

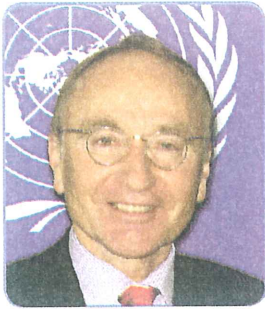
UNMIK

a timely mission



achievements 1999 - 2008

Message from Special Representative of the Secretary-General Joachim Rücker



Welcome to this special publication marking the considerable achievements of the United Nations Interim Administration Mission in Kosovo (UNMIK). As the cover of the publication implies, UNMIK was indeed a timely mission – the first UN mission with such broad administrative responsibilities; this was exactly what was required in June 1999 when UNMIK and its international partners arrived in a territory that was a virtual political and economic vacuum from which half the population had fled.

In the pages that immediately follow, you will find an overview of UNMIK's achievements over the past nine years. These are indeed no small achievements.

Together with our partners in Kosovo, we built the foundations for a functioning democracy, a functioning rule of law sector and a functioning market economy.

During its existence, UNMIK has always adapted to changing circumstances on the ground. Now we expect to enter into a new phase which will see changes deeper and greater even than all that has gone before, changes that will enable the European Union to assume an enhanced operational role in Kosovo, in accordance with resolution 1244.

I have always said that I would leave at the appropriate time, when there was a logical break in the work of the mission and the SRSG. Now is that time.

As I depart Kosovo, I offer heartfelt gratitude to all of the dedicated Kosovo and international staff who have worked so hard to make the mission a success over the past nine years. I also thank my predecessors and their deputies who laid the groundwork for the success we can claim today.

I also wish my successor, the government, the people, the different communities and all stakeholders in Kosovo every success. Challenges do indeed remain to consolidate the good work that has been done here over the past nine years, but I have every reason to believe that Kosovo is on a solid course to join all of its neighbours as part of the European Union family.

Joachim Rücker

Special Representative of the
UN Secretary-General in Kosovo



Introduction

In June 1999, the United Nations was tasked to govern Kosovo through its Interim Administration Mission in Kosovo (UNMIK), with an unprecedented sweeping mandate to provide Kosovo with a “transitional administration while establishing and overseeing the development of provisional democratic self-governing institutions to ensure conditions for a peaceful and normal life for all inhabitants in Kosovo”.

At the outset, UNMIK’s priority was to provide emergency relief for refugees and internally displaced persons. UNMIK moved swiftly to establish civilian administrative structures early in the mission. Over the following years, as Kosovo’s government was established and gained capacity to assume more responsibilities, UNMIK scaled back its executive role to one of monitoring and support to local institutions.

The reconfiguration of UNMIK this June is nothing new; the mission has always adjusted to evolving circumstances to best fulfill its mandate. The following pages outline the achievements of UNMIK over the past nine years, as well as outstanding challenges.





Providing humanitarian relief and performing basic civilian administrative functions



UNMIK established its presence in Kosovo immediately following the adoption by the Security Council of resolution 1244 (1999) on 10 June. At the outset, UNMIK's primary priority was to provide emergency relief for those refugees and internally displaced who were returning to their often damaged or destroyed homes. The vast majority of these returnees were Kosovo Albanians. During this period, ethnically motivated violence against Serbs in Kosovo was widespread, resulting in an outflow and displacement of substantial numbers of Kosovo Serbs.

UNMIK moved quickly to establish basic civilian administrative structures. These structures comprised an emergency justice system composed of International Judges and Prosecutors, a police force composed of International Police Officers, and a network of international Municipal Administrators throughout Kosovo.

UNMIK was thus able to ensure the provision of basic civil administration and public services to Kosovo's population. With the establishment of UNMIK's interim administrative structures at the local level, Kosovo Albanian parallel structures were dismantled. Municipal administrations were established in October 2000, following the first elections in Kosovo's 30 municipalities.

