

# Federal Republic of Yugoslavia

## Main Objectives

### Serbia and Montenegro

- Promote and facilitate the voluntary repatriation of refugees to Bosnia and Herzegovina (BiH) and Croatia and where possible, of internally displaced persons (IDPs) to Kosovo.
- Facilitate the local integration of refugees unwilling or unable to return.
- Provide basic assistance to the most vulnerable refugees and IDPs from Kosovo.
- Work together with the Government of the Federal Republic of Yugoslavia (FRY) towards the creation of a national asylum system.

### Kosovo

- Contribute towards the creation of conditions which will prevent further displacement of minorities in Kosovo, and facilitate return and sustainable reintegration of minority IDPs and refugees in their place of origin.
- Monitor the prospects for safe and dignified return and sustainable reintegration of ethnic minorities in Kosovo, to allow IDPs to make an informed decision whether or not to return to their homes.
- Identify and facilitate the appropriate durable solutions for refugees from Croatia and BiH and IDPs from Southern Serbia.
- Provide international protection and basic humanitarian assistance to the remaining refugees from The former Yugoslav Republic of Macedonia (FYR Macedonia) and help them repatriate to their home communities in safety and dignity.
- Maintain flexible emergency preparedness mechanisms to respond to possible forced population displacement in South-Eastern Europe that could affect Kosovo.



## Planning Figures

Population	Jan. 2003	Dec. 2003
<b>Serbia and Montenegro</b>		
Refugees from Croatia and BiH in Serbia and Montenegro	349,500	297,500
Internally Displaced Persons from Kosovo, Serbia and Montenegro	231,000	201,000
Mandate Refugees and Asylum-Seekers	300	500
<b>Total</b>	<b>580,800</b>	<b>499,000</b>
<b>Kosovo</b>		
Refugees from FYR Macedonia	3,500	1,000
Refugees from BiH and Croatia	450	350
Minority Returnees	2,000	5,000
Minority Residents-at-Risk	110,000	100,000
IDPs from Southern Serbia	5,000	4,000
<b>Total</b>	<b>120,950</b>	<b>110,350</b>

**Total Requirements: USD 40,110,803**

## Working Environment

### Recent Developments

#### Serbia and Montenegro

Serbia and Montenegro reached agreement on their future relationship. Serbia restored and strengthened ties with its neighbours, international institutions, European Union structures and other donors. Peace in southern Serbia was consolidated. Improvements in the security situation in Kosovo allowed for an increased number of IDPs to return. In Croatia, amendments to the Law on Areas of Special State Concern regulating repossession of private property encouraged more refugees to return. In BiH, the successful implementation of a property repossession plan has thus far allowed more than 57 per cent of refugees/IDPs to repossess their property. In May 2002, the Serbian Government adopted a "National Strategy for Resolving the Problems of Refugees and Displaced Persons".

#### Kosovo

The most important political development was the formation of a local Government and the transfer of power from the UN Mission in Kosovo (UNMIK) to the Provisional Institutions of Self-Government (PISG). In accordance with the roles foreseen in UN Security Council Resolution 1244, UNMIK retains responsibility for returns and leads the Task Force on Returns (TFR) in close co-operation with UNHCR. Co-ordination of priorities and implementation is undertaken through the UNMIK Office of Returns and Communities (ORC) through Regional Working Groups (RWG) and Municipal Working Groups (MWG) on returns. UNHCR actively participates in all joint planning and administration of return, providing policy guidance to partners and support to IDPs.

The successful implementation of the Framework Agreement, signed in Ohrid on 13 August, 2001 ended the ethnic violence in FYR Macedonia. The overall success of inter-ethnic dialogue has encouraged refugees in Kosovo to return to their homes in FYR Macedonia. The successful elections in FYR Macedonia in September 2002 may induce yet more refugees in Kosovo to return.



Serbia: Roma and Serbs from Kosovo fled when ethnic Albanians returned to Kosovo. UNHCR / R. Chalasani

### Constraints

#### Serbia and Montenegro

Although Serbia and Montenegro are still on the path to stability and growth, the social cost of economic transition is high. Unemployment rates have increased as has the cost of living. The national social welfare system is already overstretched and underfunded. The decision by donors to progressively reduce humanitarian assistance is thus a cause for concern, particularly when refugees and IDPs are left out of bilateral development programmes (many of them still stalled at a planning stage).

A number of constraints still stand in the way of return to Croatia. Property repossession procedures are slow and cumbersome. Economic opportunities are lacking in many places of origin. With regard to Kosovo, although the security situation has improved, the majority of IDPs are still unable to return, as procedures for repossession of property in Kosovo are not yet fully operational.

