

# EUROPE

**Asylum-seekers from Pakistan, left, and from the Congo, right, use public phones in the Kostelec Residential Center in Kostelec, Czech Republic.**





## | OPERATIONAL HIGHLIGHTS |

- Bosnia and Herzegovina (BiH), Croatia, Montenegro and Serbia made new efforts to close the displacement chapter resulting from the conflicts of the early 1990s. UNHCR played a catalytic role in the March 2010 Regional Conference on Durable Solutions that took place in Belgrade.

- In BiH, years of UNHCR advocacy culminated in the adoption of the Revised Strategy for Implementation of Annex VII (the Agreement on Refugees and Displaced Persons) of the Dayton Peace Agreement.

- Continued implementation of the ambitious Further Developing Quality project in Central and Southern Europe helped improve national asylum procedures.

- Practical cooperation on resettlement in Europe was expanded by a joint UNHCR-IOM-ICMC project, funded by the European Union. The year saw 6,600 refugees resettled in Europe. Some 150 people passed through the Emergency Transit Centre in Romania during the year, *en route* to resettlement countries.

- An integration evaluation tool measuring how refugees integrate into host societies was developed and inaugurated in Central Europe.

- Technical support was provided to many countries to help governments improve their legislative and administrative frameworks on asylum and the prevention of statelessness.

- More than 5,000 people in the western Balkans, mainly Roma, were assisted to obtain civil documentation, thereby reducing their risk of becoming stateless.

- In Turkey, national capacity to determine refugee status and prepare resettlement submissions was reinforced. During the year, first-instance decisions were taken by UNHCR on some 4,300 claims; more than 6,800 refugees were submitted for resettlement; and over 5,300 refugees left for their new homes.

- In Greece, UNHCR supported the Government's asylum reform efforts by helping to draft comprehensive new legislation and supporting the establishment of a new independent asylum service. A dedicated UNHCR team was set up in Athens to bolster these efforts.





## | Working environment |

UNHCR is confronted by very diverse situations in the nearly 50 European countries where it works. These include both mature and developing asylum systems, protracted situations involving refugees and internally displaced persons (IDPs), return and reintegration operations, and challenges related to statelessness. Three large regional organizations, the European Union (EU), the Council of Europe and the Organization for Security and Co-operation in Europe (OSCE) are engaged in issues of concern to UNHCR and provide valuable opportunities for partnership.

Europe remained an important destination for people seeking international protection. In 2010, some 274,000 people applied for asylum in Europe, of whom 86 per cent in EU countries. While applications in the European Union remained fairly stable, this masked a significant decrease in numbers in southern Member States and increases elsewhere, especially France and Germany. The top five countries of origin of applicants in Europe were Serbia (including Kosovo), Afghanistan, Iraq, the Russian Federation and Somalia. International protection was granted to at least 68,000 people (first-instance decisions) in the European Union, Norway and Switzerland during the year.

While the institution of asylum continued to benefit from strong support in Europe, protection space was under pressure due to growing anti-foreigner sentiment in some countries, the economic crisis, and concerns about security. Efforts to control irregular migration resulted in numerous restrictions in access to European territory and an increase in the detention of asylum-seekers. Large numbers of unaccompanied children, in particular from Afghanistan, entered Europe during the year, and meeting their needs continued to be a major challenge. Instances of *refoulement* remained of serious concern.

UNHCR worked to support EU efforts to establish a Common European Asylum System, and reduce discrepancies in the practices of Member States. At the national level, the Office devoted considerable attention to supporting Greece's asylum reform efforts and to reinforcing its own capacity in Turkey to respond to a growing caseload.

## | Achievements and impact |

In 2010, UNHCR's broad priorities in Europe were to:

- ensure respect for the principles of international protection;
- strengthen assistance and durable solutions; and
- mobilize support for UNHCR's global efforts to protect and assist people of concern.

