In 2022, Kosovo[1] continued to see the impact of an inflation surge as a result of the COVID-19 pandemic, global economic challenges, and the war in Ukraine. Inflation increased sharply from 3.5% in 2021[2] to more than 14% in the summer of 2022, with food prices seriously affected including bread and cereals, meat, dairy products and baby food[3]. Inflation has worsened family and child poverty in what was already one of the poorest countries in Europe, with an estimated population poverty headcount ratio of 23% for 2021[4].

From July, the political tensions between Kosovo and Serbia escalated significantly after an earlier agreement regarding use of license plates in northern Kosovo expired. After Kosovo authorities announced a phased implementation of new measures regarding vehicle registration, 600 Kosovo Serb police officers, mayors, judges, and parliament members resigned from their positions in Kosovo institutions in protest. Tensions continued throughout the last quarter, including protests with extended road blockages in the north that lasted 19 days in December. The situation also led to some localized school closures for a week.

Kosovo’s legal framework is mostly in line with international standards on the rights of the child but implementation remains limited, constrained by inadequate human and financial resources. 5 of 17 administrative instructions foreseen in the Law on Child Protection (approved in 2020) have been adopted to-date. The Law on Local Government Finances, which includes a new specific grant for social services is not yet adopted. The National Strategy for Protection from Domestic Violence and Violence against Women together with the Law on Child Protection provide some safeguards against violence against children, yet the reporting of violence and the implementation of prevention programmes remain persistent challenges. The most vulnerable children still face multiple deprivations, with access to health, education and social services remaining insufficient for children from poor households, ethnic minority communities and children with disabilities[6]. The Roma, Ashkali and Egyptian minority communities also have limited access to clean water and sanitation. While 8% of children aged 2-17 years are reported to have a functional difficulty in at least one domain, disaggregated data on their access to services is scarce.

Despite the welcome increase in the budget for primary health care[7] children’s health indicators remain among the worst in the region. The child mortality rate, 16 per 1,000 according to MICS data, is four times higher than the EU average[8]. It is nearly twice as high for Roma, Ashkali and Egyptian communities (27 children per 1,000). There are also drastic disparities regarding full immunization for children under 2, with 38% coverage for Roma, Ashkali and Egyptian communities compared to 73% among the general population[9]. Administrative data show a concerning 10% drop in immunization rates during the pandemic.

MICS data reveals that only 15% of children aged 3-4 years attend early education programmes. The number is only 8% for minority children and 3% for children from the lowest wealth quintile households. The net attendance ratio in primary and lower secondary education is 95.5% but the quality of education remains a concern for all groups. Kosovo ranked third from bottom in the PISA in 2018, [NZ3] with 21% of students attaining at least Level 2 proficiency in reading (OECD average: 77%), and 23% of students attaining Level 2 or higher in mathematics (OECD average: 76%)[9]. In the beginning of the school year teachers’ strikes disrupted education and led to school closure and missed learning over the period of 5 weeks.

Low learning and skills outcomes continue to negatively impact school to work transitions for youth, particularly young women. The average of the proportion of 15-24-year-olds not in employment, education or training was 31.7% (32.7% for women) and the unemployment rate for youth is 29% (41.9% for women)[10]. Young people risk being maintained in informal labour or pushed to migrate with low earnings, limited access to social protection and little opportunity for social mobility. There is no data on adolescent mental health for Kosovo, but studies internationally have identified the medium-term impact of school disruption on adolescents[11] and increased risks of repetition and
dropout for students indicating mental distress[12]. Children with disabilities were identified as being at particular risk. Violence in schools, including bullying, is increasing[13]. Deep-rooted social and economic inequalities have placed a double burden on the world’s women and girls during the pandemic. Adolescent girls were at higher risk of anxiety, depression, sexual and reproductive health concerns and unequal gender roles at home. The Human Capital Index, for which Kosovo ranks at number 80 out of 157, shows that a child born in Kosovo will only be 57% as productive by the age of 18 as s/he could be if s/he enjoyed complete education and full health. In December 2022 Kosovo filed a formal application for European Union membership. This is a renewed opportunity for UNICEF, alongside the UN Kosovo Team, to leverage alignment with EU standards on child rights as an incentive for reform, and to strengthen capacities for implementation at national and municipality levels across the health, education, and other social sectors.

