



**Organization for Security and Co-operation in Europe**  
**Department of Human Rights, Decentralization and Communities**

**HUMANITARIAN MINORITY BUS TRANSPORTATION IN KOSOVO AFTER  
TRANSFER TO PISG  
FINDINGS OF A MONITORING EXERCISE  
REPORT No. 2**

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## 1. Executive Summary

On 1 January 2007, the Provisional Institutions of Self-Government (PISG), and in particular the Ministry of Transport and Communications (MoTC) and the Ministry of Communities and Returns (MCR), took over the responsibility for the humanitarian and special transportation services for minority communities in Kosovo. The OSCE Mission in Kosovo has been monitoring the humanitarian bus transportation since November 2006 and after its transfer to the PISG in January 2007. This report focuses on the period from January to March 2007 and observes that the PISG is ensuring the continuity of this service. The humanitarian bus service continues to be of crucial importance. It ensures increased freedom of movement of Kosovo's minority communities. It provides these communities with access to vital institutions and services, with the opportunity to practice and express their religious and cultural identities, and to maintain ties with places of origin and dispersed family members. The unhindered continuation and even expansion of this service is part of the PISG obligation to create a safe and secure environment in which persons belonging to minority communities enjoy freedom of movement.

Having this in mind, it is important that the PISG ensure the continuity of this service even beyond 2007 by securing adequate financial means and by creating functioning institutions that guarantee the self-sustainable and durable operation of this service. This also includes development of adequate mechanisms for minority protection, service monitoring, and bus route and timetable selection. All these elements are envisaged by the Operational Arrangement for the Transfer of Responsibilities signed by the PISG and the United Nations Interim Administration Mission in Kosovo (UNMIK).

The report finds that along the routes<sup>1</sup> monitored by the OSCE, the humanitarian bus service functions relatively well and passengers are generally satisfied with its quality. Although in some cases there is an insufficient number of seats and the buses are overcrowded, the majority of the beneficiaries have access to the service on a regular basis. The insufficient number of seats on some routes shows that there is an increased demand for the service. In order to ensure adequate service, extra buses should be provided on specific routes and during holidays. At the same time, in the longer term, the PISG may consider the gradual replacement and even expansion of the current old bus fleet. Furthermore, with the growing number of returnees there is a demand for additional transportation from return sites. This report identifies a number of such sites whose inhabitants need or may need to have access to humanitarian bus transportation. It is advisable that such actual and potential demand is taken into consideration when reviewing existing routes and timetables, and assessing the creation of new routes.

Some passengers feel safe using the humanitarian bus service. Although no major incidents occurred during the reporting period, other passengers have expressed security concerns due to stoning incidents and verbal harassment and would prefer the buses to be escorted. The modification of specific routes and timetables and the increased assistance of law enforcement agencies in particular locations may improve both the actual security situation and passengers' safety perceptions.

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<sup>1</sup> Routes 1,3,4,6,7,8,9,10,11,12,13,14, and 17. See Table 1.

Passengers appear satisfied with the quality of the service provided but continue to express lack of confidence in the ability of the PISG to guarantee a safe and secure environment on transportation routes. To overcome such perceptions the PISG may consider undertaking promotional measures such as:

- providing and displaying more information material regarding the humanitarian transportation service and the new role and responsibilities of the PISG;
- regularly interviewing passengers and assessing their needs and security concerns; and
- conducting outreach activities to assist the creation of a growing sense of confidence amongst passengers.

## 2. Background

On 31 August 2006, UNMIK and the PISG signed an Operational Arrangement for the Transfer of Responsibilities for Humanitarian and Special Transportation Services for Minority Communities in Kosovo (Arrangement). As of 1 January 2007, the PISG and in particular the MoTC<sup>2</sup> and the MCR,<sup>3</sup> took over the responsibility for the above-mentioned services from the UNMIK Department of Civil Administration (DCA).

In accordance with Priority No. 4 of the European Partnership Action Plan (EPAP), the PISG have committed to “create a climate of inter-ethnic tolerance (...) which is conducive to returns” and “(e)nsure the respect, security, freedom of movement and participation of all communities ...”.<sup>4</sup> The humanitarian transportation programme is part of the PISG endeavour to ensure that: “all people in Kosovo are able to travel, work, and live in safety and without threat or fear of attack, harassment or intimidation, regardless of their background. They are able to use their language freely anywhere in Kosovo, including in public places, and enjoy unimpeded access to places of employment, markets, public and social services, and utilities” (Standards for Kosovo, Standard No. 3). Its implementation may contribute to the creation of the necessary conditions for the effective participation of persons belonging to minority communities in cultural, social and economic life and in public affairs, as required by Article 15 of the Council of Europe’s Framework Convention for the Protection of National Minorities (FCNM).<sup>5</sup>

UNMIK Regulation No. 2001/9 On a Constitutional Framework for Provisional Self-Government in Kosovo (Constitutional Framework) recognises the right of members belonging to communities (Communities) to “(e)njoy equal opportunity with respect to employment in public bodies at all levels, with respect to access to public services at all levels” and to “(e)njoy unhindered contacts among themselves and with members of their respective Communities within and outside of Kosovo.”<sup>6</sup>

With this in mind, in May 2006, through its Recommendations Updating Return Policies and Procedures, the PISG Office of the Prime Minister (OPM) had recognised that “freedom of movement is a factor for displaced persons returning to Kosovo and for minority communities in particular” and had specifically committed to ensure that “(...) the PISG will adopt protection

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<sup>2</sup> Under Annex VIII, paragraph (x) of UNMIK Regulation No. 2001/9 On the Executive Branch of the Provisional Institutions of Self-Government in Kosovo, the MoTC is, *inter alia*, responsible to “support the provision of humanitarian and other special services” in the sector of road transport of persons and goods.

<sup>3</sup> Pursuant to Annex XII, paragraph (vi), of UNMIK Regulation No. 2005/15 amending UNMIK Regulation No. 2001/19 On the Executive Branch of the Provisional Institutions of Self-Government in Kosovo, the MCR is responsible to “ensure that policy at central and municipal level includes provisions for the protection of community rights, human rights and the interests of returnees, including in the areas of freedom of movement, use of languages, freedom of expression, fair representation, education, employment, and equitable access to justice, housing, and public utilities and services.”

<sup>4</sup> Kosovo Action Plan for the Implementation of European Partnership 2006, p. 19, Priority 4, UNMIK Office of European Integration and PISG Office of the Prime Minister, August 2006.

<sup>5</sup> The FCNM was opened for signature on 1 February 1995 and entered into force on 1 February 1998. Pursuant to chapter 3.2 of the Constitutional Framework, the FCNM is applicable in Kosovo and PISG are obliged to observe and ensure the rights and fundamental freedoms recognized by the FCNM.

<sup>6</sup> Constitutional Framework, Chapter 4.4, letters (d) and (e).

mechanisms to facilitate the transfer of the ‘freedom of movement train’ and the humanitarian bus lines from UNMIK” and to finalise the transfer of minority transport competencies by September 2006.<sup>7</sup>

On 14 August 2006, in a letter<sup>8</sup> to the MoTC and to the UNMIK Office of Communities, Returns and Minority Issues (OCRM), the OSCE emphasized that “freedom of movement in general and the safe and secure transportation of members of minority communities in particular play a key role in safe-guarding the rights of Kosovo’s residents.” As part of its mandate to ensure the protection and participation of communities through local and central government, the OSCE also agreed to “lend its assistance in the course of (...) monitoring the (Arrangement’s) implementation.” As a result, the Arrangement provides that “[t]he OSCE shall have unhindered access to minority transportation services and their beneficiaries, for the purposes of close monitoring, of following up on any reported incidents, and of preparing reports to the PISG, the Special Representative of the Secretary General (SRSG), and other members of the International Community, as appropriate, on the fulfilment of the terms of this Arrangement” (Article 6.2).

Humanitarian and special transportation services for minority communities in Kosovo transferred to the PISG include:<sup>9</sup>

- the humanitarian bus transportation service;<sup>10</sup>
- other special transportation services, namely the freedom of movement train;<sup>11</sup> and
- the bus transport service for Kosovo civil servants.<sup>12</sup>

The OSCE monitors the humanitarian bus transportation service. This is operated along seventeen<sup>13</sup> routes (Annex 1) based on a General Long Term Agreement<sup>14</sup> between the MoTC and the service provider, “Kolasin Prevoz”. This service was established in 1999. It was initially under the responsibility of the United Nations High Commissioner for Refugees (UNHCR). It was then transferred to UNMIK DCA on 1 July 2001 and, finally, to the PISG as of 1 January 2007. Transportation services were managed by the Danish Refugee Council (DRC), and then by the local transport consortium “Kolasin Prevoz” since 1 September 2003.

With “(t)he aim (...) to guarantee the right of freedom of movement for all communities throughout Kosovo, as enshrined in international law”, the humanitarian bus service intends to ensure “(...) the provision of an essential service to larger concentrations of non-Albanian, as well as a limited number of Albanian ethnic populations, thereby responding substantially to the

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<sup>7</sup> OPM Recommendations Updating Return Policies and Procedures, Section 3, letter (b).

<sup>8</sup> Letter of the OSCE Head of Mission to the Director of UNMIK OCRM, and to the Permanent Secretary of the MoTC.

<sup>9</sup> Arrangement, Article 2.1, Transfer of Operational Functions.

<sup>10</sup> Arrangement, Article 2.1(a) and Annex I.

<sup>11</sup> Arrangement, Annex II. This service is managed by Kosovo Railways (previously UNMIK Railways).

<sup>12</sup> Arrangement, Annexes III and IV. This service is managed by two operators: Merkatori Gjilan/Gnjilane and Travel Agency 038.

<sup>13</sup> As this reports documents, one of the seventeen routes transferred to the PISG is not operational since August 2007.

<sup>14</sup> Arrangement, Annex I.

need for freedom of movement for all”.<sup>15</sup> It caters for a monthly average of up to 30,000 passengers. Over the years, an increased demand for this service has been recorded, especially during summer months and school holidays.

The Arrangement includes provisions on the transfer of operational functions, minority protection, bus and timetable selection methodology, the creation of a Transport Advisory Committee (TAC), and monitoring. Under the Arrangement, the “MoTC and MCR shall put in place the route and timetable selection methodology” according to which any changes to the current routes and timetables shall be made subject to the approval of the TAC.<sup>16</sup>

### 3. Methodology

As reflected in the report “Humanitarian Minority Bus Transportation in Kosovo Prior to Transfer to PISG. Findings of a Pilot Monitoring Exercise,” in November and December 2006, the OSCE has monitored humanitarian bus transportation along three<sup>17</sup> of the seventeen routes (Annex 1) that compose this service. After the transfer to the PISG, from January to March 2007, the OSCE Municipal Teams (MTs) have monitored the operation of thirteen additional humanitarian bus routes (Table 1).

**Table 1:** Routes monitored by OSCE MTs during the period from January to March 2007

Route	Itinerary
1	Miloševo/Milloshëvë (OB) - Gračanica/Graçanicë (PR) - Miloševo/Milloshëvë (OB)
3	Miloševo/Milloshëvë (PR) - Gate 3 - Miloševo/Milloshëvë (PR)
4	Velika Hoča/ Hoçë e Madhe (RH) - Gračanica/Graçanicë (PR) - Velika Hoča/ Hoçë e Madhe (RH)
6*	Leposavić/Leposaviq (LE) - Mitrovicë/Mitrovica South (MI) - Leposavić/Leposaviq (LE)
7	Vidanje/Videjë (KL) - Klinë/Klina (KL) - Drsnik/Dresnik (KL) - Grabac/Grabc (KL) - Bica/Binxhë (KL) - Zvečan/Zveçan (ZV) Klinë/Klina - Drsnik/Dresnik (KL)- Grabac/Grabc (KL) - Biča/Binxhë (KL) - Vidanje/Videjë (KL)
8	Osojane/Osojan (IS) - Zvečan/Zveçan (ZV) - Osojane/Osojan (IS)
9	Velika Hoča/ Hoçë e Madhe (RH) – Rahovec/Orahovac (RH) - Zvečan/Zveçan (ZV) - Rahovec/Orahovac (RH) - Velika Hoča/ Hoçë e Madhe (RH)
10	Babljak/Bablak (UR) - Gračanica/Graçanicë (PR) - Babljak/Bablak (UR)

<sup>15</sup> Arrangement, Annex I, Terms of Reference, page 4.

<sup>16</sup> Pursuant to Article 5.1 of the Arrangement: “The Transport Advisory Committee (TAC) is formed to advise and monitor minority and humanitarian transport. The TAC consists of senior representatives from the MoTC, MCR, OSCE, UNMIK or its successor institutions and the Kosovo Ombudsperson Institution (as an observer). The Chair of the TAC shall be the Permanent Secretary of the MoTC.”

<sup>17</sup> Route 1: Miloševo/Milloshëvë (OB) - Gračanica/Graçanicë (PR) - Miloševo/Milloshëvë (OB); Route 5: Grace/Gracë (VU) - Mitrovicë/Mitrovica North (MI) - Grace/Gracë (VU); and Route 8: Osojane/Osojan (IS) - Zvečan/Zveçan (ZV) - Osojane/Osojan (IS). The abbreviations in brackets identify the municipalities in which these villages are located as follows: (OB) Obiliq/Obilić; (PR) Prishtinë/Priština; (VU) Vushtrri/Vučitrn; (ZV) Zvečan/Zveçan; (IS) Istog/Istok.