Kosovo's Assembly functions in a democratic and largely professional manner. Twenty of its 120 seats are reserved for Kosovo Serbs and other minority communities in Kosovo. Local governments have also been set up in all 30 municipalities of Kosovo, elected by the people to serve them as the first level of government to which they come into contact. UNMIK has created a number of key institutions – such as the Ombudsperson Institution, the Office of

the Auditor General, the Independent Media Commission and the Central Banking Authority of Kosovo – to ensure the proper and accountable administration of Kosovo. These institutions are today mostly run by the people of Kosovo, and provide an important foundation for Kosovo's democratic self-rule.

Kosovo's institutions are, therefore, well in place. As Kosovo's Constitution comes into force, large segments of the Kosovo Serb population continues to feel that these institutions are non-representative and continue to boycott them. They instead choose to rely on parallel structures for the provision of basic services, which are backed by the authorities in Belgrade.

These parallel structures are particularly entrenched in northern Kosovo. The Serbian Government actively discouraged Kosovo Serbs from participating in the Government. This has complicated the implementation of resolution 1244 (1999) in some majority Kosovo Serb areas.

Civil Administration
Under the Civil Administration's supervision, Kosovo was rebuilt, from getting basic services up and running to setting up the ministries of Kosovo's first democratically elected government. Over two million ID cards and travel documents have been issued to habitual residents of Kosovo. Civil Administration has facilitated freedom to travel and created a civil registry that serves as the basis for voter registration. The former Housing and Property Directorate (HPD) has resolved more than 29,000 property claims and taken over 2,700 properties under direct administration. As part of the major restructuring launched by UNMIK in 2005, the Civil Administration Pillar was dissolved and replaced by the Department of Civil Administration.



Promoting Kosovo's substantial autonomy and establishing provisional institutions for democratic self-government

In a first step towards establishing Kosovo's self-governing institutions at central level, UNMIK set up joint interim administrative structures with representative local leaders in late 1999. In 2001, UNMIK engaged in a consultative process with local leaders and promulgated the Constitutional Framework for Provisional Self-Government in Kosovo (Constitutional Framework). The Constitutional Framework established Kosovo's Provisional Institutions of Self-Government (PISG) and set out the division of responsibilities among these institutions.

Following the first Kosovo-wide elections, successfully held in November 2001, UNMIK initiated the transfer of substantial competencies to the new institutions as they developed their capacity to absorb these responsibilities. The Special Representative of the Secretary-General retained full authority to ensure the implementation of resolution 1244 (1999), and

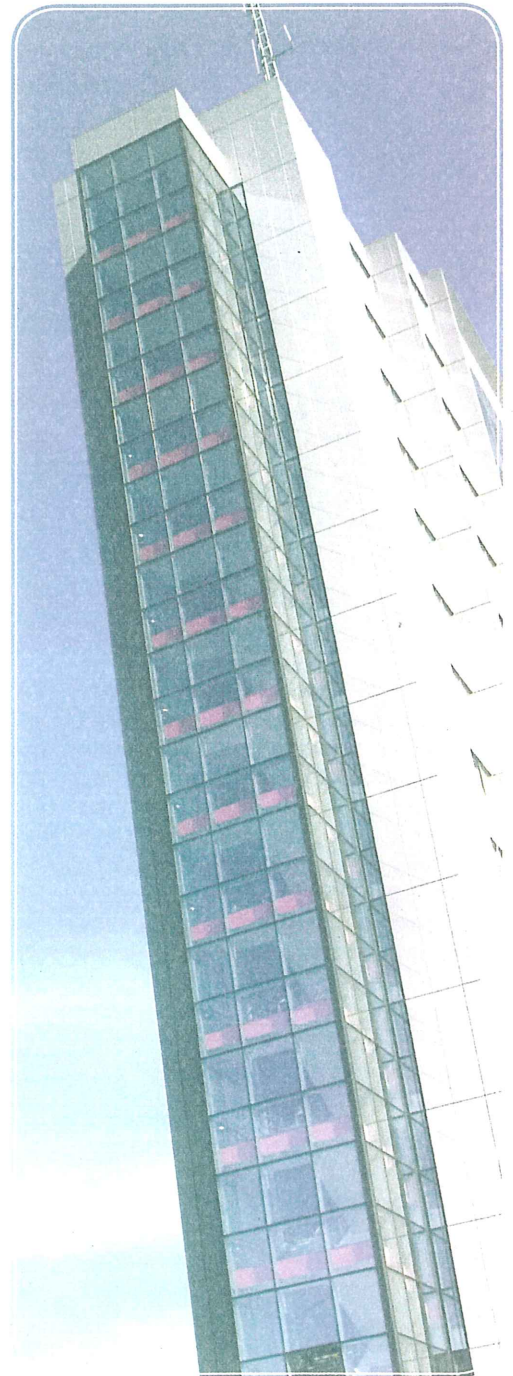
also retained a number of reserved competencies. Since 1999, Kosovo has built up and consolidated an accountable and largely professional public administration, comparable in all respects to other public administrations in the region. Kosovo has 15 functioning ministries, and around 11 percent of Kosovo's civil servants belong to minority communities.

