

SERBIA

| Working environment |

• The context

Serbia

Serbia hosts one of the largest populations of refugees and internally displaced persons (IDPs) in Europe. Most live in private accommodation, but some 5,500, including a significant number of vulnerable people, remain in 55 collective centres.

The number of registered refugees in Serbia now stands at 86,000. The figure is expected to decrease as a result of continuing returns to Bosnia and Herzegovina and Croatia, as well as local integration. According to the Government, the number of IDPs from Kosovo is approximately 210,000, though no re-registration has taken place since 2000.

Serbia also faces migration challenges, including people seeking international protection and others moving irregularly. The number of asylum applications remains low. Implementation of Serbia's asylum legislation started in mid-2008 and will require UNHCR's continued monitoring and support.

Serbia is going through an economic transition, while also growing closer to Europe. The changes pose considerable challenges, including the alleviation of poverty resulting from economic restructuring and exacerbated by the global economic downturn. In this context, refugees, IDPs and minority groups (such as the Roma) are particularly vulnerable.

Kosovo

Most of the 210,000 IDPs from Kosovo are from minority communities (Serbs, Roma, Ashkali and Egyptians). Additionally, almost 20,000 people are still displaced within Kosovo itself, with some 2,200 living in collective centres. Poor socio-economic conditions, insecurity and inter-ethnic tensions complicate returns.

Asylum is an emerging issue for the Kosovo authorities. Considering Kosovo's geographic location, it has the potential to become a transit area for irregular migrants and asylum-seekers from many parts of the world.

Recent political developments and related legislative processes have placed some groups at heightened risk of statelessness. Among the estimated 35,000 Roma in Kosovo, up to 20 per cent may be de facto stateless.

• The needs

Serbia

UNHCR's needs assessments demonstrate that the main problems relating to the voluntary repatriation of refugees to Croatia arise from unresolved issues of restitution or compensation for occupancy or tenancy rights, while the local



integration of refugees and IDPs in Serbia is hampered by the lack of housing assistance, employment and identity documentation.

Domestic violence is a major protection concern for refugee and IDP women, as is the risk of human trafficking. Despite attempts by the authorities to address these problems, the current legislative framework remains inadequate and prosecutions are not pursued.

UNHCR is helping to enhance the capacity of civil servants tasked with asylum adjudications within the Ministry of Interior. The asylum centre accommodates only 80 people. The assistance prescribed by the asylum law may be inadequate if numbers increase, and at present UNHCR's intervention is needed in the areas of housing and the identification of employment opportunities for asylum-seekers and refugees.

UNHCR estimates that there are 17,000 de facto stateless persons in Serbia, who cannot benefit from citizenship rights

because of a lack of documentation. New laws regarding civil registration will require UNHCR to continue its legal aid programme to assist vulnerable persons.

Kosovo

Lack of housing and poor living standards, unemployment, restrictions on access to education and to freedom of movement are the key issues to be addressed in the context of returns. Access to property rights is a major obstacle. Re-designed and strengthened livelihood activities are essential to render returns sustainable.

| Main objectives |

Serbia

Favourable protection environment

- Help the Government to build an asylum system that is compatible with international and European standards, while undertaking RSD in the interim.

Basic needs and services

- Assist the most vulnerable refugees and IDPs.

Durable solutions

- Support refugees and IDPs who opt for return.
- Aid the local integration of refugees and IDPs who are unable or unwilling to return.
- Work to eliminate current and potential statelessness situations.

Kosovo

Favourable protection environment

- Strengthen the capacity of the authorities to develop and implement an asylum system in compliance with international and European standards, while undertaking RSD in the interim.

Basic needs and services

- Ensure that returnees and displaced people enjoy the same rights as host communities and receive adequate assistance.

Durable solutions

- Facilitate the reintegration of returning IDPs and refugees.
- Support local integration for IDPs who are unable or unwilling to return to their homes.
- Provide access to legal aid and remedies for people who are at risk of becoming stateless.

| Strategy and activities |

Serbia

In Serbia, UNHCR protects and assists refugees from Bosnia and Herzegovina and Croatia, as well as IDPs from Kosovo. The Office is also working to develop an integrated asylum system and to prevent and reduce statelessness.

