

Federal Republic of Yugoslavia

Main Objectives

Serbia and Montenegro

- Assist the most vulnerable refugees and internally displaced persons, and increase efforts to help identify durable solutions for them, including local integration for those who cannot or do not want to return.
- Monitor the situation in southern Serbia and implement confidence-building measures for the population, including assistance to returnees.
- Protect the rights of refugees, returnees, and IDPs, and promote the passage of national legislation to ensure implementation of the 1951 Convention; establish refugee status determination procedures; create an effective asylum system, and improve policies affecting integration.
- As part of a phasing out of humanitarian activities in the region, work with development agencies, bilateral partners, and through international funding initiatives such as the Stability Pact for South-east Europe, in order to ensure that resources are directed towards finding solutions for refugee populations.

Kosovo

- Protect and assist vulnerable minority groups and work with partners to monitor and improve their security and quality of life.
- Work to create the conditions necessary for the return of minority populations to their places of origin, i.e. Serbs, Roma, Ashkaelia and Egyptian minorities (RAE) and ethnic Albanians from Northern Mitrovica.
- Support reconciliation initiatives and reintegration programmes for returning IDPs, including projects to help anchor neighbouring communities of different ethnicities.
- Maintain flexible emergency response mechanisms suited to the volatility of the region, and care for any remaining refugees and IDPs including facilitating their return.

TOTAL REQUIREMENTS • USD 53,551,579



PLANNING FIGURES

Serbia and Montenegro

Population	Jan. 2002	Dec. 2002
Refugees	389,000 ¹	362,000
IDPs from Kosovo	230,800	225,800
Sub-total	619,800	587,800

Kosovo

Population	Jan. 2002	Dec. 2002
Refugees from FYR Macedonia	20,000	10,000
IDPs	10,000	5,000

War-affected, residents-at-risk, returnees, and other vulnerable persons including minorities ²	110,000	115,000
Sub-total	140,000	130,000
Total in FRY	759,800	717,800

¹ This figure includes some 133,700 refugees from Bosnia and Herzegovina (BiH), 242,700 refugees from Croatia, and fewer than 1,000 from Slovenia, as per registration completed in Serbia and Montenegro in June 2001. In addition, this figure also includes approximately 11,400 refugees from FYR Macedonia.

² This category of vulnerable persons mainly includes minority communities such as Serbs, RAE (Roma, Ashkaelia and Egyptians), and ethnic Albanians living as minorities in northern Mitrovica.

WORKING ENVIRONMENT

Recent Developments

Serbia and Montenegro

A productive dialogue between UNHCR and the new Government of the Federal Republic of Yugoslavia (FRY) has led to the removal of some obstacles to return, repatriation, and local integration. An amendment to the federal (FRY) citizenship law has meant that refugees are no longer obliged to renounce the nationality of their former Yugoslav Republic in order to gain Yugoslav citizenship. Bilateral agreements on dual nationality will further help refugees from Bosnia and Herzegovina (BiH), and Croatia. The Federal Government has also sought to establish improved relations with its neighbouring countries, which has helped UNHCR in facilitating cross-border movements for those repatriating. The Montenegrin Government continues to be generous with respect to the integration of refugees and IDPs, but UNHCR is closely monitoring developments relating to the forthcoming referendum on the future status of the Republic.

Despite the peace agreement that was signed in June 2001, the situation in southern Serbia is still fragile. Nevertheless, more than five thousand people have returned to their homes in southern Serbia. The Yugoslav Government's openness in

Ethnic Albanian returnees from Kosovo receiving emergency supplies in their home village. *UNHCR/R. Chalasani.*



accepting refugees from the former Yugoslav Republic of Macedonia, the majority of them ethnic Albanian, and allowing them into southern Serbia at a time of great tension, has set a positive precedent for future asylum practices in the country.

Kosovo

Since 1999, the UN Mission in Kosovo (UNMIK) forms the Government of the Yugoslav Province of Kosovo. The UNMIK Regulation on a Constitutional Framework for Provisional Self-government lays the basis for self-government after the planned elections on 17 November 2001. With certain exceptions, power will be transferred to locally appointed representatives, although the Special Representative of the Secretary-General (SRSG) will continue to have ultimate authority. In June 2001, the ethnic Albanian members of the Interim Administrative Council (IAC) adopted a Joint Framework for the Return of Serbs. This represented a major step towards broad acceptance of the principle of the right of all communities to return to their homes. This Joint Framework sets out the conditions necessary for return to take place and identifies locations where it is possible to create these conditions. The first organised Serb returns to Kosovo took place in August, coordinated by UNHCR under the auspices of the Joint Committee for Return. The Committee is comprised of local Serb representatives, UNMIK, OSCE, KFOR and UNHCR.