[1] All references to Kosovo should be understood in reference to the UNSCR 1244
[8] KAS(2020) MICS.

Major contributions and drivers of results

In the second year of implementation of the UNICEF Kosovo Programme 2021–2025, UNICEF continued work in three key areas: (i) Supporting the development of young children (“The first decade of life”), (ii) Promoting empowerment and skills development for adolescents and young people (“The second decade of life”) and (iii) Social inclusion and child rights monitoring for the most vulnerable children across the life cycle.

During 2022 UNICEF’s programme delivery amounted to US $6.7 million, a 35% increase compared with 2021, thanks to additional funding that was mobilized during the COVID-19 pandemic to mitigate the impact of the pandemic on children and young people. This has allowed the Kosovo programme to expand the scale of its support to Kosovo institutions for longer term system strengthening and advance the child rights agenda for all vulnerable children in Kosovo.

Young children and their parents

Significant milestones were reached in 2022 in enhancing young children’s access to health and well-being. The UNICEF-supported Home Visiting (HV) programme for early childhood health and development, which connects Primary Health Care (PHC) centers and families, extended its reach to the seven remaining municipalities, one year ahead of plan, becoming a Kosovo-wide programme that is now available in all 38 municipalities. The number of visits increased by 35% compared with 2021, reaching 37,355 visits in 2022. Over 15,000 new children (51% girls) benefited from at least one visit. One in 10 children reached were from the Roma, Ashkali and Egyptian communities, an important indicator for the programme’s explicit focus on inclusion (considering these communities represent only 2% of the total population). As a result of continuous UNICEF technical assistance and
joint advocacy with the Ministry of Health, the government also approved a first-time grant of EUR3.2 million for the HV programme for 2023, which will significantly contribute to the consolidation and sustainability of services at local level.

UNICEF continued its collaboration with the National Institute of Public Health (NIPH) to strengthen the immunization system and increase vaccination coverage. UNICEF supported trainings for health workers across all municipalities to use the digitalized immunization registration system now available under the Health Information System. A new National Immunization Action Plan 2022-2025, developed with UNICEF technical assistance, was also finalized and approved in 2022. UNICEF also completed the renewal of the entire vaccine cold chain system, with procurement and installation of new equipment at all levels of vaccine delivery, including provision of freezers and cold rooms for the new central vaccine storage facility and provision of new vaccine refrigerators to 186 PHC centers across all 38 municipalities.

To reach communities with the lowest vaccination coverage and overcome the pandemic-related drop in routine immunization, UNICEF supported the NIPH with a door-to-door catch-up vaccination campaign which reached over 8,331 families from the Roma, Ashkali and Egyptian communities and led to the vaccination of 2,203 children (48% girls) who had gaps in their routine immunizations.

UNICEF finalized a Situation Analysis on Early Childhood Intervention that identifies key system level bottlenecks and opportunities for interventions for children with developmental difficulties. As capacity for early intervention for children at risk of disability is very low in Kosovo, this analysis is expected to contribute to building and leveraging financing for early intervention programmes going forward.

UNICEF continued to support Kosovo’s efforts to increase demand for COVID-19 vaccination through the development of a Risk Communication and Community Engagement (RCCE) Plan; the plan was further integrated in the new National Immunization Action Plan 2022-2025. UNICEF supported evidence generation related to COVID-19 through qualitative and quantitative assessments and addressed vaccine misinformation with evidence-based and targeted communication products on both traditional and social media as well as at events and in public spaces. Ten thousand people living in vulnerable communities were reached with COVID-19 related information through a door-to-door campaign.

Continuous advocacy efforts led to the positioning of early childhood education (ECE) in the National Development Strategy 2030 and in the now approved Kosovo Education Strategic Plan 2022-2026, which, for the first time, sets targets for the coverage and quality of ECE services. The government also increased the 2023 budget allocation for ECE by EUR5.8 million, compared with 2022.