During the period that UNMIK was charged with authorizing elections, five elections were held in Kosovo over nine years. All of these elections were deemed free and fair. The turnout in the first municipal elections held in 2000 was an impressive 79 percent. However, by contrast, the turnout in the 2007 election was lower – less than 50 percent of people in and outside Kosovo voted – including a decision by Kosovo Serbs to generally not participate. During that cycle, three different elections were held in Kosovo: the central Kosovo Assembly; for municipal assemblies, and for mayors.

Kosovo's institutions held the main responsibility for organising the elections, led by the Central Election Commission, having taken over this task from the OSCE pillar of UNMIK. Yet, the joint efforts of the Central Election Commission and the international community resulted in a smooth and technically successful election process. Kosovo today has a vibrant democratic political scene, which currently includes over 40 registered political entities representing all ethnic communities.

From the very beginning the OSCE Mission in Kosovo, UNMIK's Institution Building Pillar, has worked to strengthen Kosovo's institutions. Starting with the election process which has brought in legitimate central and municipal governments, to providing hands-on support of the elected assemblies, it has served to have effective and efficient governmental authorities. For eight years OSCE has also worked with local institutions, including law enforcement and judicial officials, to ensure their practices are human rights compliant, setting up and transferring the police school and training institutions for judges and the legal community. Efforts have also sought to create and support free and professional media, including working with the European Broadcasting Union setup the public service broadcaster, Radio Television Kosovo (RTK), and the Independent Media Commission.

Institution building





Security, maintaining civil law and order and establishing local police forces



The general security situation in Kosovo has greatly improved since the hostilities of 1998-1999. In line with this move towards normalisation, the NATO-led Kosovo Force (KFOR) has reduced its presence from 50,000 in 1999 to about 16,000 today. Today, the local Kosovo Police Service (KPS), supported by international police, is primarily in charge of law and order in Kosovo.

Following the end of hostilities in 1999, the Kosovo Liberation Army, numbering 10,000 soldiers, was demilitarized and disarmed. UNMIK established in September 1999 the Kosovo Protection Corps, a civilian emergency organisation, which has today grown into a professional organisation with members from minority communities.

Against the background of a complete vacuum in the police and justice sector

in 1999, UNMIK established and continues to support a functioning local police force and judiciary. Kosovo's court system has 311 judges and 88 prosecutors, who were recruited and appointed by UNMIK's Department of Justice. While international judges and prosecutors continue to handle sensitive cases in 2008, the vast majority of cases – 97 percent – were handled by Kosovo's judges and prosecutors. The number of judges and prosecutors from Kosovo's minority communities is 11 percent of the total

Kosovo's Ministry of Justice played a role in legislative drafting and manages Kosovo's prisons and detention centres through a local Kosovo Correctional Service. One of UNMIK's

most notable accomplishments was the creation and consolidation of a professional and multi-ethnic Kosovo Police Service, which currently employs over 7,000 police officers. The KPS have been trained at the Police School and have operational responsibilities in a host of different areas.

