TABLE OF CONTENTS

INTRODUCTION

The human rights-based approach is defined as "a conceptual framework for the process of human development that is normatively based on international human rights standards and operationally directed to promoting and protecting human rights. It seeks to analyze inequalities which lie at the heart of development problems and redress discriminatory practices and unjust distributions of power that impede development progress".[1]

Key benefits to implementing a human rights-based approach:
▸ Promotes realization of human rights and helps institutions achieve their human rights commitments;
▸ Increases and strengthens the participation of the local community;
▸ Improves transparency;
▸ Promotes results;
▸ Increases accountability;
▸ Reduces vulnerabilities by focusing on the most marginalized and excluded in society;
▸ More likely to lead to sustained change as human rights-based programmes have a greater impact on norms and values, structures, policy and practice.

Unemployment, especially the unemployment rate concerning women and youth, is one of the biggest problems in Kosovo. The data of the first six months of 2017 show that the unemployment rate is 30.6%, while unemployment among young people of the age of 15-24 years old is 60.2%. Disturbing issue remains the high inactivity rate of women, where 80% of working age women are not active in the labor market.[2] Mitrovica region has a particularly complex situation due to specific political and economic situation. Youth entrepreneurship is seen as a possibility for addressing the unemployment rate and targeting marginalized groups. Additionally, by placing requirements in procurement situations, in agreements and cooperation with institutions, on newly formed youth-led businesses, sustainability of the human rights-based approach instalment will be enabled.

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[1] See UN's Practitioner's Portal on HRBA: https://hrbaportal.org/faq/what-is-a-human-rights-based-approach
[2] KEEN, 'Employment and Social Welfare Policies in Kosovo – Assessment report', December 2017
http://www.keenks.net/site/assets/files/1406/assessment_report_on_employment_and_social_welfare_policies_in_kosovo.pdf

This manual aims to facilitate the development of appropriate instruments, procedures and the identification of roles and responsibilities in the application of the HRB approach in local planning. This includes the preparation of local development planning process through the preparation of the strategic platform and its development plans in terms of economic and social development and operation in terms of the implementation plan, financing and development of organizational capacities and human resources. While HRBA can be used in all government planning processes, this manual focusses on HRBA application for local economic development and more specifically on tackling (youth) unemployment through a local youth employment plan.

1. UNDERSTANDING THE HUMAN-RIGHTS BASED APPROACH

The human rights framework protects civil, political, economic, social and cultural rights. The following principles are the pillars of human rights standards and implementation:

Universality -Human rights must be afforded to everyone, without exception. The entire premise of the framework is that people are entitled to these rights simply by being human.

Indivisibility - 2Human rights are indivisible and interdependent, which means that in order to guarantee civil and political rights, a government must also ensure economic, social and cultural rights (and vice versa). The indivisibility principle recognizes that if a government violates rights such as health, it necessarily affects people's ability to exercise other rights such as the right to life.

Participation - Every person and all peoples are entitled to active, free and meaningful participation in, contribution to, and enjoyment of civil, economic, social, cultural and political development in which human rights and fundamental freedoms can be realized. Governments must ensure mechanisms who will enable full participation in decision-making processes.

Accountability - Governments must create accountability mechanisms for the enforcement of rights. It is not enough that rights are recognized in domestic law or in policy rhetoric, there must be effective measures put in place so that the government can be held accountable if those rights standards are not met. They must comply with the legal norms and standards protected in human rights instruments.

Transparency - means that governments provide all information regarding decision-making processes related to rights. People must be able to know and understand how decisions affecting rights are made and how public institutions are functioning.

Non-Discrimination - Human rights must be guaranteed without discrimination of any kind. This includes not only purposeful discrimination but similarly protection from policies and practices which may have a discriminatory effect.

Core functions of human rights can be seen as follows:

- Human rights as protection of fundamental interests,
- Human rights as empowering rights-holders,
- Human rights as protection against abuse of power - enforcing the rule of law,
- Human rights as protection against exclusion,
- Human rights as guidance for political and economic measures,
- Human rights as analytical tools for deciding whether something is permissible or not.

