

FEDERAL REPUBLIC OF YUGOSLAVIA

IN SHORT

Main Objectives

Serbia and Montenegro

- Sustain the most vulnerable among the 220,000 internally displaced persons (IDPs) and over 480,000 refugees and identify durable solutions for them.
- Promote and assist the voluntary repatriation of refugees to Croatia and Bosnia and Herzegovina, and undertake local integration activities for those refugees who cannot return.
- Protect and ensure respect for the rights of refugees, returnees and IDPs.
- Resettle 6,500 refugees to third countries.

Kosovo

- Provide protection to refugees, returnees and IDPs. Contribute to the establishment of a multi-ethnic society in which local residents remain and minorities return to their original villages and homes.
- Coordinate and manage voluntary repatriation from neighbouring and other asylum countries, especially for the remaining vulnerable groups.
- Support efforts by the United Nations Mission in Kosovo (UNMIK) to register the population of Kosovo and re-establish the rule of law throughout the province.
- Provide assistance to the most vulnerable IDPs and returnees (including those unable to return to their homes) to identify durable solutions.
- Gradually reduce humanitarian relief activities as more sustainable reconstruction efforts are implemented by development agencies.
- Support regional contingency planning, and monitor developments in neighbouring countries a view to anticipating potential population movements.

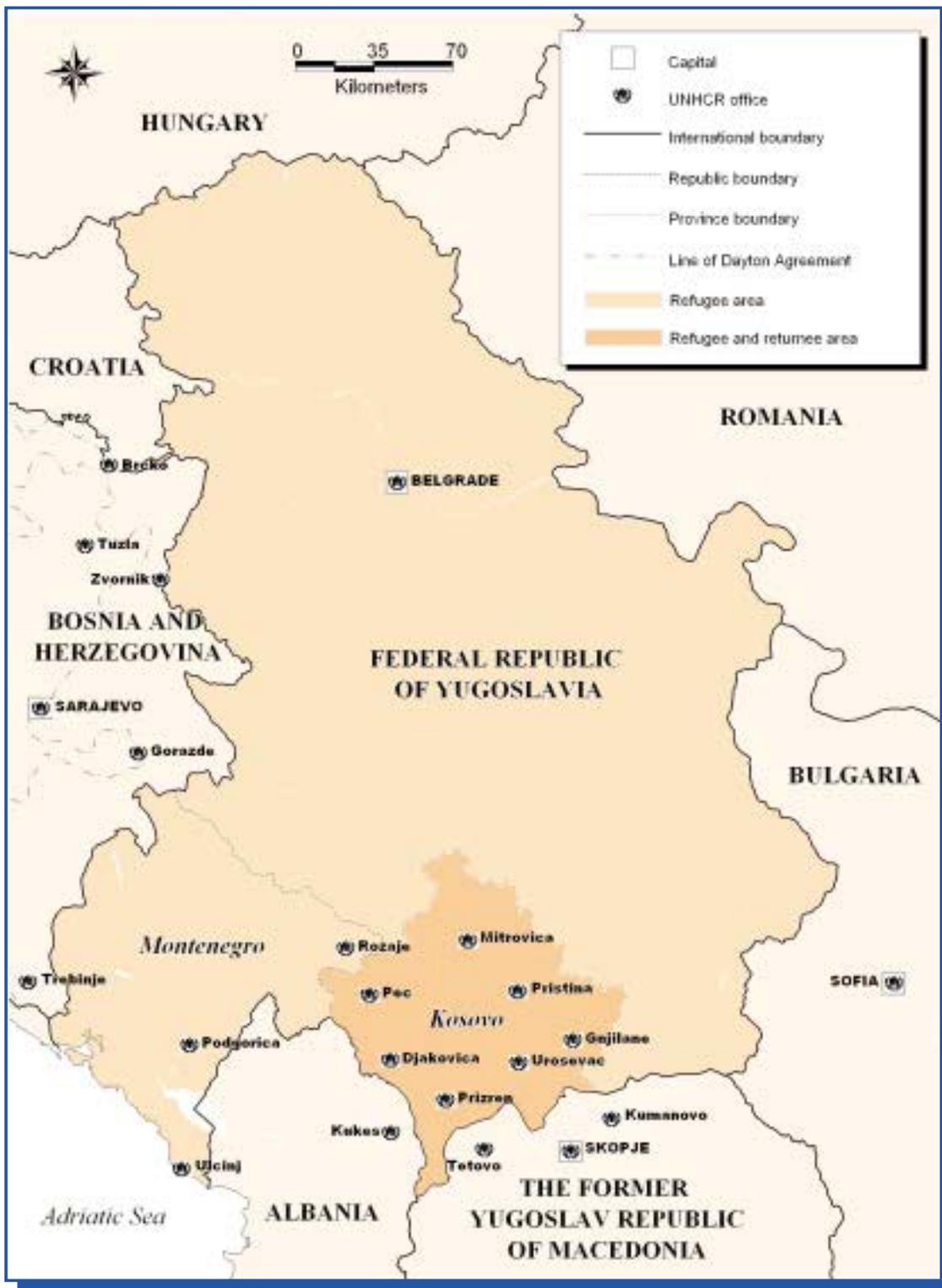


Planning Figures		
Population*	Jan. 2000	Dec. 2000
IDPs from Kosovo in Serbia and Montenegro	220,000	210,000
Refugees in Serbia and Montenegro**	480,500	360,000
IDPs, Returnees Refugees and Local Residents at Risk in Kosovo	740,000	395,000
TOTAL	1,440,500	965,000

* Assumptions:
 - Returnees will continue to repatriate from Western European countries in 2000 and those who return to their homes will cease to be classified as returnees after six months.
 - Some 50 per cent of the IDPs will receive international reconstruction assistance.
 - UNHCR will be able to promote up to 5,000 minority returns in 2000.

** Of an estimated total of 480,500 refugees in Serbia and Montenegro, 400,000 are direct beneficiaries.

**Total Requirements
 USD 121,871,408**



WORKING ENVIRONMENT

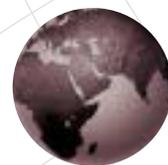
Recent Developments