There are indications that respect for the rule of law in Kosovo is on the increase. The murder rate in Kosovo has decreased from 230 cases in 2001 to 60 cases in 2006. The current rate is comparable to that in the rest of the region.

While there has been significant progress in establishing and consolidating Kosovo's judicial institutions, these institutions require further strengthening. There remains substantial scope for improvement in their effectiveness and efficiency. Kosovo will continue to require the involvement of the international community in tackling the shortcomings of its judicial system and addressing sensitive areas, particularly organised crime and corruption.

UNMIK Police together with the Kosovo Police Service (KPS) has successfully investigated 182,983 cases, established 33 police stations and 13 border/boundary control points, policing Kosovo for over eight years through the range of activities from beat patrols and traffic checks to sophisticated investigations into serious crimes. 8,270 KPS officers have been recruited, trained and deployed. Officers come from all ethnic communities, and women represent about 14 percent of the force. From a peak of more than 3,300 police officers from more than 50 countries in the year 2001, UNMIK Police today has a presence of 2,006 officers from 42 countries. The KPS now hold the command of 33 police stations and five Regional Police Headquarters.

Police and Justice



Kosovo's economic reconstruction

Following the conflict in 1998 and 1999, Kosovo faced the seemingly impossible uphill challenge of rebuilding and re-launching its economy. Nine years on, the progress is evident, but so are the remaining challenges.

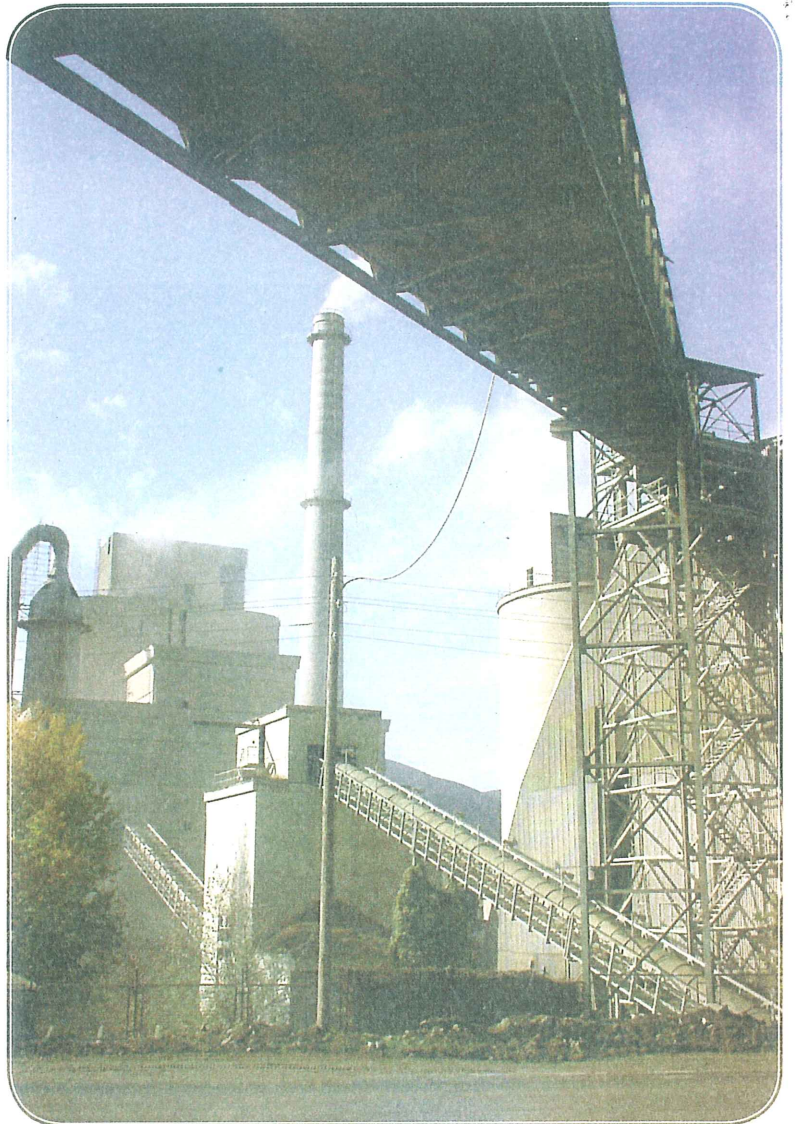
The physical damage to Kosovo's infrastructure caused by the conflict has been largely repaired. Kosovo has made significant strides in building a market economy, which is based on functioning public economic institutions. Kosovo's consolidated budget is 700 million euros, and tax revenues fund 100 percent of the recurrent portion of the budget. Kosovo's customs service established by UNMIK in 1999 is now up to European standards, and well over half of Kosovo's revenue is collected by customs. By March 2008, 29 waves of privatisation had been launched; 551 new companies derived from the assets of 325 socially owned enterprises had been tendered for sale, with total privatisation proceeds currently amounting to over 378 million euros. By January 2006, the Kosovo Trust Agency (KTA) had completed the incorporation of all major publicly owned enterprises in Kosovo.