The following legal documents are the basis of human rights instruments:

- The Universal Declaration of Human Rights;
- The Covenant on Economic, Social, and Cultural Rights (ICESCR)
- The Covenant on Civil and Political Rights (ICCPR)
- The Convention on the Elimination of Racial Discrimination (CERD)

- The Convention on Elimination of all Forms of Discrimination Against Women (CEDAW)
- The Convention on Rights of the Child (CRC)
- The Convention Against Torture (CAT)
- The Convention on Migrant Workers and Their Families (MWC)
- The European Convention for the Protection of Human Rights and Fundamental Freedoms
- The International Convention for the Protection of all Persons from Enforced Disappearance (CED)
- The Convention on the Rights of Persons with Disabilities (CRPD)

Additionally, European Council states in its Conclusions the following: "Right Based Approach (RBA), encompassing all Human Rights. The disappearance of the "H" should not be understood as a downgrade in terms of Human Rights and a weakening of the EU commitment towards upholding them. On the contrary, the reference to an RBA goes beyond the formally recognized Human Rights, to include other types of rights, such as intellectual property rights, basic economic and social delivery rights as well as sexual and reproductive health and rights. An RBA, therefore, is an approach covering a broader category of rights than those covered by an HRBA." [3]

In the Kosovo context, given its efforts towards harmonization with European Union legislation, EU understanding of rights-based approach should be used as guiding principles.

A rights-based approach is a conceptual framework and methodological tool for developing programmes, policies, and practices that integrate all the above-mentioned rights and principles. It generally entails the following steps:

- The identification of all rights-holders and their specific rights on the one hand, and, on the other hand, the duty-bearers who bear the obligation to respect, protect, and fulfil those rights.
- An assessment of whether and the extent to which rights are being respected, protected, and fulfilled.
- An intent to work towards strengthening the capacity of rights-holders to enjoy and claim their rights, including their human rights, and duty-bearers to meet their obligations.
- The rights principles and standards from the international law guide are integrated into the process of planning.

Rights-holders are individuals or groups entitled to rights under international law, whereas duty-bearers are actors that are responsible for respecting, protecting, and fulfilling the rights of rights-holders.

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[3] https://ec.europa.eu/europeaid/sites/devco/files/online_170621_eidhr_rba_toolbox_en_a5_lc_0.pdf

2. GENDER EQUALITY AND GENDER MAINSTREAMING

Gender equality is a human right that is enshrined in a number of declarations and conventions, including thelegally-binding Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). CEDAW defines gender equality as: "… the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men." (UN General Assembly, 1979)

The particular problems faced by women and the significantroles which women play in the economic aspect of their families lifes should be taken into account, including their work in the nonmonetized sectors of the economy. Government actors should take all appropriate measures to ensure elimination of discrimination against women in order to ensure, on a basis of equality of men and women, that they participate in and benefit from development and, in particular, shall ensure to women the right:

- ..to participate in the elaboration and implementation of development planning at all levels;
- ..to have access to adequate health care facilities, including information, counselling and services in family planning;
- ..to benefit directly from social security programmes;
- ..to obtain all types of training and education, formal and non-formal, including that relating to functional literacy, as well as, the benefit of all community and extension services, in order to
- ..to increase their technical proficiency;
- ..to obtain equal access to economic opportunities through employment or self employment;
- ..to participate in all community activities;
- ..to enjoy adequate living conditions, particularly in relation to housing, sanitation, electricity and water supply, transport and communications.

Gender equality can be achieved by a strategy of mainstreaming which is defined by the United Nations, as "…the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal is to achieve gender equality. When necessary, the mainstreaming approach can be complemented by specific women-targeted / gender-equality interventions and action, especially in the areas where significant gender-based discrimination persist."[4]

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[4] FAO, 'Gender mainstreaming and a human rights-based approach', Budapest 2017, http://www.fao.org/3/a-i6808e.pdf

Gender is not just a structural element of society, but gender is also an analytical tool with the aid of which social relations can be studied. If gender is used as an analytical category, supposedly gender-neutral areas can be investigated as to the manner in which gender is constructed and what impact this has on the life situations of women and of men. Various dimensions of gender – representation, living conditions, resources and norms and values – can be rendered visible. Gender knowledge gained in this way serves as a basis for gender equality policy work.

Gender analysis is the starting point for gender mainstreaming. Before cooperation processes begin, any decisions are made and plans are outlined, the gender equality situation in a given context must be analysed and expected results identified.