In line with the High Commissioner's 2008 Dialogue on Protracted Refugee Situations, UNHCR will seek to resolve the displacement problem in Serbia. The strategy will concentrate on finding durable housing and helping the most vulnerable refugees to become self-reliant. Repatriation assistance for refugees wishing to return to Croatia will be continued until 2011.

UNHCR will advocate for the rights of refugees, both in their countries of origin and in Serbia. It will support local governments' initiatives to integrate the remaining refugees in their municipalities.

UNHCR will also continue to carry out its core mandate activities, including by assisting the authorities to consolidate the legislative and institutional framework on asylum. Legal expertise and technical assistance, training, advocacy and study visits will be provided to this end.

Key targets for 2010

Serbia

- Develop a revised durable solutions strategy for IDPs and enhance the provision of information to IDPs. Organize go-and-see visits to Kosovo.
- Facilitate returns to Kosovo, including transportation assistance.
- Improve the access of IDPs to documentation, legal counselling, assistance for property restitution and other rights.
- Mobilize resources to assist the most vulnerable refugees and IDPs.
- Close the remaining collective centres by 2011, support the return to Croatia of those who wish to return, and promote the local integration of those who opt to remain.
- Prevent and reduce statelessness by assisting in drafting legislation, promoting civil registration, providing legal assistance and facilitating naturalization.

Kosovo

- Launch targeted information and outreach campaigns to provide information to displaced people.
- Develop mechanisms, jointly with the competent authorities, to sustain returns through livelihood and self-reliance activities.
- Help 3,000 people at risk of becoming stateless register their civil status.
- Conduct training on asylum and protection-sensitive border management for 150 border police officers.
- Provide shelter repair assistance to 100 returnees and 50 IDPs; provide permanent accommodation for up to 500 returnee and IDP families.
- Provide six-month food rations for up to 3,000 returnees, including 500 children.
- Implement 70 community development projects with a 25 per cent contribution from local authorities and communities.
- Support the existing eight safe houses for victims of sexual and gender-based violence.

Planning figures

TYPE OF POPULATION	ORIGIN	JAN 2010		DEC 2010 - JAN 2011		DEC 2011	
		TOTAL IN COUNTRY	OF WHOM ASSISTED BY UNHCR	TOTAL IN COUNTRY	OF WHOM ASSISTED BY UNHCR	TOTAL IN COUNTRY	OF WHOM ASSISTED BY UNHCR
Refugees	Bosnia	12,500	12,500	5,500	5,500	-	-
	Croatia	32,500	32,500	14,500	14,500	5,000	5,000
	Various	20	-	20	-	20	-
Asylum-seekers	Various	50	-	50	-	50	-
Internally displaced		205,000	205,000	204,000	204,000	203,000	203,000
Stateless		16,000	16,000	12,000	12,000	7,000	7,000
TOTAL		266,070	266,000	236,070	236,000	215,070	215,000

UNHCR's presence in 2010 (Serbia)

□ Number of offices	2
□ Total staff	57
International	5
National	42
JPOs	1
Others	9



A Bosnian refugee living in collective housing in Sicevo works to support two children.

UNHCR

PARTNERS SERBIA

Implementing partners

Government agencies:

Serbian Commissioner for Refugees
Fund for Aid to Refugees, Expelled and Displaced Persons
Red Cross of Serbia

NGOs:

Snaga prijateljstva - Amity
Društvo za zastitu i unapredjenje mentalnog zdravlja dece i omladine Nis
PRAXIS
Danish Refugee Council
Union of IDP Associations
InterSOS
MicroFinS
Micro Development Fund
Humanitarian Center for Integration and Tolerance
Housing Center
Vizija

Operational partners

NGOs:

International Orthodox Christian Charities
Save the Children

Others:

UNDP
UNOPS
UNICEF
IOM
Un Habitat
European Commission
OSCE

To reduce and prevent statelessness, UNHCR will reinforce its public information and outreach campaign to raise awareness of the need for civil registration and documentation. The Roma in Serbia will be given legal assistance. Amending relevant legislation and administrative procedures will be another priority.