Serbia and Montenegro

Nearly four years after the signing of the Dayton Peace Agreement, the Federal Republic of Yugoslavia continues to host the largest refugee population in Europe: over half a million refugees. During the last two years, some 50,000 additional

refugees entered the country from the Croatian Danube region. In the course of 1999, tens of thousands of displaced entered from Kosovo.

The NATO air strikes against the Federal Republic of Yugoslavia, which began in March 1999, lasted for 78 days. During this time, close to one million people from Kosovo (mainly ethnic Albanians, but also Serbs and others) fled their homes into



neighbouring countries and other parts of the Federal Republic of Yugoslavia. The air strikes destroyed much of Yugoslavia's infrastructure, thus worsening living conditions for the entire population, including the refugees and IDPs.

The signing in June 1999 of the Military Technical Agreement paved the way for the cessation of NATO air-strikes and the deployment of the KFOR Security Force in Kosovo. As Kosovo Albanian refugees and IDPs began to return to Kosovo, the number of non-Albanian IDPs from Kosovo in Serbia and Montenegro swelled to over 220,000, comprised mainly of Serbs (but also including a sizeable number of Roma). Of these, about 130,000 left Kosovo after the deployment of KFOR, fearing retaliation from their returning neighbours. These new arrivals – for whom return is unlikely in the foreseeable future – joined the half a million refugees from Bosnia and Herzegovina and Croatia already living in the country. Only a tiny handful of them have been able to repatriate.

The living conditions of these refugees and IDPs will probably deteriorate further as opportunities for part-time employment in industry or agriculture decline with the worsening economic climate in the country. At present some 40,000 of the most vulnerable refugees live in collective accommodation. Many of those who are housed in private accommodation or with host families will probably attempt to leave for the collective centres for the winter, as they will no longer be able to support themselves. More than 91 per cent of the refugees from Bosnia and Herzegovina are in Serbia and nine per cent in Montenegro, whereas 98 per cent of the Croatian refugees are in Serbia and the remainder in Montenegro.