3. HRBA AND LOCAL ECONOMIC DEVELOPMENT

Governments at the central level act as the principal duty-bearer regarding guaranteeing that the international obligations taken over by signing/ratifying the international human rights conventions are transferred into the national legal framework and practice.

Additionally, the monitoring by the international bodies has mostly focused on analyzing and evaluating the protection and promotion of human rights at the central level, and recommendations of such bodies infrequently address the responsibilities of lower levels of governments. However, human rights obligations adopted at the state level apply to all levels of governance including the local or municipal level. Therefore, preconditions for the creation and implementation of HRBA are the following: design and implementation of policies that address human rights in accordance with international legislation and creation of mechanisms (judicial and administrative) for policy enforcement.

Local economic development (LED) primarily is the process by which public, business and non-governmental sector partners work collectively to create better conditions for economic growth and employment generation. The aim is to improve the quality of life for all.[5]

Improvement of quality of life for all at the local level is based on the expectation that benefits of economic growth will affect all levels of society and reach all citizens. Existing local development concepts are predominantly of sectoral nature and rather narrow in focus. A sectoral approach gives only a partial scan of issues and causes of developmental problems and consequently offers only partial solutions for identified issues. This leads to an imbalance of the local resources distribution and leaves marginalized groups out. Local economic development concepts rarely address the needs of youth, the elderly, single mothers, disabled. This brings us to the point of recognition that the needs of the disadvantaged categories of the population are not targeted directly which leads to the process of local development being led by a very particular group of citizens. Shortcomings of the existing local development concepts frequently relate to the lack of a multisectoral approach in assessment and

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[5] http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTURBANDEVELOPMENT/EXTLED/0,,contentMDK: 20738322~isCURL:Y~menuPK:1330226~pagePK:148956~piPK:216618~theSitePK:341139~isCURL:Y,00.html

objective planning of local development within a variety of sectors - including health, education, social protection – relevant for the quality of life in local communities. This also leads to questions on how to define general targets and indicators for these sectors, which would be relevant for all and not only for a small group or a limited set of local development activities. By ensuring that minorities, vulnerable and socially excluded groups also have a voice and a say in shaping the development of their communities, RBA aims to give concrete meaning to the human rights principles.

Initially developed within the UN HURIST framework, the so called P.A.N.E.L [6] principles (participation, accountability, non-discrimination, empowerment and linkages to human rights standards) aim to encapsulate these principles in a formula. While there is a variety of ways to capture the HRBA, the PANEL framework stands out for its combination of being simple and easy to communicate, but also sufficiently comprehensive, which makes it handy for use within local development.

PANEL Principles - What is demanded by the HRBA?

Participation

Participation as a means and as an end within local development processes, highlighting the dual purpose of participation for local development; Participation as a right: adding a quality element and requesting the design of meaningful and inclusive participatory processes, with a focus on how to bring also the more vulnerable individuals and groups into an assessment and planning process;

Accountability and rule of law
The normative nature of human rights requires the identification of claim-holders and duty-bearers and rights and corresponding duties; Human rights obligations, as positive (protect, promote, fulfill) and as negative obligations (respect/ abstain) structure, guide and help to deepen local development analysis; The legal dimension of human rights stresses the importance of law and transparent procedures. (In particular, any actions resulting in limitation or infringement on human rights need to be based on law and properly justified). The effects of development activities on human rights must be assessed (pointing towards human rights impact assessments); Development activities should aim to support mechanisms to enhance accountability and mechanisms of redress for violations of human rights;

Non-discrimination and focus on vulnerability

Equality and equal dignity of all as the starting point: Non-discrimination is the red thread running through all processes and stages; The identification of discrimination and the protection of vulnerable groups has to be given priority; a specific focus should be given to the vulnerability and marginalization of women and men in all stages; Ensure attention to a gender perspective and gender analysis

Empowerment
Normative nature of rights: where there is a right there is a corresponding duty (to respect/ protect/ fulfill); problems identified need to be linked to rights; rights to duties and the respective duty-holders; A view of (local) government as service provider for human rights; The empowerment principle of the

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[6] The Stamford Common Understanding

HRBA specifically includes the empowerment of women and the commitment to strengthen women's capacities to equal access to resources and opportunities and to address any existing backlog of discrimination against women.