Building on ongoing efforts from 2019 UNICEF provided technical support to the Ministry of Education, Science, Technology and Innovation (MESTI) for the finalization of the Law on ECE. The Law, which will regulate the provision of quality early childhood education services, passed its first reading in the Assembly of Kosovo and is expected to be endorsed in early 2023.

In support of MESTI’s plans for expanding access to ECE through construction of new facilities, UNICEF provided technical support to inform the effective allocation of available resources by mapping priorities for construction and/or adaptation of preschool facilities, including population projections and analysis of demographic shifts within Kosovo.

The MESTI approved UNICEF-supported guidelines for “nutrition planning in preschool institutions”, and as a follow-up 20 pre-school staff and 300 parents were trained on nutrition planning.

To demonstrate alternative models for increasing the coverage of early learning programmes, UNICEF continued to work with MESTI and municipalities on community-based ECE. 617 children (48% girls), including a 9% from Roma, Ashkali and Egyptian communities, received early learning and development services through 18 UNICEF-supported community-based centers across eight municipalities. 17,674 additional children were reached through other alternative, UNICEF-supported approaches, including digital- and home-based support and Learning Centers for at risk children. 1,400 educators were trained to provide quality, inclusive and gender equitable ECE programmes.
Active parental/caregiver engagement was also promoted through information sessions with a particular focus on promoting the role of fathers, attended by 510 parents and caregivers (40% male). In addition, around 1,500 parents and caregivers benefited from activities to raise their awareness of the benefits of the “Foleja” parenting application for children aged 0-6, a local adaptation of the regional “Bebbo” app which was downloaded by more than 10,000 people in the first six months after its launch in Kosovo.

**Participation and empowerment of adolescents and young people**

UNICEF continued to support the enabling environment for digital education in Kosovo, leveraging the momentum created during the pandemic as an opportunity for systemic change. This commitment was cemented in the Kosovo Education Strategic Plan 2022-2026, approved in October 2022, that includes for the first time a specific pillar on the digitization of education, and integrates the UNICEF-supported e-learning platform shkollat.org. UNICEF also supported an assessment of the digital ecosystem for online learning, which informed a policy paper outlining the steps for expanding digital and blended learning. Upskilling and support was provided to 1,398 teachers on digital technology, inclusive pedagogy (based on the UNICEF regional LearnIn-initiative), the use of shkollat.org, and content creation. UNICEF also provided internet connectivity and devices for 39 schools, to support roll-out of the platform for digital learning.

Building on the lessons from the 2021 pilot of implementing UPSHIFT, PONDER and PODIUM in the formal education setting, UNICEF and the MESTI revised the implementation guidelines for these three skills-building programmes to further strengthen implementation, monitoring and institutionalization. In 2022, 2,763 adolescents (61% girls) benefited from UNICEF skills-building programmes in formal education settings. A mapping of UNICEF’s skills building programmes against a number of relevant competency frameworks was carried out. These included the UNICEF Life Skills and Citizenship Education, the Kosovo Curriculum Framework for Pre-University Education, and EU standards Digital and Green skills. The mapping will inform further development of skills-building programmes to advance their integrated in the formal education setting.

The institutionalization and scaling-up of initiatives to increase the skills and employability of adolescents and young people also advanced as a priority agenda in 2022, with the Ministry of Finance, Labor and Transfers (MFLT) taking a leadership role in the Kosovo Generation Unlimited internship scheme. Through a Memorandum of Understanding MFLT, the Kosovo Corporate Social Responsibility Network and UNICEF committed to co-finance paid internship placements for up to 10,000 young people during the next two years. In 2022, 220 young people – with an important focus on inclusion, as 10% were from non-majority communities and 5% with disabilities – benefited from paid internships, accompanied by mentoring and training in 72 hosting entities. A third of these internships transformed into employment.

UNICEF continued to expand civic engagement opportunities for young people in collaboration with municipalities, communities and NGO partners. UNICEF accompanied five municipalities in facilitating Innovation Hubs, allowing 2,486 adolescents and youth (58% girls) to participate in UPSHIFT, PONDER, PODIUM, Techstitution and Science for Change skills development programs. Under the Science for Change initiative, 250 young girls and boys designed and implemented awareness raising campaigns in their communities to address the issue of air pollution. The Ministry of Culture, Youth and Sports (MCYS) was supported in its ambitions to promote volunteerism through the upgrade of the Kosovo Volunteers platform. UNICEF, jointly with UN Volunteers, supported the MCYS to mark the International Volunteer Day with 253 young volunteers (51% girls).