#### Kosovo

The establishment of the PISG and the appointment of minority representatives to the Kosovar Assembly have created new opportunities for dialogue between the majority Kosovar-Albanians and minority populations. As a result, the security conditions of minorities in certain locations have improved somewhat, particularly in some areas

near Pristina and Gnjilane, Central and Eastern Kosovo respectively. In other areas, an unfavourable security situation and limited freedom of movement continued to reduce the likelihood of returning IDPs finding jobs or accessing public services. In parallel, a general drop in humanitarian and development assistance to Kosovo has meant that fewer resources are available for the reconstruction of minority areas, job creation and the reinvigoration of their communities. The effect of the foregoing is evident in the numbers: only 1,700 members of minority groups returned between January and August 2002 (mostly Serbs in the region surrounding Gnjilane).

The number of refugees from FYR Macedonia fell from an estimated 10,800 at the beginning of 2002 to an estimated 3,500 at the end of 2002. The main obstacles to return are the sporadic violence in many of their home communities, lack of documentation which would permit them re-entry to FYR Macedonia and their concerns about the reconstruction of their houses and how to earn a living.

## Strategy

### Protection and Solutions

#### Serbia and Montenegro

UNHCR will promote durable solutions both through voluntary return and local integration. UNHCR will put special emphasis on gaining international and bilateral support for the local integration component of the National Strategy and on finding solutions for the remaining 21,000 refugees in collective centres. UNHCR will also directly finance self-help house construction for integrating refugees, as well as limited income generation and vocational training programmes. Resettlement activities will be maintained for a small number of vulnerable refugees for whom no other durable solution is feasible.

Regarding IDPs, UNHCR will facilitate return for those groups for whom it is safe to go back, while arranging go-and-see visits and other information activities for others. The Roma IDPs face particular protection problems, especially relating to documentation, which UNHCR will work to alleviate.

UNHCR finances a legal aid scheme for both refugees and IDPs.

With regard to mandate refugees/asylum-seekers, UNHCR will conduct training activities for government officials and, pending the establishment of an alternative system, undertake RSD. Resettlement is presently the only durable solution available for mandate refugees.

### Assistance

With its limited funds, UNHCR targets its assistance programme only to the most vulnerable refugees and IDPs. For 2003, support will be provided for 21,000 refugees and 11,000 IDPs accommodated in collective centres in Serbia and Montenegro. Basic assistance in the form of non-food items (heating/cooking stoves, beds, mattresses, blankets, hygiene parcels, sanitary napkins) will also be provided to a limited number of the most vulnerable among the refugee and IDP population in private accommodation. UNHCR supports and monitors the distribution of WFP food aid to vulnerable refugees. UNHCR will provide psychosocial support for women and children and medical assistance to refugees and IDPs who are unable to obtain proper care from municipal health facilities. Special emphasis will be given to the Roma IDP population. Logistical assistance will be provided for the movement of returnees to Croatia, BiH and Kosovo. Voluntary repatriation will be promoted through intensive exchange and dissemination of relevant information.

### Desired Impact

UNHCR's programme will facilitate solutions through repatriation and local integration for a significant proportion of the remaining vulnerable refugee population in FRY, allowing the refugee assistance programme to be substantially reduced in 2004. UNHCR will find solutions for greater numbers of IDPs in 2003 both through facilitating return and through diminishing their dependency on humanitarian aid and promoting self-sufficiency. The displaced Roma population will have enhanced access to state services. Asylum-seekers arriving in FRY will have access to a status determination procedure: UNHCR will continue to give the national authority the confidence and expertise to undertake this task independently.

## Minority Returns

UNHCR Kosovo will monitor and analyse the conditions of minorities in Kosovo, with the support of its partners and in close co-operation with UNMIK/ORC, OSCE and other human rights and humanitarian agencies. The same joint approach will be applied to preparatory work, conditions of return, and social, economic and psychological reintegration upon return. UNHCR's activities are designed to safeguard the rights of the displaced and returnees and to cushion the impact on local politics of intolerant reactions to return. UNHCR will play a key role in contacting IDPs and refugees, in giving them accurate information, and in enabling them to visit their homes in preparation for return. The Office also advises interlocutors on the selection and design of viable assistance projects for returnees in minority areas. UNHCR will fund programmes for legal aid, reconciliation and basic humanitarian assistance to returnees and the most vulnerable minorities.