Linkages to the norms and standards of the human rights framework

Take human rights obligations and direct guidance of human rights norms and standards into account and included in the analysis, planning and target setting; Analysis and planning of local development need to look at multiple aspects relevant for the quality of life and HR enjoyment at the local level. This points towards a multisectoral approach. Human rights are not only relevant as legal norms, but there are political and ethical dimensions of human rights relevant to guide local development; Human rights offer tools and methods of analysis that help to deepen standard approaches to local development; Capacity development on human rights for all officials and public representatives involved: raising awareness on human rights and showing concrete practical value of integrating human rights in local development is important and needed to foster the approach and get ownership.

The process of local development planning regularly follows a five-stage process[7].

Preparation Stage: Organizing local development planning

- Ensuring political commitment
- The organisation of the process: assigning roles/ institutional setup
- Identifying, analyzing and mobilizing stakeholders

Assessment and Analysis Stage: Community assessment/community profile

- Identifying the data needed/ checking secondary data availability and gaps, determining which data to collect, collecting additional data
- Analyzing data and producing a community assessment from the available data

Planning Stage: Developing the strategy and operational plans

- Analysis of internal and external factors through SWOT and identification of critical issues (main obstacles/main potentials/ drivers);
- Creating a development vision
- Defining strategic / development goals
- Defining objectives (SMART)
- Defining programmes and projects
- Prioritizing development interventions
- Developing an annual action plan and financial plan for strategy implementation

Implementation Stage: Implementing the plan / implementing projects

- Preparing annual action plans / updating the annual action plan

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[7] World Bank

- The organisation of the implementation process
- Prioritizing development interventions/projects
- Project selection and project development
- Managing the project implementation

Monitoring and Evaluation of strategies/projects

Monitoring within strategy development includes regular, systematic collection and analysis of information related to the development goals and the adopted action plan, in order to show the extent to which the action plan has been accomplished to date, and the progress made. Monitoring also has an important role in identifying the extent to which changes and adjustments may be necessary for ensuring the accomplishment of the adopted action plan. Evaluation is a systematic and objective assessment of the activities carried out within the development plan implementation stage.

4. MITROVICA REGION

Mitrovica region is composed out of following municipalities: Vushtrri/Vučitrn, Skenderaj/Srbica, Mitrovica/Mitrovicë South, Mitrovica/ Mitrovicë North, Zvečan / Zveçan, Zubin Potok and Leposavić / Leposaviq. Mitrovica/Mitrovicë South and Mitrovica/ Mitrovicë North are the most populated municipalities. These two municipalities are seen as youth policy carriers, due to the presence of Universities (one in each municipality) as well as business and cultural infrastructure.

There is significant discrepancy in the municipal administration structures (there are 14 departments in Mitrovica/Mitrovicë South and only 7 in Mitrovica/ Mitrovicë North), therefore different duty-bearers are identified.

Mitrovica/Mitrovicë South:

- Department for Finance and Economic Development
- Department for Education
- Department for Culture, Youth and Sport
- Department for European Integration and Social Welfare

Mitrovica/ Mitrovicë North:

- Department for Education, Culture, Youth and Sport
- Department for Healthcare System and Social Issues
- Department of Finance

Additionally, both municipalities have appointed a Gender Equality Officer.

Identified structures hold the highest responsibility in the development and implementation of HRBA at the local level.

Employment and social welfare occupy an important place in the programs of the Government of Kosovo and in different government strategies. Out of 431 laws in force, until the end of November 2017, 34 laws are in the field of employment and social welfare; out of 1,986 by-laws, 139 are implemented by the Ministry of Labor and Social Welfare (MLSW); out of 57 strategies in force, 4 are in the field of social welfare. Given that employment and social welfare policies are part of the portfolios of several ministries, at least seven inter-ministerial committees have been established.

In addition to internal documents, employment policies and social welfare are commitments undertaken by the Government of Kosovo in some agreements with international institutions such as the Stabilization and Association Agreement (SAA), the European Reform Agenda (ERA), the Economic Reform Program (ERP), the "Stand-by" Agreement with the International Monetary Fund (IMF), etc.

5. APPLYING HRBA AT LOCAL LEVEL

The following is an explanation of a "typical" methodology by steps that each municipal team should adapt according to their specific needs and local reality. The methodology presented here has been analytically broken down into three main phases.

