

ROCHESTER INSTITUTE OF TECHNOLOGY
Center for Multidisciplinary Studies
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Capstone Project Final Report

**Improvement of the Reintegration Process of
Involuntary Repatriated Persons to Kosovo**

“Submitted as a Capstone Project Proposal in fulfillment of a Master of Science in Professional Studies at the RIT Center for Multidisciplinary Studies”

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Acronyms

KPA – Kosovo Property Agency

MLGA – Ministry of Local, Government Administration

MEST – Ministry of Education, Science and Technology

MoJ – Ministry of Justice

MFE – Ministry of Finance and Economy

MCR – Ministry for Community and Return

MESP – Ministry of Environment and Spatial Planning

MoIA – Ministry of Internal Affairs

MLSW – Ministry of Labor and Social Welfare

MoH – Ministry of Health

IOM- International Organization for Migration

OSCE – Organization for Security and Cooperation in Europe

UNHCR- United Nations High Commissioner for Refugees

UNMIK- United Nations Interim Mission in Kosovo

Executive summary

This report addresses the problem of reintegration of involuntary repatriated persons in Kosovo society in the period of 2008 – 2010. Reintegration of involuntary repatriated persons is one of the serious challenges that Kosovo has been facing since the war ended. According to official statistics of THE UNHCR around 8000 involuntary repatriated persons were readmitted to Kosovo in the period of 2008 – 2010.

This project assessed the efforts made by Kosovo Institutions to fulfill their obligations under the Strategy for Reintegration of Repatriated Persons and to create conditions for the reception and sustainable reintegration of involuntary repatriated persons into Kosovo society.

According to the Strategy Kosovo institutions have to take all measures in the areas of legal reintegration, accommodation, health, education, employment and social welfare. Other reintegration opportunities have also to be considered with the aim to successfully reintegrate involuntary repatriated persons in all spheres of public life based on the principle of equality. The field work involved conducting questionnaires with representatives from ministries and other relevant institutions and questionnaires with recently repatriated persons and those repatriated over a year ago. The findings presented in this report show that Kosovo institutions fall short of fulfilling their obligations to ensure a sustainable reintegration of persons repatriated to Kosovo from host countries.

A few steps have been taken to implement the objectives of the Strategy and the fund allocated for this purpose in 2010 proved to be inadequate. There is however a general lack of awareness among relevant local authorities of their roles and responsibilities in this process.

Appropriate measures to facilitate the reintegration of repatriated persons in the key areas of health, education, social assistance, employment and housing are still lacking. No budgetary lines have been included in the respective municipal budgets for this purpose.

This report includes a number of recommendations to the relevant authorities. They stress the need for greater coordination, cooperation and information sharing among stakeholders involved. Kosovo institutions have to take all necessary measures to create conditions for the reception and reintegration of involuntary repatriated persons, in order to allow for their safe and dignified return and sustainable reintegration into Kosovo society. Detailed recommendations are provided for each appropriate ministry, including MIA, MLSW, MLGA, MEST, MESP, MH, KPA, MCR and MJ.

Despite some late improvements, institutional mechanisms and capacities to address the needs of repatriated persons should be further strengthened.

1. Introduction to repatriation and reintegration

1.1 Repatriation

Repatriation (from Latin repatriare) is the process of returning a migrant back to one's place of origin or citizenship. Repatriation should take place only when careful assessment of the situation shows that it is safe for most refugees to return back home and that such return has good prospects of being durable. The basic terms and conditions of return must be incorporated in formal repatriation agreements between the countries of origin and the host countries. There are two types of repatriation: voluntary and involuntary repatriation.

1.2 Voluntary Repatriation

Voluntary repatriation is the return to the country of origin on the basis of the freely expressed willingness of the refugees.

UNHCR's Handbook on Voluntary Repatriation (1996) states that 'voluntary repatriation' depends upon the following factors:

- conditions have changed sufficiently in the country of origin to allow the return of the majority in safety and dignity
- the return must be lasting and sustainable
- the return must take place without force pushing refugees to leave or barriers preventing return
- the return can take place under conditions of:
 - legal safety – absence of discrimination, freedom from persecution
 - physical safety - freedom from attack, safe routes of return

- material safety – a means of livelihood and access to basic services

1.3 Involuntary repatriation

Involuntary repatriation applies to persons without legal status who do not or no longer fulfil the conditions of residence in the territories of other countries because they either:

- Entered illegally, or
- Overstayed visa or residence permit, or
- Asylum claim has been rejected, or
- Residence permit has been cancelled – because of criminal activities or other reasons (persona non grata)

Involuntary repatriation is viewed as repatriation to the country of origin induced by the receiving country by creating circumstances which do not leave any alternative but the return.

1.4 Reintegration

Reintegration of repatriated persons is generally viewed as re-inclusion or re-incorporation of a person in a group or in a process, e.g. of a migrant in the society of his/her country of origin. Reintegration is a collective responsibility under government leadership where some actors (e.g. UNHCR and other humanitarian agencies) play a leading role in the earlier stages, while other actors (e.g. development agencies) play a greater role later in the reintegration process. Reintegration is a process that results in the disappearance of differences in legal rights and duties between returnees and other communities and the equal access of returnees to services, productive assets and opportunities.

A sustainable reintegration is achieved when the returnees enjoy full political, civil, economic, social and cultural rights.

1.5 Activities under reintegration

Reintegration aims at assisting the person to integrate into society after returning to her/his country of origin. Such assistance should include offering services such as reception facilities or accommodation services, psychological counseling, legal assistance, social assistance, employment and vocational training, health care and education assistance. Such activities are usually part of legal framework that is endorsed by governments of countries.

1.6 Legal repatriation and reintegration framework in Kosovo

Current legislation on reintegration includes the Law on Readmission, Strategy for Reintegration of Repatriated Persons, the Action Plan and the Regulation for Establishment of the Municipal Office for Communities and Returns.

In July 2010, the Assembly of the Republic of Kosovo adopted the Law on Readmission. This law has the same effect as a readmission agreement with the EU. This was seen as the best solution as Kosovo cannot conclude readmission agreements with EU member states since five EU member states have not recognized its independence. The law obliges Kosovo to take back all its citizens that are found to be illegally residing in the EU, as well as third-country nationals if the EU country in question can prove that they came to the EU via Kosovo.

In addition, by October 2010 Kosovo signed readmission agreements with Albania, Denmark, France, Germany, Switzerland; Austria and Norway; was conducting negotiations with the Benelux countries; agreed to launch negotiations with Hungary and Turkey; and sent invitations to open negotiations on readmission agreements to other countries.

After a comprehensive assessment of the mechanisms for reintegrating repatriated persons, Kosovo revised its reintegration strategy in April 2010 to resolve all short-comings. The strategy together with its action plan was endorsed in July 2010. A regulation, which clarifies the roles and responsibilities of the municipal return officers in the reintegration process, has also been adopted. In addition, in June 2010, the government supported by OSCE, began training Kosovo municipalities in the reintegration of repatriated persons.

1.7 Implementation of Strategy for Reintegration of Repatriated Persons

The Strategy enumerates steps necessary to successfully reintegrate all categories of returnees including assistance upon arrival (a medical check, printed information on further procedures to be followed, transport to the place of origin, and if needed, provision of temporary accommodation for up to seven days) and longer-term assistance. It contains specific objectives and concrete measures in the areas of legal reintegration, health, education, employment, social welfare, housing and property related issues with the aim to ensure the sustainable return and reintegration of repatriated persons. Special attention should be paid to the needs of vulnerable groups of returnees. The Strategy assigns roles and responsibilities to relevant central and local institutions and introduces referral and co-ordination mechanisms between the central and local levels.

The Strategy is based on the assessment of the situation from different points of view, with special emphasis on the socio-economic impacts in order to have the situation of involuntary returns and the process of reintegration of repatriated persons under control. It is being implemented through the action plan with the overall aim to effectively reintegrate repatriated persons in all spheres of public life based on the

principle of equality. At the central level, key ministries, that play an important role in the reintegration process, are:

Ministry of Interior (MoI);

Ministry of Labor and Social Welfare (MPMS)

Ministry of Health (MoH);

Ministry of Local Government Administration (MLGA);

Ministry of Environment and Spatial Planning (MESP)

Ministry of Communities and Returns (MCR)

Ministry of Education, Science and Technology (MEST);

Ministry of Justice (MoJ);

Kosovo Property Agency (KPA)

At the local level relevant municipal departments will provide services in coordination with Municipal Office for Returns or Community Offices.