Kosovo

Following the signature of the Military Technical Agreement and the adoption of Security Council Resolution 1244, refugees and IDPs began to return en masse to Kosovo. By October 1999, more than 850,000 had returned mainly from Albania, Bosnia and Herzegovina, The former Yugoslav Republic of Macedonia and Montenegro. In addition, some 80,000 people evacuated from The former Yugoslav Republic of Macedonia under the Humanitarian Evacuation Plan have returned under UNHCR/IOM auspices. Many are still unable to return to their homes, owing to the degree of damage as well as the risks posed by landmines and unexploded ordnance.

The remaining non-Albanian population, estimated to be at least 100,000, continues to face daily intimidation, restricted freedom of movement and limited or no access to shops and commercial services or basic services such as medical care and education.

A large number of people therefore continue to be displaced inside Kosovo. Nearly 12,000 Serbs have become IDPs after fleeing to northern Kosovo, whereas an additional 8,000 Albanians have fled from northern Kosovo to other parts of the province. Some 1,650 threatened and intimidated Roma have left their homes and two camps for Roma IDPs have been established in Obilic (800 people) and Mitrovica (250 people).

Constraints

Serbia and Montenegro

The summer of 1999 witnessed a deterioration in the security situation in the Federal Republic of Yugoslavia. The air strikes led to widespread animosity towards the international community. The violence against Serbs inside Kosovo and the implementation of the Military Technical Agreement have resulted in sharp criticism of the UN and KFOR by the Yugoslav and Serbian authorities. This makes it even harder to implement programmes which should receive full government support.

Apart from political constraints, other obstacles to implementation include severely damaged or destroyed infrastructure, anticipated power shortages during the winter, and the collapse of the health care and social security systems.

Kosovo

The working environment inside Kosovo is difficult. Although it is the most densely populated part of the Federal Republic of Yugoslavia, most of the roads are unpaved and in mountainous areas, making it difficult to reach returnees and other groups, especially in the winter. Security continues to be a problem, as the rule of law has not been fully reinstated. Most humanitarian assistance is delayed at the border with The former Yugoslav Republic of Macedonia, due to lengthy customs procedures and the sheer volume of traffic of KFOR convoys, commercial vehicles and trucks transporting humanitarian assistance. Coordination of the more than 200 UNHCR-registered NGOs is difficult due to the number and variety of actors operating in the province. Water, electricity, sanitation and other basic services are, at best, erratic.

STRATEGY

Serbia and Montenegro

Refugees from Croatia and Bosnia and Herzegovina

UNHCR's objective for 2000 is to help vulnerable groups in the Federal Republic of Yugoslavia by actively promoting durable solutions. These include repatriation, resettlement, and new local integration options consistent with UNHCR's strategy in the framework of the South-Eastern Europe Stability Pact.

Maintaining and expanding the refugee counselling network remains an important protection objective for the year 2000. Refugee counselling offices will therefore continue to be supported, with UNHCR convening Task Force meetings to share relevant information and adopt a coordinated approach. Efforts will be made to develop further cross-border links with UNHCR offices and counselling offices in countries of origin. Support for the Commission for Real Property Claims in the Federal Republic of Yugoslavia will continue, thereby facilitating the eventual repossession by refugees of properties in Bosnia and Herzegovina. UNHCR will strengthen its contacts with the Federal Ministry of the Interior in order to better monitor implementation of the Citizenship Act of the Federal Republic of Yugoslavia vis-à-vis refugees applying for naturalisation.