UNHCR will continue to advocate for the right of IDPs to return to or relocate in Kosovo, as well as for their right to integrate in other parts of Serbia. At the same time, it will advocate for the full enjoyment of citizenship rights by IDPs. IDPs, especially those residing in the remaining collective centres and sub-standard private accommodation, will also be assisted by means of housing, income generation and vocational training.

Kosovo

UNHCR's revised return strategy takes into account the recent increase in the interest to return. UNHCR will strengthen its leadership role in the return process and provide guidance to local authorities and other actors on return-related issues.

The Office will support the Roma reintegration strategy developed by the Kosovo authorities by implementing social inclusion programmes. It will also raise awareness on gender-based violence, particularly targeting minority groups to increase the reporting and referral of such cases.

The Office will work to enhance the authorities' capacities in the areas of asylum procedures, refugee status

determination, and the management of reception centres.

UNHCR will continue to provide expertise on relevant legislation. It will support the preparation of instructions relating to asylum law in line with international and European standards, and the organization of training events on RSD. To prevent *refoulement*, the strategy includes training for border police on the identification of asylum-seekers. UNHCR also plans to help local civil society to enhance their ability to advocate for the rights of asylum-seekers and refugees. The Office will enhance cooperation with the competent authorities to ensure that nationality legislation does not lead to renewed displacement or create statelessness.

| Constraints |

Serbia

A resolution of the displacement situation in Serbia is dependent on domestic and regional political stability, and on sustained economic, legislative and social reforms. The political willingness of authorities will be critical in addressing the issues of civil registration of Roma, and statelessness.

Durable solutions for the remaining refugees from Croatia will depend on finding a fair settlement for former occupancy and tenancy rights holders. Returns of IDPs from Kosovo will depend on the evolution of inter-ethnic relations there, as well as on the Kosovo authorities' implementation of return projects, and

their capacity to ensure the sustainability of returns.

The current economic crisis may reduce the authorities' capacity to cater for the specific needs of populations of concern to UNHCR, especially the Roma.

Kosovo

The current state of inter-ethnic relations and the political climate will continue to influence returns. Improved security and the gradual enforcement of the rule of law may present opportunities to advance the fragile reconciliation process.

Although the present socio-economic situation in Kosovo is one of the major impediments to return and reintegration, it is hoped that the authorities' political commitment to a comprehensive reintegration strategy will change things for the better.

Organization and implementation

Coordination

Serbia

The programme will be implemented in close coordination with the Serbian Commissioner for Refugees, the Ministry for Social Affairs, municipal authorities and local Centres for Social Welfare. Partnership with the Delegation of the European Commission in Belgrade is

particularly important; so too are links with the UN Country Team, the Organization for Security and Co-operation in Europe, NGOs and refugee associations.

Kosovo

UNHCR coordinates its engagement in the return process with the authorities, including in the areas of registration and targeted assistance. To boost the capacity of civil society, UNHCR will strengthen its partnership with local NGOs, including IDP associations.

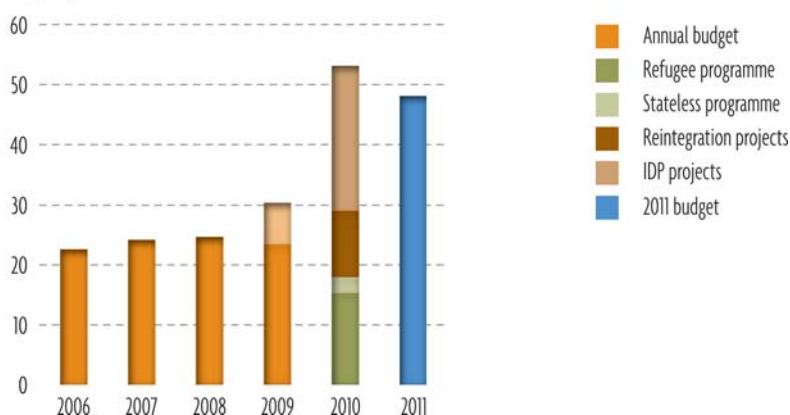
Following the reconfiguration of UNMIK, UNHCR's cooperation with the International Civilian Office and EULEX will be reinforced, while existing contacts with KFOR and the Kosovo Police will be maintained. The Office will continue to work closely with the OSCE in promoting human rights and the rule of law. UNHCR will also seek to bridge the gap between humanitarian and development activities.