Kosovo's GDP growth stands at a respectable 5 percent and basic economic legislation is now in place. Banking and other key sectors are reliably supervised and Kosovo's financial institutions are regularly monitored. Most of the 29,000 claims relating to disputes over private property have been adjudicated, and most of these have been fully implemented. About 18,000 claims relating to disputes over agricultural and commercial land have been submitted and are being adjudicated.

There has, therefore, been substantial progress in creating the backbone of a functioning market economy, thanks in no small measure to a massive inflow of international aid and as-

Kosovo now benefits from a modern market economy, the use of the euro as the currency, and a modern UNMIK Customs Service. A systematic privatisation programme through the Kosovo Trust Agency (KTA) has transferred former Socially Owned Enterprises (SOEs) to private ownership and collected proceeds of 378 million euros in a trust fund. All major publicly owned enterprises have undergone an incorporation process to modernize them and improve their competitiveness.

Economy



sistance. But there are also causes for concern. Kosovo remains one of the poorest parts of Europe. Many of its economic fundamentals remain weak. Investment levels and local goods production remain low. The boost provided to its economy by post-conflict reconstruction and by the presence of the international community has waned. Most worrying is its high unemployment rate, which stands at approximately 40 percent, taking into account the informal economy.

Kosovo will continue to require both external economic policy direction and outside financial support. Most importantly, it will require political stability, strong institutional foundations, and certainty on its future course. Kosovo must be provided with clear prospects for its integration into European institutions. Only in this way can the economic progress Kosovo has made under UNMIK be fully consolidated.



Minority protection, freedom of movement and return

The situation for Kosovo's minority communities, in particular Kosovo Serbs, has shown overall improvement since 1999. In some parts of Kosovo, this improvement has been substantial. In others, it has been minimal. Kosovo has come some way on the path of peaceful coexistence among its communities, but the road to creating a fully multiethnic Kosovo remains an uphill one, and will take time.

In some parts of Kosovo, coexistence among Kosovo Albanians and Kosovo Serbs is a reality. Shared, multiethnic, common institutions are concrete proof that inter-ethnic cooperation, and a measure of integration, are possible. In these communities, bridges have been built and Kosovo Albanians and Kosovo Serbs live side by side. The present reality carries the real possibility and promise of a shared future. In other parts of Kosovo, the divide remains deep. In these areas, Kosovo Serbs live in isolated enclaves, with few economic prospects and an uncertain future. Their interaction with Kosovo Albanians is virtually non-existent.