According to the Strategy reintegration covers the following activities:

Legal reintegration of repatriated persons – access to civil documents, certificates of civil status, ID cards and travel documents, formal recognition of documents/certificates issued by applicant countries. (MoIA, MLGA)

Health care – access to primary, secondary and tertiary health services during reception and at later phases (MoH)

Employment and vocational training – access to registration in employment offices, support for employment, information on labor market, advices, vocational training. (MLSW)

Education – access to language courses in returnees' native languages and access to all levels of education: pre-primary, primary, secondary and higher education. (MEST and relevant municipalities)

Social Welfare – access to basic pension scheme, disability pension scheme, scheme for the Families with Children with Permanent

disability, social assistance scheme (for the poor families), support to vulnerable groups such as victims of trafficking, old people, single parents, children without parental care, children with special needs, persons with mental disabilities. (MLSW)

Housing and Property Issues - the verification of property of repatriated persons, finding solutions for temporary accommodation, establishing renting schemes, building collective shelters, renovating houses (KPA, MESP, relevant municipalities).

2. Migration in Kosovo since 1990s

According to the Strategy for Reintegration of Repatriated Persons¹ – reintegration can be defined as: re-inclusion or re-incorporation of a person into a group or a process, e.g. a migrant into the society of his/her country of origin. The process of reintegration covers: initial reception assistance, legal reintegration, access to health care, employment, education, social welfare, social housing and property.

Migration has been and remains a large scale phenomenon which keeps Kosovo, amongst the first places of origin of asylum seekers in European Union countries and beyond. A large number of Kosovo communities (Albanians, Roma, Ashkali, Serbs, Gorani, Bosnians) have left Kosovo since the beginning of the 1990s for political and economic reasons. It is quite difficult to precisely define the exact number because a part of them were registered as citizens of Serbia, Montenegro or ex- Yugoslavia². They went to Germany, Switzerland, Austria, Belgium, Sweden, Norway, Finland and other countries in order to seek refugee and to an extent to search for better opportunities.



Fig. 2.1 Migration of Kosovo communities since 1990s

With the outbreak of the war in 1998 and until the end of it in June 1999 hundreds of thousands of Kosovo communities were forced to leave Kosovo. The majority of them found refuge in neighbouring Albania and Macedonia and have returned to Kosovo in the meantime. However a considerable number of them who found refuge in Western European countries; including members of the Roma, Ashkali, Egyptian, Bosniak and Gorani communities, are still there.

Many communities who have left Kosovo since beginning of the 1990s either received refugee status or received protection under the relevant legislation of host countries and were granted the right to remain there. However, a great number of them have been denied legal status because they did not qualify for it, and as a result a number of them have already been repatriated (either voluntarily or involuntarily) but there is also a significant number waiting to be repatriated or deported. So, after the

war countries which had accommodated a large number of Kosovars increasingly sought to return them to their place of origin.

As part of its reserved powers in foreign affairs and border control UNMIK was the main institution on managing the reintegration process since 1999³. Since 1999, UNMIK's policies on repatriation or forced returns have been based on UNHCR Position Papers on the Continued International Protection Needs of Individuals from Kosovo⁴ and on readmission procedures laid out in Readmission Policy⁵. Some limited competencies were transferred to Kosovo Government in 2006. As a result, on 25 October 2006, the Kosovo government formed a Steering Board composed of representatives of relevant ministries, international organizations and international and local experts.

After the declaration of independence and after the Constitution came into power the responsibilities for repatriation were completely transferred to Kosovo Institutions. Reintegration of involuntary repatriated persons is one of the serious challenges that Kosovo has been facing since the war ended.

Majority and minority involuntary repatriated persons				
Jan. 2008 – Oct. 2010				
Years	2008	2009	2010	Total
Majority population	2134	2492	1926	6552
Minority population	416	470	495	1381
Total	2550	2962	2421	7933

Table 2.2 Total number of involuntary repatriated persons 2008-2010

According to official and reliable statistics of UNHCR (as at end of October)⁶ up to 7933 involuntary repatriated persons were readmitted to Kosovo in the period of 2008 – 2010.

As the reintegration of the repatriated persons to Kosovo is one of the main criteria for the process of visa liberalization, the Kosovo Government is committed to sign bilateral repatriation agreements with other countries as well as develop an advanced legal framework governing this area.

In order to enhance cooperation between host countries and the countries of origin, that also leads to the conclusion of readmission agreements⁷. Ministry of Internal Affairs has signed repatriation agreements with Albania⁸, Switzerland⁹, Denmark¹⁰, France¹¹, Germany¹². Norway¹³ and Austria¹⁴. A protocol of cooperation was signed with Belgium¹⁵.

Some other agreements are on the way to be signed.

In addition, Kosovo has promulgated the Law on Readmission¹⁶ (July 2010) as well as has drafted and endorsed the revised Strategy for Reintegration of Repatriated Persons² and its Action Plan (July 2010)¹⁷.

According to OSCE report¹⁸ Kosovo's local authorities fall short of fulfilling their obligations to support the reintegration of persons repatriated to Kosovo from host countries. The report stresses out that the Strategy and the Action Plan have not been widely distributed to the local level, there is a general lack of awareness among relevant local authorities of their roles and responsibilities and there are no sufficient budgetary resources allocated for the implementation of the Strategy. So, repatriated persons often remain without any assistance, information on access to services, or other reintegration opportunities upon their arrival in Kosovo.

The revised strategy for reintegration of repatriated persons and the action plan, that have been adopted this year, provide a good basis for improvement in this area. An Executive Board on reintegration and related working groups has been put in place to strengthen coordination of reintegration efforts. The regulation that clarifies the role of the municipal return officers in the reintegration process has also been adopted¹⁹. But even though a fund of €500,000 has been allocated for the reintegration of repatriated persons a sustainable funding of reintegration needs to continue in the future.

Kosovo 2010 Progress Report²⁰ stresses out that despite minor improvements in 2010 reintegration remains a challenge and further efforts by Kosovo authorities are necessary. Capacity to handle reintegration of forced returnees needs to be strengthened. Communication between central and municipal levels on readmission is insufficient. The municipalities do not have adequate human and financial capacity for providing sufficient assistance to repatriated persons.

These problems directly affect the repatriated persons who being desperate sometimes try to use illegal ways and leave Kosovo again. So, the unsustainable reintegration can cause illegal migration. Hence, promoting legal migration and fighting against irregular migration remain major challenges of our institutions.

3. Approach to solving the problem

3.1 The first phase

This project is to assess the efforts of Kosovo Institutions to deal with reintegration of involuntary repatriated persons to Kosovo in the period of 2008 – 2010.

Its early research phase relied on pre-existing documents and evidence from multiple sources, including formal and informal ones.

In order to have a complete clear picture of the whole reintegration process and all the actors involved the whole legal reintegration framework that was used since the repatriation started in Kosovo was reviewed and analyzed.

As repatriation and reintegration were UNMIK's responsibility until 2006 all documents they were based on, such as: Strategy for Reintegration of Repatriated Persons to Kosovo, Action Plan, UNHCR Position Papers, UNHCR statistical reports, Readmission Policy etc had to be consulted.

For reasons of clarity it has to be stressed out that the strategy and the action plan that created the basis of reintegration process were endorsed in 2007 and were used till July 2010 when the revised strategy and the action plan were endorsed. Also the Law on Readmission and the repatriation agreements that were signed with some EU countries served as a good source of information during the research phase.

In addition, some monitoring reports and other documents that were written by international organizations were used. They confirmed the fact that the sustainable reintegration of repatriated persons remains a major challenge for Kosovo institutions. They also express their concern that while the vast majority of international assistance in the field of return is aimed to support voluntary returns, involuntary repatriated persons upon their return to Kosovo often remain without any assistance by either Kosovo institutions or international organizations.

Also some newspaper articles that contained stories of real life situations were consulted. They showed in one way or another that despite objections from UNHCR and other organizations that respect human rights repatriation has started and that it is a big burden for Kosovo institutions.

UNHCR statistical reports were also used to enrich the project.

3.2 The second phase

After analyzing the whole relevant documents three questionnaires that were filled in by 82 persons of different ages, genders, ethnicities and educational backgrounds were designed. Based on suggestions of some monitoring organizations measures to ensure confidentiality of the respondents' identity were taken.

The first questionnaire (see Appendix A) was designed so as to assess the capabilities and willingness of Kosovo relevant institutions to deal with the reintegration of repatriated persons. The questions were designed so as to cover the responsibilities of relevant institutions in reintegration process. The questionnaire consisted of eight questions and was given to representatives of MIA, MLGA, MLSW, MoH, MESP, MEST, MFA, MCR, KPA. The same questionnaire was sent by email to respondents.

The second questionnaire (see Appendix B) was designed for people who were repatriated over a year ago.

It was filled in by 60 persons: 41 Albanians and 19 minorities (Roma, Turkish, Bosnian, Ashkali and Gorani).

40 out of the total number of respondents were males and 20 were females.