Resettlement

UNHCR believes that resettlement needs have evolved owing to recent developments. Since the end of the NATO campaign, UNHCR has prioritised resettlement mainly for Croatian and Bosnian refugees who had found accommodation in Kosovo and who are presently displaced within the Federal Republic of Yugoslavia. UNHCR's current assessment is that a total of 6,500 resettlement places will be needed in 2000. Those being resettled will be assisted with in-country transport and pre-departure grants. In 2000, UNHCR Belgrade will continue its resettlement processing project with IOM.

Repatriation

The protocol on organised return, signed in April 1998 by the Federal Republic of Yugoslavia and Croatia, is expected to improve substantially the prospects of repatriation. In the Federal Republic of Yugoslavia, UNHCR will continue to disseminate repatriation information focusing on conditions of return. In so doing, it will work with the

government authorities and the NGO community to support 'go and see' visits for refugee associations.

Refugees who are cleared for return by the relevant authorities in Croatia will receive transportation and cash allowances. UNHCR will help them to return with their household belongings, in order to facilitate their reintegration. UNHCR will also promote repatriation to Bosnia and Herzegovina through public information campaigns.

Local Integration

Although local integration is likely to be the durable solution for the majority of the refugees in the Federal Republic of Yugoslavia, absorbing a refugee population of over half a million poses serious difficulties for the government, given the dire economic situation. Many applications for citizenship have been approved by the Yugoslav authorities under the Citizenship Act, but the majority of refugees have not sought to apply for citizenship because they fear that dual citizenship may jeopardise property rights and pensions entitlements in their country of origin. Although hopes for voluntary repatriation briefly soared after the Dayton Peace Agreement, the actual number of organised returns to both Croatia and Bosnia and Herzegovina has been disappointing.

In pursuing local integration for refugees from Croatia and Bosnia and Herzegovina who are unable to repatriate, UNHCR helps them build their own homes. In some cases, support for crop production has been possible thanks to the allocation of land near the newly constructed houses. Income-generation projects such as food production, small businesses and services will be supported in collective centres, to allow refugees to become self-sufficient. For the same reason, other refugees will receive tools and seeds as well as access to agricultural land. The most vulnerable will receive grants in kind.

Other Refugees

UNHCR Belgrade is also assisting some 50 urban refugees of other nationalities, mainly Iranians and Afghans, who are provided with accommodation, health care and legal assistance, pending the identification of lasting solutions.

IDPs from Kosovo

UNHCR's objective for the IDPs will be to work closely with the authorities to explore longer-

term solutions, including integration throughout Serbia and, where feasible, return.

UNHCR will strive to ensure that all IDPs are able to enjoy their fundamental human rights. UNHCR will urge government authorities, especially the Ministry for Refugees, Displaced People and Humanitarian Aid, to accord IDPs the same treatment as that accorded to other citizens in the issuance of identification and travel documents and the enjoyment of other associated rights. This will, in turn, help ensure their access to humanitarian assistance as well as education and health services. The network of legal counselling centres set up for the refugees will serve the IDPs as well.

The internally displaced Roma population is another group of special concern, given the traditionally marginalised position of many Roma in Yugoslav society. Special monitoring efforts will target this particular group.

If and when the voluntary return of non-Albanians to Kosovo becomes possible, return-related activities will be implemented by the Office.

Fresh food, coal and heating fuel will be provided for some 70,000 refugees and IDPs in more than 500 collective and transit centres during the winter months of 1999-2000. Heating fuel will also be distributed to refugees and IDPs in specialised institutions. The Commissioner for Refugees of Serbia and the Commissioner for Displaced Persons of Montenegro will be helped to operate collective centres and special institutions. Displaced people living in poor private accommodation or with host families will receive packages of relief items or small grants. Medical programmes and community service activities for the most vulnerable will be developed in order to complement inadequate and ill-equipped state-run facilities.

Kosovo

UNHCR will promote the protection of all categories of persons designated as being 'of concern', both directly, through the seven field offices, and through the development of a legal aid information network. The provision of accurate and objective information, legal assistance, as well as legal representation, are part UNHCR's core protection function. Legal aid centres will be set up throughout the province and will provide essen-

tial information and advice regarding legal rights and services available to the population. Mobile legal clinics will provide an outreach service in isolated areas.