Along with progress, there have been setbacks. The greatest among these were the riots in March 2004, which left 19 dead - 11 Kosovo Albanians and 8 Kosovo Serbs - over 30 Serb Orthodox sites damaged or destroyed, and some 4,000 Kosovo Serbs and others displaced. Since 2004, the PISG have made sustained efforts to redress the damage by reconstructing the houses and Serb Orthodox Church sites, as well as by arresting and prosecuting those responsible for the crimes.

Kosovo has put in place an extensive legal and institutional framework for the protection of minority rights and interests at both the central and municipal level. It provides a full range of protections for human rights and the rights of communities through international human rights instruments that apply in Kosovo, as well through the local legislation. However, the Kosovo Serb boycott of Kosovo's provisional institutions has hindered the proper functioning of these institutional protection mechanisms. Large numbers of Kosovo Serbs have chosen to exclude themselves from Kosovo's own institutions and their built-in safeguards.

Despite continued isolated instances of harassment and intimidation of Kosovo Serbs, most crime in Kosovo is intra-ethnic rather than between members of different ethnic groups. Incidents that could be considered potentially ethnically motivated are on the decrease. Freedom of movement for Kosovo's minorities, including Kosovo Serbs, has



shown signs of improvement. A high percentage of minorities - by some estimates around 90 per cent - travel outside their area of residence, and have a satisfactory perception of their freedom of movement situation. But freedom of movement for Kosovo's Serbs is not yet fully normalised.

UNMIK and Kosovo's Institutions, assisted by a variety of other actors, have worked to assure the safe and unimpeded return of IDPs and refugees who have left Kosovo since 1999. However, the number of those who have returned has been disappointingly low. The latest estimate by the UN High Commissioner for Refugees points to the return of 16,458 IDPs and refugees since 1999. Although conditions for returns are gradually improving, there are several reasons for this low number. Primary among these are the lack of employment opportunities, unresolved property disputes, and continuing perceptions of insecurity.

Returns

More than 17,800 displaced persons of ethnic minority communities have returned since 1999 to Kosovo, either spontaneously or facilitated by UNMIK, UNHCR and other international and local institutions. Nearly half of the returnees are Kosovo Serbs. However, over 220,000 displaced minorities are still living in Serbia and Montenegro, many of them waiting to return to Kosovo. In close cooperation between UNMIK's Office of Returns and Communities, UNDP and PISG, return projects in 47 locations all over Kosovo have been completed, involving expenditure of over € 40 million from the Kosovo budget, besides donors' money. Apart from Kosovo Serbs, beneficiaries of these projects have been from the Roma, Ashkali, Egyptian, Bosniak as well as Albanian communities.



Standards for Kosovo

Practice
makes
perfect . . .

Standards



The "Standards for Kosovo" originated in 2002 as a set of benchmarks for Kosovo's Provisional Institutions in areas such as democratic governance, rule of law, and minority protection. They were endorsed by the Security Council in 2003, and set out 109 objectives, most of which focus on protecting the rights and interests of Kosovo's minorities. Making progress on this pro-

gramme has been a priority for UNMIK ever since.

Following the launch of the future status process in October 2005, UNMIK has emphasised that progress in implementation of the Standards for Kosovo must continue and intensify during the process. Over the course of the future status process, we have seen that this has largely occurred. A complex network of standards monitoring and implementing mechanisms has been maintained and reinforced, through UNMIK's close cooperation with Kosovo's government.

Overall, since 2002, Kosovo has seen steady progress in each of the areas of standards implementation. At the same time, implementation has in some areas been mixed, as reflect-

ed in the detailed Technical Assessments on standards implementation provided to the Security Council within the regular reports of the Secretary-General on UNMIK. Significantly, the standards have been built into Kosovo's future institutional development through their incorporation into the European Partnership Action Plan, which aims at bringing Kosovo closer to the European Union.