### FYR Macedonia Refugees

UNHCR provides international protection and basic assistance to refugees from FYR Macedonia as long as they remain in Kosovo. The main focus in 2003 will be to help resolve the obstacles preventing them from returning to FYR Macedonia and to ensure the return of all those able and willing to return. UNHCR will work closely with UNMIK and PISG on durable solutions (i.e. local settlement) for those unable to return.

### Refugees from Bosnia and Herzegovina and Croatia

UNHCR will continue to pursue durable solutions for the few remaining families from Bosnia and Herzegovina (BiH) and Croatia. These families face difficulties concerning occupancy or reconstruction of their houses, access to legal documents, or even information on their home communities. In all likelihood, all possible avenues of return to Croatia or to BiH will have been exhaustively explored in 2002. In 2003, those remaining will either be locally integrated or relocated in Serbia, with only a few cases of repatriation or resettlement.

### IDPs from Southern Serbia

UNHCR will monitor the situation of the IDPs in Kosovo and will closely follow developments in



Kosovo: Rebuilding after the war. UNHCR / R. Chalasani

Southern Serbia to facilitate their return as soon as possible. Local integration will also be reviewed, in view of the already successful integration of many.

## Organisation and Implementation

### Management Structure

#### Serbia and Montenegro

At the beginning of 2003, 103 members of staff will be required (14 international and 89 national), distributed between the Belgrade Branch Office and the Field Offices in Novi Sad and Kraljevo and the Sub-Office in Podgorica, Montenegro. This figure will be reduced to 95 by the end of 2003 (14 international and 81 national posts).

#### Kosovo

The UNHCR office in Kosovo will continue to be headed by a Chief of Mission based in Pristina and will have 93 staff (27 international and 66 national). UNHCR will retain its presence in Pristina, Mitrovica, Pec, Prizren and Gnjilane.

### Co-ordination

#### Serbia and Montenegro

UNHCR co-ordinates increasingly with development actors such as UNDP, the World Bank and bi-lateral development agencies, with a view to ensuring that refugees are integrated in their programme. On IDP issues, UNHCR works closely with ICRC, OCHA and UNMIK.

#### Kosovo

Cross-border activities will continue in co-ordination with the UNHCR offices in Serbia, Montenegro,

FYR Macedonia, BiH and Croatia. The Office will also collaborate with all UNMIK and PISG structures to facilitate the return process, predominantly with ORC, RWG/MWG and the municipalities of return. UNHCR will maintain close contacts with key donors, particularly with the European Agency for Reconstruction, the US Bureau for Populations, Refugees and Migration and numerous European countries. UNHCR will maintain close contact with the NATO presence in Kosovo and with NGOs currently implementing programmes for minorities.

Offices
<b>Serbia and Montenegro</b>
<b>Belgrade</b>
Kraljevo
Nis
Novi Sad
<b>Kosovo</b>
Pristina
Gnjilane
Mitrovica
Pec
Prizren

Budget (USD)	
Activities and Services	Annual Programme
Protection, Monitoring and Co-ordination	9,635,484
Community Services	1,836,103
Crop Production	100,000
Domestic Needs	4,281,386
Education	305,000
Food	390,000
Health	1,698,806
Income Generation	1,300,000
Legal Assistance	3,214,801
Operational Support (to Agencies)	1,964,414
Sanitation	8,000
Shelter / Other Infrastructure	6,938,320
Transport / Logistics	5,519,310
Water	701,460
<b>Total Operations</b>	<b>37,893,084</b>
Programme Support	2,217,719
<b>Total</b>	<b>40,110,803</b>

Partners
<b>Serbia and Montenegro</b>
<b>Government Agencies</b>
Commissioner for Displaced Persons, Montenegro
Commissioner for Refugees, Serbia
Ministry of Social Affairs, Serbia
Swiss Agency for Development and Co-operation
<b>NGOs</b>
Alter Modus
American Refugee Committee
Amity
Commission for Real Property Claims of Displaced Persons and Refugees
Danish Refugee Council
Hi Neighbour
Humanitarian Centre for Integration and Tolerance
Humanitarian Law Centre
International Orthodox Christian Charities
International Rescue Committee
InterSOS
Italian Consortium of Solidarity
Norwegian Refugee Council
Serbian Democratic Forum
<b>Others</b>
IFRC
UNVs
<b>Kosovo</b>
<b>NGOs</b>
<i>Agence d'Aide à la Coopération Technique et au Développement</i>
American Refugee Committee
CARE International
Council for the Defence of Human Rights and Freedom
Danish Refugee Council
International Catholic Migration Commission
International Rescue Committee
NORMA
Norwegian Refugee Council
<b>Others</b>
UNVs
UNMIK
OSCE