Progress and Constraints

Serbia and Montenegro

In 2001, more than 600 refugees returned to BiH, and a roughly equal number to Croatia with the help of UNHCR. These refugees were able to return safely to situations where they are now considered a minority in their own country. Their experience has given renewed hope to others who are displaced in the region and are contemplating a similar move. The successful implementation of property repossession procedures in BiH and UNHCR's ability to provide legal and administrative assistance to refugees have been major factors in the increase in returns from FRY. Unfortunately, further progress on returns from FRY to Croatia has foundered over administrative problems in Croatia relating to documentation and restitution of property.

Kosovo

The situation in Kosovo was more stable in 2001 than in 2000, but tension and inter-ethnic violence continue. Attacks and harassment against communities who are in a minority situation in Kosovo, remain commonplace, and are only limited by the active presence of KFOR. Freedom of movement and access to basic services remain restricted. The arrival of some 73,000 ethnic Albanians from southern Serbia and FYR Macedonia has put an additional strain on the already weak

infrastructure of Kosovo, and increased the likelihood of heightened tension between ethnic communities.

During the second half of 2001, UNHCR was able to organise the first return movement of Serbs to Kosovo since their departure in 1999. While progress on returns has been modest because of the security situation, some momentum has been achieved, and UNHCR intends to build on these efforts in 2002. UNHCR was also able to facilitate the return of some 140 RAE refugees and IDPs in the course of 2001, in addition to organising regular go-and-see visits.

STRATEGY

Protection and Solutions

Serbia and Montenegro

Refugees from Bosnia and Herzegovina and from Croatia

UNHCR will continue to seek durable solutions for these refugees, including voluntary repatriation and local integration. This will involve close co-operation with concerned Governments in the region. In 2001, re-registration exercises revealed that many refugees who have remained in Serbia and Montenegro for up to ten years, have already integrated into their host societies and no longer consider themselves to be refugees. UNHCR continues to promote return as the most desirable solution, but local integration is recognised as an alternative durable solution for many refugees in FRY who no longer wish to go back. The Yugoslav Government endorses this approach, and has established an inter-ministerial Task Force to draw up a national strategy for refugees. UNHCR supports the Task Force and is working with the authorities to open up the state social welfare system and other structures to some of the most vulnerable persons who wish to remain in the country. This initiative will continue in 2002; however, the unstable economic situation in FRY may affect progress.

The Montenegrin authorities maintain a flexible policy towards local integration in the Republic, but have limited funds with which to support it. UNHCR will therefore expand its efforts to encourage development actors to invest in projects conducive to self-reliance for these refugees. Resettlement has been reserved for only the most vulnerable individuals, such as women-at-risk, and 1,200 persons departed for third countries during 2001. Similar figures are projected for 2002.

Refugees from FYR Macedonia

As most of the FYR Macedonia refugees originate from the border area, they are supported through family links in southern Serbia. They have only requested limited material assistance and enjoy temporary protection. With the establishment of a Framework Agreement in FYR Macedonia, some refugees

who have been able to use the official border crossings have begun to return to their homes. Others will remain until the situation has improved (those without proper documentation, and those who may face difficulties in attempting to reach their homes). UNHCR is facilitating movements to FYR Macedonia but not yet promoting return for security reasons. As the situation in FYR Macedonia remains unstable, UNHCR must continue to be prepared for the possibility of large population movements in the region.

IDPs from Kosovo

In general, IDPs from Kosovo, the majority of whom are ethnically Serb, are not confronted with security-related problems in Serbia. By contrast, the RAE communities suffer considerable discrimination and ostracism, and their situation requires close monitoring by UNHCR. UNHCR will continue to work with the Government authorities to ensure that all IDPs enjoy the same rights and entitlements as other citizens of FRY. In addition, IDPs have access to legal counselling centres supported by UNHCR. Unlike much of the refugee population, the IDPs still hope to return to their homes and are reluctant to consider local integration as an option. UNHCR will continue to provide the IDPs with information on their places of origin, and to organise go-and-see visits.