Questionnaires were conducted in different locations of Kosovo such as: Gjilan, Pejë, Prizren, Ferizaj, Lypjan, Gjakovë, Fushë Kosovë, Kaçanik,

Prishtinë etc. The majority of respondents came from Switzerland (15) and Germany (19). The rest came from Austria (5), Denmark (2), England (1), Canada (1), France (6), Sweden (3), Norway (2), Belgium (2), Netherlands (1), America (2), and Czech Republic (1). Their length of stay in the abovementioned countries varied from 9 months to 16 years. This questionnaire consisted of fifteen questions that covered all services that have to be provided to repatriated persons as part of reintegration process. In order to assess the reintegration process the same questionnaire was filled in by all respondents. The intention was to find out the level of reintegration of involuntary repatriated persons.

The third questionnaire (see Appendix C) was designed for people that were newly repatriated. It was filled in by 14 persons who were staying in Switzerland and Finland before their repatriation.

This questionnaire was conducted at the airport. It consisted of ten questions that covered their expectations on services to be provided to them according to the Strategy.

3.3 The third phase

The findings from the questionnaires were tabulated and analyzed.

The report in general answered some key questions: Did the involuntary repatriated persons return in safety and dignity? Could Kosovo relevant institutions offer services to involuntary repatriated persons according to the Strategy? Did the involuntary repatriated persons achieve sustainable reintegration? What are special needs of involuntary repatriated persons? What is the coordination of activities between relevant institutions involved in this process?

The results of this process were used to develop conclusions and recommendations.

General recommendations are developed to contribute to better implementation of the strategy and action plan on reintegration of involuntary repatriated persons.

Recommendations to relevant institutions involved in reintegration of involuntary repatriated persons are developed to ensure a sustainable reintegration process.

4. Project findings from Institutions

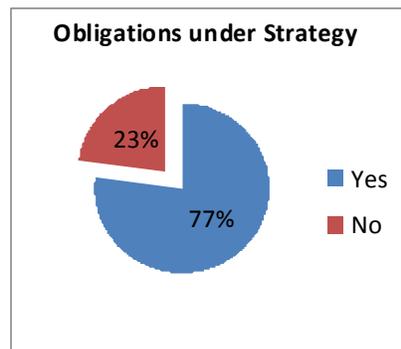
These findings present responses of representatives from relevant ministries and institutions that are involved in reintegration process of repatriated persons. They can be used to collect information on the willingness and capacities of Kosovo institutions to provide services to involuntary repatriated persons.

Nine responses out of ten requests were received. Although the responses may be biased and may not provide a complete picture of reintegration process, they do represent a variety of points of view that might be taken with reserves.

4.1 Major findings from Institutions:

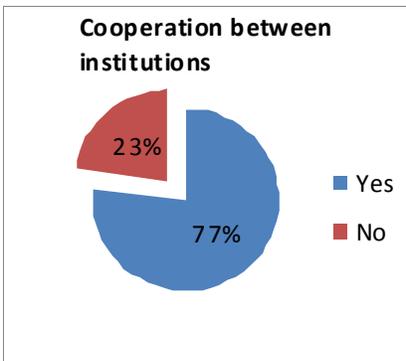
4.1. (a) Positive findings

Fig. 4. 1. 1 (a) Are obligations carried out by your institution?



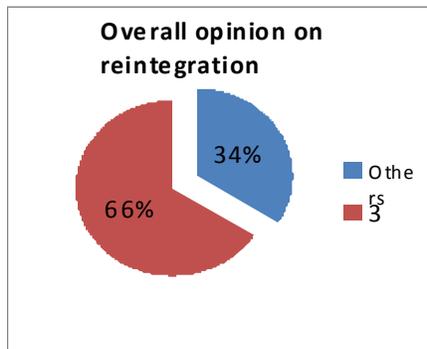
77% of respondents say that the institutions they are working in carry out the obligations assigned to them by the Strategy on the Reintegration of repatriated persons.

Fig. 4.1.2 (a) Is the cooperation with other institutions at the right level?



77% of respondents say that the cooperation between institutions involved in this process is at the right level.

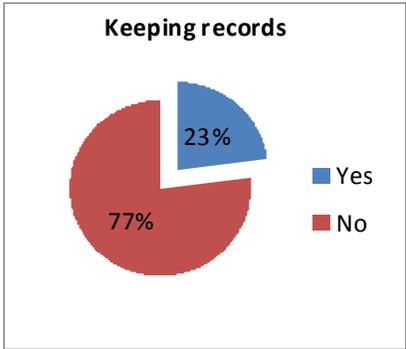
Fig. 4.1.3. (a) How do you rate the reintegration process of involuntary repatriated persons to Kosovo? (from 1-5: 1= poor, 2 = fair, 3 = good, 4 = very good, 5 = excellent)



66% of respondents rate the reintegration process of involuntary repatriated persons to Kosovo with 3 (good).

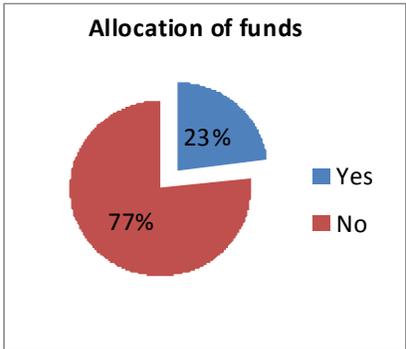
4.1. (b) Negative findings

Fig. 4.1.1 (b) Are records kept by your institution?



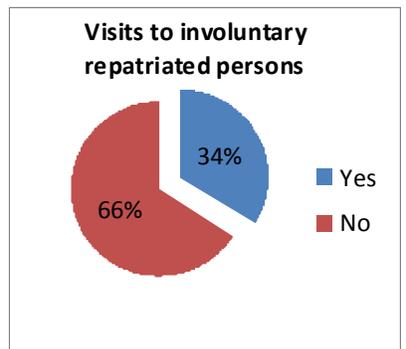
77% of respondents say that the institutions they are working in do not keep records of involuntary repatriated persons.

Fig. 4.1.2 (b) Is any special fund allocated by your institution?



77% of respondents say that the institutions they are working in have not allocated any special fund for the reintegration of involuntary repatriated persons.

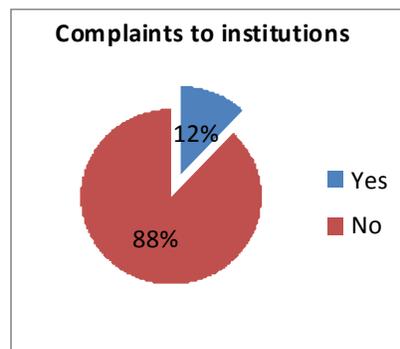
Fig. 4.1.3 (b) Are involuntary repatriated persons visited by your institution?



66% of respondents say that they have never visited repatriated persons after the repatriation.

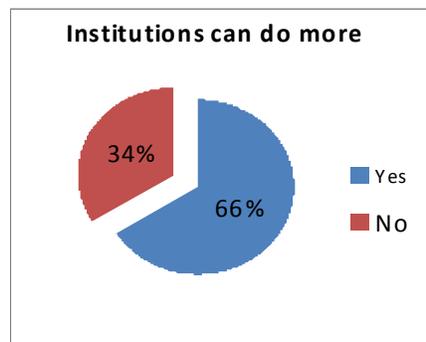
4.2 Secondary findings

Fig. 4.2.1 Have you received any complaints by involuntary repatriated persons?



88% of respondents say that they have not received any complaints by repatriated persons and one out of nine respondents says that they received a complaint but that was directed toward the host country.

Fig. 4.2.2 Can you do more for involuntary repatriated persons?



66% of respondents say that the institutions they are working in can do more.

Based on the responses received from representatives of Kosovo Institutions it can be concluded that the majority of respondents rate the

reintegration process as good. Those who carry out obligations as assigned by the Strategy closely cooperate with each other in providing services to involuntary repatriated persons in compliance with the strategy, the reality however shows a different story.

The fact that the majority of institutions do not keep records of involuntary repatriated persons makes you understand that they cannot provide services after the repatriation. This fact is also connected to the other fact that the majority of them have never visited the returnees after their repatriation. Also the lack of a special budget within each institution is another proof that shows that obligations are not carried out.

Although there are contradictions in their opinions, the majority of respondents say that they can do more for involuntary repatriated persons. What is surprising is the fact that despite dissatisfactions there are no complaints addressed to Kosovo institutions.

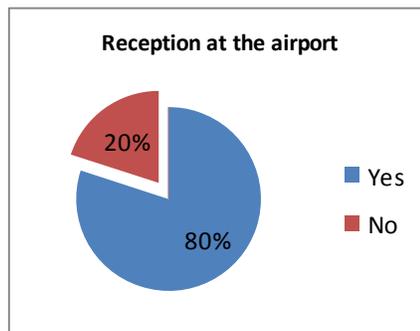
5. Project findings from those repatriated over a year ago

These findings present responses of 60 persons: 41 Albanians and 19 minorities (Roma, Turkish, Bosnian, Ashkali and Gorani). It is very important to stress out that there are no differences in responses of Albanians and other communities.