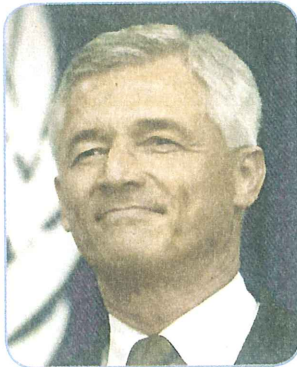
Throughout the years, the successive Governments of Kosovo have, by and large, demonstrated a sustained commitment to implementing the Standards. Progress made has been tangible and concrete, although there is still much work to be done. Further progress will require an unambiguous demonstration of continuing commitment to standards implementation on the part of Kosovo's leaders and institutions.

The Standards for Kosovo were eight priorities for the Kosovo Institutions: functioning democratic institutions, rule of law, freedom of movement, sustainable returns and the rights of communities and their members, economy, property rights (including cultural heritage), Pristina-Belgrade dialogue, and the Kosovo Protection Corps. The Standards process has contributed to the strengthening of the Kosovo institutions.

Standards



Special Representatives of the Secretary-General (SRSG)



**Sérgio Vieira
de Mello**

(Brazil)

Dates served:
11 June 1999 to
14 July 1999

Mr. de Mello was a Brazilian diplomat who worked for the UN for over 34 years, earning respect and praise around the world for his efforts in the humanitarian and political programs of the UN. He was killed in Baghdad along with 21 other members of his staff on 19 August 2003 while working as the Secretary-General's Special Representative in Iraq.



**Bernard
Kouchner**

(France)

Dates served:
15 July 1999 to
12 January 2001

Dr. Kouchner has played an important role on the French political scene for the past 20 years, holding a number of ministerial positions in different French Governments and presently serves as Foreign Minister. In the humanitarian field, Dr. Kouchner founded *Médecins sans Frontières*, a Paris-based non-profit humanitarian organization made up of voluntary medical personnel who contribute their time and expertise in the developing world.



**Hans
Haekkerup**

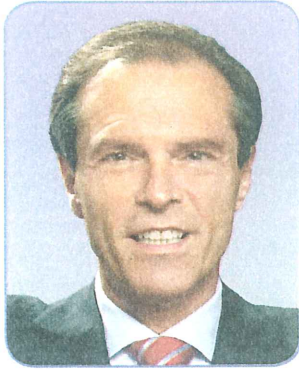
(Denmark)

Dates served:
13 January to
31 December 2001

Mr. Haekkerup was elected a Member of Parliament of Denmark in 1979 and served in a variety of government posts, including as Minister for Defence from January 1993 until his appointment as SRSG. After his departure, Mr. Haekkerup wrote a book on Kosovo and spoke on many conferences on NATO's role in the world.



Special Representatives of the Secretary-General (SRSG)



**Michael
Steiner**
(Germany)

Dates served:
14 February 2002 to
8 July 2003

Mr. Steiner has been deeply involved in German foreign affairs throughout his career, holding a number of Balkan posts including as Principal Deputy High Representative in Bosnia and Herzegovina and prior to that as Germany's member on the Contact Group for the former Yugoslavia. He also served as Director General in the Federal Foreign Office, the German Chancellor's Foreign and Security Policy Advisor, the Ambassador to the Czech Republic before coming to Kosovo.



**Harri
Holkeri**
(Finland)

Dates served:
25 August 2003 to
11 June 2004

Mr. Holkeri, a long-standing Finnish politician, served his country in the parliament for many years before becoming Prime Minister from 1987-1991. After leaving domestic politics, his personal qualities paved the way for international positions of responsibility. He was a member of The International Body on Decommissioning in Northern Ireland 1995 – 96, which, led to his being on the team that helped secure the Good Friday Agreement in 1998 for which he was awarded the Honorary Knight Commander of the Order of the British Empire. Mr. Holkeri then served as speaker of the UN General Assembly from 2000-2001.