The three key phases are:

1. Diagnostic and analysis
2. Design and formulation of a local youth employment plan or strategy based on human rights
3. Implementation and monitoring

Phase 1: Diagnostic and situational analysis

Every plan or strategy requires a more accurate knowledge of the present situation, and therefore it is necessary to start with a diagnostic: The identification of problems and/or issues in which human rights are affected. This step includes the analysis of two main components: 1) the identification of problems and/or issues and 2) the identification of the human rights that are affected. Both components are interrelated, and they directly impact and affect each other.

1.1 Identification of problems and/or issues

Before starting the problem evaluation and analysis process, it is necessary to review all relevant materials available, sources of information, baselines, indicators, documents published by the various agencies and institutions (international, national, governmental and non-governmental). This preliminary revision is meaningful since it contributes to a better, more global understanding of the municipality situation from different perspectives: political, economic, social, legal, cultural, historical and developmental.

Some guiding questions and tips:

✓ Is there statistical information available at municipal level? Is it relevant? Is it easy to access?
✓ Are statistics at provincial and national level adequate?

Identification of statistical sources

The analysis of the municipality's institutional capacities will help define, for every problem, whether available statistical sources are adequate or if additional efforts should be made to produce them.

- Analysis of the institutional responses and their link with human rights

This activity is done taking other types of information sources, such as: compilation of information on government plans, programmes and actions, interviews to officials in charge of them, interviews to officials at other government levels, interviews to key informants (either members of the municipality or not), focus groups. This information is of greatest importance since it helps determine, at program level, whether there are any definite action strategies and/ or mechanisms based on a human rights perspective. It is advised to search and identify the root causes of issues and problems only after determining the priorities on which the coordinating team in charge of plan or strategy-making should work.

1.2 Identification of affected human rights

Once the most pressing matters have been identified from a HRBA, the team should more specifically evaluate which human rights are affected, denied or violated by them. The use of participatory approaches also helps include the problems and concerns of the inhabitants of the municipality, since they are divided into different age, gender, ethnic, political, religious, rural and urban groups. It also helps include vulnerable groups that would otherwise be left out. Ensuring the participation of all groups as well as the objectivity and independence of the process will prevent the risk of other more dominant or powerful groups influencing the processes and outcomes.

Guidelines:
✓ Identify which human rights are affected or denied by the problems/ issues.
✓ Evaluate if and how human rights are protected by the national/municipal
✓ legal framework.
✓ Evaluate whether it is a legal protection or law enforcement problem
✓ Identify the rights of rights-holder and the obligations of the duty-bearers.
✓ Identify both good practices and malpractice of human rights protection

- Identification of rights-holders

It is important to identify who is most affected by the problems and issues. Also, it is essential to establish what the affected group or person is entitled to. In this process, special efforts should be made to identify the most vulnerable groups.

As mentioned earlier, the core of the human rights-based approach is basically to build people's capacity to participate in development projects. Thus, identifying who has the right to what becomes a key feature in rights-based planning.

Guiding questions:

- ✓ Who is marginalized? Who are the most vulnerable?
- ✓ Why and how are they more affected?
- ✓ Do they belong to any particular group (men, women, ethnic, religious, or political groups)?
- ✓ disabled, age groups, people living in a given geographic location, etc.)?
- ✓ Do they belong to any religion, ethnic or cultural group?
- ✓ A re they members of a political party or any religion?
- ✓ Are they based in any specific geographic region?
- ✓ What is their economic status?
- ✓ What age group do they belong to?
- ✓ Are there any children particularly affected by this problem?
- ✓ How are women affected?
- ✓ Who are the rights-holders?
- ✓ What are they entitled to?

- • Identification of duty-bearers

The main objective here is to identify who has the responsibility to do what is needed to ensure that human rights are respected and protected, to implement solution mechanisms and to fulfil the obligations related to the issues and rights identified. Duty-bearers should be identified at all levels of authority, establishing responsibilities among the various government hierarchies and branches.

Guiding questions:

- ✓ Who is responsible for establishing solution mechanisms to respect, protect and fulfil human rights? What level of authority does this person have?
- ✓ What are the obligations of each identified duty-bearer considering the international standards and the national legal framework?