5. 1 Major findings from those repatriated over a year ago

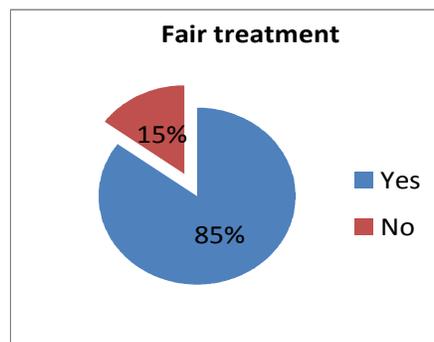
5.1 (a) Positive findings

Fig. 5.1.1 (a) Were you waited at the airport?



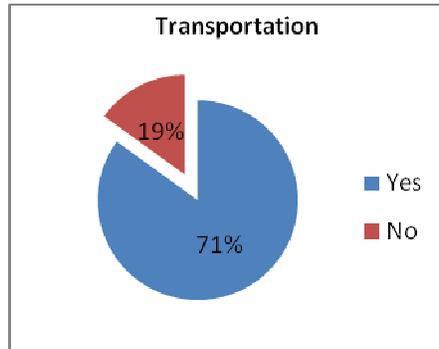
80 % of respondents said that they were waited by Kosovo institutions at the airport.

Fig. 5.1.2 (a) Were you treated fairly?



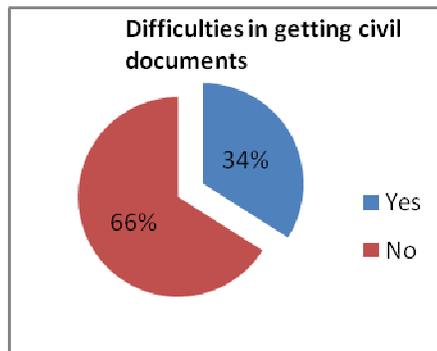
85 % of respondents said that they were treated fairly by Kosovo institutions when they arrived in Kosovo.

Fig. 5.1.3 (a) Were you provided transportation to the designated place?



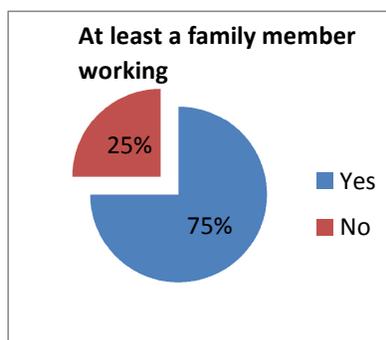
71 % of respondents said that they were provided transportation to the designated place of living.

Fig. 5.1.4 (a) Did you have difficulties in getting your civil documents?



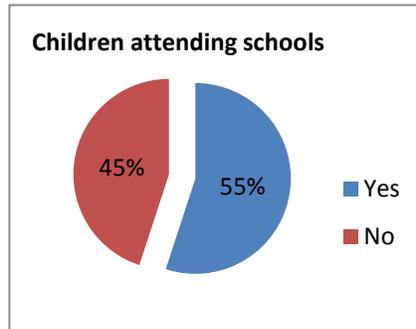
66% of respondents said that they did not have difficulties to get their civil documents.

Fig. 5.1.5 (a) Are you or any family member working?



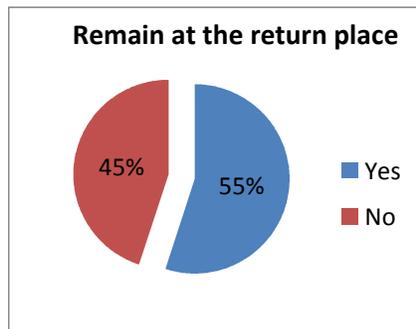
75% of respondents said that one member of their families was employed.

Fig. 5.1.6 (a) Are your children attending school?



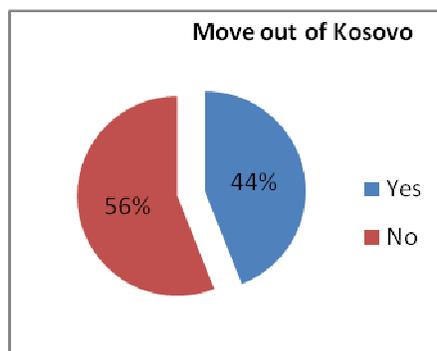
55 % of respondents said that they have school age children and they are attending schools.

Fig. 5.1.7 (a) Do you plan to remain at the return place?



55 % of respondents said that they plan to remain at the return place.

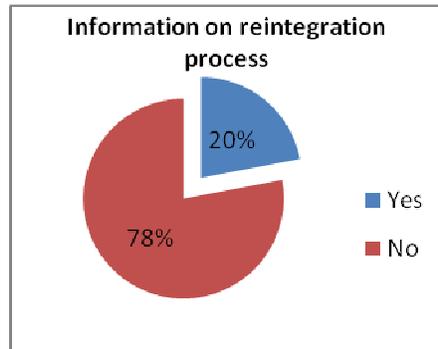
Fig. 5.1.8 (a) Do you plan to move out of Kosovo?



56 % of respondents said that they do not plan to move out of Kosovo.

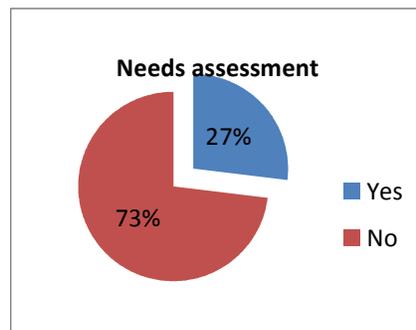
5.1 (b) Negative findings

Fig. 5.1.1 (b) Were you provided information on the reintegration process in Kosovo?



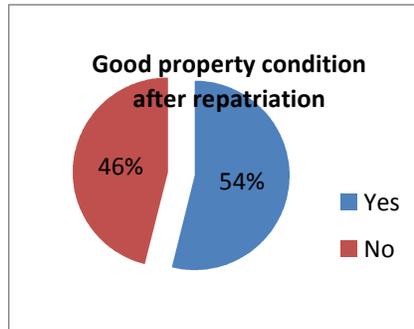
78 % of respondents said that they were not given information on the reintegration process in Kosovo.

Fig. 5.1.2 (b) Was emergent needs assessment done for you?



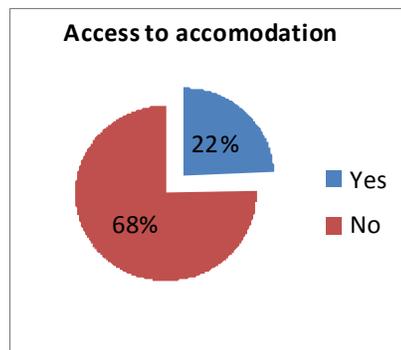
73 % of respondents said that no needs assessment was done for them.

Fig. 5.1.3 (b) Did you find your property in good condition?



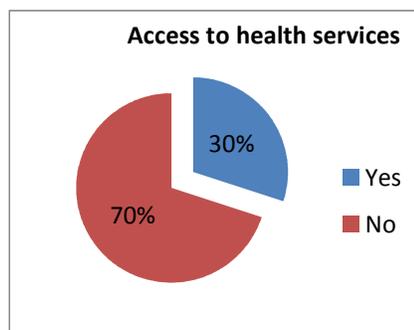
46 % out of respondents said that they did not find their property in good condition when they returned.

Fig. 5.1.4 (b) Were you provided accommodation after you arrival?



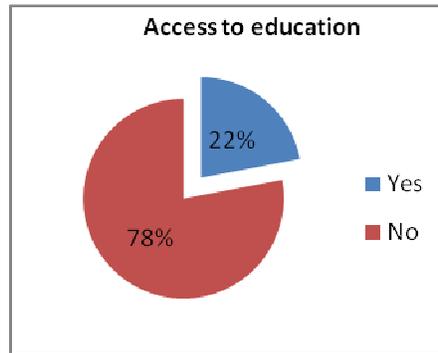
68% of respondents said that they were not offered accommodation based on their needs.

Fig. 5.1.5 (b) Were you offered the right health care treatment?



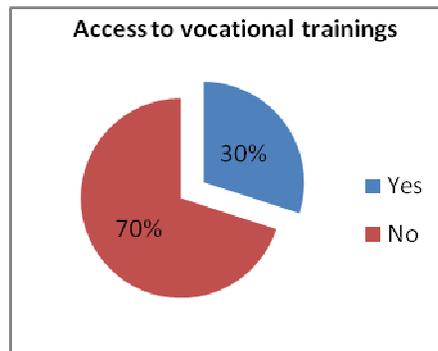
70% of respondents said that they were not offered proper health services based on their needs.