Others in Need of International Protection in FRY

Consistent with its international protection mandate, UNHCR also assists a small number of refugees originating from outside the former Yugoslav republics.

In 2001, UNHCR received more than 20 applications for refugee status (50 persons), fewer than half of which were granted. UNHCR continues to encourage the FRY Government to pass legislation establishing a national procedure for determining refugee status that meets international standards (FRY is already a Party to the 1951 Convention on the Status of Refugees). Discussions on these issues have already begun with the FRY authorities, and it is hoped that the Asylum and Migration Initiative under Table III of the Stability Pact for South-eastern Europe will provide further impetus towards this objective.

Kosovo

Minority Populations and Returnees

Minorities do not always have equal access to local administrative services through limited freedom of movement and frequent disregard for the principle of equal and non-discriminatory treatment. Together with UNMIK, UNHCR will therefore continue to urge that all basic services are provided to minority communities. The Office will also continue to support legal aid and information centres, including mobile services, to ensure access for minority communities. As attacks against minorities still occur on a regular basis, the safety of the

returnees must be the overriding consideration before large-scale returns can be organised.

Refugees from FYR Macedonia

Of the 66,300 refugees registered by UNMIK at the municipality level, some 20,000 are still in Kosovo at the time of writing. Return is expected to continue during the remainder of 2001. Some of the refugees who choose not to return will need continued care. This will include those without proper documentation, those who know their houses have been destroyed, those with legitimate security concerns, and extremely vulnerable individuals, such as the elderly.

IDPs from southern Serbia

UNHCR is still endeavouring to facilitate return for the remaining IDPs from southern Serbia. Many have not yet returned due to a fear of instability and dissatisfaction with progress to date on the establishment of a multi-ethnic police force for southern Serbia. Others may choose to remain in Kosovo due to the improved economic situation that has been created by the presence of the international community. If the situation in southern Serbia remains stable, it is expected that UNHCR will phase out its support to IDPs who choose to remain in Kosovo, and hand over any vulnerable cases to the social welfare department of UNMIK during the first half of 2002.

Assistance

Serbia and Montenegro

UNHCR will ensure that the most vulnerable refugees and displaced persons will receive food and other assistance. This will include 22,000 refugees and 17,000 IDPs in collective accommodation. Some 40,000 vulnerable refugees and IDPs will also receive basic assistance in the form of temporary accommodation, heating, and non-food items (mattresses, stoves, blankets, cooking sets, and plastic sheeting). Medical assistance will be provided to refugees and IDPs (whether in collective centres or private accommodation) who are unable to obtain proper care from municipal health facilities. Special drugs and medical supplies will be distributed to treat the elderly and chronically ill children under 18 years old. A community services programme will continue to include educational activities, and psychosocial support for women and children. This programme will have a special emphasis on the Roma. UNHCR will also assist those refugees who wish to remain in FRY by offering them vocational training, income-generating activities, credits and in kind grants for the most vulnerable. This should make them more self-sufficient.

Kosovo

UNHCR will ensure that refugees, minority returnees, and the most vulnerable or isolated members of the minority

community receive assistance and have access to basic services. UNHCR will provide fresh food rations and or a secondary food distribution through WFP for these populations. Emergency shelter assistance will be provided for minority returnees and host families providing accommodation for refugees. This will include plastic sheeting and a limited supply of basic housing materials to repair or create one warm, dry room. To alleviate host family fatigue and ensure that host family accommodation remains a viable option for future influxes, the host family financial support programme will continue.

Desired Impact

UNHCR will focus on finding lasting solutions for the refugee population from BiH and Croatia, and the number of those in need of protection and assistance is expected to drop considerably. UNHCR will work with the Government on integration as an alternative to return. Stability in southern Serbia should allow for most of the internally displaced persons from the area to return. Increased UNHCR efforts should result in some progress in the return of IDPs to Kosovo, but the majority are unlikely to return yet. Refugees from FYR Macedonia should be able to return to their homes, and remaining families will be incorporated into social welfare programmes. UNHCR's focus on capacity-building in the asylum area aims to draw increased attention to the need to develop the country's legal framework and capacity to deal with asylum-related issues.

