sustainable and accepted by the communities. The communication and coordination mechanisms will increase inter-community communication, and since it will be assured that all activities will affect selected communities equally will ensure trust is improved.

Activity 1.2 KP outreach programme with community leaders and groups, including educational component.

UNDP, with technical assistance from EULEX, will support KP to engage community leaders and groups in the self-policing of the neighbourhoods, consult with them and subsequently develop and roll out a public safety and community policing programme in which the remediation works will be undertaken. The model for this is the highly successful "Broken Windows" approach, championed by mayor Giuliani of New York City by promoting community level pride in the living space communities become mobilized to protect that living space. A KP community policing approach will be in line with this best practice.

More specifically, this activity includes training and educational activities for the community leaders and groups, facilitated by the KP, with technical advice from EULEX. UNDP, with support of EULEX, will facilitate five advisory and educational sessions for the communities selected for the intervention. UNDP will organise two workshops, covering four selected municipalities, on improving inter-community trust. Also, UNDP, through school visits, will engage youth in the self-policing of the neighbourhoods. Through specific outreach activities, such as advocacy, awareness raising on cultural heritage protection and facilitation of dialogue between communities, the public safety and community programme promoted and further improved. With the support of EULEX, UNDP will develop, print and distribute the educational materials to various communities to further knowledge of the works done and allow other communities to get involved.

It is a necessity that the communities are involved in the selection of sites, as well as the creation of the community policing approach from the beginning of the intervention. Since coordination and communication will already be improved within the various communities selected through coordination mechanisms and meetings, a further workshop on increasing inter-community trust will take place to ensure that the trust created will be sustained and issues can be solved locally. The involvement of the communities in the public safety and community programme will be

strengthened to ensure that it meets the needs of the various communities. Members of all selected communities should feel more trust and safety not only within their communities but also within the communities of the other. This will be further strengthened through Outcome 2, when the community involvement in RCH protection is strengthened.

Expected Output 2: At least four urban regeneration projects implemented for at least four selected sites of religious and cultural significance, including the public areas in the immediate vicinity of those sites; mobilisation of each community for the remediation of the sites of the "other" community.

Activity 2.1 Inter-municipality "best practices" awareness raising events, development of plan for peer-exchange knowledge transfer among municipal authorities.

Through increased communication and coordination mechanisms, municipalities will gather to share their best practices with the communities and other municipalities. These events will not only act as awareness raising initiatives for the project, but provide visibility opportunities to the EU. UNDP, , will facilitate awareness raising initiatives. This will build upon existing partnerships at municipal level to develop targeted communication and public relations activities to build positive acceptance for cultural protection at grassroots level. Through increased coordination amongst the municipalities a peer exchange knowledge transfer system will be created based on the identified needs. It will be ensured that awareness raising activities affect all communities equally.

There will be two coordination and planning meetings held to gather information and plan for the workshop to develop awareness raising initiatives. Through a needs assessment and development of a peer-exchange knowledge transfer system by a local consultant coordination among municipalities will be increased. The consultant will speak to selected communities, religious and cultural leaders, and members of the municipalities through face to face meetings. The consultant will then present the findings and report in the first planned workshop while the second workshop will be held to develop and discuss the awareness raising activities. Awareness raising activities on best practice can include past examples of inter-community and inter-ethnic tolerance such as the Serbian Orthodox Monastery of the Virgin's Maphorion at Boletin (known as Sokolica) located in the predominantly Albanian inhabited area in the outskirts of Zveçan/Zvecan and best practice of coexistence in the area. At the conclusion of the project, EULEX will research, prepare and publish a report on Best Practices for Cultural Heritage Protection in Kosovo. This will allow the findings and results to be shared with other municipalities, as well as communities which face similar issues. European Best Practice materials will be shared with the BCH unit and trainings will be conducted to ensure full compliance with European standards.

Activity 2.2 Selected renovation/rehabilitation works for prioritized sites and adjacent areas.