Once UNMIK has begun to recognise and appoint local municipal authorities, UNHCR will identify training needs in relation to the protection of human and civil rights. UNHCR will also link up with other relevant institutions to promote human rights awareness and democratic values.

Returnees

UNHCR will respond to the protection needs of returning refugees and IDPs by helping to resolve issues which are key to making their return sustainable (documentation, property, employment, etc.). Returnee monitoring will be used to gather information about areas of origin, ensure that returnees are able to enjoy human rights and fundamental freedoms, and to help create conditions conducive to sustainable repatriation.

Through the first part of 2000, basic relief activities will continue to support extremely vulnerable returnees. These will include food aid from WFP as well as UNHCR's complimentary food, hygiene kits, blankets and basic shelter repair items, such as plastic sheeting to insulate rooms and weather-proof homes for the harsh winter months. Efforts to further mobilise Kosovar women to re-build communities and lives will be made through the UNHCR Kosovo Women's Initiative, which will support local women's groups. This initiative will also work on gender-sensitive health issues such as reducing infant and maternal mortality, reproductive health and child-rearing. Small income-generation activities will be implemented to promote sustainable reintegration.

Refugees

For the small residual refugee group, UNHCR is advocating repatriation, primarily to Croatia, since 99 per cent of the refugees are ethnic Serbs from Croatia. Alternatively, local settlement in other parts of the country and resettlement to third countries will be explored. In the interim, before a durable solution has been identified, UNHCR will ensure that they receive humanitarian assistance. Contributions will be made for the heating and maintenance of collective centres, and food assistance will be provided on a monthly basis. Those with special needs will be assisted on a case-by-case basis.



IDPs and Local Residents at-risk

There are various groups of IDPs. There are those who have repatriated from abroad or who returned from Montenegro but who are unable to return to their home due to destruction and mines, and those who were IDPs since spring 1998 and who have not been able to return to their damaged homes. These two groups will be accommodated in community shelters and will receive food aid from WFP as well as heating fuel for the winter. Community shelters will be attended by professional caseworkers to assist in the identification of longer-term solutions as well as to ensure that people with special needs receive assistance (especially unaccompanied elderly people and the dis-

abled). UNHCR will continue to call for longer-term reconstruction and development assistance for IDPs to sustain their reintegration. National demining teams as well as mine clearance activities will be supported throughout Kosovo.

Another group is composed of local residents at-risk, defined as groups of people belonging to a certain ethnic or national group who are in the minority in a particular location (usually a municipality or village), regardless of their status elsewhere in the province. In Kosovo, local residents at-risk include Serbs, Roma, Turks as well as others of Muslim Slav ethnicity. For local residents at-risk, UNHCR will seek to promote a safe environment.

Offices	
Serbia and Montenegro Belgrade Kraljevo Novi Sad Podgorica	Rozaje Ulcinj
Partners	
Serbia and Montenegro Government Agencies Montenegrin Commissioner for Displaced Persons Serbian Commissioner for Refugees NGOs American Refugee Committee Care International Catholic Relief Services Danish Refugee Council <i>Handicap International</i> Hi Neighbour Humanitarian Centre for Integration and Tolerance Humanitarian Law Centre Institute of Mental Health International Council of Voluntary Agencies International Federation of the Red Cross and Red Crescent Societies International Orthodox Christian Charities International Rescue Committee Italian Consortium of Solidarity Japan Emergency NGOs Norwegian Refugee Council <i>Odgovor</i> OXFAM Radio B92 Sunce Swiss Disaster Relief World Vision Yugoslav Red Cross Other Commission for Real Property Claims Emercom International Organisation for Migration	Kosovo NGOs <i>Acteurs de Solidarité</i> Action Against Hunger Adventist Development Agency <i>Agence d'aide à la coopération technique et au développement</i> Catholic Relief Services Children's Aid Direct Concern Worldwide Council for the Defense of Human Rights and Freedoms Danish Refugee Council <i>Hilfe zur Selbsthilfe (HELP)</i> International Catholic Migration Commission International Rescue Committee Italian Consortium of Solidarity Japan Emergency NGOs <i>Malteser Hilfsdienst</i> Media Action International Mercy Corps International Norwegian Refugee Council People in Need <i>Première Urgence</i> Relief International Samaritan's Purse <i>Solidarité</i> Swiss Disaster Relief <i>Technisches Hilfswerke</i> <i>Télécoms sans frontières</i> World Vision Other United Nations Volunteers