Overall, 10,613 (59% girls) young people were reached through different youth empowerment opportunities and initiatives in 2022. UNICEF in Kosovo implements a specific inclusion and outreach strategy to ensure it reaches children and youth from marginalized communities across its adolescent programming, and uses programming with youth from different backgrounds as a means to build social cohesion across groups.
Since the approval of the Law on Child Protection (2020), UNICEF has supported efforts to enhance its implementation. In 2022 UNICEF supported the development of five new Administrative Instructions, now approved by the government. The approval enabled the creation of new local child rights coordination mechanisms through the establishment of Child Rights Teams in 11 municipalities (5 of which are being directly supported by UNICEF). The Teams’ role is to determine measures for improving the rights and protection of children and to coordinate implementation of child rights related activities. UNICEF also provided technical support to its five focus municipalities to develop joint workplans to improve the coordination and delivery of quality services for children and youth, with a focus on the most marginalized and at-risk. The support aimed to strengthen municipalities’ ownership and responsibilities for the delivery of social services. To further improve the standard and quality of child protection services provided at the local level, UNICEF in partnership with the Office of Good Governance under the Office of the Prime Minister and with the Coalition of NGOs on Child Protection supported trainings for 402 child protection and other front-line workers on the implementation of the Law in 28 municipalities. In addition, trainings on planning, monitoring, budgeting, costing, and social services contracting was held for 170 municipal officials, including Municipal Directors of Health and Social Welfare and representatives from the Municipal Directorates of Finance and the Centres for Social Work.

In order to strengthen systems for inclusion of children with disabilities UNICEF supported the MFLT and Organizations of Persons with Disabilities (OPDs) to develop the final draft of the ‘Law on Evaluation, status recognition, benefits, and services for persons with disabilities.’ The Law, which promotes a paradigm shift away from a traditional medical-only approach, will protect and advance the rights of children and other persons with disabilities. Based on a bio-psycho-social approach, the Law defines mechanisms for evaluation and assessment, status recognition, needs-based individual plans and eligibility for benefits and services that are in line with the UN Convention on the Rights of Persons with Disabilities (CRPD) and the International Classification of Functioning, Disability and Health (ICF) principles. In support of quality multi-disciplinary service provision for children, with disabilities UNICEF strengthened capacities at municipal level through direct support to 12 NGO-run Community-Based Rehabilitation Centers.

To advance the ongoing social services and social protection reform UNICEF provided key support to the MFLT regarding costing and budgeting, including (i) analysis of the budget implications for the new draft Law on Social and Family Services, which is included in the 2022 Legislative Plan of the government for approval; (ii) the costing of 6 Administrative Instructions of the Law on Social Assistance; (iii) the costing of the implementation of the minimum standards for social services and of the financing of social and residential services for the Kosovo Budget 2023-2025; (iv) the analysis of the budget implications of 6 Administrative Instructions of the Child Protection Law; and, (v) a draft Financing Formula and Indicators for the Specific Grant for Social Services for the draft Law on Local Government Finance. The latter, expected to be approved in 2023, will be critical for more adequate and sustainable financing for social services at municipal level (Article 13), which to date are funded only through municipalities’ general grants or their own revenues. UNICEF has joined forces with the Coalition of NGOs on Child Protection (KOMF), which includes 34 NGO members, to jointly advocate for prioritizing the endorsement of this legislation as soon as possible.

A mapping of the impact of COVID-19 on the provision of social services for children and families informed development of a training package to support all Kosovo’s 210 social welfare front line workers in the provision of mental health and psychosocial services for children. An online learning platform for social work was also developed with the MLFT and the University of Pristina, accompanied by a donation of 230 tablets.