The final selection of sites will be done in consultation with EUOK who have the competency and mandate to advice on political priorities for the selection of target municipalities and sites. The Ministry of Culture, Youth, and Sports and the relevant municipal authorities will be engaged in the selection process. In each case, twinned pairs of sites will be selected, one being a Serbian site located within an Albanian majority community, the other being an Albanian site located within a Kosovo non-majority community. In each case, the works will address not only the target site itself but will include renovations/rehabilitation of the immediate surrounding area in order to demonstrate the tangible benefit of cultural protection and to the living environment of the hosting community. UNDP will administer and manage the works. EULEX will advise on public safety aspects. Once discussed and agreed with EUOK, and EULEX, in order to promote post intervention sustainability, the project will engage with the Municipal Community Safety Councils (MCSC) and Local Public Safety committees, Directorate of urban/spatial planning and Directorate of Culture for confirmation and prioritisation of sites. This will be done at the beginning of the inception phase and will continue through Joint management forum as the platform for regular meetings/communication and ensuring sustainability and ownership of the process. This will also ensure a simpler approach and access to all relevant bodies. . The proposed working group would, as mentioned earlier, serve as the main partner to BCH unit and sub-units to address encourage peaceful co-existence and respect for cultural diversity.

This approach promotes impact, in engaging communities directly (the community mobilization method) in the remediation of the cultural sites of the "other" community. This will ensure that one community does not feel the "other" is being prioritized as site selection will be based on ensuring

a majority and minority community is included in the selection of the rehabilitation works. Communities will benefit not only from renovation, repair and beautification of cultural sites but also from improved inter-community trust as well as certain level of distrust between communities and local institutions (especially in the field of Rule of Law and Law Enforcement).

The works will address not only the target site itself but will include renovations/rehabilitation of the immediate surrounding area in order to demonstrate the tangible benefit of cultural protection and to the living environment of the hosting community. We envisage two types of works: 1. Cleaning and beautification; and 2. Rehabilitation and construction. Request for proposals/tenders will be advertised as per [UNDP Rules and Regulations](#) for each of the types of work.

The beautification and renovation of RCH, especially done equally in the communities selected will strengthen the trust and understanding between communities. This will be furthered through Outcome 3, by increasing the capacity of law enforcement bodies, RCH sites will be better protected and the community and municipal authorities will have more equal access to the KP unit.

Expected Output 3: Improved operational capacity of KP and of municipal authorities in the protection of religious and cultural heritage (RCH)

Activity 3.1 Capacity development, including both training and advisory/material support, for municipal BCH Unit within the KP.

EULEX will support the new BCH unit within the KP in an advisory capacity to develop and roll out a public safety and community policing programme. This programme will be developed for the specific communities in which the remediation works will be undertaken.

A workshop facilitator will be hired by UNDP to support the development of the public safety and community policing programme, as well as facilitate the workshop. European Best Practice materials will be shared with the BCH unit and trainings will be conducted to ensure full compliance with European standards.

Activity 3.2 Facilitated establishment of standing mechanisms for Municipality-community - KP coordination and inter-municipality co-operation (joint management forum for Cultural Protection)

Through the Joint management forum for cultural protection, monthly coordination mechanism will be established to ensure continued coordination between KP, religious and community leaders as well as the municipalities. The administrative management of this coordination mechanism will be managed by UNDP through a creation of a secretariat that will ensure communication and coordination amongst all members. This activity will bring the KP, religious and community leaders together in monthly coordination meetings. UNDP will ensure facilitation of these meetings through communication, transportation and facilitation. A monthly bulletin following the meetings will be sent to all partners (affiliated entities), municipalities and as well as the EU office to communicate outcomes.

Activity 3.3 Needs assessment and prioritization for development of operational capacity of BCH; competitive tendering for material requirements.

Under the advice of EULEX and provision of expertise by UNDP, a needs assessment will be conducted for the development of operational activities for BCH. This needs assessment will identify best trainings and workshops required to increase the capacity of the BCH unit. During the assessment phase, UNDP will liaise with the existing Police Academy to ascertain the extent to which the necessary experience and knowledge already exists. It will also identify material needs of the BCH unit. UNDP will be in charge for administration of this assessment and will ensure a competitive procurement of goods based on UNDP rules and regulations.

Activity 3.4 Facilitated study visits to EU Member states and Candidate country policing formations, including hands-on exposure to event management and protection of sensitive sites.