**Søren
Jessen-Petersen**
(Denmark)

Dates served:
16 August 2004 to
30 June 2006

Mr. Jessen-Petersen has enjoyed a long and distinguished career as an international civil servant, working with the Office of the UN High Commissioner for Refugees, the European Union and the UN Secretariat. He served as the EU Special Representative in Skopje from February to June 2004.

Prior to this he was Chairman of the EU Stability Pact's Migration, Asylum, Refugees Regional Initiative (MARRI), where he developed and directed a strategy to manage population movements in the Western Balkans. From January 1998 to December 2001, he served as UNHCR Assistant High Commissioner, directly supervising all UNHCR global bureaus. Mr. Jessen-Petersen now works for the diplomatic advisory group Independent Diplomat.



**Joachim
Rucker**
(Germany)

Dates served:
1 September 2006
to present

Mr. Rucker was Deputy Special Representative and Head of the Economic Reconstruction pillar of UNMIK. Prior to joining UNMIK, he served in a variety of international and national posts including as Deputy High Representative in Sarajevo and for almost a decade as Mayor of the industrial city of Sindelfingen. Mr. Rucker, who holds a PhD in international economics, is also a German Ambassador and held various postings with the German Foreign Service in headquarters and abroad. He began his engagement with the Balkans during his tenure as foreign policy adviser to the Social Democratic parliamentary group in the German Bundestag in the early 1990s.



Principal Deputy Special Representatives of the Secretary-General (PDSRSG)



**James P.
"Jock" Covey
(USA)**

Dates served:
July 1999 to
February 2001

Mr. Covey was a career United States Foreign Service Officer, serving twice at the National Security Council on Near Eastern and South Asian Affairs and for Implementation of the Dayton Peace Accords. Later he was in Bosnia and Herzegovina as Deputy High Representative. He served in diplomatic assignments in Jerusalem, Cairo, Beirut, Berlin, and Pretoria, and is co-author of "Quest for Viable Peace."



**Gary L.
Matthews
(USA)**

Dates served:
February 2001 to
October 2001

Mr. Matthews has worked in the US government for 30 years, and has held a series of positions, including, Ambassador to Malta; Special Co-ordinator for the Soviet Union & East Europe; and Acting Assistant Secretary of State. He also worked in Bosnia and Herzegovina as Deputy High Representative and Supervisor of Brcko and Director of OSCE's Regional Centre in Mostar.



**Charles H.
Brayshaw
(USA)**

Dates served:
November 2001 to
October 2004

Acting SRSG:

*1 January 2002 to
14 February 2002,
8 July 2003 to 25
August 2003, 11
June 2004 to 16
August 2004*

Mr. Brayshaw, prior to his long tenure at UNMIK, served with the United States Foreign Service around the world, holding posts in Paraguay, Barbados, Guatemala, Tunisia, Peru, and Mexico.



**Steven P.
Schook
(USA)**

Dates served:
April 2006 to
December 2007

Acting SRSG:

*30 June 2006 to 31
August 2006*

Mr. Schook has significant Balkan and other international experience in diplomacy, security and military issues, enjoying a 30-year military career retiring as a Brigadier-General in 2005. Key postings included Commander of NATO HQ in Sarajevo, Commander SFOR in Bosnia Herzegovina, Chief of Staff KFOR in Kosovo and Assistant Division Commander of the US First Cavalry Division.



**Lawrence G.
Rossin
(USA)**

Dates served:
October 2004 to
February 2006 and
January 2008 to present

Mr. Rossin came to UNMIK in 2004 after retiring from a career with the United States Foreign Service in which he was among other senior positions Ambassador to Croatia and the first head of the US Office in Kosovo. After he departed UNMIK in 2006 Mr. Rossin served as PDSRSG for the United Nations Stabilization Mission in Haiti (MINUSTAH). After leaving MINUSTAH and prior to returning to Kosovo for his second term as PDSRSG, Mr. Rossin was the Senior International Coordinator for the Save Darfur Coalition.