UNICEF supported the MFLT to develop a Foster Care and Adoption Programme guideline in 2022, to equip social workers with knowledge on the new provisions of the Administrative Instruction on Foster Care. In addition, 70 children placed in family-based care benefited from professional psychosocial services. UNICEF also supported the provision of integrated educational and psychosocial services in Pristina for 63 children in street situations and their families.
For the first time, the United Nations Inter-Agency Group for Child Mortality Estimation (IGME) estimated child mortality rates for Kosovo as part of the global efforts to produce consistent estimates of child mortality worldwide for reporting on progress on child survival at global level and monitoring of the SDGs. The Kosovo Agency of Statistics (KAS) has benefited from the process by enhancing its capacity to produce the timely estimates on child mortality. To improve quality and disaggregation of child-related data, UNICEF did an assessment of the reporting on children with disabilities and child protection indicators, to pave the way for system strengthening work in the coming years.

UN Collaboration and Other Partnerships

UNICEF continued to broaden its partnerships for effective implementation of the Kosovo Programme and played a key role in the implementation of the UN Sustainable Development Common Framework (2021-2025). UNICEF led the UN Results Group (RG) on Inclusive and Non-Discriminatory Social Policies and Services, the working group on Monitoring, Evaluation and Learning, and co-led the Social Cohesion RG. UNICEF also chaired the UN Youth Thematic Group and worked alongside other Agencies to jointly support the finalization of the National Development Strategy 2030. Coordinated support of UNICEF and UNOPS to the NIPH allowed the opening of the new Central Vaccine Storage facility in Pristina. UNICEF joined forces with the WHO for joint activities during World Immunization Week, in addition to regular coordination for support to the Kosovo immunization programme. Following the development of a joint UN Communication and Advocacy Plan, UNICEF leveraged opportunities for the wide dissemination of child rights messages. UNICEF jointly marked important international days including International Girl Child Day, with the Development Coordinator’s Office, UNDP, UNFPA, and UN Women, International Volunteer Day with UN Volunteers, Earth Day with UNDP, as well as organizing a specific event on violence against girls during the 16 Days of Activism with UN Women and the Coalition of NGOs on Child Protection (KOMF). UNICEF also collaborated with UNMIK to bring youth from all communities together for the 4th UN Youth Assembly in Kosovo.

UNICEF, jointly with the World Bank, supported a high-level event on Early Childhood Development (ECD) convened by the President of Kosovo, which resulted in the endorsement of a Call to Action for integrated ECD. Leveraging partnership with the World Bank has also been advanced the scale up of UNICEF’s flagship youth skills program, UPSHIFT, which has now been adopted by the World Bank as the main youth engagement modality for its Municipalities for Youth-project, allowing more young people to benefit. Historical partnerships with line ministries enabled further advancement of education, health, social protection and other reforms, including through drafting/passing of new legislation that aims to improve coverage, quality and equity of services, through provision of technical support for planning and budgeting implementation, and through creation of multi-stakeholder partnership platforms - such as for the scale-up of the Kosovo Generation Unlimited internship scheme.

UNICEF strengthened its partnerships with civil society, including new partnerships with academia, for programme implementation or to advance social reforms by amplifying the voice of advocacy organizations such as KOMF or the Kosovo Disability Forum. UNICEF also collaboration with influencers to position priorities for children on the decision-making agenda, for example through the Team Rijad initiative with Rijad Mehmeti as a champion for inclusion of children living with disabilities. UNICEF continued to work with and expand its partnerships with the local private sector and development partners. During 2022, UNICEF established two partnerships with Raiffeisen Bank Kosovo and “AXIOM,” leveraging their corporate assets to support results for children.
Lessons Learned and Innovations

Lessons-learned across programme areas informed planning and implementation during 2022 and/or beyond. In the health area, the costing tool for the HV programme proved effective for Ministry of Health’s advocacy at central level and contributed to increased public funding for the programme. At municipal level UNICEF is using the tool to support budget planning, in response to capacity gaps identified in the planning and use of funds. Capacity to manage and absorb budgets at local level appears as a common bottleneck across sectors, and support provided to health institutions in this area will also be useful in other sectors such as education, where often available budgets for specific areas such as early education or children with disabilities, are not requested or remain unused due to limited capacities.

Despite sustained investments in strengthening the outreach capacities of the primary health care system through HV, the number of children identified with developmental delays remains concerningly low in Kosovo. To respond to this challenge UNICEF and the health authorities have now agreed to develop a standardized child developmental monitoring tool, starting in 2023, that will be integrated into the PHC.