UNDP will organize, with the advice of EULEX, study visits for members of the KP BCH unit and municipal leaders. The study visits are planned for the United Kingdom (two in total, return trips). The study visits will contribute to strengthening of knowledge of participants on protection of sensitive sites. At least 7 people will participate and benefit from this exercise - 4 will be from the KP BCH unit, 2 from EULEX and 1 UNDP Staff. The agenda of the study visits will be determined

in consultation with EULEX, and local stakeholders. In Northern Ireland, the focus of the study visit will be cultural diversity in police decision making. The plan is to visit Northern Ireland during the planning stages of the parades, and once more in July during the parades. Combined within the first visit will also be a visit to the UK mainland with a focus on best practice in community policing and community impact assessments. The lessons learned conference is designed to evaluate the overall impact to structures and processes at all levels of the RoL system in Kosovo relevant to Religious and Cultural Protection. In addition, the lessons learned conference may be able to identify strengths of the approach used by Kosovo authorities and local government to add to the milieu of norms and best practices in the field of expertise. The overall purpose is to develop a publication for academic and expert consumption that encompasses the successes and challenges of the integrated Kosovo approach that helps to strengthen the universe of ideas on best practices in this regard.

Activity 3.5 Joint KP-municipality prioritization exercises to develop and implement local plans for physical security and community outreach.

UNDP will provide support to KP and municipality through advisory services, with support of EULEX, to develop and implement local plans for physical security and community outreach. The plan, created through a three way approach of EULEX advisory and KP-municipal involvement, will ensure that appropriate priorities are identified based on community needs and KP skills, and that the local plans are achievable and sustainable.

In consultation with EULEX, international expertise will be engaged to assist the KP BCH unit in developing and implementing plans for physical security. It will be assured that these community safety plans will affect equally the various communities selected. There will be training exercises to help with the implementation of the security plans as well as a workshop with communities to help better understand the security implementation plan. There will also be various community outreach exercises to ensure that all members of the community are aware of the work the KP does and how they can benefit from the unit. Specifically outreach activities are to increase awareness and reach members of the community that may not be aware of the unit. These activities could include KP BCH unit handing out flyers in communities along with the phone number to the hotline that will be created. The outreach activities may also include site visits where the KP BCH unit invites members of the community to the RCH selected sites. The KP BCH unit can also hold an open house where members of the community can visit the unit and ask questions/communicate with the KP.

Through increased capacities of the KP BCH unit, RCH sites will be bettered monitored and protected. Since all communities will have equal access to the BCH unit through increased coordination and communication the capacities of the unit can be maximised and used. The community safety plan developed will also increase the trust between the communities and the KP, as well as municipal authorities. This should ensure that the trust between various communities can be established and guarded and that communities will have a sense of pride of their various RCH sites, now that the sites and surrounding areas have been renovated/beautified.

3. Role of Stakeholders

The project implementation will be led by UNDP in close partnership with EULEX. The EUOK will provide political and technical advice, and in consequence of mandate will ensure synergies with previous and existing EU assistance. UNDP will provide project management and administrative services, and in consequence of established competencies and positioning will facilitate interaction with and engagement by municipal and community stakeholders. EULEX will advise UNDP in this process during implementation phase through the activities of the Strengthening Division.

The main stakeholder within this intervention is the Kosovo Police (KP) Unit for the Security of Buildings and Cultural Heritage (BCH). This newly created unit was established in March 2013. In accordance with the agreement reached on the matter in the European Union-facilitated dialogue, a specialized unit for the protection of cultural heritage and religious sites was established in the Kosovo police. The unit has four sub-units covering Pristina, Prizren, Pejë/Peć and Mitrovica. The multi-ethnic police unit will replace the Kosovo Police Division of Public Security, which has provided static protection for 29 cultural heritage sites across Kosovo since 2009.

The communities involved in the intervention will be the direct beneficiaries.

The role of the EUOK is primarily to agree on the objectives of the actions, to approve the actions and to accept them. Some monitoring may also be carried out. The EUOK will also provide political guidance in the final selection of the sites for rehabilitation, repair, and beautification within certain communities.