<b>11</b>	<i>(Gjilan/Gnjilane A)</i> or Gjilan/Gnjilane (GN) - Poneš/Ponesh (GN) - Koretište/Koretishtë (GN) - Stanišor/Stanishor (GN) - Gornje Kusce/Kufcë e Epërme (GN)- Kmetovce/Kmetoc (GN) - Šilovo/Shillovë (GN) – Gjilan/Gnjilane (GN)
<b>12</b>	<i>(Gjilan/Gnjilane B)</i> or Gjilan/Gnjilane (GN) - Donja Budriga/Budrikë e Poshtme (GN) - Pasjane/Pasjan (GN) - Donja Budriga/Budrikë e Poshtme (GN) - Parteš/Partesh (GN) – Cernica/Cernicë (GN) - Gjilan/Gnjilane (GN) Gornji Livoc/Livoç i Epërm (GN) - Gjilan/Gnjilane (GN)
<b>13</b>	<i>(Gjilan/Gnjilane C)</i> or Gjilan/Gnjilane (GN) – Stanišor/Stanishor (GN) - Gornji Makreš/Makresh i Epërm (GN) - Trnjičevce/Tërniqec (NB) - Čuljkovce - Bostane/Bostan (NB) - Izvor/Izvor (NB) - Prekovce/Prekoc (NB) - Zebince/Zebincë (NB) - Straža/Strazhë (GN) – Kosmata - Stanišor/Stanishor (GN) - Gjilan/Gnjilane (GN) - Paralovo/Parallovë (GN) - Gjilan/Gnjilane (GN) - Stanišor/Stanishor (GN) - Kosmata - Straža/Strazhë (GN) - Zebince/Zebincë (NB) - Prekovce/Prekoc (NB) - Izvor/Izvor (NB) - Bostane/Bostan (NB) - Čuljkovce - Trnjičevce/Tërniqec (NB) - Gornji Makreš/Makresh i Epërm (GN) – Stanišor/Stanishor (GN) - Gjilan/Gnjilane (GN) - Paralovo/Parallovë (GN) - Gjilan/Gnjilane (GN)
<b>14</b>	<i>(Gjilan/Gnjilane D)</i> or Gjilan/Gnjilane (GN) – Stanišor/Stanishor (GN) - Gornji Makreš/Makresh i Epërme (GN) - Trnicevce/Tërniqec (NB) – Čuljkovce - Novo Brdo/Novobërdë (NB) - Bostane/Bostan (NB) - Izvor/Izvor (NB) - Prekovce/Prekoc (NB) - Gračanica/Gračanicë (PR) - Prekovce/Prekoc (NB) - Izvor/Izvor (NB) - Bostane/Bostan (NB) - Novo Brdo/Novobërdë (NB) – Čuljkovce - Trnjičevce/Tërniqec (NB) - Gornji Makreš/Makresh i Epërm (GN) - Stanišor/Stanishor (GN) - Gjilan/Gnjilane (GN)
<b>17</b>	<i>(Gjilan/Gnjilane G)</i> or Klokot/Kllokot (VI) - Parteš/Partesh (GN) - Gjilan/Gnjilane (GN) - Mitrovicë/Mitrovica (MI) - Gjilan/Gnjilane (GN) - Parteš/Partesh (GN) - Klokot/Kllokot (VI)

Legend: \*Suspended since August 2006.

The OSCE MTs collected information through interviews conducted on the buses during the scheduled journeys as well as through interviews at departure or arrival points along the bus routes. The MTs interviewed passengers, bus drivers, and representatives of minority communities regarding the availability, accessibility, quality and security of the minority transportation services. The Municipal Community Offices (MCOs) and Municipal Returns Officers (MROs) and other stakeholders were also approached particularly to discuss the potential need for expanding humanitarian transportation services.

There was no active monitoring involving the MTs in the collection of security related information with a possible impact on freedom of movement. However, verified security related data has been provided by the OSCE Police Service Monitoring Section (PSMS). The OSCE PSMS and MTs also provided information regarding the inclusion of minority transport on the agenda of Local Public Safety Committees (LPSCs), and Municipal Communities Safety Councils (MCSCs), respectively.<sup>18</sup>

This report presents the OSCE's findings with reference to service quality, route selection process, and security issues. It concludes with a set of specific recommendations referring to condition of vehicles; communications system; complaints and suggestions of beneficiaries;

<sup>18</sup> Pursuant to section 7 of UNMIK Regulation No. 2005/54 On the Framework and Guiding Principles of the Kosovo Police Service, MCSCs and LPSCs are consultation mechanisms in which residents, local institutions and law enforcement agencies can "discuss any matters relating to policing, public safety and order" at the municipality and village/locality levels respectively.

passenger flow, service availability and frequency; routes selection process, security issues, and public safety committees.

#### **4. Service quality**

Pursuant to Article 2.4 of the Arrangement, the MoTC is responsible to ensure that the bus fleet donated by UNMIK is used exclusively for the humanitarian transportation project until 31 December 2007 in order for members of minority communities or other vulnerable groups to have unrestricted movement and access to social and economic opportunities including, but not limited to, their place of work, schools, places of worship, and shopping.

To guarantee that minority transportation services operate without interruption, the MoTC has the obligation to ensure that the service provider establishes adequate maintenance for the bus fleet, vehicles and mechanical equipment to oversee that vehicles and equipment are maintained in good working order (Art. 2.5). In addition, the MoTC is required to ensure that the service provider recruit and train staff that is operationally efficient and professional, and is representative of the diversity of the Kosovo population as well as its gender and gender composition (Art. 3.4)

Further, the MoTC has the obligation to make sure that radio communication equipment is installed and functioning on humanitarian buses. This also includes ensuring the issuance of new radio frequencies through the Telecommunications Regulatory Agency (TRA), established pursuant to the Assembly of Kosovo (AoK) Law No. 2002/7 on Telecommunications, as promulgated by UNMIK Regulation No. 2003/16.

##### *4.1 Service necessity and importance*

Interviewed passengers use the bus service for accessing schools, the university in Mitrovicë/Mitrovica North, hospitals, shops, the post office, and other basic services and institutions. They expressed satisfaction with the available humanitarian transport. However, some passengers assess the bus frequency as insufficient (Route 14). The service not only remains essential but needs to be expanded since for some members of minority communities it represents the only means for transportation. Even those beneficiaries who feel unsafe use the service as there are no other transport options.

##### *4.2 Condition of vehicles*

As the transport provider confirmed,<sup>19</sup> the bus fleet transferred from UNMIK to the PISG is composed of 22 operational vehicles<sup>20</sup> on which the MoTC has duly installed Kosovo plates and removed the UNMIK logo as of January 2007. Due to their deterioration, other transferred vehicles were used during the period of UNMIK management only for spare parts. To guarantee

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<sup>19</sup> Discussion with the OSCE on 27 February 2007.

<sup>20</sup> In Particular, the operational bus fleet is composed of 19 50-seaters buses, one 42-seater bus and two 19-seater mini buses.

the safety of passengers, it is important that the PISG ensure that such vehicles are not used for transportation purposes in future.

The operational bus fleet is considerably old, with seventeen vehicles produced in 1984 and 1985 (22 to 23-year old), two vehicles produced in 1992 (15-year old) and one vehicle produced in 1998 (9-year old). Only two 19-seat minibuses are relatively new as they were produced in 2005. Although the transport provider is careful in ensuring regular maintenance and breakdowns on the road are rare, the average age of buses has an impact on the quality of the service and may have transport safety implications if the oldest vehicles are not gradually replaced in the near future.

Still the prevailing observation is that on most of the assessed routes buses are old but still in satisfactory condition, relatively clean and reasonably comfortable and do not break down often.<sup>21</sup> On some routes buses appear particularly old.<sup>22</sup> Despite this fact, on most routes buses are subject to a relatively low number of mechanical breakdowns.<sup>23</sup> Generally, passengers suggested that buses should be cleaner.<sup>24</sup>

In general, all old buses have no air-conditioning.<sup>25</sup> With few exceptions, buses have a functional heating system.<sup>26</sup>

Breakdowns do not occur very often according to bus drivers. On all monitored routes, the quick-response mechanical teams respond to breakdowns within an average of 15 to 30 minutes.<sup>27</sup> There are two mobile mechanical teams, one in Gjilan/Gnjilane and one in Laplje Selo/Llapllasellë, near Prishtinë/Priština. In case of breakdown, bus drivers can contact them by radio to get assistance. Moreover, there are two spare buses to replace those that are broken. They reach the breakdown points within approximately 20 minutes and take the passengers when the original bus cannot be repaired in a reasonable time.

On Routes 14 and 12, mechanics from Gjilan/Gnjilane normally reach the spot within 30 minutes. If major repairs are necessary, the bus is taken to the garage in Laplje Selo/Llapllasellë. When it is impossible to move the bus, the mechanical team from Laplje Selo/Llapllasellë repairs it on the spot. On Route 13, the bus is also used for trips to other destinations such as Gračanica/Gračanicë and Mitrovicë/Mitrovica. According to the bus driver, during the reported period there was just one case when the bus had a flat tire in Vushtri/Vučitrn, on the way back from Mitrovicë/Mitrovica. The quick-response team arrived at the spot in 15 minutes and

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<sup>21</sup> Routes 11, 14, 8, 12, and 7.

<sup>22</sup> The bus which the OSCE MT assessed appeared more than 30 years old and was not very clean.

<sup>23</sup> Contradictory information has been obtained only regarding Route 13, where one driver stated that the bus is breaking down quite often.

<sup>24</sup> While on Route 17 buses are reportedly sufficiently clean with the exception of dirty windows, on Routes 3, 9 and 4 passengers complain that buses are dusty, untidy and not sufficiently clean.

<sup>25</sup> The two 19-seat mini buses produced in 2005 are the only exception.

<sup>26</sup> However, on Route 1 there is no proper heating system in the bus, and both passengers and service staff complain that during the winter the temperature inside the vehicle is very low. On the other hand, during warmer months of the year there is no proper air-conditioning system and it is impossible to open the windows because they are protected by an external plexiglas layer, which seals them against stoning. Furthermore, the bus is reportedly dusty. Route 17 is the other exception with not fully functional heating system.

<sup>27</sup> Only on Route 7, depending on the location, the response time may be longer - between one and two hours.

replaced the tire very quickly. According to another driver, the bus breaks down quite often because it is old.

On all the routes monitored, buses are assessed as suitable for driving in all weather conditions. They are equipped with tire chains, appropriate tires for winter season and other winter equipment.

#### *4.3 Communications system*

According to the MTs' assessment, the communication equipment operating on the buses is functioning and reliable on most routes.<sup>28</sup> There are two types of communication methods available: the radio set and mobile phones. Radio coverage depends on geographical characteristics of the route, but mobile communication is allegedly reliable. However, there are parts of route 13, which the driver identifies as "shadow areas" for radio signal, and where the mobile signal is also missing.<sup>29</sup>

Despite generally positive perceptions of users and drivers, the OSCE is concerned that there is no radio communication system installed in some of the buses and, that radio equipment which is installed is not fully functional and used by the drivers.<sup>30</sup>

The OSCE notes that the PISG and the service provider continue to use the radio frequencies provided by the UNHCR. While this system is still operational, and the UNCHR has ensured the reprogramming of radio equipment, this arrangement is temporary. The PISG retain the responsibility to ensure the issuance of new frequencies. In particular, pursuant to the Arrangement, the MoTC is responsible to "install radio communications equipment in the vehicles" (Art. 2.3). This also includes ensuring the issuance of new radio frequencies. The MoTC can do this by duly submitting a request to the TRA, which, pursuant to the AoK Law on Telecommunications, is the sole authority responsible to issue a licence or authorisation to operate such frequencies in Kosovo. The effective operation of such radio system is integral to the safety and security of humanitarian transportation.

#### *4.4 Drivers' professionalism and politeness*

As part of the Recommendations Updating Return Policies and Procedures, the MoTC is expected to adopt a non-discriminatory code of conduct for all bus drivers and service staff (Section 3,(b)). The OSCE notes that on 29 January 2007, the Permanent Secretary of the MoTC, during a meeting with the members of the TAC, decided to establish a ministerial working group to draft such code of conduct in the form of an Administrative Instruction (AI). The working

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<sup>28</sup> Routes 11, 12, 13, 14, and 17.

<sup>29</sup> Reportedly radio coverage is limited to an area of approximately five kilometres (wider coverage is only available while the bus is in the higher, mountainous areas).

<sup>30</sup> For instance, there is no radio communication system in the buses used along Route 1. It was in place before, but after the transfer to the PISG, the staff does no longer utilise the radio communication system. The bus drivers have mobile telephones supplied by the transport provider. Also on Route 9 and Route 4 there was no radio communication equipment on a bus. In addition, on two of the buses, the equipment was installed but not used during the trips. On Route 8, radio equipment is available but there is no radio operator. Therefore, drivers use mobile phones. On Route 7, radio communication equipment is not available.

group will be chaired by the Legal Office with the support of the Ministry's Human Rights Unit (HRU) Co-ordinator. The OSCE will assist the HRU in its participation in this working group.