With authorities shifting attention from COVID-19 towards other public health priorities in the second half of 2022, interventions related to vaccine uptake required significant advocacy and strategic engagement with health institutions. UNICEF advocated for formal approval of the RCCE Action Plan, which was eventually agreed to be integrated within the National Immunization Plan, developed earlier in the year, and approved and adopted in November by the Ministry of Health. Embedding RCCE in the National Immunization Plan provides an opportunity for building on developed capacities and strategies that could be used in the future to more effectively enhance vaccine demand overall, including for new vaccines that will be introduced to the routine immunization programme in upcoming years. New evidence-based interventions to address misinformation around COVID-19 were tested, including intensified and tailored messaging and pop-up vaccination sites in city centers and strategic locations such as summer festivals targeting young people, based on the analysis of vaccination data by age group which showed significantly lower vaccination rates among this group. While these efforts increased access to information and vaccination sites, overall impact of such interventions appears limited, as there was no visible increase in vaccination rates.

In the area of digital learning, despite commitment and efforts from central level institutions, use of Shkollat.org and other digital tools at the local level has decreased due to the return to in-person teaching and learning, the lack of digital infrastructure in schools, and the limited pedagogical and ICT skills of teachers necessary to transform emergency practices into sustained inclusive pedagogical approaches. UNICEF has learned the importance of working closely with education authorities at multiple levels to strengthen the enabling environment by influencing policies for the development of digital ecosystems in schools, while also promoting awareness and providing direct upskilling and support to teachers. Promoting the involvement of children and adolescents in the process is key, especially considering their often already strong engagement and interest in digital skills.

An end project assessment of UNICEF’s three-year project on enhancing adolescents’ and young people’s 21st century skills concluded that the piloting in 2021-2022 of skills-based programmes as part of the upper-secondary school curriculum, provided a good foundation for scaling up of the programmes in the future. In addition, the approach proved to be effective in contributing to local awareness and understanding of the importance of skills-based learning. However, while bringing the skills-based development programmes into the secondary school subject-classrooms has been a successful entry point, the assessment also suggested that this approach alone is insufficient for effectively integrating skills-programmes in formal education or making them sustainable, and recommends the use of additional entry points going forward, such as specific skills-based subjects and/or skills-based extra-curricular activities in the school setting.

Municipalities and Centers for Social Work are mandated to manage the provision of social services, yet their capacity to do so remains very limited, which hampers the quality of services. Centers for Social Work have faced considerable difficulties due to the lack of human and financial resources and
limited professional capacities. In this context, adequate financing of social services remains a challenge. While the government has rightly prioritized cash subsidies, including new grants targeting families and children, in its economic recovery package following the pandemic, longer-term reform of the social assistance schemes is required to ensure they are sustainably financed, improve targeting and enhance their poverty-reducing impact for families, as well as ensuring closer integration of social assistance with social services.

The authorities in Kosovo declared 2022 as the Year of Disability, which has increased both the public’s and institutions’ awareness and attention on the importance of the inclusion of children and other persons with disabilities. The legislative reform process and provision of quality services for persons with disabilities, however, require additional efforts and resources to translate this significant political commitment into sustained results.

Regarding **partnerships**, The Team Rijad initiative was an innovative way to create and leverage multi-stakeholder partnerships to address unmet needs. UNICEF provided “behind the scenes” support to help young advocate Rijad Mehmeti’s create the Team Rijad advocacy platform for the inclusion of children living with disabilities. Team Rijad engaged the President of Kosovo, high-profile influencers, journalists, private sector companies and children with disabilities from all walks of life and focused on a visible and measurable goal: improved physical access to community and school facilities and for an increased number of teacher assistants for children with disabilities. In its first year Team Rijad partnered with ten private sector businesses – particularly construction companies – to install ramps and build accessible toilets so that children with physical disabilities can attend schools. This led to the construction of 4 ramps and 9 toilets across 6 municipalities as in-kind donations, contributing directly to the overall improvement of learning environments for children with disabilities as well as bringing greater awareness of inclusive education issues to the public in Kosovo.