- • Analysis

The basic assumption is that rights are not fulfilled because rights-holders lack the capacity to claim their rights. In turn, it is also assumed that rights are not fulfilled because duty-bearers lack the capacity to fulfil their duties. The analysis of capacities requires a thorough evaluation of the capacities people and groups have to enjoy and exercise their rights - with special focus on vulnerable groups and the causes of their vulnerability - and an analysis of the capacities of duty-bearers to respect and fulfil their obligations in the pursuit of human rights. The capacity analysis can be done using the SWOT analysis methodology,44 combined with relevant group-specific issues. The analysis of rights-holders' capacities should focus on their access to information, their ability to get together and participate, their ability to

plead for policy changes and to claim, seek and obtain changes in affected or denied rights. This analysis should also identify the capacity gap of each right-holder to claim their rights. The analysis of duty-bearers' capacities includes: (a) their authority and power to act on prioritized issues; (b) their responsibility, including the understanding of and respect for their obligations in the pursuit of human rights and political will; (c) the resources - human, financial and organizational; and (d) the access to necessary information and sources of knowledge, and the capacity gaps of each duty-bearer to fulfil their duties.

Phase 2: Design and formulation of a local youth employment plan or strategy based on human rights

Objective and goal setting during the planning process is another entry point for applying the HRBA. First, it will be based on the priorities identified in the diagnostic phase and, again, it will involve both local government stakeholders and the community. The issue of jurisdictional competence of local governments should not be overlooked.) Therefore, when defining priorities, objectives and goals, it would be advisable to coordinate efforts with locally-implemented national and municipal plans and programs in order to avoid duplications, to improve resource efficiency and to attain greater impact. Thus, it becomes essential to establish sound baselines and human rights indicators that embrace other levels of government with local impact. As far as priority-setting is concerned, while the HRBA does not establish any strict pattern, it does require the fulfilment of certain conditions both in the process and in their basic content: First, priority setting must involve the effective participation of all stakeholders, including all the marginalized groups. Second, when setting priorities, no human right can be given precedence over others. Third, while allocating more resources to the rights which were given priority, care must be taken to ensure that the level of realization of all other rights is secured.

Guiding questions:
- ✓ How can you guarantee the participation of marginalized groups?
- ✓ Who is responsible for implementation?
- ✓ How are the various stakeholders coordinated?
- ✓ How is the central level government involved?
- ✓ What responsibility mechanisms are available to ensure accountability?
- ✓ How to guarantee that human rights principles are respected during the implementation process?

- • Defining actions

It is important to distinguish those actions that can be carried out by the municipal government by itself from those that require the participation of other government jurisdictions with the aim to achieve the proposed goals.

Guidelines:
- ✓ A given goal is fulfilled by implementing a number of programmes and projects.

- ✓ Please specify them. Are there any ongoing plans and projects implemented by the municipality that contribute more specifically to the fulfilment of the specific identified human rights? How can you take advantage of what has been done so far?
- ✓ Is it necessary to issue any specific regulation?
- ✓ Is it necessary to redistribute the budget?
- ✓ Is it necessary to modify the organic structure of the municipal government? Is there a need to create new areas or merge existing ones? Is it required to appoint a new role?
- ✓ Are the available human resources appropriate? Is it necessary to set up any specific training programme?
- ✓ Is it necessary to review the mechanisms to include civil society?
- ✓ Are there any political conditions for reaching agreements with the national governments?
- ✓ How can you analyze the obstacles that you might face in reaching that goal?
- ✓ What human, material, infrastructure, budget, etc., resources are available (analysis of available resources, responsibility setting)?
- ✓ Are the actions being taken enough for attaining the goal? What should be done that is not being done at the moment? What should not be done that is being done right now?
- ✓ Which ongoing actions are strictly linked to the attainment of above-mentioned goal?
- ✓ Which are indirectly linked?
- ✓ How are you going to get people involved in the actions (participation)?
- ✓ What is evaluation going to be like during the strategy implementation process (monitoring and follow-up)? (What, how, who, etc.)
- ✓ How is the final evaluation going to be done (outcomes)? (What, how, who, etc.)

- • Approving the plan or strategy

In accordance with the municipality regulations a mechanism should be set up to make a public presentation of them and to disseminate all scheduled participatory monitoring activities. The output of this whole stage is the Local Action Plan or Strategy for Youth Employment based on a Human Rights Approach.