Awaiting such development, under the supervision of the MoTC, the transport provider is responsible to recruit and train appropriate local personnel for operational efficiency and ensure that their performance is up to professional standards.<sup>31</sup>

On all routes, interviewed passengers expressed satisfaction concerning the professionalism<sup>32</sup> and politeness of drivers and conductors. Drivers are perceived as helpful in accommodating passengers' needs, providing information, and fulfilling requests for additional stops when possible. However, on Route 17 some passengers complained that the driver does not do enough to prevent smoking on the bus. On the same route, some drivers were occasionally reported as being rude to passengers.

Generally drivers, conductors and passengers speak Serbian and no communication problems are reported. On the assessed routes few if any Kosovo Albanians use humanitarian buses. The service is predominantly used by Kosovo Serbs and members of other minority communities who speak Serbian, particularly persons belonging to the Roma, Ashkali and Egyptian communities. It is worth noting that on Route 14 during the monitored trip there were two Kosovo Albanian passengers in the bus and the driver spoke with them in the Albanian language.

#### *4.5 Bus accessibility, stops and signage*

According to the Arrangement, the MoTC is responsible to ensure that all information regarding transportation services is available in the Albanian, Serbian and English languages, including: information about transportation routes, fees and time schedules; signage; and administrative instructions and regulations. It is advisable that the Arrangement or information on the Arrangement is made available to passengers in these languages. The PISG obligations concerning the use of languages are further specified in the AoK Law No. 02/L-37 on the Use of Languages, as promulgated by UNMIK Regulation No. 2006/51.

However, on all routes, no written information is displayed or available inside or outside the buses. When written information is displayed, this is insufficient and it is not available in all official languages. On Route 13, information is posted only regarding the number of seats and the maximum weight of luggage that passengers can carry inside the bus. The information is available in the Serbian language only. On Route 14, the only information noticed was inside the bus. It had been posted some years ago, written in the Serbian language only, and specifies only the maximum number of passengers allowed on the bus. Reportedly, passengers obtain oral information from drivers and conductors when they request it.

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<sup>31</sup> General Long Term Agreement between the MoTC and Kolasin Prevoz, August 2006, Annex 1, page 4.

<sup>32</sup> As to the drivers' skills passengers express positive remarks and consider bus staff professional. On Route 14 the driver has been working as such for more than twenty years. On Route 11 the driver demonstrated skills in driving the bus during peak traffic hours without any incident or inconvenience for the passengers. On Route 13 the driver also demonstrated good driving skills (no problems experienced on steep road or at slippery ground).

The distance that passengers have to walk or travel from their homes to bus stops varies significantly from one route to another.<sup>33</sup> Humanitarian transport is easily accessible on most of the routes, where passengers do not have to walk distances longer than 500 meters. Yet on Route 17 some passengers have to walk or travel very long distances (sometimes up to ten kilometres) to the bus stop.<sup>34</sup> On Route 7 many passengers walk three and a half kilometres in order to reach the bus stop and on Route 8 some people have to walk three to four kilometres.<sup>35</sup>

Although bus stops are not clearly indicated by signs, passengers are still aware of their exact location and wait for the bus there. Reportedly, only on Route 17 are all bus stops clearly marked. On Route 1 bus stops are clearly marked at least in Gračanica/Graçanicë town.

Usually, bus stops are appropriately situated in the centre of the villages and towns, in visible locations, although without signs. In some occasions, drivers are able to satisfy passengers' demands and may stop to pick up and drop off passengers according to their needs at non-designated bus stops.

However, some issues concerning the possibility for buses to pull over and stop at the designated bus stops are raised by both drivers and passengers. On Route 1 they complain about the location of the bus stop in Gračanica/Graçanicë. Usually, there is a large number of vehicles parked at the bus stop and buses cannot park properly and have to stop on the road. This obstructs the proper functioning of the service. The Kosovo Police Service (KPS) has even fined the bus drivers in some occasions.

Furthermore, in January 2007, bus drivers on Routes 13 and 14 expressed concern related to the fact that since December 2006 the KPS had started to prevent humanitarian buses from stationing in front of the orthodox church in Gjilan/Gnjilane. Buses used to stop there for a short time, approximately 10-15 minutes, to allow passengers to embark and disembark.<sup>36</sup>

#### *4.6 Punctuality*

On most routes,<sup>37</sup> passengers confirmed, and the OSCE MTs observed, that buses are usually on time and even sometimes ahead of schedule depending on the traffic. Delays are very rare and

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<sup>33</sup> Humanitarian transport on Routes 1, 3, 4, 9, 11, 12, 13, and 14 is assessed as accessible. On Routes 11 and 1 transport is accessible as the bus stops are in the middle of the villages, and passengers can get off at other locations if necessary. On Route 1, the MT observed that the drivers were very flexible and used a few stops within one village. In that way they have satisfied the needs of the majority of passengers. On Route 14 transport is also assessed as accessible, except in the case of Koretište/Koretishtë, where the bus does not stop into the village but rather picks up/drops passengers off at a location (a main ring road in Gjilan/Gnjilane) which is at about 20 minutes walking distance from the village.

<sup>34</sup> The route operates from and to Viti/Vitina municipality, a large geographical area with a dispersed Kosovo Serb population.

<sup>35</sup> In particular in the villages of Kosh/Koš, Oprashkë/Opraška and Tuçep/Tucep.

<sup>36</sup> Reportedly, KPS is forcing drivers to leave the place immediately, not even allowing buses to stay for five minutes. While KPS maintain that this is a no-parking area, it is the hub of humanitarian transportation in Gjilan/Gnjilane and such measure makes the service less accessible to beneficiaries. According to interviewed drivers, one year ago managers of the humanitarian bus service reached an agreement with UNMIK Police, which allowed such 15-minute stationing.

<sup>37</sup> Routes 1, 7, 8, 11, 12, 13, 14, and 17.

usually caused by bus breakdowns only. On Route 8, except for some stoning incidents in Runik/Rudnik which caused delays in the past, no significant delays were reported. On Routes 9 and 4, buses generally depart on time. However, it was brought to the attention of the MTs by some passengers that long delays usually occur on the way back, when the driver needs to request the assistance of an additional bus to transport the passengers which exceed the number of available seats on the regular bus. The request for an extra bus is usually made *ad hoc*, because there is no system to know in advance the number of passengers that would return to Rahovec/Orahovac and Velika Hoča/Hoča e Madhe.

#### 4.7 Affordability

Along most of the routes, passengers pay fairly affordable bus tickets. The ticket's price ranges approximately between 0.30 and 0.70 Euro. However, on Route 9 the ticket price is approximately 1.20 Euro, and on Route 17 it costs 3.00 Euro. On Routes 7 and 8, reportedly passengers do not pay and may use the bus free of charge. Along all routes, elderly persons above 65 years, children under 10 years, persons with physical and mental disabilities, and social cases are exempted from payment. In addition, on Route 12, Zhegër/Žegra internally displaced people (IDP) are also exempted from paying bus tickets.

During the reporting period, the OSCE became aware of the fact that the MCO in Rahovec/Orahovac had set up a system in which access to humanitarian transportation was conditioned to the payment of 1.00 Euro fee on a monthly basis. This affected Kosovo Serbs residing in Velika Hoča/Hoča e Madhe (700 persons) and Upper Rahovec/Orahovac (500 persons) who use Routes 4 and 9. In order to obtain explanations, the OSCE MT in Rahovec/Orahovac contacted the MCO. The MCO justified the introduction of this fee with the need to collect funds for the payment of waste disposal service. Following a contract signed with the Rahovec/Orahovac municipality, the Public Utility Company *Ambienti* provides waste disposal service in these two locations but residents belonging to minority communities have refused to pay any fee for it. Therefore, the municipality had to pay *Ambienti* the agreed sum without receiving any revenue from a number of service users. Hence, the fee of 1.00 Euro imposed by the MCO was used by the municipality pay outstanding debts related to the waste disposal service.

Once informed of this practice, the MT intervened with the MCO to remind that the reservation of seats on humanitarian buses managed by the PISG is not subject to any type of fees. Passengers are requested to pay applicable bus tickets only to the bus conductors. Therefore, the MT advised the MCO to discontinue this practice immediately and seek alternative solutions with regard to generating funds for the involved public services. At the end of March 2007, the MCO stopped this practice. This positive development was also the result of passengers' reactions. The OSCE will continue to monitor the situation to ensure that such practice is not resumed.

#### *4.8 Complaints and suggestions of beneficiaries*

All public institutions providing services are also obliged to guarantee access to effective remedies<sup>38</sup> and allow the submission of complaints by users who allege that their rights or interests have been violated during the provision of such services. This is also relevant to the public humanitarian transportation managed by the MoTC as part of its mandate to “support the provision of humanitarian and other special services” in the sector of road transport of persons and goods.<sup>39</sup>

Under the Arrangement, “(t)he PISG will address human rights/discrimination complaints related to the Arrangement, in accordance with the applicable law; and to collect statistical data on minority communities; conduct annual reviews of the Humanitarian Transport Project (HPT); and provide training to Ministry staff on anti-discrimination and human rights” (Art. 3.6). The establishment of an appropriate complaint and request procedure may facilitate collecting valuable inputs from passengers, remedy inadequate practices when applicable, and ensure that the service adequately responds to the manifested needs.

The MTs observations show that passengers tend to make requests and complaints verbally to the drivers and bus conductors, but do not address the PISG, municipal authorities or the service provider directly in writing. Passengers are reluctant to file formal complaints due to their scepticism towards the effective response of the institutions in charge. Moreover, on some routes<sup>40</sup> passengers are not aware to whom they should address their concerns and what is the complaint procedure. Thus the general tendency among beneficiaries to complain only verbally to drivers is coupled with a lack of awareness or will to submit written requests or complaints to the service providers and to the responsible PISG – the MoTC or the municipality. In particular, passengers lack practical information to whom they should submit a request and how to formalise their complaints.<sup>41</sup>

Nonetheless, during the assessed period some verbal and informal complaints have been raised on several routes. On Route 14, passengers’ most frequent complaint concerns the fact that the bus does not stop in Koretište/Koretishtë; on Route 8, the biggest problem is the fact that the bus is overcrowded; on Route 12, some passengers consider the frequency of the humanitarian transport insufficient and would like to have more buses per day and the bus running at least one more day per week. On Routes 9 and 4 on one occasion a complaint has been addressed to the MCO regarding the insufficient provision of service.<sup>42</sup>

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<sup>38</sup> The AoK Law No. 02/L-28 on the Administrative Procedure, as promulgated by UNMIK Regulation No. 2006/33, contains rules regarding complaint procedures applicable to all PISG.

<sup>39</sup> Annex VIII, paragraph (x) of UNMIK Regulation No. 2001/9 on the Executive Branch of the Provisional Institutions of Self-Government in Kosovo.

<sup>40</sup> Routes 1 and 7.

<sup>41</sup> For instance, on Route 3 passengers use to complain verbally regarding the untidy condition of the bus and the lack of air-conditioning. However, no formal complain has been submitted and, according to the driver, people seem persuaded any such complaint has to be addressed to the UNDP, and new buses should be provided for the next summer. Similarly, on Route 17 reportedly a complaint procedure is in place in which passengers may address their concerns to the manager; nonetheless, no information on this procedure is provided to the beneficiaries. This has caused some confusion in that passengers forward complaints to the service provider.

<sup>42</sup> On 5 January 2007, passengers complained that on the way back to Rahovec/Orahovac the convoy was blocked for two hours until the requested additional bus arrived.

#### *4.9 Passenger flow, service availability and frequency*

From January to March 2007, the humanitarian bus service managed by the PISG has ensured the transportation of 73,440 passengers.<sup>43</sup> This means an average of 24,480 passengers per month. During the same period of 2006, when UNMIK was managing the service, there had been a similar, though slightly higher, number of passengers: 81,484 or 27,161 per month.<sup>44</sup>

On Route 11, there are usually around 45 passengers on the bus. At the beginning of the month when pensioners go to Gjilan/Gnjilane to collect their pensions and during the holidays (i.e. Christmas time) the number of passengers rises up to 130 per day. The bus service is used mostly by women around 65 years of age. Nevertheless, the number of passengers from both sexes and all ages rises before and during holidays.<sup>45</sup>

On Route 14, the number of seats appears sufficient to meet the demand (50 seats and 15 standing places). Only on Monday mornings and Friday afternoons is the bus full due to school children going to school in Gračanica/Gračanice, and it may happen that some passengers have to stand. During the other days there are 30 - 50 passengers per trip.

On Route 13, the number of seats also seems sufficient to meet the need (50 seats and 15 standing places). However, approximately twice a month some passengers have to stand. The flow of passengers was estimated to be around 75 passengers per trip during the assessed period. On Route 8, usually all 52 seats are taken and 10 - 30 people have to stand.

On Route 3, the mini-bus has 20 seats and, according to the driver, on a regular day it is usually full with passengers.