Financial information

From 2005 to 2009, UNHCR has sought to reduce care and maintenance activities in Serbia and focus on durable solutions. Despite the decline in the number of persons of concern, the budget for 2010 of USD 53 million reflects increased efforts related to finding durable solutions and the High Commissioner's commitment to resolve the protracted refugee situation.

UNHCR's budget in Bosnia and Herzegovina 2006 - 2011

Millions (USD)



UNHCR's presence in 2010 (Kosovo)

Number of offices	5
Total staff	74
International	9
National	59
UNVs	6

PARTNERS KOSOVO

Implementing partners

NGOs:

- Developing Together
- Kosovo Agency for Advocacy and Development
- Danish Refugee Council
- Mercy Corps
- Civil Rights Program-Kosovo
- Advocacy Training and Resource Centre

Others:

- Return Coordination and Support Unit

Operational partners

Government agencies:

- MCR
- Ministry of Labour and Social Welfare
- Deputy Prime Minister's Office
- Ministry of Internal Affairs
- DBAM
- Directorate for Foreigners and Migration
- Ministry of Local Governance and Administration

NGOs:

- UNIIJA-M
- Mother Teresa Society
- CARE International
- CRS

Others:

- UNKT
- UNDP
- UNICEF
- WHO
- IOM
- UNFPA
- OSCE
- EULEX
- UNMIK
- KFOR
- ICO/EUSR
- BPRM
- ICRC
- UNIFEM
- OHCHR

Consequences of a 20-40 per cent funding shortfall

Serbia

- 350 IDPs will not be able to participate in go-and-see visits to Kosovo; 2,800 IDPs will not be assisted in returning to their homes; 10 cross-boundary return meetings will not be organized.
- A naturalization advocacy campaign will not be implemented; 15 per cent of IDPs in need of legal assistance and individual documentation will not be assisted; re-registration of IDPs will not be undertaken and the exact number of IDPs will remain unknown; data processing in three registry offices will not be completed, prolonging the issuance of documents for IDPs.
- 105 vulnerable refugees will remain in sub-standard conditions and the closure of collective centres will be delayed; 800 individuals will not have adequate permanent accommodation.
- 170 de facto stateless people, mainly Roma, will have no civil registration or access to citizenship rights.

Kosovo

- Up to 90 go-and-see visits will not be carried out; adequate safeguard mechanisms to assess the voluntariness of return to places other than previous homes in Kosovo will not be established.
- Training and study visits for local authorities involved in asylum issues will not take place.
- Six-month food rations will not be provided to 1,800 returnees; some 2,000 individuals will not receive assistance packages upon return; and some 500 children will not receive milk and biscuits.
- Some 70 community development projects for the most vulnerable communities and 80 income generation projects will not be implemented.
- Training on the prevention of statelessness for local authorities will not be held.