Phase 3: Implementation and monitoring

- • Public presentation of the plan or strategy

Before implementing the plan or strategy, it is wise to put it to public discussion or consultation with the aim to validate the document, maintain the supporting and monitoring role of the civil society and get the commitment of those responsible for defining local public policies to adopt the plan or strategy as a government plan. To achieve this, formal legal approval should be obtained, in accordance with the municipal regulations in force. The process of drafting a local poverty reduction plan or strategy is the paramount goal of the endeavors jointly undertaken by the local government and its community. The initiative to make this plan or strategy public arises from the need to keep citizens informed and to make all its implementation and monitoring mechanisms transparent. Such as the diagnostic stage, it fulfils the following premises:

- It is a means to give a feedback to all those who have directly participated in making the diagnostic
- It helps communicate the outcomes of the endeavors undertaken to the entire society
- It helps consolidate the next steps of the process based on an effectively reached result
- It helps obtain opinions, suggestions and critiques to enrich the strategy

- Monitoring plan

Every planning process should include an information system for collecting, analyzing and producing data to be used in monitoring the implementation of public policies. Setting up a permanent and participatory monitoring mechanism is another HRBA entry point. In the case of HRBA planning, the information system should include indicators that reflect the State's performance as to whether it fulfils its obligations in terms of human rights and to what extend it does so. In this stage, it is essential to create an information system that includes human rights indicators and that sets intermediate goals to facilitate a regular evaluation of policies with the aim to reveal any failure or problem that may arise.

- Indicators

Human rights indicators are tools for measuring gaps between standards and the current situation, identifying the population groups that are more unprotected or whose rights are more vulnerable in such a way that existing discrimination is made evident.[8]

Guiding questions:

- ✓ Who is in charge of monitoring?
- ✓ Who is responsible for the outcomes?
- ✓ What is being monitored?
- ✓ What indicators are used? How often?
- ✓ What verifications tools are used?
- ✓ Are there any intermediate goals? What are they?
- ✓ What level of breakdown should an indicator have?
- ✓ How are qualitative indicators built?
- ✓ How does the government incorporate all lessons learned?

- Communication and dissemination

Communication and dissemination through clear messages regarding the activities, participatory settings, outcomes and unexpected events should guarantee a continuous flow of information between the local government and its community to help bring transparency to the process, tighten social bonds and improve the quality of democratic practices.

Guiding questions:

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[8] https://www.ohchr.org/en/issues/indicators/pages/hrindicatorsindex.aspx

✓ What are the communicational strategies the local government has developed that are most adequate for the specific goals? Is it possible to use these strategies to communicate this particular process?

✓ What communication means are available? What alternative means can be proposed/ created?

6. EXAMPLES OF HRBA APPLICATION

Berry Business: Project to start strawberry production, implemented by Bugojno Municipality, Bosnia

The project was designed to support additional income generation for the most vulnerable and unemployed rural population in Bugojno[9]. It enabled setting-up of plantations with a minimal surface of 0.1 ha, which ensured a solid income and enabled the application of agro-technical measures. The beneficiaries were provided with seedlings, plastic sheeting and expert assistance. The Municipal Department of Agriculture assisted the strawberry farmers with education, training, market research and supported the product sale. In total, 45 people were provided with additional income and self-employment opportunities through 15 strawberry plantations on a total land surface of 1.5 ha**.**

Municipalities of Doboj Istok, Kotor Varoš, Odžak – application of RBA in development planning

The following good practice example is taken from UNDP Bosnia and Herzegovina handbook on methodology for integrated local development planning. [10]

"In preparing the social development plan it is recommended to take proactive measures to identify needs and priorities of socially excluded population groups, bearing in mind that these categories often main on the margin of society as a result of their specific positions. A good example of such proactive approach is the Municipality of Doboj Istok where women were recognized as a category excluded from decision-making process in the community. As a result of the efforts of the municipal government, a series of thematic meetings was held with women where they were encouraged to participate in the planning process, point out their problems and their proposals for resolution of those problems. The proposals that the women presented during these meetings were incorporated into the development strategy adopted in 2011. The energy that was created among women in this process transformed into