On Route 9, in the course of the weekly observations from 19 December 2006 to 13 January 2007 during the eight round trips the bus transported an average from 70 - 75 passengers (bus capacity of 52 plus 2 seats). This means at least 15 - 20 standing passengers per trip. On 23 December 2006 and 13 January 2007 the two buses operating along Route 4, transported an average of 75 - 80 passengers each with some 20 - 25 passengers standing.<sup>46</sup>

During the monitored period, a total of 226 passengers used one of the buses along Route 12, with an average of 75.3 passengers per round trip. The majority of these passengers were women (58.8% or 133) and 41.2% of passengers (93) were men.

On the days of service (Monday and Friday) on Route 17 around one hundred passengers travel from Klokot/Kllokot to Mitrovicë/Mitrovica North, and on Fridays from Mitrovicë/Mitrovica North to Klokot/Kllokot. In reverse directions, on Mondays there are around 30 passengers in

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<sup>43</sup> In particular, there were 24,803 passengers in January, 23,946 in February and 24,691 in March 2007. Source: Kolasin Prevoz, Monthly Reports January, February and March 2007.

<sup>44</sup> In particular, there were 28,047 in January, 24,836 in February and 28,601 passengers in March 2006. Source: UNMIK DCA, Field Operations Unit, Humanitarian Bus Project. General Operational Report, Section 3, Operational Statistics 2006, 31 July 2006.

<sup>45</sup> During the reporting period there were many school-aged children on the bus due to the school holiday.

<sup>46</sup> The trip on 19 January 2007 was not monitored by the OSCE MTs due to overbooking.

total. The majority of passengers are students, mostly males, between the age of 18 and 25 attending the university in Mitrovicë/Mitrovica North. Other passengers include teachers or private individuals travelling to Mitrovicë/Mitrovica North for other reasons.

Thus, the route is primarily designed to accommodate Kosovo Serb university students travelling to and from Mitrovicë/Mitrovica North. Due to the high number of students using the service, particularly at the beginning and at the end of academic semesters, an extra bus should be available to ensure transportation for all students.

On Route 7, the total number of beneficiaries during the assessed period is about 400. The number of passengers using the bus fluctuates between 40 - 65 per trip.<sup>47</sup>

The frequency of the service differs from one route to another. On Route 11, buses operate three times a day; on Route 14, once daily; on Routes 13, 8, 9, 12, and 17, twice per week; on Routes 3 and 7, once per week; on Route 1, four times per week (working days, except Thursdays), twice per day. The service from Gračanica/Graçanicë to Babin Most/Babimoc is provided by two buses operating at the same time along alternative routes. On Route 4, the service frequency is only twice per month each second Saturday. However, two buses are used and beneficiaries needs are met.

Overall, on most routes<sup>48</sup> there are informal demands for modifying and/or expanding the frequency of the humanitarian transport in order to meet the needs of the passengers. This is a positive indicator that the service is essential to ensuring freedom of movement and enables access to basic rights and services such as education.

On Route 11, most passengers assess the service frequency as sufficient yet some would like to have more buses per day and the bus running at least one more day per week.

On Route 14, according to some passengers, the bus frequency is not sufficient. They would like to have more buses on the same route because people use this route to access the school, the hospital, shops, the post office and other essential services in Gračanica/Graçanicë.

On Route 13, based on the number of passengers, the bus capacity seems sufficient to cover the demand. In a discussion with some of the beneficiaries, the MT was told that more frequent trips to Gjilan/Gnjilane town would be needed. However, according to the information provided by the driver, and having in mind the other two routes (Mondays and Fridays) covering some of the villages from this route, the service frequency seems sufficient to meet the passengers' demand.

On Route 8, the bus runs twice per week (on Tuesday and Friday). Reportedly, both passengers and the driver stated they would like the frequency to be modified so that the bus runs three times a week, namely on Monday, Wednesday and Friday. Moreover, the fact that the bus runs on Tuesday is considered as very unpractical for children attending the school in

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<sup>47</sup> The average number of beneficiaries from each village during a single trip is as follows: Drsnik/Dresnik, 10; Klinë/Klina, 15; Vidanja/Vidajë, 15; Grabac/Grabc, 15; Klinavac/Klinafc, 7; and Biča/Binxhë, 10.

<sup>48</sup> Needs are allegedly met and service frequency assessed as sufficient along Routes 3, 4, and 17.

Mitrovicë/Mitrovica North, since it makes it difficult for them to come back home during the weekends.

The most frequent humanitarian transport service operates on Route 1, in which the bus circulates twice per day four times per week (all working days except Thursdays). Actually from Gračanica/Gračanicë to Babin Most/Babimoc two buses operate at the same time along alternative routes. Despite that fact, buses are very often overcrowded. Therefore passengers and service staff suggest an additional bus to be used.

The single bus available on Route 9 appears insufficient for covering the demand. Upon request, the service provider sends additional buses. Requests for additional buses are more frequent during holidays. The MT became aware that seats are booked in advance through the MCO in Rahovec/Orahovac. On both Routes 9 and 4, passengers are requesting the provision of two buses for each route: one would serve passengers from Upper Orahovac/Rahovec and the other would serve passengers from Velika Hoča/Hoçë e Madhe.<sup>49</sup>

On Route 12, both drivers and ticket collectors remarked that the service frequency is not sufficient to meet the demand. Some passengers share this opinion and would like to have more buses per day and the bus running at least one more day per week. There are currently two buses servicing beneficiaries. Passengers who pay tickets enter the first bus while elderly, beneficiaries of social assistance, and the Zhegër/Žegra IDPs go into the second bus.

As to route modifications, such a need has been identified along several existing routes.

On Route 14, a modification is needed in order to better accommodate the passengers travelling from the village of Koretište/Koretishtë.<sup>50</sup>

It is also worth noting the *de facto* modification that occurred on Route 1. There are always two buses serving this route at the same time. One of them takes a detour through a secondary road to cover a number of villages<sup>51</sup> before finishing the tour in Babin Most/Babimoc together with the second bus, which follows the main regional road. This detour is not registered in the official list of bus lines and was added in order to serve the needs better. Sometimes it happens that only one bus is available and then it gets overcrowded.

On 23 January 2007, the MCO in Prishtinë/Priština informed the MT of a request from residents of Donja Brnjica/Bërnice e Poshtme that the existing humanitarian Routes 1<sup>52</sup> and 5<sup>53</sup> are

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<sup>49</sup> At the time of monitoring, this request had not been formalised and conveyed yet to the relevant institutions. Nevertheless, during the holiday season due to the large number of travellers, the service provider ensured two buses on Route 9.

<sup>50</sup> Currently, the bus does not go into the Koretište/Koretishtë village but rather picks up/drops passengers on the Gjilan/Gnjilane ring road. From the ring road, it takes about 20 minute to walk to the village through a majority area. There have been no reported incidents, but some people feel the distance is excessive.

<sup>51</sup> Crkvena Vodica/Caravodicë and Janjina Voda. The latter location is not included in the official names of villages as contained in UNMIK Administrative Direction No. 2004/23 implementing UNMIK Regulation No. 2000/43, as amended, On the Number, Names and Boundaries of Municipalities.

<sup>52</sup> Babin Most/Babimoc (OB) - Miloševo/Milloshëvë (OB) - Gračanica/Gračanicë (PR) - Miloševo/Milloshëvë (OB) - Babin Most/Babimoc (OB).

extended to include their village. Donja Brnjica/Bërnice e Poshtme is the main Kosovo Serbian village in Prishtinë/Priština rural north. Although the frequency of humanitarian transportation is generally never higher than three times per week<sup>54</sup>, these passengers also request that the frequency of Route 2 is intensified from three times per week to daily.<sup>55</sup>

Moreover, the same villagers propose that the Prishtinë/Priština municipality bus company establishes two regular public bus lines connecting these Kosovo Serb villages of Prishtinë/Priština Rural North with Gračanica/Graçanicë. Although this request has not been processed yet, the MCO has contacted the Chief Executive Officer and the municipal bus company to obtain the necessary authorisation for the creation of this service.

Kosovo Serbs in Prishtinë/Priština rural north are connected to Gračanica/Graçanicë through the humanitarian bus Route 2 three times per week (Mondays, Tuesdays and Fridays, twice per day). The involved communities considered that this is insufficient. A 25-seat school bus of the Ministry of Education, Science and Technology, transports pupils to school in Gračanica/Graçanicë on a daily basis. In many cases, if seats are available, the bus driver allows other passengers in. Frequently there have been cases in which elderly people have entered the bus even before pupils, thus forcing the bus driver to request the MCO intervention to take some of the additional passengers out of the bus.

There is real need for establishing one more bus line for Route 7 and providing additional buses to accommodate the increasing number of passengers. The area in which Route 7 operates has witnessed a rise in the number of returnees who use the bus service. Some returnee families in Klinavac/Klinafç have to walk three and a half kilometres to the bus stop through Kosovo Albanian settlements which expose them to potential security threats. Although there were no reported security incidents, a modification of Route 7 to include this village would make humanitarian transport more accessible for the affected returnees. Furthermore, passengers would like to see a change in the schedule and, particularly, delaying the departure time of one hour during spring and summer periods.

On some routes, the demand exceeds the number of available seats.<sup>56</sup> This fact prevents potential passengers from accessing the humanitarian transport service.

On Route 8, travellers are concerned because the bus is often filled beyond its capacity. Usually all 52 seats are occupied and approximately 20 people need to stand. At least on one occasion the bus driver refused to depart from Mitrovicë/Mitrovica North to respect safety regulations. Only three hours later, when the service provider sent an extra bus, were passengers able to depart. As

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<sup>53</sup> Grace/Gracë (VU) - Mitrovica/Mitrovicë North (MI) - Grace/Gracë (VU).

<sup>54</sup> The daily frequency is generally associated with an ordinary commercial service.

<sup>55</sup> Within the Prishtinë/Priština municipality, this route connects Gornja Brnjica/Bërnice e Epërme to Gračanica/Graçanicë.

<sup>56</sup> According to the OSCE observations, available seats are often insufficient on Routes: 1 (Babin Most/Babimoc (OB) - Milošev/Milloshëvë (OB) - Gračanica/Graçanicë (PR) and return); 4 (Velika Hoça/ Hoçë e Madhe (RH) - Rahovec/Orahovac (RH) - Gračanica/Graçanicë (PR) and return); 7 (Vidanje/Videjë (KL) - Bica/Binxhë (KL) - Zvečan/Zveçan and return), 8 (Osojane/Osojan (IS) - Zvečan/Zveçan (ZV) and return); and 9 (Velika Hoça/ Hoçë e Madhe (RH) - Rahovec/Orahovac (RH) - Zvečan/Zveçan (ZV) and return).

a result, passengers suggest that the service be improved through the availability of an additional bus. Also along Routes 1 and 7 buses are often overcrowded.

In Rahovec/Orahovac the Head of the Municipal Community Office (HMCO) expressed a concern over the fact that the 1,200 Kosovo Serbs living in Velika Hoča/Hoçë e Madhe and Upper Rahovec/Orahovac have insufficient bus seats at their disposal in order to use the bus Routes 4 and 9. On Route 9 only one bus is available twice per week to transport passengers to Zvečan/Zveçan, while on Route 4 two buses provide transportation to Gračanica/Graçanicë on a bi-weekly basis. The scarcity of seats along Route 9 was confirmed on 19 January 2007, when the OSCE MT was unable to carry out their assessment due to the lack of free seats on the bus, and on 13 March when approximately 10-15 Kosovo Serbs from Upper Rahovec/Orahovac were unable to travel to Zvečan/Zveçan. This happened despite the fact that the service provider had ensured the availability of two buses in this occasion.

To identify possible solutions, the HMCO met with both the MoTC and the service provider. The MoTC clarified that the insufficient financial and fleet resources are limiting the service provider's ability to provide additional buses. However, the MoTC offered to meet the communities' needs with a change in the schedule and expressed willingness to provide additional buses whenever needed. The service provider has promised to ensure the availability of an additional bus or an additional daily trip when requested. After the reporting period, on 23 April the transport provider confirmed that there is a standing MCO request to ensure two separate buses one for Velika Hoča/Hoçë e Madhe and the other for Upper Rahovec/Orahovac along Route 9.

Apart from overcrowding and exceeding demand, another factor prompting requests for extra bus trips is related to the increased need for humanitarian transport services during specific holidays and events. Such flexibility to increase service whenever needed is essential for enabling visits to areas of cultural and religious interest shared by specific communities, which are important in the preservation of their cultural heritage. In response to such needs the service provider must dispatch special buses to accommodate all persons wishing to travel on these occasions. In this regard, a positive practice was established on Route 14 where extra trips were organised in response to the specific needs of persons using this route.<sup>57</sup> Further to this, a special request has come from passengers on Route 17,<sup>58</sup> primarily designed to accommodate Kosovo Serbian students from Gjilan/Gnjilane region attending university in Mitrovicë/Mitrovica North. At the beginning and at the end of university semesters there is a much higher number of students at the university. As a result the number of passengers increases. This demand can not be met if the same number of buses operates on this route during such peak periods. Currently, due to lack of available seats, some students are denied entry on the bus during these two periods and are therefore unable to attend either enrolment days or exams.

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<sup>57</sup> Upon requests for extra trips during the summer holidays, children were transported to Montenegro free of charge. Visits are organized to monasteries in Peja/Peć and Prizren on the basis of requests.

<sup>58</sup> Klokot/Klllokot (VI) - Parteš/Partesh (GN) - Gjilan/Gnjilane (GN) - Mitrovicë/Mitrovica (MI).