ORGANISATION AND IMPLEMENTATION

Management Structure

Since 1 October 2001, a UNHCR Regional Co-ordinator has been responsible for the field-based co-ordination of operations throughout South-eastern Europe, and the function of the UNHCR Special Envoy has ceased to exist. The Regional Co-ordinator currently has a staff of four: three internationals and one local employee. However, the new management structure may have to be re-adjusted in 2002. At UNHCR Headquarters, the former South-eastern Europe Bureau has been integrated under the overall management of the Regional Bureau for Europe.

In Serbia and Montenegro, UNHCR will be headed by a Representative in Belgrade and will have 131 staff (21 international and 110 local). UNHCR plans to reduce this number to 98 staff (13 international and 85 local) by the end of 2002. UNHCR's presence in Kosovo will continue to be headed by a Chief of Mission based in Pristina and will have 108 staff (28 international and 80 local). By the end of 2002, the number is expected to be reduced to 90 staff (24 international and 66 local).

Co-ordination

In Serbia and Montenegro, UNHCR plans to work with five local and nine international NGOs. Additionally, several local NGOs have also been indirectly funded by UNHCR through a number of international NGO implementing partners who act as umbrella agencies. UNHCR also enjoys close partnership and collaboration with UN agencies, as well as with the IFRC and ICRC.

In Kosovo, UNHCR plans to work with two national and nine international NGOs to implement programmes. UNHCR will co-operate closely with the different departments of UNMIK on humanitarian issues. OSCE and the EU Reconstruction Pillar of UNMIK will remain key partners on minority initiatives, particularly with respect to return, which is co-ordinated by UNHCR. UN agency co-ordination will be transferred to a UNDP Regional Coordinator in 2002. However, UNHCR will continue to co-ordinate contingency planning and emergency preparedness for any future population displacement. This involves several agencies including UNMIK, WFP, UNICEF, WHO, ICRC, and KFOR.

OFFICES

Serbia	Belgrade
Bar	Berane
Kraljevo	Novi Sad
Nis	Podgorica
Kosovo	
Pristina (Chief of Mission's Office)	
Gnjilane	Mitrovica
Pec	Prizren

PARTNERS

Serbia and Montenegro	
Government Agencies	
Serbian Commissioner for Refugees	
Montenegro Commissioner for Displaced Persons	
Ministry for Social Affairs	
Swiss Agency for Development and Co-operation	
NGOs	
Norwegian Refugee Council	
International Orthodox Christian Charities	
American Refugee Committee	
International Rescue Committee	
Danish Refugee Council	
Japanese Emergency NGOs	
International Council of Voluntary Agencies	
OXFAM	
Hi Neighbour	
Humanitarian Law Centre	
Humanitarian Centre for Integration and Tolerance	
Serb Democratic Forum	
Alter Modus	

Others

UNV
IOM
IFRC
OSCE
European Union Monitoring Mission

Kosovo

NGOs

<i>Agence d'Aide à la Coopération technique et au Développement</i>
CARE International
Mercy Corp International
Children Aid Direct
Danish Refugee Council
International Rescue Committee
Norwegian Refugee Council
International Catholic Migration Commission
International Consortium of Solidarity
Norma Lawyers Association
Council for the Defence of Human Rights and Freedom

Others

UNV
United Nations Interim Administration in Kosovo
IOM
IFRC
OSCE

BUDGET (USD)

Activities and Services	Annual Programme	Supplementary Programme	Total
Protection, Monitoring and Co-ordination	10,653,407	655,942	11,309,349
Community Services	1,795,374	290,000	2,085,374
Domestic Needs	4,481,522	1,125,000	5,606,522
Education	171,200	0	171,200
Food	5,096,082	240,000	5,336,082
Health	1,193,401	116,118	1,309,519
Income Generation	2,274,500	0	2,274,500
Legal Assistance	3,519,748	632,156	4,151,904
Operational Support (to Agencies)	1,875,888	287,057	2,162,945
Sanitation	0	46,447	46,447
Shelter/Other Infrastructure	8,038,186	710,810	8,748,996
Transport/Logistics	6,323,499	300,000	6,623,499
Water	0	252,412	252,412
Total Operations	45,422,807	4,655,942	50,078,749
Programme Support	3,472,830	0	3,472,830
Total	48,895,637	4,655,942	53,551,579