### ● *Ensuring respect for international protection principles*

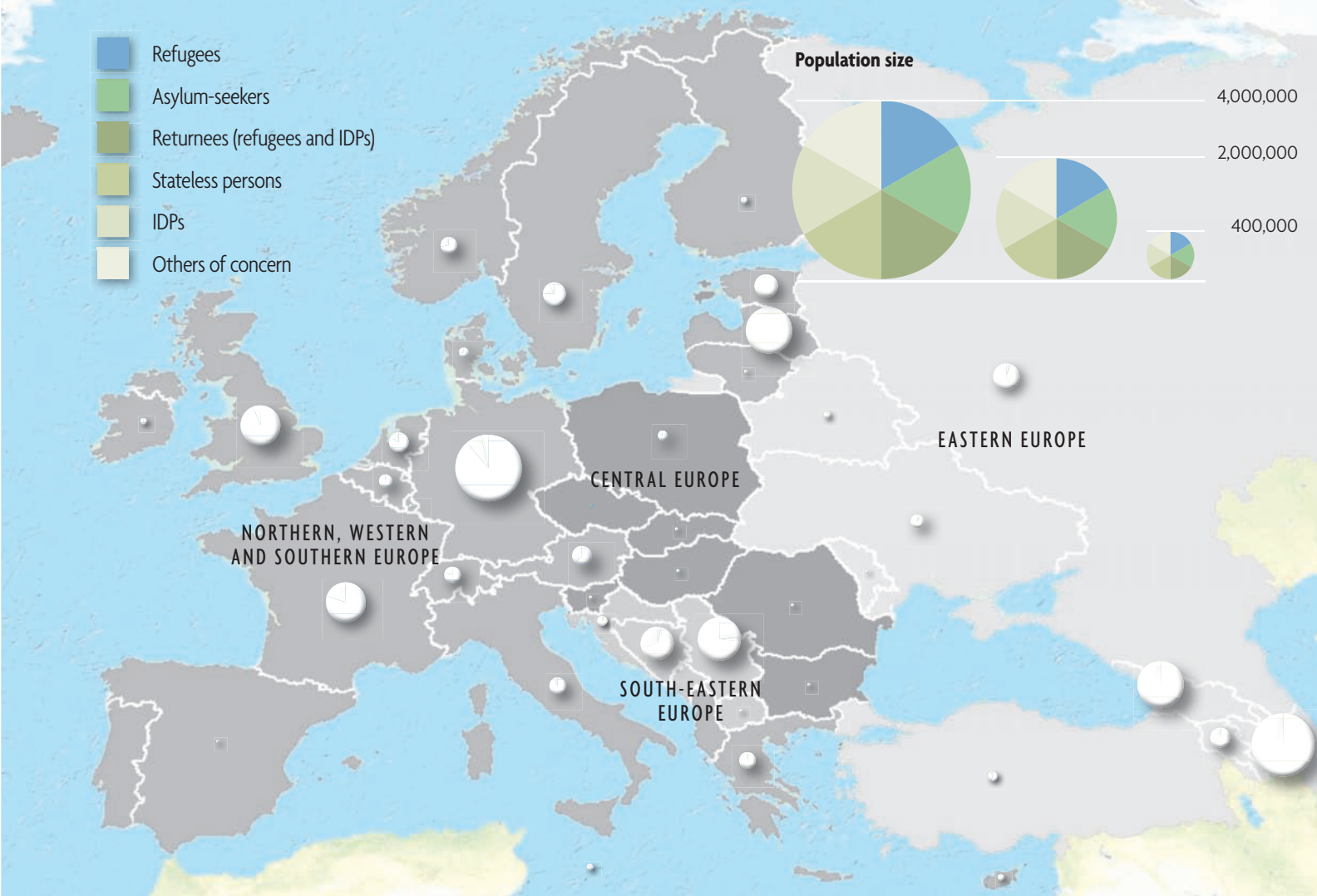
UNHCR's efforts were focused on preserving space for refugee protection, building and maintaining effective asylum systems, and preventing and resolving situations of statelessness.

UNHCR continued to try to ensure that migration control measures were sensitive to people seeking asylum and to those with special protection needs. Cooperation with NGOs in many countries provided additional capacity for border monitoring actions. In late 2010, UNHCR participated for the first time in an operation coordinated by the EU border agency FRONTEX, which concerned the identification of potential victims of human trafficking arriving at international airports. However, access for UNHCR to people of concern at international airports in some countries remained limited or impossible.