## **5. Route selection process**

According to the Arrangement, the MoTC and the MCR shall jointly collect information and evaluate the impact of minority transportation projects to better understand the social and economic effects of transportation policies on minority communities and whether needs of minority communities are met (Art. 3.7).

The PISG are also responsible to collect statistical data on minority communities and conduct annual reviews of the humanitarian transportation (Art. 3.6).

Under Article 4 of the Arrangement, humanitarian transportation routes and timetables will be kept up to date and, by 1 January 2007, the MoTC and MCR shall:

- a) put in place a route and timetable selection methodology which, in accordance with Annex VI to the Arrangement, shall ensure that approved changes are based on adequate background and feasibility analysis, assessed community needs, ensured participation and consultation of the involved communities;
- b) ensure that any new routes to be added in the future shall be selected according to this methodology and shall be approved by the TAC; and
- c) restrain from any change to the routes and timetables until such methodology is in place.

Pursuant to Article 5, the TAC is composed of senior representatives of the MoTC, the MCR, the OSCE, UNMIK or its successor organisation, and the Ombudsperson Institution. It is responsible to provide advice and monitor minority and humanitarian transportation. The Permanent Secretary of the MoTC is the chair of the TAC. The TAC shall:

- a) meet twice a year to review complaints with the route selection methodology;
- b) based on consensus, give a written opinion to the Prime Minister and the SRSG on whether the humanitarian or minority transportation routes proposed for competitive tender was selected pursuant to the methodology;
- c) pay special attention in its opinion to the inputs provided by affected communities to ensure their proper consideration;
- d) ensure that public finance, procurement and other applicable laws govern the financial management of minority transportation with reference to the application of the route selection methodology;
- e) notify the Prime Minister and the SRSG in case it finds that the route selection methodology was not followed (Art. 5.2).

The MoTC convened the inaugural session of the TAC on 22 December 2006 and the OSCE was invited to be part of this body in accordance with the Arrangement. Pursuant to Article 6.1 of the Arrangement, “(t)he Ministries shall submit to the OSCE full information of relevance to the implementation of this Arrangement (...)”. With this in mind, as a member of the TAC, the OSCE also expects to receive information from the MoTC and the MCR regarding the humanitarian transportation requests received by the PISG within the context of the route selection process. The OSCE notes that both Ministries have undertaken steps to create a request procedure and establish a TAC Secretariat, which would register requests for humanitarian

transportation and distribute them to the members of the TAC for consideration. While this is indeed a positive development, the OSCE has yet to receive notification and copies of such requests from the envisaged Secretariat.

### *5.1. New requests and requests for expanded services*

The OSCE has verified that, since June 2006, Route 6 from Leposavić/Leposaviq to Mitrovicë/Mitrovica South and back has not been used by the intended beneficiaries: the Kosovo Albanian inhabitants living in Koshtovë/Košutovo, Cerajë/Ceranja and Bistricë e Shalës/Šaljska Bistrica (KCB villages)<sup>59</sup>. These Kosovo Albanian villages are located in close vicinity to each other within the territory of Mitrovicë/Mitrovica and Leposavić/Leposaviq municipalities. They have an estimated population of 250 persons.<sup>60</sup> In September 2003, Route 6 was established to ensure the transportation of KCB residents to Mitrovicë/Mitrovica South. These villages are located in a mountainous area and can be reached only through steep, dirt and unpaved tracks.<sup>61</sup> Therefore, the villagers could be picked up only on the main road from Leposavić/Leposaviq to Mitrovicë/Mitrovica South at a location where a mobile Belgian KFOR check-point used to be placed. Passengers were then transported to Mitrovicë/Mitrovica South and back during the day. The transport provider continued to provide this service from June until August 2006 although there were no passengers using the service. Thereafter UNMIK authorised the provider to discontinue the service. The fact that in April 2006 the International Organization for Migration (IOM) donated a mini-bus to the MCO in Leposavić/Leposaviq which is used to provide direct transportation from Koshtovë/Košutovo and Bistricë e Shalës/Šaljska Bistrica to Mitrovicë/Mitrovica South four days a week and twice a day is probably the reason why villagers have stopped to use the humanitarian transportation previously available. The MCO finances this service and passengers are charged with 1.00 and 0.80 Euro fees for one way trip. However, on 29 January 2007, the MCO contacted the MoTC to request the funding of this service from the humanitarian transport budget, including the driver's salary. The MCO also claimed that the demand exceeds the mini-van capacity. Villagers and the MCO also met with the MoTC, the MCR, the Ministry of Finance and Economy and the Ministry of Local Government Administration with regard to the same issue.

The OSCE is also aware that in January 2007 two other Kosovo Albanian villages,<sup>62</sup> which are located in Zubin Potok (Çabër/Cabra) and Zvečan/Zveçan (Zhazhë/Žaža) municipalities, have

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<sup>59</sup> In Kosovo, these three villages form the only Kosovo Albanian enclave, which is entirely isolated from other Kosovo Albanian locations and surrounded by Kosovo Serbian population.

<sup>60</sup> This number only represents an estimation.

<sup>61</sup> On 3 November 2004, the UNMIK Office of Community Affairs, Division for Humanitarian and Special Services assessed the route leading to these villages. In particular, KFOR surfaced the route until Koshtovë/Košutovo in 2004 by laying loose gravel which was then rolled, flattened and packed. According to the assessment, the route is very steep with a probable gradient between 10 and 12%. Due to series of U-turns for twenty kilometres travelling at an elevation between 500 and 1,000 metres the use of passenger vehicle above 25-seat capacity was found unsuitable and, finally, UNMIK concluded that the route was not suitable for large two-wheel drive vehicles. In addition, UNMIK found that small light vehicles would be suitable for the tighter and rough terrain leading towards the other two villages: Cerajë/Ceranja (LE) and Bistricë e Shalës Šaljska Bistrica.

<sup>62</sup> Unlike the KCB villages, Çabër/Cabra and Zhazhë/Žaža are in fact not completely isolated from Kosovo Albanian areas. The fact that private forms of transportation are available connecting these villages to Mitrovicë/Mitrovica South should also be kept into account when considering if the involved locations have limited freedom of movement.

addressed the PISG and the transport provider and requested the creation of a humanitarian route to connect them with Mitrovicë/Mitrovica South.

### *5.2. New and potential requests for transportation from return sites*

In their respective municipalities, MTs consulted MCOs, MROs, returnees' representatives and, when possible, project managers of the agencies implementing return projects in order to find out if any return locations are presently excluded from or have difficult access to humanitarian transportation routes. Following the consultation process, the OSCE identified a number of return sites whose inhabitants need or may need to have access to humanitarian bus transportation. These are listed in Table 2 (Annex 3), which includes information on the current population on the site, the projected number of returnees, the actual number of returns in recent months, the type of transportation means already available on the site, if any, and the potential need for humanitarian bus transportation as assessed by local stakeholders.

In Srpski Babuš/Babush i Serbëve (Ferizaj/Uroševac), although beneficiaries have not returned yet, houses have been reconstructed. The projected number of returns could be as high as 74 families. At the moment, there is no transportation available, but due to its proximity to Bablak/Babljak the return site could be integrated within Route 10, which connects Bablak/Babljak to Gračanica/ Graçanicë.

As stated by the village leader on 29 March 2007, 37 members of the Kosovo Serb community are living in Muhadžer Talinovac/Talinoc i Muhaxherëve (Ferizaj/Uroševac). In total 44 families are supposed to benefit from the return project. Although there were no returns recently, the population is already sizable, and, on an *ad hoc* basis, the MRO has been providing mini-van transportation service from the village to Štrpce/Shtërpçë. The Kosovo Serb village leader maintains that transport demand exceeds the available supply. The mini bus provided by the MRO can only accommodate eight passengers. The Municipal Working Group on Returns (MGWR) has proposed the DRC to provide transport to Štrpce/Shtërpçë on a regular basis. The village leader proposed such transport to be provided on Thursdays, thus allowing access to the market place in Štrpce/Shtërpçë. In addition, the Kosovo Serbian community has also requested to be included, at least one day per week, in Route 10 which connects Bablak/Babljak to Gračanica/Graçanicë. The Kosovo Serb community also hopes that a vehicle will be put at their disposal in case of a medical emergency since medical specialists can only be found in Gračanica/Graçanicë.

Since there are no other locations inhabited by Kosovo Serbs in the Rahovec/Orahovac municipality, humanitarian transport routes only reach out to upper Rahovec/Orahovac and Velika Hoča/Hoçë e Madhe. In the village of Zoqishtë/Zočište the MCR has financed a return project since June 2005. The village is currently inhabited by approximately 8,000 Kosovo Albanians. Before the conflict, there were approximately 500 to 600 Kosovo Serbs. As of March 2007, the project has enabled the reconstruction of 38 houses belonging to Kosovo Serbian IDPs, and the construction of a health house and the sewerage system. MCR representatives have been reporting to the MWGR that the Ministry has no funds to carry on the reconstruction of another six houses. Notwithstanding a number of *Go and See* visits, no return has taken place yet. The

project is currently on hold and it is uncertain whether the involved beneficiaries have a genuine intention to return.

During the reporting period, there was only one return project in the Gjilan/Gnjilane municipality aiming at returns of members of the Roma, Ashkali and Egyptian communities to the Abdullah Presheva street in Gjilan/Gnjilane. Approximately 20 families are expected to return during 2007. According to the Roma representative, there would be no specific need to have this site included in the humanitarian bus routes as returnees will have easy access both to humanitarian and regular bus stops located in the town.

Overall, there appears to be no significant demand for humanitarian transportation in the Prizren municipality. All communities except the Kosovo Serbs enjoy unrestricted freedom of movement. While returns of Kosovo Serbs are still limited and refer mainly to rural areas, the freedom of movement is gradually improving also for members of this community.<sup>63</sup> As estimated by the MCO, on the territory of the municipality, the majority of Kosovo Serbs (154) live in the Župa/Zhupë valley<sup>64</sup> There is one bus line connecting Prizren town with Štrpce/Shtërpçë.<sup>65</sup> The bus line is operating twice a day, five times per week except on weekends. The bus ticket costs 2 Euro for one direction. This line was privatised in 2005 and everybody can use it. Furthermore, Kosovo Serbs from the Župa/Zhupë valley have access to and increasingly use other commercial lines and local public transportation operating in this area. The small Kosovo Serb community in the Drajčići/Drajçiç village remains isolated and has no access public transportation and uses mainly private cars. Transportation from the Novake/Novak village to Prizren, is ensured twice a day through a free of charge mini-van service managed by the Municipality. In order to access other cities in or outside of Kosovo, Kosovo Serbs use a commercial bus to Belgrade which is operational on a daily basis, three times a day.

In the Štrpce/Shtërpçë municipality it is estimated that 90 percent of returns have already taken place. During the last quarter of 2006, six families (approximately 30 individuals) have returned to Štrpce/Shtërpçë. All returnees are Kosovo Albanians.<sup>66</sup> Štrpce/Shtërpçë is a Kosovo Serbian

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<sup>63</sup> According to the 1991 population census, the Kosovo Serb population amounted to 10,950 persons in Prizren. As the latest MCO estimations confirm, the current Kosovo Serb population is limited to 236 persons. During the riots, on 17-18 March 2004, Prizren became one of the most affected municipalities in terms of material destruction. Fifty-five Kosovo Serb houses and eight Orthodox religious and historical sites were looted, damaged and/or burnt. The image of the town was damaged and the peaceful coexistence of its inhabitants became threatened. The small remaining Serbian community living in the city centre was almost entirely displaced within the municipality. In 2007, the MCR is funding a housing reconstruction project that promotes the return of 15 families in the area around Nënkala/Potkaljaja in the centre of Prizren town.

<sup>64</sup> Latest Minority Figures, December 2006, MCO, Prizren. Bogoševce/Bogoshevcë (5), Drajčići/Drajçiç (26), Gornje selo/Gornjasellë (11), Mušnikovo/Mushnikovë (76), Planjane/Planjan (4), and Sredska/Sredskë (26). There are also some Kosovo Serbs living in Prizren town (36), and in the Novake/Novak (34) and Smaq/Smaç (2).

<sup>65</sup> A number of Kosovo Serbs from Prizren became displaced in Štrpce/Shtërpçë after June 1999. From Štrpce/Shtërpçë regular buses run to Mitrovicë/Mitrovica and Serbia proper.

<sup>66</sup> Returns took place towards the following villages, whose estimated population is either entirely Kosovo Albanian or mixed: Firajë/Firaja (1145 Kosovo Albanians); Brod/Brod (1,305 Kosovo Albanians); Viça/Viça (255 Kosovo Albanians); Koshtanieve/Koştanjevo (165 Kosovo Albanians); Izhanc/Izance (86 Kosovo Albanians); Drajkovce/Drajkovc (23 Kosovo Albanians and 160 Kosovo Serbs); Biti ë Epermë/Gornja Bitinja (330 Kosovo Albanians and 290 Kosovo Serbs); Donja Bitinja/Biti ë Poshtëmë (270 Kosovo Albanians and 350 Kosovo Serbs).

enclave that stayed more or less intact during and after the war. Due to the concentration of Kosovo Serbs, parallel structures are providing most basic services to the residents. Kosovo Serbs also have access to a relatively good transportation network. So far, the municipal residents belonging to the Kosovo Albanian community have not requested access to the humanitarian transportation service. In the current situation, they seem satisfied with having access to the regular bus lines connecting Štrpce/Shtërpçë with Ferizaj/Uroševac and with the taxi/mini vans operating in all Kosovo Albanian parts of the municipality.