UNHCR, in coordination with other actors such as the OSCE, will also implement confidence-building activities to encourage inter-ethnic dialogue. For the Albanians from other parts of the Federal Republic of Yugoslavia, displaced Roma in camp-like settlements, other displaced Serbs and minorities, as well as local residents at-risk, UNHCR will deliver humanitarian assistance similar to that provided to returnees, and actively engage in protection and confidence-building activities.

In 2000, UNHCR will strengthen its field monitoring presence in order to gain a deeper understanding of the communities and their protection needs. It will then respond operationally to these needs, in conjunction with other relevant actors. Relief activities will be implemented for the most vulnerable according to international standards and until local structures are in place to provide a social welfare safety net. Finally, UNHCR will ensure, through advocacy and coordination with other partners, that reintegration activities are progressively handed over to longer-term development agencies.

international staff and 89 national staff in Belgrade, Novi Sad and Kraljevo. In Montenegro there will be six internationals and 21 nationals working in Podgorica, Ulcinj and Rozaje.

Kosovo

The UNHCR Special Envoy (currently Deputy Special Representative of the Secretary-General) is based in Pristina. UNHCR maintains seven field locations with a head office in Pristina. UNHCR Kosovo is staffed by 136 internationals and 177 nationals.

Coordination

Serbia and Montenegro

With the support of OCHA, UNHCR continues to play a lead role, coordinating the UN relief effort, particularly on matters related to humanitarian assistance and protection.

Kosovo

Within the overall framework of the United Nations Mission in Kosovo (UNMIK), UNHCR has been given the lead role in the humanitarian sector. All activities are pursued in close coordination with UN and other international or regional organisations as well as NGOs represented in Kosovo. These include UNMIK, the UN High Commissioner for Human Rights, UNICEF, WFP, KFOR, OSCE, ICRC and ECHO. Finally, the EU Task Force, set up to work on reconstruction and development, will aim to bridge the gap between emergency humanitarian assistance and reconstruction.

ORGANISATION AND IMPLEMENTATION

Management Structure

Serbia and Montenegro

UNHCR's presence is headed by a UNHCR Representative based in Belgrade and includes 27

Budget (USD)

Activities and Services	Annual Programme		
	Serbia and Montenegro	Kosovo	Total
Protection, Monitoring and Coordination	3,534,502	15,814,300	19,348,802
Community Services	7,514,065	6,916,616	14,430,681
Crop Production	472,506	0	472,506
Domestic Needs/ Household Support	9,849,100	1,730,000	11,579,100
Education	119,420	0	119,420
Food	4,255,600	3,257,329	7,512,929
Health/Nutrition	4,148,730	1,809,209	5,957,939
Income Generation	2,707,137	1,145,650	3,852,787
Legal Assistance	1,412,126	6,895,968	8,308,094
Livestock	340,090	0	340,090
Operational Support (to Agencies)	3,915,695	2,199,794	6,115,489
Sanitation	180,000	0	180,000
Shelter/Other Infrastructure	22,714,500	2,137,200	24,851,700
Transport/Logistics	7,810,631	6,374,234	14,184,865
Water (non-agricultural)	200,000	134,000	334,000
Total Operations	69,174,102	48,414,300	117,588,402
Programme Support	2,667,706	1,615,300	4,283,006
Total	71,841,808	50,029,600	121,871,408