Fig. 5.1.6 (b) Did you have access to education after repatriation?



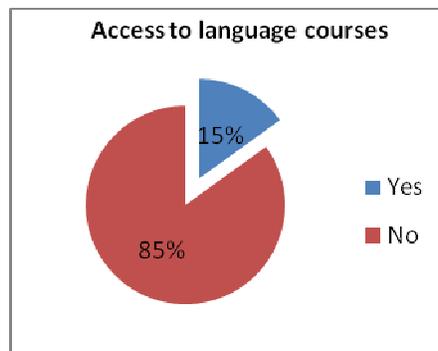
78 % of respondents said that they did not have access to education after repatriation.

Fig. 5.1.7 (b) Were you offered any vocational training?



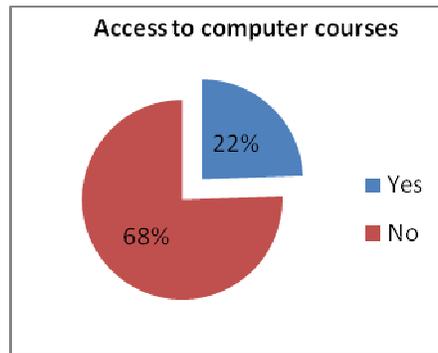
70 % of respondents said that they were not offered any vocational training.

Fig. 5.1.8 (b) Were you offered any language course?



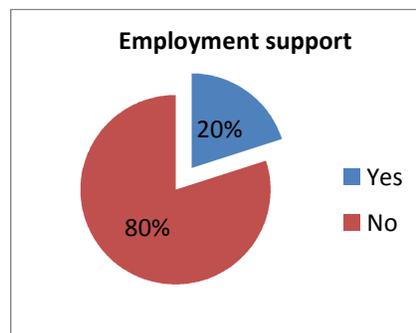
85 % of respondents said that they were not offered any language courses.

Fig. 5.1.9 (b) Were you offered any computer course?



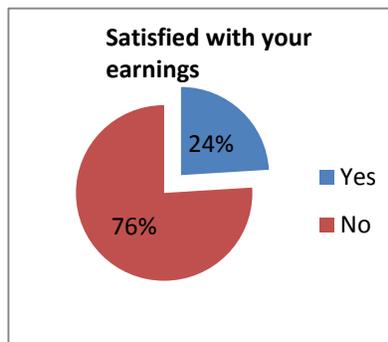
68 % of respondents said that they were not offered any computer courses.

Fig. 5.1.10 (b) Did Kosovo institutions offer employment?



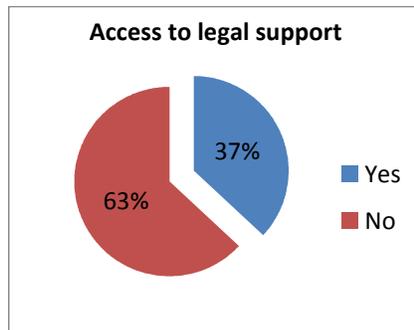
80 % of respondents said that Kosovo Institutions did not help them be employed.

Fig. 5.1.11 (b) Are you satisfied with your earnings?



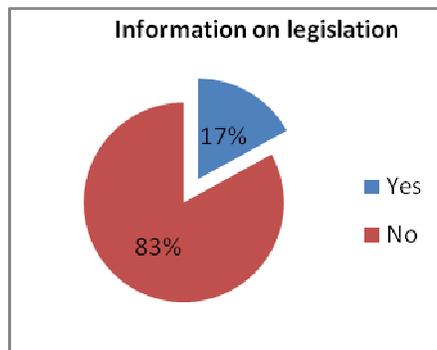
76% of those who worked occasionally said that they were not satisfied with their earnings.

Fig. 5.1.12 (b) Did you have access to legal support?



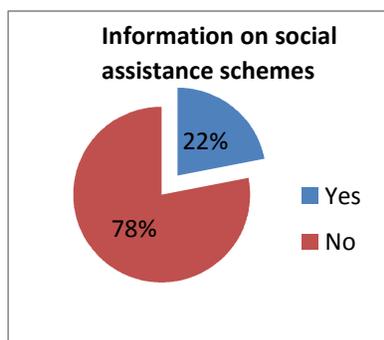
63 % of respondents said that they did not have access to any legal support after the arrival phase.

Fig. 5.1.13 (b) Were you given information on legal system in Kosovo?



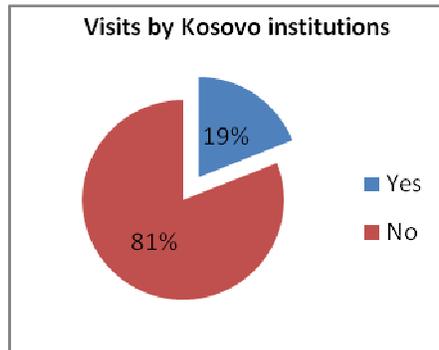
83% of respondents said that they were not given information on legislation in Kosovo.

Fig. 5.1.14 (b) Were you provided information on social assistance schemes?



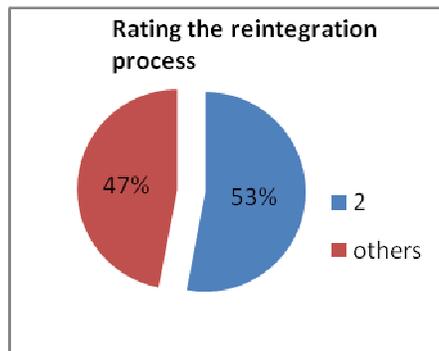
78% of respondents said that they were not given information on social assistance schemes in Kosovo and as a consequence they do not know if they qualify for it.

Fig. 5.1.15 (b) Were you visited by Kosovo Institutions?



81% of respondents said that they were never visited by Kosovo institutions. As a consequence they could not be interested in their level of reintegration.

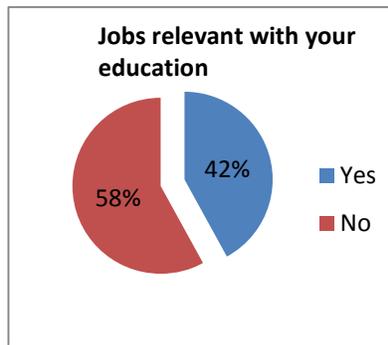
Fig. 5.1.16 (b) How do you rate your reintegration to Kosovo (from 1-5: 1= poor, 2 = fair, 3 = good, 4 = very good, 5 = excellent)?



53% of respondents rated the reintegration process in Kosovo as 2 (fair).

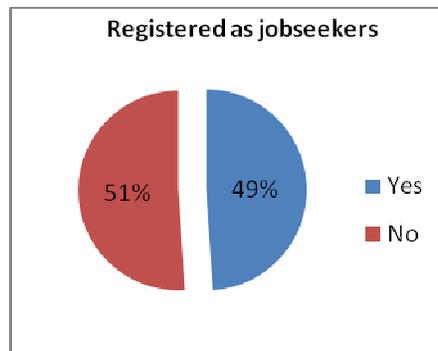
5.2 Secondary findings

Fig. 5.2.1 Is your job relevant with your education?



58 % of respondents who worked said that their job is not relevant with their education.

Fig. 5.2.2 Are you registered as a jobseeker?



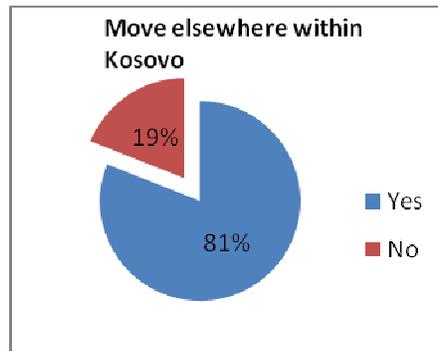
51 % of respondents said that they are not registered as jobseekers.

Fig. 5.2.3 Did you complain to Kosovo institutions?



90% of respondents said that they did not complain to Kosovo institutions despite their dissatisfaction.

Fig. 5.2.4 Do you plan to move elsewhere within Kosovo?



81 % of respondents said that they plan to move elsewhere within Kosovo.

The answers of respondents clearly show that involuntary repatriated persons did not receive satisfactory services as part of reintegration process and that is why the majority of them rate the reintegration process with 2 (fair).

The majority of respondents say that they were satisfied with the reception assistance provided to them immediately after arrival such as: reception at the airport, fair treatment and transportation to the designated place.

They also say that they did not have difficulties in getting civil documents of Kosovo and enrolling their children in schools.

Regarding the accommodation the majority of respondents say that they were not offered accommodation based on their needs. In cases they had accommodation they did not find it in proper condition.