In the Kamenicë/Kamenica municipality, the Leshtar/Lještare village is a return site where seven families (15 persons) have returned to date. The project supports the return of another 12 families (28 persons). Current returnees use the bus of a private company from Serbia proper, which is available in the Strezovcë/Strezovce village. The returnees have to walk three kilometres to take the bus. They occasionally use taxi services. In addition, returnees need transportation arrangements (taxi vans and bus) to reach Kamenicë/Kamenica, especially on Fridays. Such additional service would enable them to visit the green market and sell their products.

Kololječ/Kolloleq is a sizeable Kosovo Serbian village whose population has almost doubled since 1999. In 1999 it was inhabited by 201 Kosovo Serbs (67 families). After 1999, various Kosovo Serbian families from surrounding villages decided to move to Kololječ/Kolloleq because they felt safer. As a result, the current population is as high as 371 persons (89 families). However, no humanitarian or other transportation arrangement is available to the villagers. Any future inclusion within humanitarian transportation routes would provide residents and potential returnees with increased transportation opportunities. Currently, villagers are using only their private vehicles and occasionally walk to Shipashnicë e Poshtme/Donja Šipašnica, a Kosovo Albanian village three kilometres away, to use private Kosovo Albanian bus companies. On 20 April 2007, during a discussion with the OSCE, the MCO in Kamenicë/Kamenica has suggested that Kololječ/Kolloleq could be easily included in the humanitarian bus route 16, which connects Kamenicë/Kamenica to Mitrovicë/Mitrovica, through Ranilug/Ranillug and Gjilan/Gnjilane. In particular, the bus could depart from Kololječ/Kolloleq some fifteen minutes before its current timetable, pass through the Kosovo Serbian villages of Strelica/Strelicë (200 persons), Bosce/Boscë (250 persons) and Grizime/Grizimë (150 persons), and then reach Kamenicë/Kamenica. In this way, an expanded Kosovo Serbian population of almost 1,000 persons would have more direct access to this humanitarian route. The OSCE has informed the MCO of the possibility to submit a formal request to the PISG through the transport provider.

In addition, in the Kamenicë/Kamenica municipality some Kosovo Serbian and Kosovo Roma villages are currently deserted, but could become return sites in future and might be considered for inclusion in humanitarian transportation routes. These include: Rahovicë/Orahovica,<sup>67</sup> Čarakovce/Qerakovcë,<sup>68</sup> and Hogosht/Ogošte.<sup>69</sup> According to the MCO, these sites have not been included in current humanitarian routes because there are no returnees. Although the

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<sup>67</sup> In 1999, 16 Kosovo Albanian (106 persons) and 19 Kosovo Serbian families (72 members) were living in Rahovicë/Orahovica. In 2007, only two Kosovo Albanian families (27 persons) are living in this village.

<sup>68</sup> In 1999, 140 Kosovo Serbs (46 families) were living in Carakovce/Qerakovcë. Currently the village is deserted.

<sup>69</sup> Hogosht/Ogošte is a Roma village which is currently deserted. In 1999 it was inhabited by 54 Roma families (330 persons).

Koretin/Koretin village is placed along Route 16, no bus stop has been created because there are no returnees.

In Novo Brdo/Novobërdë, an integrated returns project is planned in Klobukar/Kllobukar. According to the project, 17 families expressed their wish to return. If approved, the project may bring back enough returnees so that the site could be considered for inclusion in humanitarian transport routes. At this point, however, no projections can be made on the actual number of returnees or on the expected period of return. At the same time, all villages forming part of the Bostane/Bostan, Prekovce/Prekoc, Izvor/Izvor integrated returns project are included in Route 13, providing connection to Gjilan/Gnjilane, and Route 14, providing connection to Gračanica/Gračanicë and Gjilan/Gnjilane through Novo Brdo/Novobërdë. In addition, Route 15 also has a bus stop in Prekovce/Prekoc. Therefore, families and individuals whose houses have been reconstructed and who have already returned are fully integrated in the existing humanitarian transportation routes. Also the Jasenovik/Jasenovik village, where a number of individual returns took place, is included in Route 14.

In Istog/Istok municipality, the Kosovo Serbian return sites of Ljug/Lug<sup>70</sup> (20 returnee families), Blagać/Blagaq<sup>71</sup> (10 returnee families), and Srbobran/Serbobran<sup>72</sup> (10 returnee families) are currently not included in humanitarian transportation routes. While only one family returned to Istog/Istok town in the recent months, it is expected that approximately seventy five families may return<sup>73</sup> to these three sites in summer 2007. Although they have not formalised their request to the PISG or to the transport provider, during discussions with the OSCE MT, the returnees in Lug/Ljug and Srbobran/ Serbobran have verbally expressed their need to have access to humanitarian transportation. They are convinced that one additional 50-seat bus would satisfy the needs of present and future Kosovo Serb returnees.

Currently, Route 8 connects Osojane/Osojan with Zvečan/Zveçan. However Osojane/Osojan is 8-10 kilometres away from the above mentioned return sites. According to the OSCE MT, Blagać/Blagaq and Srbobran/Serbobran could be easily included along Route 8, if a bus stop were created in Gjurakoc/Đurakovac. Route 8 already passes through this village and Blagać/Blagaq and Srbobran/Serbobran are very close to it. The inclusion of Ljug/Lug along Route 8 would require the creation of an additional bus stop in Istog/Istok town, which is eight kilometres away from Osojane/Osojan. In this case, the route could start from and end up in Istog/Istok. Besides the humanitarian bus line, no other types of transportation are available to Kosovo Serbian returnees in the Istog/Istok municipality.

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<sup>70</sup> This is an urban return site located in Istog/Istok town. Although surrounded by Kosovo Albanian districts, the population in this neighbourhood is entirely Kosovo Serbian. It is located approximately eight kilometres away from Osojane/Osojan, where Route 8 departs to Zvečan/Zveçan. In order to travel to Osojane/Osojan local villagers use two private vehicles with Serbian plates.

<sup>71</sup> Blagać/Blagaq is a Kosovo Serbian neighbourhood located within Gjurakoc/Đurakovac, a mixed village with a Kosovo Albanian majority. It is located some 10 kilometres away from Osojane/Osojan, where Route 8 departs to Zvečan/Zveçan. Kosovo Serbian returnees use one private vehicle with Serbian plates to reach Osojane/Osojan.

<sup>72</sup> Srbobran/Serbobran is a mixed village located nine kilometres away from Osojane/Osojan. Kosovo Serbian villagers have no private vehicles.

<sup>73</sup> Forty five (45) families in Lug/Ljug, 25 in Blagaq/Blagać, and five in Serbobran/Srbobran.

In total, 240 Kosovo Serbian families have returned to the Klinë/Klina municipality. Since January 2007, 16 Kosovo Serbian families have returned to the Klinë/Klina town. To a certain extent, humanitarian transportation accommodates the needs of the returnees in Klinë/Klina town, and in Vidanje/Videjë, Dresnik/Dršnik, Bica/Binxhë and Grabac/Grapc villages. These sites are included along Route 7, which operates once per week every Thursday. If seats are available, on Tuesdays, Klinë/Klina returnees sometimes also use the humanitarian Route 8 that serves Osojane/Osojan in Istog/Istok municipality.

At the same time, the inhabitants of the Klinavac/Klinafc<sup>74</sup> village have no direct access to the current humanitarian routes. Returns to this village started in December 2006 and the current Kosovo Serbian population is composed of 17 families or 91 individuals. After its approval by the MWGR, the “Klinavac/Klinafc II” project has been submitted to the MCR. It anticipates the return of additional 15 families. The return project for the village of Berkovo/Berkovë is expected to start in May 2007. This project foresees the return of 25 Kosovo Serbian families and may generate additional need for humanitarian transportation. In addition to the available humanitarian transportation, Kosovo Serbs have access to a public line from Klinë/Klina town to Kragujevac/Kragujevc in Serbia proper. However, this line is rarely used by the returnees due to financial constraints. At local level, the Klinë/Klina Municipality provides regular shuttle buses which connect the Kosovo Serbian villages with the town. The Kosovo Serbian returnees in the Klinë/Klina Municipality have requested that, along Route 7, the frequency of bus services be increased from once to twice per week. In addition, the MRO has submitted a written request to the MoTC and the MCR asking for the inclusion of Klinavac/Klinafc village within the existing humanitarian transportation routes.

## **6. Security issues**

In its section devoted to minority protection (Art. 3), the Arrangement stipulates that the MoTC shall ensure freedom of movement through the following steps:

- a) work closely with the KPS and KFOR to ensure that minority transportation routes are conducted in a safe and secure environment, including by ensuring that reports about acts of vandalism, theft or other criminal acts are promptly reported to KPS and KFOR (Art. 3.1);
- b) co-operate with the service providers and its contactors to ensure that transport staff, bus crews and passengers enjoy adequate security at all times, including by liaising with police and security authorities (Art. 3.4);
- e) work with the OSCE to ensure monitoring of minority bus and train routes and co-operate with the OSCE, the Ombudsperson Institution and the Anti-Discrimination Commissioner in protection related activities (Art. 3.8).

During the reporting period, no major incidents were registered along humanitarian bus routes. A limited number of incidents, involving bus stoning and verbal harassment was reported in some

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<sup>74</sup> Klinavac/Klinafc is a mixed village with a Kosovo Serb majority. It is located between three to five kilometres north-east of Klinë/Klina town on the road to Skenderaj/Srbica. Although Kosovo Serbian villagers enjoy freedom of movement in reaching Klinë/Klina town, they have no private vehicles. This village is also 17 kilometres far from Osojane/Osojan, where Route 8 departs to Zvečan/Zveçan.

mixed areas and Kosovo Albanian majority areas.<sup>75</sup> These incidents are occasional and usually do not cause damage to property or injuries to passengers. However, these forms of harassment and low level intimidation do fall short of the acceptable security standards and perpetuate or even increase insecurity perceptions among the affected minority communities. In response to such incidents, the KPS has played an important role by visiting the villages where such incidents have occurred not only to identify possible perpetrators, usually groups of young boys, but also by engaging in direct dialogue with the their families and communities. This approach has proved effective in the Gjilan/Gnjilane region,<sup>76</sup> where the KPS has responded to reported stoning and verbal harassment incidents, with the result of reducing their frequency.

However, low level of intimidation or harassment has the potential to convert into more serious incidents. The conviction that KPS would not react<sup>77</sup> or that no effective reaction is possible against low level intimidation, especially if perpetrated by children, may discourage drivers, conductors and passengers from reporting some of the incidents. If incidents that do not necessarily pose a great risk to passengers' physical safety are not reported, they may remain invisible. Still, their impact on passengers' perceptions may be significant and enhance their sense of insecurity and thereby undermine efforts to build confidence between communities. Hence, it is advisable that the KPS increase its presence at known trouble spots and play a proactive role in deterring and preventing the occurrence of incidents besides reacting to reported cases.

During the reporting period, the schedule of humanitarian bus routes was only marginally affected by political or other developments. For instance, on 3 February 2007, the day after the Status Settlement Proposal had been presented to the PISG by the Special Envoy of the Secretary General, the humanitarian bus operating along Route 4 from Velika Hoča/Hoça e Madhe to Gračanica/Gračanicë was cancelled in order to prevent any potential security incidents.

Only one reported mechanical failure caused delay to the journey on Route 13. In this case, a flat tire in Vushtrri/Vučitrn, on the way back from Mitrovicë/Mitrovica, caused fear among the passengers as it happened in an area with a Kosovo Albanian majority population. However, the situation was dealt expediently as the quick-response team reached the spot in fifteen minutes and replaced the tire very quickly.

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<sup>75</sup> On Route 12, on 6 March 2007, in Cernicë/Cernica, the OSCE MT witnessed a group of young boys shouting insults from the road side as the bus was driving by. During the same trip, in the village of Livoç e Epërm/Gornji Livoç, a couple of boys standing in a small group of boys hurled rocks at the bus. No other security incidents were noticed along the same route in the reporting period. On Routes 13 and 14, it is reported that on occasion youngsters in villages with a majority population may shout, or spit at the bus. With regard to Route 8, passengers made reference to several stoning incidents in December 2006 in Runik/Rudnik, and to the fact that on one occasion children in Grabç/Grabac had lined up on the street to stop the bus and started throwing stones. According to the passengers, the incident was resolved when the Spanish KFOR came to the scene. Several holes could be seen clearly in the outer windows of the bus (the bus has double windows for security). Neither KFOR, nor the bus driver could confirm the incident in Grabç/Grabac. Along Route 3 the last stoning incident was reported in Stanoc/Stanovc, several months prior to the OSCE monitoring. The KPS responded efficiently and met with village leaders. No incidents have occurred since.

<sup>76</sup> Gjilan/Gnjilane, Kaçanik/Kaçanik, Kamenicë/Kamenica, Novo Brdo/Novobërdë, Strpce/Shtërpçë, Ferizaj/Uroševac, Viti/Vitina and the Han i Elezit/Đeneral Janković Pilot Municipal Unit.