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[9] See more in Primer on Rights-Based Local Development Planning Based on Experiences of the UNDP Rights-Based Municipal Development Programme in Bosnia and Herzegovina, November 2009, UNDP, available at: https://hrbaportal.org/wp-content/files/Primer_RMAP_FINAL-2.pdf?fbclid=IwAR3ToT5W637I0QX1odBdHQUYPgo5TIMIOXCL800xQTn7t-fMI1c83yHDfd4

[10] For more info on the integrated local development methodology see report 'Methodology for Integrated Development Planning' (June 2011), available on the following link: https://www.undp.org/content/dam/bosnia_and_herzegovina/docs/Research&Publications/Democratic%20Governance/Methodology%20for%20Integrated%20Local%20Development%20Planning%20in%20Bosnia%20and%20Herzegovina/MiPRO%20Practical%20Part%20English.pdf

concrete initiatives; a Women's Association was established and nowadays it is a still young but active NGO in Doboj Istok. [11]

In the Municipality of Kotor Varoš returnees, refugees and displaced persons were identified as vulnerable population groups requiring special attention in defining projects and measures, especially in the field of social development. Focused interviews with these categories led to determination of priorities that should be tackled in order to provide them with better living conditions. Returnee areas were most burdened by lack of infrastructure (water supply, electricity supply and reconstruction of roads), existence of illegal dumps, and lack of playgrounds and sports fields for children and youth. Displaced persons and refugees faced similar problems, and this was particularly the case with families living in the village of Bare, which had been exposed to rapid post-war housing construction but lacked basic infrastructure. In the process of design of the social development plan the Municipal Development Team collected priorities and ideas from these groups and transformed them into concrete projects that were subsequently included in the development strategy and the capital investment plan. Out of these, priority and feasible projects such as road construction, repair and construction of water supply in rural areas and construction of playgrounds where included in the action plan of priority projects for 2011.

A good example is the initiative of the NGO "House of Hope" in Odžak municipality which gathers 106 persons with disabilities. These persons are faced with health, education, professional and social rehabilitation issues which results in their exclusion from society and isolation. Through the initiative of the "Houses of Hope" persons with disabilities and their families were encouraged to take part in the planning process and propose specific projects and measures to successfully address their problems and improve their overall quality of life. As a result, projects relating to improvement of health care for all persons with disabilities and renovation of facilities and provision of equipment for the daycare center for children with disabilities in Odžak were included in the development strategy."

Municipality of Morón, Argentina – contribution to MDGs and Human Rights perspective[12]

The first task of the diagnostic process in the Municipality of Morón, Argentina consisted in drawing up a theoretical framework to sustain the analysis of actions and programmes, based on how much they contribute to the achievement of the Millennium Development Goals and how close they are to a Human Rights perspective. This included a historic-geographic common thread to show the background that led towards the ongoing poverty and exclusion reality and its different developments at local and national level. In making the diagnostic, three information sources were used: existing statistical data; interviews to those in charge of management focused on ongoing actions and programmes; workshops with the community aimed at discussing and analyzing those actions. To hold those workshops, a professional was appointed as coordinator and based on previous participation instances, representatives of Community Councils, Thematic Councils and intermediate associations were invited. Four bi-weekly meetings were scheduled, each dealing with correlative subjects that were reformulated

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[11] See also this short clip (2015) on the Women's Association of Doboj Istok https://www.youtube.com/watch?v=E-nu062O06M

[12] See more in UNDP handbook on Human Rights and the Millennium Development Goals: http://hrbaportal.org/wp-content/files/1245402878putting_a_hrba_to_poverty_reduction_into_practice.pdf

according to the outcomes of each session. Also, graphic material was produced to illustrate the issues to be addressed in each meeting, including the results of the activities carried out in the previous session. A virtual forum was created to exchange, disseminate and discuss this material. As a result of the activities, the importance of the MDG and their relationship with human rights was promoted among the population; the conceptual framework designed by the coordinating team was problematized; the analysis and discussion of ongoing government actions was encouraged and the need for new actions was evaluated; a space for face-to-face discussion with municipal officials was created. The diagnostic-making workshops had some unexpected outcomes, which demonstrate the potential and scope of implementing this kind of approach in the formulation of poverty reduction strategies from a human rights perspective:

- The demand for continuity of the space created;
- The concern as to how difficult it is to attract more players committed to participation;
- The problematization of the mechanisms to disseminate government actions;
- The creation of a space that could, in turn, be used as a mechanism to monitor government actions.