Regarding the access to health care services the majority of them say that even though they did not have any serious health problems they were not offered the right health care treatment when they needed it.

The majority of respondents say that they did not have access to education including vocational trainings, language and computer courses.

There were also many complaints regarding access to employment. The majority of respondents say that did not have access to employment after their repatriation. Some of them say that they are either working themselves or one family member is working but they are not satisfied because their job is not relevant with their education and their earnings are not satisfactory.

There were also complaints that Kosovo Institutions have not provided them the information on civil documents, social assistance schemes, employment opportunities, legal assistance or other reintegration opportunities.

All their complaints are based on facts that no needs assessment was done for them and that Kosovo Institutions have never visited involuntary repatriated persons.

This is clear evidence that shows that reintegration of involuntary repatriated persons is not satisfactory at all.

What is important to be mentioned is the fact that besides the difficulties in having access to basic services such as accommodation, health services, employment, education, legal support, social assistance the majority of respondents say that they plan to stay in Kosovo.

This very important fact should make our institutions work more towards ensuring a sustainable reintegration process.

6. Project findings from newly repatriated persons

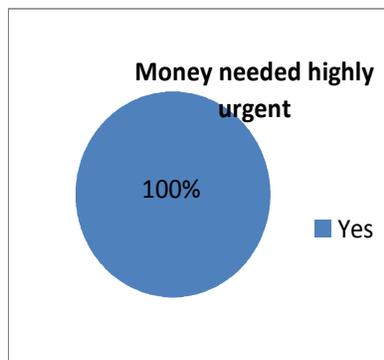
These findings present responses of 14 persons that were recently repatriated and are meant to assess their needs and expectations. Before repatriation they were staying in Finland and Switzerland.

6.1 Major findings of newly repatriated persons

6.1 (a) Strongly needed

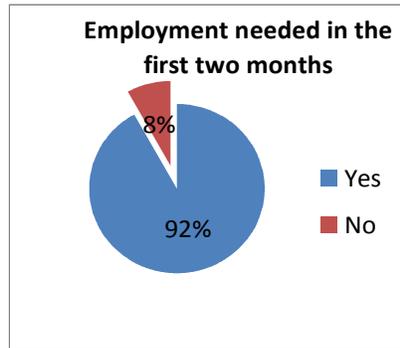
Fig. 6.1.1 (a) Rate your special needs (from 1–5: 1= zero, 2 = low, 3 = reasonable, 4 = urgent, 5 = highly urgent)

- a. Shelter
- b. Food
- c. Clothes
- d. Money
- e. Transportation
- f. Medical services



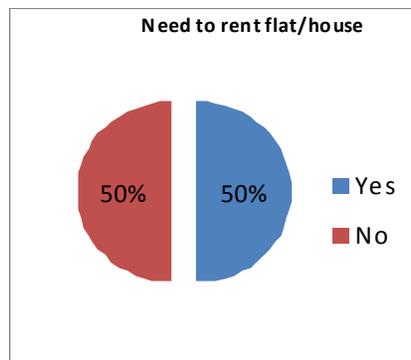
100% of respondents say that they need money very urgently.

Fig. 6.1.2 (a) Do you need a job in the first two months?



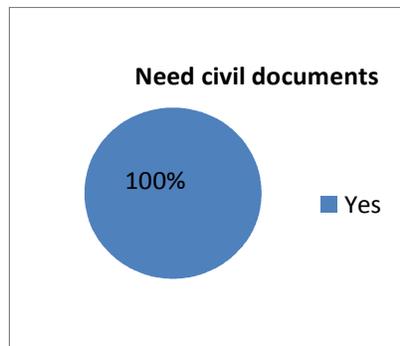
92% of respondents say that they need employment in the first two months.

Fig. 6.1.3 (a) Do you need to rent a house/flat?



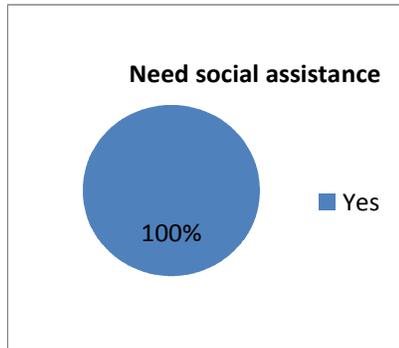
50% of respondents say that they need house/flats for rent.

Fig. 6.1.4 (a) Do you need civil documents of Kosovo?



100% of respondents say that they need civil documents of Kosovo.

Fig. 6.1.5 (a) Do you need social assistance?



100% of respondents say that they need social assistance.

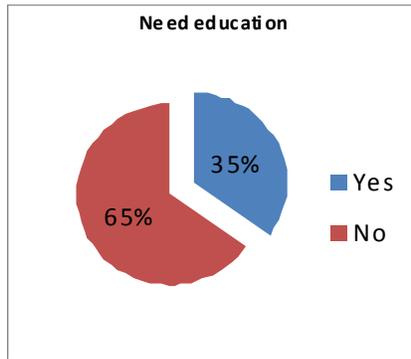
6.1 (b) Needed

6.1.1 (b) Do you need any vocational training to prepare you for the labor market?



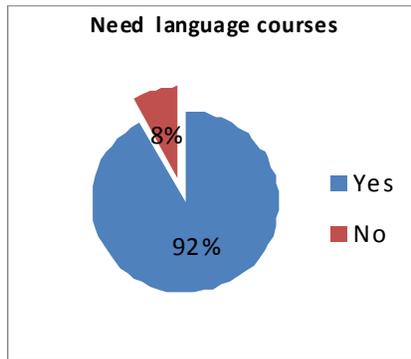
85% of respondents say that they need vocational trainings to be prepared for the labor market.

6.1.2 (b) Do you need to get education?



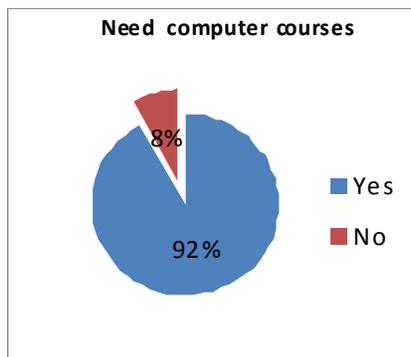
35% of respondents say that they need education.

6.1.3 (b) Do you need language courses?



92% of respondents say that they need language courses.

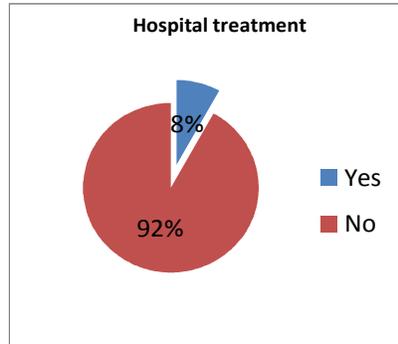
6.1.4 (b) Do you need computer courses?



92% of respondents say that they need computer courses.

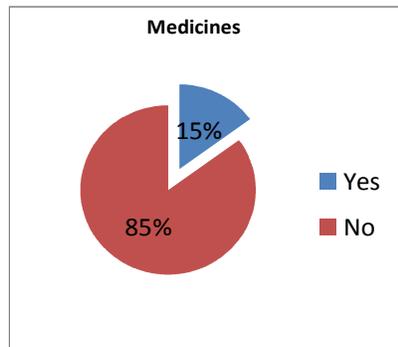
6.1 (c) Not needed

6.1.1 (c) Do you need hospital treatment?



92% of respondents say that they do not need hospital treatment.

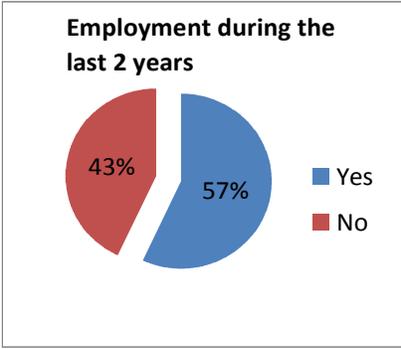
6.1.2 (c) Do you need medicines?



85% of respondents say that they do not need medicines.

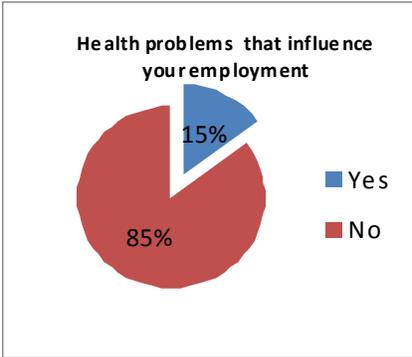
6.2 Secondary findings

Fig. 6.2.1 Did you or any family member work during the last 2 years?