<sup>77</sup> According to a bus driver, along route 12 in the village Cernicë/Cernica, there used to be cases of stone throwing against the bus. and, allegedly, in some instances KPS had not intervened despite being informed by bus drivers.

Most designated bus stops are located in urban and non-isolated locations to which passengers have access through populated neighbourhoods and villages with residents of the same community.<sup>78</sup> In this way, the safety of beneficiaries is improved and the risk of security incidents minimized. The exception is on Route 7, where returnees in Klinavac/Klinafc have to walk through Kosovo Albanian settlements. Other cases involve Route 11, where although the access to bus stops is generally safe, in Cernicë/Cernica – a village with a history of inter-ethnic violence – passengers must walk through a majority area to reach the bus stop. Some passengers have reported cases of verbal harassment.

The safety of people using the humanitarian transport service is considerably improved when the location of bus stops is within the vicinity of their homes, in areas where members of their community are concentrated. On most routes bus stops are visible from passengers' homes and/or within the distance of a short walk,<sup>79</sup> as the designated bus stops are situated in the centre of villages or at close-by road junctions. The exceptions are Routes 14 and 17. The latter route operates within a large geographical area with a dispersed Kosovo Serbian population, which forces passengers to walk or travel up to 10 kilometres to the bus stop. On Route 14, the bus does not stop in the Koretište/Koretishtë village but rather stops on the Gjilan/Gnjilane ring road. From this point, walking to the village through a Kosovo Albanian majority area takes up to 20 minutes. Although there are no reported incidents, passengers think that the distance is excessive.

Reportedly, a recent operational decision of the KPS in Gjilan/Gnjilane with reference to an important humanitarian bus stop is limiting the time available to embark and disembark passengers on a number of humanitarian routes. If confirmed, this may result in a restricted availability of the service. In particular, on Routes 11 and 14 bus drivers complain that recently the KPS have decided that the bus can only stop for five minutes in front of the Orthodox church in Gjilan/Gnjilane. Bus drivers claim that this is not sufficient in order to drop off and pick up passengers. Reports from Route 11 highlight a practice among KPS officers handing out fines to bus drivers for stopping longer than five minutes. In this regard, a request for at least a 15-minute stop has been made. It is important that traffic control practices are made compatible with the need to ensure the adequate accessibility of humanitarian transportation in a safe, convenient and accessible place within an urban majority area.

There are mixed perceptions of safety among passengers of different routes. Some feel safe using the humanitarian transportation service,<sup>80</sup> while others expressed concerns and would prefer that the service were escorted.<sup>81</sup> It is interesting to note that on routes with a history of minor security incidents many passengers still say they feel safe using the service. Along various routes users

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<sup>78</sup> Routes 3, 4, 9, 11, 12, 13, and 14. Bus stops are predominantly located in the Kosovo Serbian enclaves and not isolated. However, on Route 13, passengers travelling to the villages of Koretishte/Koretiste and Silovo/Shillove, have to get off the bus at the closest intersections and walk through majority populated areas, which may prove unsafe for them.

<sup>79</sup> On Routes 4, 9, 11, 13, and 14, bus stops are within a short walking distance. It is usually no longer than 500 meters.

<sup>80</sup> Reported on Routes 1, 3, 8, 11, 12, and 14 (in the past buses on Route 14 were escorted, but this service has terminated).

<sup>81</sup> Routes 7, 17, 11. On Route 11 there is a mixed perception of safety among passengers following some security incidents.

emphasised that the humanitarian bus is the only means available to travel and will continue to use it despite the risk of security incidents.<sup>82</sup>

Reports suggest, however, that beneficiaries have a low level of confidence in the ability of the PISG authorities to ensure a safe and secure environment on minority transportation routes.<sup>83</sup> This is relevant for passengers who feel safe using the humanitarian transportation service.

## **7. Municipal Communities Safety Councils, Local Public Safety Committees and humanitarian transportation**

In accordance with Section 7, paragraphs 3 through 7, of, UNMIK Regulation No. 2005/54 On the Framework and Guiding Principles of the Kosovo Police Service, Municipal Communities Safety Councils (MCSCs) are established in each Kosovo municipality and chaired by Municipal Assembly Presidents (MAPs). The aim of establishing these bodies is to make sure that “the Kosovo Police Service co-operate fully with municipal authorities to enhance security of members of all communities within each municipality.”<sup>84</sup> Section 7.4 of the Regulation ensures community representation by awarding one seat on the committee to a community representative in order to reflect the demographic composition each municipality. The current 17 humanitarian bus lines operate across the territory of the following municipalities: Obiliq/Obilić; Prishtinë/Priština; Rahovec/Orahovac; Vushtrri/Vučitrn; Mitrovicë/Mitrovica; Zvečan/Zvečan; Leposavić/Leposaviq; Klinë/Klina; Istog/Istok; Ferizaj/Uroševac; Gjilan/Gnjilane; Novo Brdo/Novobërdë; Kamenicë/Kamenica; and Viti/Vitina.

UNMIK Regulation No. 2005/54 also foresees the Police Commissioner establishing a Local Public Safety Committee (LPSC) to operate within smaller areas of municipalities.<sup>85</sup> The purpose of such committee is to ensure effective policing by maintaining good relations between the KPS and minority communities, keeping in mind the geographical situation and demographic composition of the area in question. There are currently 17 LPSCs in various municipalities throughout Kosovo. The OSCE PSMS provide advice and capacity building to such LPSCs, and monitor their functioning.

Despite the existence of MCSCs and LPSCs, reports suggest that these committees convene on an irregular basis and that the issue of minority humanitarian transport is rarely, if ever, a topic on their respective agendas.<sup>86</sup> Having in mind the composition of these committees, this

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<sup>82</sup> Passenger remarks on Routes 1, 12, and 14.

<sup>83</sup> Remarks reported on Routes 4, 8, and 9. With regard to Routes 4 and 9, people residing in Upper Orahovac/Rahovec show more confidence in the PISG institutions than those living in Velika Hoča/Hoča e Madhe, who expressed their lack of trust in them.

<sup>84</sup> UNMIK Regulation No. 2005/54 On the Framework and Guiding Principles of the Kosovo Police Service, 20 December 2005, Section 7.3.

<sup>85</sup> Section 7.8.

<sup>86</sup> It has come to the OSCE’s attention that MCSCs in Gjilan/Gnjilane; Prizren; Rahovec/Orahovac; Kamenicë/Kamenica; Istog/Istok; Klinë/Klina; and Viti/Vitina, and LPSCs in Vrbovac/Vërboc (Viti/Vitina municipality); Parteš/Partesh (Gjilan/Gnjilane municipality); Kruševo/Krushevë (Dragash/Dragaš Municipality); Mushnikovë/Mušnikovo (Prizren Municipality), and Velika Hoča/Hoča e Madhe (Rahovec/Orahovac Municipality); Ljevoša/Levoshë (Pejë/Peć municipality), have not until this date discussed the issue of minority humanitarian

constitutes a lost opportunity for minority communities to convene with municipal authorities and the KPS to review and improve the humanitarian transport service to ensure it has a positive impact on their members.

Although the formation of MCSCs and LPSCs is a recent initiative, it is necessary to stress that omitting the issue of humanitarian transport from their agendas is not just detrimental to efforts aiming to build a safe environment for the humanitarian transport service, because it reiterates the perception among minority communities that their interests are ignored. It also undermines the access of minority communities to public authorities in charge of providing the service. Further efforts are therefore required to ensure that MCSCs and LPSCs function properly and address issues concerning minority humanitarian transport in the capacity envisaged in Section 7.4 of UNMIK Regulation No. 2005/54. At the same time, minority communities are also encouraged to increase their participation through their local representatives in the MCSCs and LPSCs.<sup>87</sup>

## **8. Recommendations**

Based on its findings and having in mind the PISG obligations under the Arrangement, the OSCE suggests the following recommendations:

### **Condition of vehicles**

1. In order to enhance the safety of passengers, the PISG should plan the gradual replacement of the oldest vehicles, and allocate adequate financial resources for this purpose;
2. The service provider is advised to ensure that buses are properly cleaned and maintained at all times;
3. The service provider should guarantee that heating systems function properly in all buses and the PISG should ensure growing availability of vehicles with air-conditioning systems.

### **Communications system**

4. To enhance the security of passengers, properly functioning radio equipment should be maintained in all buses at all times. Pursuant to its responsibilities under the Arrangement, the service provider should promptly repair radio equipment whenever this is not functioning correctly;
5. The MoTC should oversee the service provider to ensure that radio equipment is installed and functioning properly in all buses; the MoTC should also ensure in a timely manner the provision of new radio frequencies, through the Kosovo TRA.

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transport. In Ferizaj/Uroševac the MCSC is in the process of being established. In the meantime, the Municipal Working Group on Returns (MWGR) deals with issues related to humanitarian transportation.

<sup>87</sup> At the last two MCSC meetings in Istog/Istok, the Kosovo Serbian representatives did not participate.

### **Signage and written information on humanitarian transportation**

6. To fulfil its responsibility under the Arrangement, the MoTC should display signs and make available written information within the humanitarian buses in the Albanian, Serbian and English languages. Such signs and materials should provide information with reference to the transportation services and passengers rights and obligations including: transportation routes, fees and time schedules; and administrative instructions and regulations. It is advisable that information regarding the Arrangement and the PISG obligations is also made available to passengers in these languages.

### **Bus stop accessibility**

7. Where existing bus stops are found to obstruct the traffic flow, the KPS should co-operate with the MoTC and the transport provider to identify suitable bus stops, which permit the adequate embarking and disembarking of passengers. Identified bus stops should be placed in locations that ensure safe and easy access for all humanitarian transport beneficiaries. With this in mind, the MoTC in co-operation with KPS should ensure the solution of the bus stop problems highlighted in Gjilan/Gnjilane and Gračanica/Graçanicë respectively.

### **Affordability**

8. In the future, the MCO in Rahovec/Orahovac should restrain from collecting any monthly fee as a condition for accessing humanitarian transport along Routes 4 and 9. Such practice is not justified with reference to the PISG humanitarian transportation. The MoTC and the MCR should monitor and ensure that no municipality or MCO introduce similar practices with reference to the humanitarian transportation.

### **Drivers' and service staff code of conduct**

9. In accordance with the commitment contained in the Office of the Prime Minister Recommendations Updating Return Policies and Procedures, the MoTC is encouraged to adopt an Administrative Instruction (AI) establishing a non-discriminatory code of conduct for drivers and service staff of humanitarian and other public transportation in Kosovo. The creation of a ministerial working group to draft such AI is a positive development in this direction.

### **Complaints and suggestions of beneficiaries**

10. It is advisable that both the MoTC and the service provider create an easily accessible and user friendly complaint system and provide passengers with written information in their language(s) regarding the procedure for presenting written complaints, requests or suggestions. This information should also be made available to MCOs and MROs, who are in close and regular contact with the users of this service and can assist them in submitting such requests and complaints to the appropriate institutions;
11. Bus drivers should be allowed to receive such requests and complaints and to convey them to the service provider for forwarding to the MoTC when appropriate;

12. The service provider and the MoTC are advised to periodically collect passengers' requests and opinions concerning the service through interviews and other means.

### **Passenger flow, service availability and frequency**

13. In the shorter term and where possible, the MoTC and the service provider should increase the frequency and availability of services to meet demonstrated demand;
14. In the longer term, to meet the demonstrated growing demand for humanitarian transportation, the PISG should ensure the allocation of sufficient funds for the expansion of the humanitarian transport and the purchase of new vehicles.

### **Route selection process**

15. The MoTC and the MCR should expediently fulfil their obligation to put in place the route and time table methodology set out in Annex VI of the Arrangement to allow prompt responses to changing passengers' needs, for example to serve new returnees;
16. The MoTC and the MCR should create a transparent request procedure whereby communities in need of humanitarian transportation may apply for the extension of existing humanitarian transport routes or for the creation of new routes to ensure the implementation of the forthcoming route and timetable selection methodology. Such procedure should offer the possibility of appeal, in case a request is rejected;
17. The MoTC and the MCR are encouraged to establish a TAC Secretariat and enable all TAC members to receive all necessary documentation and information for the fulfilment of their duties to ensure the proper functioning of the TAC envisaged by Article 5 of the Arrangement and with reference to the route and timetable selection process;
18. The TAC Secretariat should establish a registry of all humanitarian transportation requests and complaints submitted to the PISG to ensure a transparent decision-making regarding the route and timetable selection process;
19. The service provider should consider providing a second bus on Route 8 to serve increased demand from recent returnees;
20. Considering the long distance beneficiaries are required to walk or travel to reach the bus stop on Route 17, its location should be modified.

### **Security issues**

21. To increase passengers' confidence in the PISG's ability to provide a safe and secure environment on transportation routes, the PISG, and in particular the MoTC, the MCR and the KPS, may consider undertaking promotional measures such as:
  - a) providing and displaying more information material regarding the humanitarian transportation service and the new role and responsibilities of the PISG;
  - b) regularly interviewing passengers and assessing their needs, also with attention to security perceptions; and
  - c) conducting information and consultation outreach activities that assist the creation of a growing sense of confidence amongst passengers.