2010 UNHCR Budget for Serbia ¹ (USD)

RIGHTS GROUPS AND OBJECTIVES	REFUGEE PROGRAMME PILLAR 1	STATELESS PROGRAMME PILLAR 2	REINTEGRATION PROJECTS PILLAR 3	IDP PROJECTS PILLAR 4	TOTAL
Favourable protection environment					
International and regional instruments	73,603	0	0	0	73,603
National legal framework	169,366	143,105	0	25,917	338,388
National administrative framework	0	102,064	0	23,917	125,981
Policies towards forced displacement	0	0	0	23,917	23,917
National and regional migration policy	179,320	0	0	28,417	207,737
Prevention of statelessness	0	260,626	0	0	260,626
Cooperation with partners	0	156,474	601,557	175,767	933,797
National development policies	0	0	72,830	0	72,830
Public attitudes towards persons of concern	0	30,827	89,748	20,917	141,492
Access to territory	70,820	0	0	0	70,820
Subtotal	493,108	693,095	764,135	298,853	2,249,191
Fair protection processes and documentation					
Reception conditions	455,712	0	0	0	455,712
Registration and profiling	38,042	426,627	0	770,295	1,234,964
Access to asylum procedures	136,188	0	0	0	136,188
Refugee and stateless definitions	0	41,239	0	0	41,239
Fair and efficient status determination	316,657	57,447	0	0	374,104
Individual documentation	88,042	0	0	649,962	738,004
Civil status documentation	0	212,093	0	544,962	757,055
Subtotal	1,034,640	737,405	0	1,965,220	3,737,265
Security from violence and exploitation					
Impact on host communities	0	0	0	28,787	28,787
Law enforcement	0	0	63,240	0	63,240
Gender-based violence	169,949	63,428	93,276	389,743	716,397
Protection of children	0	19,185	0	23,787	42,972
Freedom of movement	18,192	9,185	68,121	95,408	190,905
Access to legal remedies	0	51,431	72,089	94,203	217,723
Subtotal	188,140	143,229	296,727	631,928	1,260,024
Basic needs and essential services					
Shelter and other infrastructure	5,758,684	0	4,965,307	9,900,214	20,624,206
Basic domestic and hygiene items	333,105	0	378,556	139,400	851,061
Primary health care	186,636	0	0	121,510	308,145
HIV and AIDS	22,706	0	0	32,510	55,216
Education	0	0	91,911	282,398	374,308
Services for groups with specific needs	311,108	0	0	402,669	713,777
Subtotal	6,612,240	0	5,435,773	10,878,701	22,926,714
Community participation and self-management					
Participatory assessment and community mobilization	86,526	56,508	108,826	142,542	394,401
Community self-management and equal representation	0	0	417,865	0	417,865
Camp management and coordination	0	0	0	39,958	39,958
Self-reliance and livelihoods	2,197,930	0	781,184	3,782,749	6,761,863
Subtotal	2,284,456	56,508	1,307,875	3,965,249	7,614,088

RIGHTS GROUPS AND OBJECTIVES	REFUGEE PROGRAMME PILLAR 1	STATELESS PROGRAMME PILLAR 2	REINTEGRATION PROJECTS PILLAR 3	IDP PROJECTS PILLAR 4	TOTAL
Durable solutions					
Durable solutions strategy	38,228	0	133,928	277,840	449,997
Voluntary return	305,996	0	1,571,782	1,452,463	3,330,241
Rehabilitation and reintegration support	0	0	200,041	0	200,041
Local integration support	1,689,461	0	0	1,232,362	2,921,823
Resettlement of IDPs elsewhere in the country	0	0	0	63,817	63,817
Reduction of statelessness	0	285,038	0	0	285,038
Subtotal	2,033,685	285,038	1,905,752	3,026,482	7,250,958
External relations					
Donor relations	23,683	0	0	29,499	53,182
Resource mobilization	0	12,872	0	29,499	42,371
Partnership	143,683	12,872	0	209,499	366,054
Public information	437,456	50,872	0	337,499	825,828
Subtotal	604,822	76,616	0	605,997	1,287,435
Logistics and operations support					
Supply chain and logistics	749,331	64,125	616,397	796,621	2,226,474
Programme management, coordination and support	1,196,192	520,772	821,764	1,874,206	4,412,935
Subtotal	1,945,523	584,897	1,438,161	2,670,827	6,639,409
Headquarters and regional support					
Technical advice and support to operations	214,072	0	0	0	214,072
Subtotal	214,072	0	0	0	214,072
Total	15,410,687	2,576,789	11,148,423	24,043,258	53,179,157

¹ Includes operations in Kosovo

2011 Budget	48,094,600
--------------------	-------------------

2009 Revised budget	
Annual budget	23,549,236
Supplementary budget	6,860,900
TOTAL	30,410,136