With large numbers of asylum-seekers in Europe coming from countries in conflict, the protection of people fleeing the indiscriminate effects of generalized violence was a focus of attention. The results of research in 2010 into State practice in assessing applications for asylum from people fleeing generalized violence will be published in mid-2011.

UNHCR continued to advocate that the detention of asylum-seekers be used only as a last resort, and only if it met the tests of necessity and proportionality. The increased detention of asylum-seekers in a number of countries remained a concern, along with worrisome conditions of detention in certain locations.

The quality of asylum procedures remains key to deterring abuse and building confidence in asylum systems. Throughout 2010, UNHCR engaged in bilateral and multilateral initiatives to help governments strengthen the quality of their procedures. Nine Central and Southern European countries participated in the EU-funded Further Developing Quality project.



The situation in Greece became increasingly serious, as a very large proportion of asylum-seekers enter the European Union through the country. UNHCR participated intensively in the work of the Greek authorities to develop and implement an ambitious asylum reform plan. However, this will take time and resources to put in place. UNHCR set up a dedicated team in Athens to provide concrete support for the Greek initiative.

With respect to statelessness, UNHCR intensified efforts to promote accession to the 1954 and 1961 Statelessness Conventions by the 14 countries in Europe which have not acceded to either of these instruments, and by 13 others which have acceded to only one of the two. In the western Balkans, UNHCR helped more than 5,000 people, mainly Roma, to secure civil documentation. Studies of nationality and citizenship legislation as well as civil registration practices were undertaken in numerous countries.

### ○ *Promoting durable solutions and resolving protracted displacement*

In the western Balkans, UNHCR supported both voluntary return and local integration for refugees and IDPs, and engaged actively in

follow-up to the March 2010 Belgrade Regional Conference on Durable Solutions. In Serbia, UNHCR and the Government completed a needs assessment exercise, based on a sampling of people displaced from Kosovo, which should improve the targeting of protection and assistance responses. Within Kosovo, the return of minorities, especially Roma, remained difficult and often not sustainable.

In the southern Caucasus, UNHCR worked with governments and NGO partners to find solutions for longstanding refugee and IDP populations, in particular through measures to promote self-reliance. The promotion of the rights of IDPs is a vital element of this work. UNHCR continued to co-chair the Geneva Discussions on Georgia in order to promote adequate responses to the humanitarian needs of people displaced by conflicts there.

Integration remained a priority across the continent. In Georgia, the integration of refugees progressed and UNHCR proceeded with the handover of activities related to refugees living in the Pankisi Valley to the local authorities. Elsewhere, most refugees in Europe live in urban areas and access to basic services remains key to their successful integration. An integration evaluation tool,

## Financial information

**The global needs assessment budget approved for Europe in 2010** was USD 256 million. Total funds available in Europe in 2010 amounted to USD 124.8 million, or less than half of the total required to address the assessed needs.

initially developed for use in Central Europe, was used as a way of measuring progress on integration.

UNHCR advocated for much greater European engagement in refugee resettlement, as only 6,500 refugees were resettled in 14 European countries in 2010. Practical cooperation on resettlement in Europe was pursued through a joint project implemented by UNHCR, IOM and the ICMC. The Emergency Transit Centre in Romania operated smoothly throughout the year.

### Building support

UNHCR has a strong support base in Europe, among both governments and civil society. Approximately 40 per cent of UNHCR's income in 2010 was raised from public and private sources in Europe. Among UNHCR's top ten donors, seven are European governments or institutions. However, anti-immigrant trends are taking hold in several parts of Europe and have had a negative impact on the protection of people of concern.

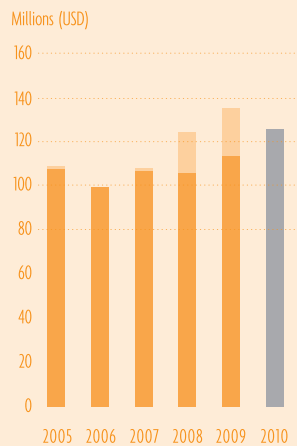
Media and public awareness initiatives were carried out with the aim of building better understanding amongst the European public of the situation of refugees and the work of UNHCR and of mobilizing support for UNHCR's work in Europe and worldwide.