22. Bus schedules should be reviewed in order to minimise unnecessary exposure to known trouble spots, such as passing through Runik/Rudnik at the precise time when school students are dismissed for the day;
23. Following the positive example of Runik/Rudnik, in co-operation with the MoTC and the MCR, municipal authorities, the KPS and other relevant institutions should discourage, prevent and respond in a prompt and effective manner to security incidents originating within their respective communities.
24. To avoid any potential threat to passengers' security, Route 7 should include a bus stop in Klinavac/Klinafc.

#### **Municipal Community Safety Councils and Local Public Safety Committees**

25. The PISG, the municipalities and the relevant KPS stations should closely co-operate with local communities to ensure that MCSCs and LPSCs function properly and enable discussion on the issue of minority humanitarian transport among all relevant stakeholders.

## Annex 1 Humanitarian Bus Transportation Routes

As of March 2007, the PISG humanitarian bus transportation operated on a total of 17 Routes. They were the following.<sup>88</sup>

- 1) Babin Most/Babimoc (OB) -Miloševo/Milloshëvë (OB) - Gračanica/Graçanicë (PR) - Miloševo/Milloshëvë (OB) - Babin Most/Babimoc (OB);
- 2) Gornja Brnjica/Bërnice e Epërme (PR) – Gračanica/Graçanicë (PR) - Gornja Brnjica/ Bërnice e Epërme (PR);
- 3) Miloševo/Milloshëvë (PR) - Gate 3 - Miloševo/Milloshëvë (PR);
- 4) Velika Hoča/ Hoçë e Madhe (RH) - Gračanica/Graçanicë (PR) - Velika Hoča/ Hoçë e Madhe (RH);
- 5) Grace/Gracë (VU) - Mitrovica/Mitrovicë North (MI) - Grace/Gracë (VU);
- 6)<sup>89</sup> Leposavić/Leposaviq (LE) – Mitrovicë/Mitrovica South (MI) - Leposavić/Leposaviq (LE);
- 7) Vidanje/Videjë (KL) - Klinë/Klina (KL) - Drsnik/Dresnik (KL) - Grabac/Grabc (KL) - Bica/Binxhë (KL) - Zvečan/Zveçan (ZV) Klinë/Klina - Drsnik/Dresnik (KL)- Grabac/Grabc (KL) - Biča/Binxhë (KL) - Vidanje/Videjë (KL);
- 8) Osojane/Osojan (IS) - Zvečan/Zveçan (ZV) - Osojane/Osojan (IS);
- 9) Velika Hoča/ Hoçë e Madhe (RH) - Rahovec/Orahovac (RH) - Zvečan/Zveçan (ZV) - Rahovec/Orahovac (RH) - Velika Hoča/ Hoçë e Madhe (RH);
- 10) Babljak/Bablak (UR) – Gračanica/Graçanicë (PR) - Babljak/Bablak (UR);
- 11) (*Gjilan/Gnjilane A*) or Gjilan/Gnjilane (GN) - Poneš/Ponesh (GN) - Koretište/Koretishtë (GN) - Stanišor/Stanishor (GN) - Gornje Kusce/Kufcë e Epërme (GN)- Kmetovce/Kmetoc (GN) - Šilovo/Shillovë (GN) - Gjilan/Gnjilane (GN);
- 12) (*Gjilan/Gnjilane B*) or Gjilan/Gnjilane (GN) - Donja Budriga/Budrikë e Poshtme (GN) - Pasjane/Pasjan (GN) - Donja Budriga/Budrikë e Poshtme (GN) - Parteš/Partesh (GN) – Cernica/Cernicë (GN) - Gjilan/Gnjilane (GN) Gornji Livoc/Livoç i Epërm (GN) - Gjilan/Gnjilane (GN);
- 13) (*Gjilan/Gnjilane C*) or Gjilan/Gnjilane (GN) – Stanišor/Stanishor (GN) - Gornji Makreš/Makresh i Epërm (GN) - Trnjičevce/Tërniqec (NB) - Culjkovce - Bostane/Bostan (NB) - Izvor/Izvor (NB) - Prekovce/Prekoc (NB) - Zebince/Zebincë (NB) - Straža/Strazhë (GN) – Kosmata - Stanišor/Stanishor (GN) - Gjilan/Gnjilane (GN) - Paralovo/Parallovë (GN) - Gjilan/Gnjilane (GN) - Stanišor/Stanishor (GN) - Kosmata - Straža/Strazhë (GN) - Zebince/Zebincë (NB) - Prekovce/Prekoc (NB) - Izvor/Izvor (NB) - Bostane/Bostan (NB) - Čuljkovc - Trnjičevce/Tërniqec (NB) - Gornji Makreš/Makresh i Epërm (GN) - Stanišor/Stanishor (GN) - Gjilan/Gnjilane (GN) - Paralovo/Parallovë (GN) - Gjilan/Gnjilane (GN);

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<sup>88</sup> The list was provided by UNMIK Field Operations Unit (FoU), Humanitarian Bus Project, General operational Report, 31 July 2006. The municipalities where these villages are located are indicated through acronyms in bracket as follows: (OB) Obiliq/Obilić; (PR) Prishtinë/Priština; (RH) Rahovec/Orahovac; (VU) Vushtrri/Vučitrn; (ZV) Zvečan/Zveçan; (LE) Leposavić/Leposaviq; (KL) Klinë/Klina; (IS) Istog/Istok; (UR) Ferizaj/Uroševac; (GN) Gjilan/Gnjilane; (NB) Novo Brdo/Novobërdë; (KA) Kamenicë/Kamenica; (VI) Viti/Vitina. Some of the names in Administrative Direction No. 2004/23 Implementing UNMIK Regulation No. 2000/43, as amended, on the Number, Names and Boundaries of Municipalities, appear to have been misspelt and have been corrected in this Appendix in consultation with native speakers.

<sup>89</sup> Suspended since August 2006.

- 14) (*Gjilan/Gnjilane D*) or Gjilan/Gnjilane (GN) - Stanišor/Stanishor (GN) - Gornji Makreš/Makresh i Epërme (GN) - Trnicevce/Tërniqec (NB) – Čuljkovce - Novo Brdo/Novobërdë (NB) - Bostane/Bostan (NB) - Izvor/Izvor (NB) - Prekovce/Prekoc (NB) - Gračanica/Gračanicë (PR) - Prekovce/Prekoc (NB) - Izvor/Izvor (NB) - Bostane/Bostan (NB) - Novo Brdo/Novobërdë (NB) – Čuljkovc - Trnjičevce/Tërniqec (NB) - Gornji Makreš/Makresh i Epërm (GN) - Stanišor/Stanishor (GN) - Gjilan/Gnjilane (GN);
- 15) (*Gjilan/Gnjilane E*) or Gjilan/Gnjilane (GN) - Stanišor/Stanishor (GN) - Straža/Strazhë (GN) - Zebince/Zebincë (NB) - Prekovce/Prekoc (NB) - Šilovo/Shillovë (GN) - Gračanica/Gračanicë (PR) - Šilovo/Shillovë (GN) - Prekovce/Prekoc (NB) - Zebince/Zebincë (NB) - Straža/Strazhë (GN) - Stanišor/Stanishor (GN) - Gjilan/Gnjilane (GN);
- 16) (*Gjilan/Gnjilane F*) or Kamenicë/Kamenica (KA) - Ranilug/Ranillug (KA) - Šilovo/Shillovë (GN) - Gjilan/Gnjilane (GN) - Mitrovicë/Mitrovica (MI) - Gjilan/Gnjilane (GN) - Šilovo/Shillovë (GN) - Ranilug/Ranillug (KA) – Kamenicë/ Kamenica (KA);
- 17) (*Gjilan/Gnjilane G*) or Klokot/Kllokot (VI) - Parteš/Partesh (GN) - Gjilan/Gnjilane (GN) - Mitrovicë/Mitrovica (MI) - Gjilan/Gnjilane (GN) - Parteš/Partesh (GN) - Klokot/Kllokot (VI).

## Annex 2

### Humanitarian Bus Transportation Routes monitored by OSCE MTs during the period November 2006 - March 2007.

Monitoring period	Nov - Dec. 06	January 2007	Feb - March 2007
<b>Monitored Routes Route No.</b>	<b>3 Routes</b>	<b>9 Routes</b>	<b>5 Routes</b>
<b>1</b>	RC PR	RC PR	
<b>2</b>			
<b>3</b>		RC PR	
<b>4</b>		RC PZ	
<b>5</b>	RC MI		
<b>6</b>			RC MI
<b>7</b>			RC MI
<b>8</b>	RC MI	RC PE	
<b>9</b>		RC PZ	
<b>10</b>			RC PR
<b>11</b>		RC GN	
<b>12</b>			RC GN
<b>13</b>		RC GN	
<b>14</b>		RC GN	
<b>15</b>			
<b>16</b>			
<b>17</b>			RC GN

Legend: RC means OSCE Regional Centre. In each RC various MTs have monitored the listed routes. The following acronyms mean: GN (Gjilan/Gnjilane), MI (Mitrovicë/Mitrovica), PE (Pejë/Peć), PR (Prishtinë/Priština), PZ (Prizren). Details about the Humanitarian Routes labelled from 1 to 17 are provided in Appendix 1.

### Annex 3

#### Potential need for humanitarian transportation in some Kosovo return sites.

Municipality	Return site	Current population	Projected nr. of returns	Actual returns in recent months	Types of transport already available	Potential need for humanitarian transport
UR	Srpski Babuš/Babush i Serbëve	0	74 families	0	None	To Bablak/Babljak and Gracanica/Graçanicë
UR	Muhadžer Talinovac/Talinoc i Muhaxherëve	37 persons	40 families	0	MRO minibus (8 seats) to ST	Larger vehicle needed to Štrpce/Shtërpçë Bablak/Babljak Gracanica/Graçanicë Requested donation of vehicle for medical emergency
RH	Zoqishtë/Zočište	0 KS 8,000 KA	40 families	0	None	n/a
KK	Leshtar/Lještare	7 families 15 KS	12 families 28 KS	2 families 5 persons	Bus of Serbia proper company stop 3 km away (Strezovcë/Strezovce); taxi cabs	Taxi vans and bus lines especially on Fridays to go to the green market in Kamenicë/Kamenica
KK	Kololjeç/Kolloleq Strelica/Strelicë Bosce/Boscë Grizime/Grizimë Total:	371 KS 200 KS 250 KS 150 KS 971 KS	n/a	170 (1)	Kololjeç/Kolloleq: private vehicles and occasionally, private Kosovo Albanian bus companies in Shipashnicë e Poshtme/Donja Šipašnica, a Kosovo Albanian village 3 km away	The MCO is considering submitting a request that Route 16 is extended to these four villages. This would make this route more directly accessible to almost 1,000 persons.
NB	Klobukar/Kllobukar	0	17 families	0	None	Depending on returns project approval and implementation
IS	Lug/Ljug Blagaq/Blagaç Serbobran/Srbobran	20 families 10 families 10 families	45 families 25 families 5 families	1 family (Istog/Istok town)	Lug/Ljug: 2 private vehicles with Belgrade plates. Blagaq/Blagaç: 1 private vehicle with Belgrade plates; Serbobran/Srbobran: No private vehicles.	One-extra bus (50 seats) on Route 8. Blagaq/Blagaç Serbobran/Srbobran could be included on Route 8 as both villages are close to the route.
KL	Klinavac/Klinafc Berkovo/Berkovë	17 families 91 KS 0	15 families 25 families	Na 16 KS families in Klinë/Klina town Na	Public line from Klinë/Klina town to Kragujevac/Kragujevc in Serbia proper (not affordable, too expensive); regular shuttle buses from Kosovo Serbian villages to Klinë/Klina town	Enhance frequency of Route 7 from once to twice per week; include Klinavac/Klinafc along Route 7 (MRO written request)
ST	Firajë/Firaja Brod/Brod Viça/Viça Koshtanieve/Košanjevo Izhanc/Izance Drajkovce/Drajkovc Biti ë Epermë/Gornja Bitinja, Donja Bitinja/Biti ë Poshtmë	1145 KA 1305 KA 255 KA 98 KS 165 KA 86 KA 23 KA, 160 KS 330 KA, 290 KS 270 KA 350 KS		5 KS families 1 KS family	Daily bus connecting ST with MI North. Daily bus connecting ST with Belgrade; daily mini-van line connecting ST with Kruševac (Serbia Proper). Daily mini-van line to Prizren. Weekly bus line to Skopje. Regular bus lines connecting KAs with UR; and taxi mini-vans operating to UR.	No requests for establishing a humanitarian transport service.

Potential need for humanitarian transportation in some Kosovo return sites. Legend: UR (Ferizaj/Uroševac); RH (Rahovec/Orahovac); KK (Kamenicë/Kamenica); NB (Novo Brdo/Novobërdë); IS (Istog/Istok); KL (Klinë/Klina); MI (Mitrovicë/Mitrovica); and ST (Štrpce/Shtërpçë). The acronyms KA and KS are also used to mean Kosovo Albanians and Kosovo Serbs, respectively.

(1) This refers to Kololjeç/Kolloleq only. While local Kosovo Serbian inhabitants stayed in this village and other Kosovo Serbian families from surrounding villages joined them to achieve better security. These movements happened after June 1999.