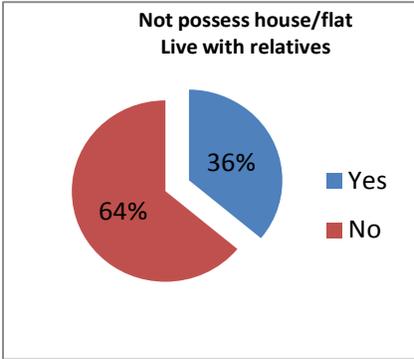
57% of respondents say that one of their family members worked.

Fig. 6.2.2 Do you have any health related problems that might prevent you working?



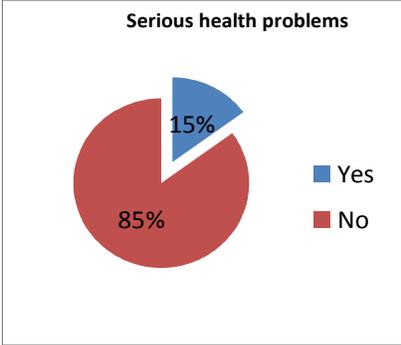
85% of respondents say that they do not have any health related problems that might prevent them working.

Fig. 6.2.3 Do you have a house/flat in Kosovo? If not, can you live with your relatives?



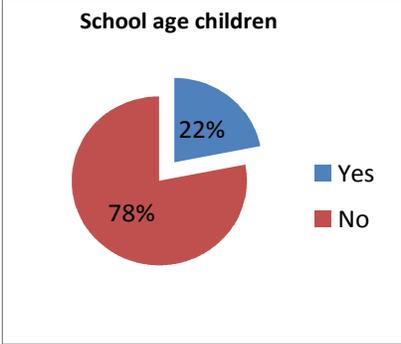
64% of respondents say that they do not have their own houses/flats but they can live with their relatives.

Fig. 6.2.4 Do you have any serious health problems?



85% of respondents say that they do not have serious health problems.

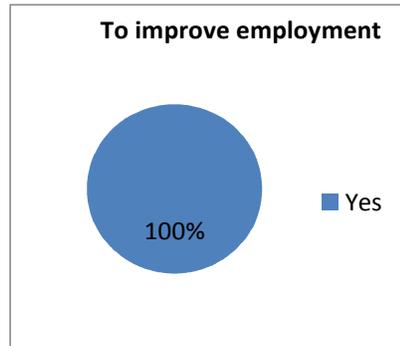
Fig. 6.2.5 Do you have any school age children?



78% of respondents say that they do not have any school age children.

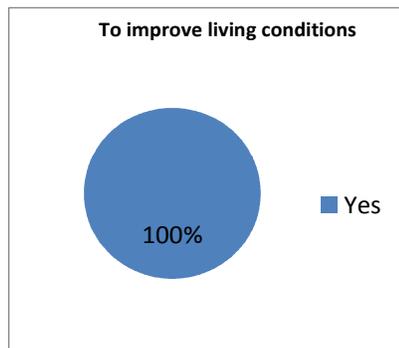
6.3 Plans for the future

Fig. 6.3.1 Do you plan to improve employment?



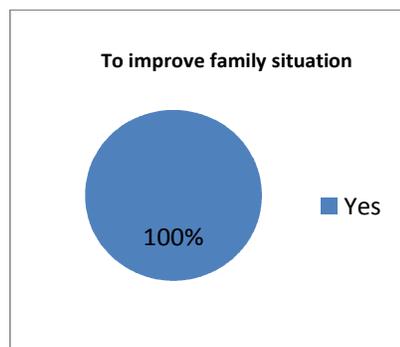
100% of respondents say that they plan to improve employment situation.

Fig. 6.3.2 Do you plan to improve living conditions?



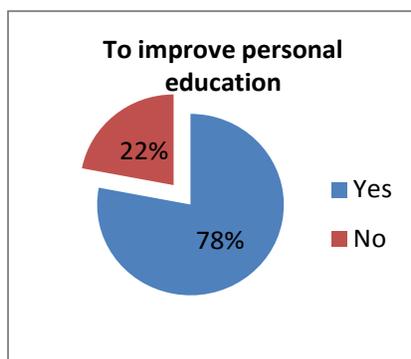
100% of respondents say that they plan to improve living conditions.

Fig. 6.3.3 Do you plan to improve family situation?



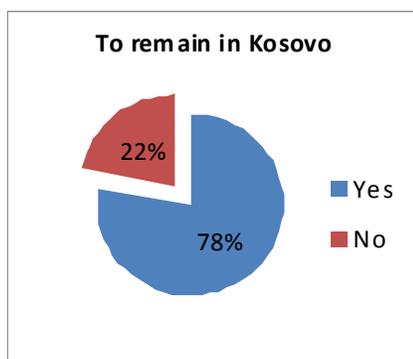
100% of respondents say that they plan to improve family situation.

6.3.4 (b) Do you plan to improve personal education?



78% of respondents say that they plan to improve their personal education.

Fig. 6.3.5 Do you plan to remain in Kosovo?



78% of respondents say that they plan to stay in Kosovo.

These answers clearly show that the newly repatriated persons expect to have a sustainable reintegration in Kosovo society.

The majority of respondents say that money, employment in the first two months, civil documents of Kosovo and social assistance are strongly needed.

The accommodation is also another component that has to be addressed with great care because half of respondents say that they need house/flat for rent.

Regarding employment the majority of them declare that they do not have any serious health problems that might prevent their employment.

Also education including vocational trainings, language and computer courses is needed in order to help them be prepared for the labor market.

As the majority of them do not have any serious health problems they say that they need neither hospital treatment nor medicines.

Regarding their plans for the future they all say that they plan to improve their employment, living conditions, education and family situations.

What is encouraging is the fact that despite some doubts the majority of respondents say that they plan to remain in Kosovo.

7. Conclusions and recommendations

The sustainable return and reintegration of involuntary repatriated persons remain a major challenge for Kosovo institutions. While the vast majority of international assistance (especially that of IOM) in the field of return is aimed to support voluntary repatriation, involuntary repatriated persons upon their return to Kosovo often remain without any assistance by either Kosovo institutions or international organizations.

The analysis of findings from three questionnaires, conducted during the field work, shows that Kosovo institutions lack capacities to fulfill their obligations to support the reintegration of involuntary repatriated persons to Kosovo.

A few steps have been taken to implement the objectives of the Strategy. Also the fund allocated lately does not fulfill the needs of returnees. There is also a poor communication between central and local authorities.

As a consequence, involuntary repatriated persons often remain without any assistance, information on access to services, or other reintegration opportunities upon their arrival in Kosovo. The lack of assistance they face in the areas of housing, education, health, employment, and legal integration often involves serious reintegration problems for individuals and families of all communities.

Difficulties in having access to essential services such as health care, education, employment or other economic opportunities are among the main difficulties faced by repatriated persons.

Also limited access to housing and property-related issues is clear evidence that this process should be handled with great care.

It will take considerable efforts by relevant institutions at both central and local level to address these obstacles and to ensure the sustainable return and reintegration of repatriated persons.

Based on the abovementioned findings Kosovo institutions should take all necessary measures to implement the objectives of the Strategy in the areas of legal reintegration, health, education, employment, social welfare and housing to ensure basic conditions for sustainable return and reintegration.

7.1 General recommendations

The following nine general recommendations will contribute to better implementation of the strategy and action plan on reintegration of involuntary repatriated persons.

1. Information should be given to involuntary repatriated persons regarding their reintegration immediately after their return. It includes information on civil documents, health system, education system, employment opportunities, and social assistance schemes.
2. Needs assessment has to be done immediately after the arrival of the returnees and has to take into consideration the short term and long term needs of involuntary repatriated persons.
3. Services should be provided based on their needs assessment. These include services that should be provided at the reception phase and those to be provided at later phases such as: temporary accommodation, houses/flats for rent, medical examinations, legal support, employment, education and other services as needed.
4. Records on involuntary repatriated persons should be kept. They can help relevant institutions provide services to involuntary repatriated persons and monitor their reintegration.
5. Involuntary repatriated persons should be visited by Kosovo institutions after repatriation. Such visits will find out the level of their reintegration and will also help Kosovo institutions to be better prepared to provide services to them based on their needs.
6. Special funds for each institution should be allocated. Such funds will help relevant institutions cover the expenses of reintegration activities they are responsible for such as: accommodation, health services, employment, education, social assistance or other reintegration services.
7. Communication between relevant institutions should be improved. The institutions that receive the information on the persons to be

repatriated have to immediately inform other institutions about those persons. That information should include all necessary data that might help other institutions to be better prepared to provide services to them.

8. Coordination between inter-institutional central and local coordination should be improved. Relevant ministries and municipalities have to exchange information on persons to be repatriated, develop joint reintegration programs and other initiatives with the overall aim of ensuring a sustainable reintegration of involuntary repatriated persons.
9. Communication with requesting countries regarding the exchange of information should be improved. It will help Kosovo Institutions be better prepared for the people to be repatriated especially for those that need urgent medical treatment and those with criminal backgrounds.