### Constraints

Challenges in Europe included the hardening of attitudes toward foreigners in general, combined with the economic downturn. This led to a number of governments toughening their stance on immigration and strengthening control measures, which in turn had an effect on people seeking protection. The global economic and financial crisis has also had a negative impact on national capacities and on the integration of people of concern in some countries. In Eastern Europe in particular, some countries are unable or unwilling to respond to individuals with protection needs, compelling UNHCR to undertake direct protection interventions, including through the use of resettlement. ■

## Expenditure in Europe 2005-2010

■ Annual budget  
■ Supplementary budget  
■ Total expenditure



## BUDGET AND EXPENDITURE IN EUROPE | USD

Operations		PILLAR 1 Refugee programme	PILLAR 2 Stateless programme	PILLAR 3 Reintegration projects	PILLAR 4 IDP projects	Total
<b>EASTERN EUROPE</b>						
Armenia	Budget	2,874,443	0	1,246,777	0	4,121,220
	Expenditure	1,374,670	0	322,346	0	1,697,016
Azerbaijan	Budget	5,289,929	215,000	0	1,048,106	6,553,035
	Expenditure	2,789,741	211,809	0	490,097	3,491,647
Georgia	Budget	7,035,775	810,000	0	52,953,822	60,799,597
	Expenditure	3,374,494	796,183	0	11,112,001	15,282,678
Russian Federation	Budget	8,922,557	792,241	2,570,429	12,364,486	24,649,713
	Expenditure	6,972,694	776,115	927,086	4,824,691	13,500,586
Turkey	Budget	17,023,965	250,000	310,000	110,000	17,693,965
	Expenditure	7,844,485	247,346	309,428	109,945	8,511,204
Ukraine Regional Office <sup>1</sup>	Budget	11,341,282	580,050	0	0	11,921,332
	Expenditure	6,753,400	528,552	0	0	7,281,952
Subtotal	Budget	52,487,951	2,647,291	4,127,206	66,476,414	125,738,862
	Expenditure	29,109,484	2,560,005	1,558,860	16,536,734	49,765,083
<b>SOUTH-EASTERN EUROPE</b>						
Bosnia and Herzegovina	Budget	5,959,717	778,718	0	12,903,279	19,641,714
	Expenditure	2,085,148	756,831	0	3,903,248	6,745,227
Croatia	Budget	5,915,140	534,500	2,079,100	0	8,528,740
	Expenditure	903,547	534,321	1,963,186	0	3,401,054
Montenegro	Budget	5,632,160	412,550	0	0	6,044,710
	Expenditure	2,654,114	404,506	0	0	3,058,620
Serbia	Budget	17,341,067	2,428,016	8,196,075	21,704,693	49,669,851
	Expenditure	8,030,418	2,114,050	4,247,784	11,141,604	25,533,856
The former Yugoslav Republic of Macedonia	Budget	3,877,756	324,106	0	0	4,201,862
	Expenditure	2,367,230	320,820	0	0	2,688,050
Subtotal	Budget	38,725,840	4,477,890	10,275,175	34,607,972	88,086,877
	Expenditure	16,040,457	4,130,529	6,210,970	15,044,852	41,426,808
<b>CENTRAL EUROPE</b>						
Hungary Regional Office <sup>2</sup>	Budget	10,560,527	569,373	0	0	11,129,900
	Expenditure	7,170,754	374,503	0	0	7,545,257
Subtotal	Budget	10,560,527	569,373	0	0	11,129,900
	Expenditure	7,170,754	374,503	0	0	7,545,257

Operations		PILLAR 1 Refugee programme	PILLAR 2 Stateless programme	PILLAR 3 Reintegration projects	PILLAR 4 IDP projects	Total
<b>NORTHERN, WESTERN AND SOUTHERN EUROPE</b>						
Belgium Regional Office <sup>3</sup>	Budget	4,202,882	344,239	0	0	4,547,121
	Expenditure	3,648,664	332,021	0	0	3,980,685
France	Budget	2,999,287	0	0	0	2,999,287
	Expenditure	2,995,896	0	0	0	2,995,896
Germany <sup>4</sup>	Budget	3,556,484	259,072	0	0	3,815,556
	Expenditure	2,596,996	248,792	0	0	2,845,788
Ireland	Budget	535,372	60,000	0	0	595,372
	Expenditure	419,857	56,370	0	0	476,227
Italy Regional Office <sup>5</sup>	Budget	11,207,656	110,000	0	0	11,317,656
	Expenditure	8,489,717	96,879	0	0	8,586,596
Spain	Budget	1,287,710	180,000	0	0	1,467,710
	Expenditure	1,211,026	179,440	0	0	1,390,466
Sweden Regional Office <sup>6</sup>	Budget	1,830,711	403,668	0	0	2,234,379
	Expenditure	1,415,745	386,928	0	0	1,802,673
United Kingdom	Budget	1,734,600	256,254	0	0	1,990,854
	Expenditure	1,724,842	250,483	0	0	1,975,325
Regional Activities	Budget	2,089,776	0	0	0	2,089,776
	Expenditure	2,056,655	0	0	0	2,056,655
Subtotal	Budget	29,444,478	1,613,233	0	0	31,057,711
	Expenditure	24,559,398	1,550,913	0	0	26,110,311
<b>Total</b>	<b>Budget</b>	<b>131,218,797</b>	<b>9,307,787</b>	<b>14,402,381</b>	<b>101,084,386</b>	<b>256,013,350</b>
	<b>Expenditure</b>	<b>76,880,093</b>	<b>8,615,950</b>	<b>7,769,830</b>	<b>31,581,586</b>	<b>124,847,458</b>

<sup>1</sup> Includes activities in Belarus and the Republic of Moldova.

<sup>2</sup> Includes activities in Bulgaria, the Czech Republic, Poland, Romania, Slovakia and Slovenia.

<sup>3</sup> Includes activities in Luxembourg, the Netherlands, France, Germany, Austria, Ireland, UK and the liaison office Switzerland.

<sup>4</sup> Includes activities in Austria.

<sup>5</sup> Includes activities in Albania, Cyprus, Greece, Malta and Portugal.

<sup>6</sup> Includes activities in Denmark, Estonia, Finland, Iceland, Latvia, Lithuania and Norway.

## VOLUNTARY CONTRIBUTIONS TO EUROPE | USD

Donor	PILLAR 1 Refugee programme	PILLAR 2 Stateless programme	PILLAR 3 Reintegration projects	PILLAR 4 IDP projects	All pillars	Total
Australia for UNHCR				29		29
Austria	28,051					28,051
Belgium	93,894					93,894
Council of Europe Development Bank				30,102		30,102
Cyprus					2,442	2,442
Divac Foundation	71,546			255,891		327,437
Dutch Postcode Lottery (Netherlands)	39,602					39,602
España con ACNUR (Spain)				108,563		108,563
European Commission	5,051,571	1,034,654	520,441	5,770,569		12,377,235
France	561,456					561,456
Germany <sup>1</sup>					577,201	577,201
Greece	26,596					26,596
International Organization for Migration	194,341					194,341
Ireland	31,766					31,766
Italy	2,217,599					2,217,599
Japan					861,141	861,141
Malta	20,342					20,342
Netherlands	49,513			277,777		327,291
Private donors in USA	2,275					2,275
Russian Federation				200,000	550,000	750,000
Slovenia					40,816	40,816
Spain	706,681					706,681
Statoil Azerbaijan				50,000		50,000
Sweden	189,346				4,184,100	4,373,447
Switzerland		310,680		1,177,024		1,487,704
UN Millennium Development Goals Achievement Fund	121,340		242,760	541,197		905,297
UN Trust Fund for Human Security	50,000		73,906	324,500		448,406
Fast Retailing Co., Ltd. (Japan)	171,416					171,416
United Kingdom	706,526					706,526
United States of America	1,086,530			10,705,741	27,700,000	39,492,271
World Food Programme			104,505	34,835		139,340
<b>Total</b>	<b>11,420,392</b>	<b>1,345,333</b>	<b>941,613</b>	<b>19,476,229</b>	<b>33,915,700</b>	<b>67,099,267</b>

Note: Includes indirect support costs that are recovered from contributions to Pillars 3 and 4, supplementary budgets and the "New or additional activities – mandate-related" (NAM) reserve.

<sup>1</sup> The contribution of USD 577,201 from Germany is earmarked for Pillars 1 and 2.