7.2 Recommendations for relevant institutions involved in reintegration process

In order to ensure a sustainable reintegration process of involuntary repatriated persons the following recommendations to relevant institutions are suggested:

7.2 (a) Recommendations for Ministry of Internal Affairs (MIA)

1. Database on repatriated persons should be upgraded.
2. MIA should inform other ministries on the persons to be repatriated on regular basis.
3. MIA should draft an information brochure on civil documents in Kosovo.

4. MIA should encourage involuntary repatriated persons to get civil documents of Kosovo.

7.2 (b) Recommendations for Ministry of Labor and Social Welfare (MLSW)

1. MLSW should keep an advanced database of repatriated persons.
2. MLSW should do needs assessment of involuntary repatriated persons upon their arrival.
3. MLSW should establish a transit centre for the accommodation of repatriated persons.
4. MLSW should encourage them to be registered as jobseekers.
5. MLSW should establish mobile teams that can stay at the airport and land border crossing points and train them so that they can be ready to assist repatriated persons.
6. MLSW should draft brochures on social schemes.
7. MLSW should draft brochures on pension schemes.
8. MLSW should draft brochures on employment services.
9. MLSW should increase the number of staff that deals with reintegration process.
10. MLSW should prepare a plan for treating vulnerable groups.
11. MLSW should have an emergent fund that can cover their special needs.

7.2 (c) Recommendations for Ministry of Local, Government Administration (MLGA) and municipalities

1. MLGA should better coordinate its activities with MIA, MEST, MLSW and MESP.

2. Municipal departments for education should prepare plans for reintegration of involuntary repatriated children.
3. Municipal departments for education should establish special language courses for children that might not know their mother tongue or any other local languages.
4. Municipalities should conduct verification of the real property of persons to be repatriated.
5. Municipalities should establish boards of appeal.
6. Municipalities should take the co-ordination role between central and local institutions.
7. Increase number of staff that deals with reintegration process.
8. Each municipality should have its budget line for reintegration of repatriated persons.

7.2 (d) Recommendations for Ministry of Health (MH)

1. MH should establish some mobile teams that can offer health care services upon the arrival of involuntary repatriated persons.
2. MH should keep records on repatriated persons who have health problems.
3. MH should prepare information brochures on health care system in Kosovo.
4. MH should offer psychological care to traumatized involuntary repatriated persons.
5. MH should cooperate with other countries in regard to sending repatriated persons for cure abroad if that is not possible in Kosovo.
6. MH should have a separate budget line for involuntary repatriated persons.

7.2 (e) Recommendations for Ministry of Education, Science and Technology (MEST):

1. MEST should allocate a special fund for the reintegration of repatriated persons.
2. MEST should prepare information brochures containing all educational opportunities that are at disposal for the reintegration of involuntary repatriated persons.
3. MEST should train teachers so as to better assist involuntary repatriated persons.
4. MEST should help educational municipal departments in preparing educational curriculum for involuntary repatriated persons.
5. MEST should monitor the educational services provided to involuntary repatriated persons.
6. MEST should cooperate with other countries so as to provide the education of involuntary repatriated persons abroad.

7.2 (f) Recommendations for Ministry of Environment and Spatial Planning (MESP):

1. MESP should cooperate with Cadastral Agency and Cadastral Offices in order to verify and identify status of the property of repatriated persons and their next of kin.
2. MESP should allocate a special fund for building social housing or temporary shelters.
3. MESP should cooperate with KPA for the claims for property recovery for repatriated persons.

7.2 (g) Recommendations for Ministry for Community and Return (MCR)

1. MCR should closely cooperate with other ministries regarding reintegration of involuntary repatriated persons.
2. MCR should make reintegration campaigns.
3. MCR should coordinate the process of finding funds for reintegration.
4. MCR should support the reintegration of involuntary repatriated minorities.

7.2 (h) Recommendations for Ministry Justice (MJ)

1. MJ should better cooperate with MoIA regarding involuntary repatriated persons with criminal backgrounds.

References

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19. The Regulation for Establishment of the Municipal Office for Communities and Returns – endorsed by the government of Kosovo on 4 Aug 2010
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Appendix A

Questionnaire 1

Questionnaire with representatives from ministries and other relevant institutions that are involved in reintegration of repatriated persons

1. Does your ministry or your institution carry out obligations that derive from the strategy for reintegration of repatriated persons?

2. Does your ministry keep records about the number of involuntary repatriated persons?
3. Has your ministry allocated any special fund for the reintegration of repatriated persons?
4. Is the cooperation with other institutions at the right level? If no, how could it be improved?
5. Does your ministry visit repatriated persons after the repatriation?
6. Has your ministry received any complaints by repatriated persons? If yes, what was the complaint about?
7. How do you rate the reintegration process of involuntary repatriated persons to Kosovo?
8. Can your ministry or your institution do more for involuntary repatriated persons?

Appendix B
Questionnaire 2

Questionnaire with persons that were repatriated over a year ago

1. Personal information

2. Information on country of asylum

3. Information on arrival to Kosovo

4. Reception

- a) Were you waited by Kosovo Institutions at the airport?
- b) Were you treated fairly when you arrived in Kosovo?
- c) Were you provided transportation to the designated place of living?
- d) Have you been given information regarding the integration process in Kosovo?

5) Needs assessment

- a) Have Kosovo Institutions done your emergent needs assessment?
- b) Did they provide services to you based on that needs assessment?

6) Access to Accommodation

- a) Did you possess house/flat prior to leaving Kosovo?
- b) If yes, did you find your property in reasonable condition?
- c) If no, have you been provided accommodation after you arrival?

7) Access to health care

- a) Did you have any health problems the last 2-3 years?
- b) Did you inform Kosovo Institutions about your health problems?
- c) Were you offered the right treatment after you were repatriated?

8) Access to civil documents

- a) Did you have difficulties to get your civil documents?
- b) Were you supported at the beginning phase?

9) Access to education and trainings

- a) Did you have access to education after repatriation?
- b) Do you have any school age children? If yes, are they attending school?
- c) Were you offered any vocational training?
- d) Were you offered any language course?
- e) Were you offered any computer course?

10) Access to employment

- a) Are you or any family member working?
- b) If not, are you registered as a jobseeker?
- c) Did Kosovo Institutions help you get employed?
- d) If yes, are you satisfied with your job?
- e) Is your job relevant to your education?
- f) Do you earn enough to support yourself/your family?

11) Access to legal support

- a) Did you have access to any legal support after the arrival phase?

- b) Did you receive information on legal system in Kosovo?
- c) Did you complain to Kosovo Institutions regarding your readmission or reintegration?

12) Access to social assistance schemes

- a) Were you given information on social assistance schemes after you were repatriated?
- b) Were you/your family entitled to any form of social assistance based on current social assistance schemes?
- c) If yes, how much did you receive per month?

13) Visits by Kosovo Institutions

- a) Were you visited by Kosovo Institutions after your repatriation?
- b) Were they interested about your level of reintegration?

14) Personal opinion on your reintegration to Kosovo (from 1-5: 1= poor, 2 = fair, 3 = good, 4 = very good, 5 = excellent)

How do you rate your reintegration to Kosovo?

15) Plans for the future

- a) Remain at the return place
- b) Move elsewhere within Kosovo
- c) Move out of K

Appendix C
Questionnaire 3

Questionnaire with newly repatriated persons

1. Personal information

2. Information on country of asylum

3) Rate your special needs (from 1 – 5: 1 = zero, 2 = low, 3 = reasonable, 4 = urgent, 5 = highly urgent)

- a. Shelter
- b. Food
- c. Clothes
- d. Money
- e. Transportation
- f. Medical services

4) Employment (Past and Future)

- a. Did you or any family member work during the last 2 years?
- b. Do you need a job in the first two months?
- c. Do you need any vocational training to prepare you for the labor market?
- d. Do you have any health related problems that might prevent you working?

5) Accommodation

- a. Do you have a house/flat in Kosovo?
- b. If yes, is it in good condition to be used now?
- c. If not, can you live with your relatives?
- d. Do you need to rent a house/flat?

6) Health services

- a. Do you have any serious health related problem?
If yes, specify under comments.
- b. Do you need hospital treatment?
- c. Do you need medicines?
- d. Does your health problem affect your employment?

7) Civil documents

Do you need civil documents of Kosovo?

8) Education and trainings

- a. Do you need to get education?
- b. Do you need language courses?
- c. Do you need computer courses?
- d. Do you have any school age children?

9) Social Assistance

Do you need social assistance?

10) Plans for the future:

- a. To improve employment
- b. To improve personal education
- c. To improve living conditions
- d. To improve family situation
- e. To remain in Kosovo

Other:

