SERBIA

Working environment

• The context

Serbia

Serbia has one of the largest displaced populations in Europe, including persons displaced from Kosovo (IDPs) as well as persons who are still registered as refugees, mainly from Croatia. According to Government figures, there are approximately 210,000 IDPs from Kosovo and 65,000 registered refugees.

In hosting the Conference on "Durable solutions for refugees and internally displaced persons: cooperation between the States of the region," in March 2010, the Serbian Government demonstrated its renewed interest in ending the protracted displacement of refugees from the conflicts of the early 1990s. The intergovernmental dialogue following the conference should result in the removal of the remaining obstacles to attaining durable solutions for this refugee population.

Although no re-registration of those displaced from Kosovo has taken place since 2001, following a 2009 recommendation of the Representative of the Secretary-General on the Human Rights of Internally Displaced Persons, a profiling and needs assessment for IDPs will be concluded by 2011 to improve the delivery of assistance to the most vulnerable among them.



Planning figures for Serbia

		JAN	2011	DEC 2011		
TYPE OF POPULATION	ORIGIN	TOTAL IN COUNTRY	OF WHOM ASSISTED BY UNHCR	TOTAL IN COUNTRY	OF WHOM ASSISTED BY UNHCR	
	Bosnia and Herzegovina	18,000	18,000	5,000	5,000	
Refugees	Croatia	47,000	47,000	25,000	25,000	
	Various	20	20	10	10	
Asylum-seekers	Various	50	0	50	0	
Returnees (refugees)	Serbia	0	0	15,000	15,000	
IDPs	Serbia	210,000	210,000	210,000	210,000	
Stateless	Stateless	15,000	15,000	12,000	12,000	
Total		290,070	290,020	267,060	267,010	

Planning figures for Kosovo

		JAN	2011	DEC 2011		
TYPE OF POPULATION	ORIGIN	TOTAL IN COUNTRY	OF WHOM ASSISTED BY UNHCR	TOTAL IN COUNTRY	OF WHOM ASSISTED BY UNHCR	
	Bosnia and Herzegovina	20	20	10	10	
Refugees	Croatia	130	130	60	60	
	Various	100	100	150	150	
Asylum-seekers	Various	50	50	50	50	
Returnees (refugees)	Kosovo	1,000	1,000	1,000	1,000	
IDPs	Kosovo	18,100	18,100	17,500	17,500	
Returnees (IDPs)	Kosovo	2,000	2,000	2,500	2,500	
Stateless	Stateless	2,400	2,400	3,000	2,000	
Total		23,800	23,800	24,270	23,270	

Main objectives and targets

Serbia

Favourable protection environment

- The national legal framework is developed and strengthened.
- Public attitudes toward persons of concern improved.
 - At least one advocacy campaign is implemented, with a view to building support for international protection.
- Co-operation with partners is strengthened.
 - At least six meetings, workshops and seminars are organized to build protection capacity in line with international and European standards.

Fair protection processes

- Access to asylum procedures is improved.
 - Training of and awareness raising among border police and relevant asylum officials carried out on an ongoing manner.
- The standard of registration and profiling is improved.
 - The number and needs of persons at risk of statelessness is updated.
 - IDPs needs are ascertained through profiling.
- The level of individual documentation is increased.
 - Persons who are stateless or at risk of statelessness receive individual documents.

Basic needs and services

- Shelter and infrastructure is improved.
 - \bigcirc 575 families are provided with shelter kits.
 - More than 400 vulnerable refugee and IDP families living in the 42 collective centers are provided with permanent housing.
- Services for groups with specific needs strengthened.
 - Social work services (counselling) are provided.
 - Cultural and recreational events are organized.

Durable solutions

- A revised durable solutions strategy for persons displaced from Kosovo is developed and pursued.
 - The provision of information to IDPs is enhanced through information campaigns reaching at least 150,000 persons.
- Potential for voluntary return is realized.
 - Refugees from the 1991-95 conflicts are helped to repatriate voluntarily or integrate locally and the Serbian Government is thus assisted to close the refugee chapter.
 - Out of approximately 1200 families registered to return to Kosovo, at least 300 are assisted in their return process.
- Potential for local integration is realized.
 - Persons of concern opting to remain in Serbia are supported in their local integration efforts.
 - 20,000 refugees who have applied for citizenship are supported in their naturalization process through legal and civil documentation support.

Kosovo

Favourable protection environment

- National administrative framework affords better protection.
 - Expert and technical assistance is provided to ensure that policies and programmes respond to needs of populations of concern.
 - At least 20 meetings, seminars and training sessions are undertaken to build on the capacity of the authorities involved in the asylum framework.

Fair protection processes

- Reception conditions are improved.
 - Reception assistance is provided to all asylum-seekers.
 - The capacity of the local authorities responsible for the management of reception centres is strengthened.
- Status determination procedures are made fairer and more efficient.
 - Asylum-seekers have access to the status determination process and decisions are taken in an expeditious way by the responsible institutions.
 - The capacity of the authorities responsible for the status determination processes is strengthened.

Basic needs and services

- Shelter and infrastructure are improved.
 - I50 shelter units and 600 basic assistance packages are provided to 3,000 returnees.

Durable solutions

- The potential for voluntary return is realized.
 - A durable solutions strategy is pursued and developed with the authorities to benefit all displaced persons within Kosovo as well as returnees.
 - So per cent of land, housing, property and documentation rights are re-established for persons returning voluntarily.
- Rehabilitation and reintegration are made more sustainable.
 - All remaining refugees from the 1991-95 conflicts are assisted to integrate locally.
 - Support is provided to an estimated 3,000 returnees through housing and legal aid schemes.
 - Monitoring of enforced returns is enhanced, in co-operation with partners.
- Greater reduction of statelessness is achieved.
 - Out of an estimated 10,000 persons at risk of statelessness, 5,000 persons receive documentation.
 - Statelessness is reduced by assisting in drafting the legislation on Civil Status and 16 relevant by-laws along with the revisions of the Citizenship law and the drafting of its related 6 by-laws.

PARTNERS

Implementing partners

Serbia

Government agencies:

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

NGOs:

Amity Association for protection and promotion of mental health in children and youth Danish Refugee Council Housing Centre Humanitarian Centre for Integration and Tolerance Intersos Micro Development Fund Microfins Municipality of Vranje Praxis Serbian Democratic Forum Union of IDP Associations *Vizija*

Kosovo

NGOs:

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

Others:

Return Coordination and Support Unit

Others

Operational partners

Serbia

NGOs:

International Orthodox Christian Charities Save the Children

Others:

European Union IOM OSCE UN Habitat UNDP UNICEF UNOPS

Kosovo

Government agencies:

Deputy Prime Minister's Office Directorate for Citizenship, Asylum and Migration Ministry of Communities and Returns Ministry of Internal Affairs Ministry of Labour and Social Welfare Ministry of Local Governance Administration



The number of asylum applicants in Serbia coming from outside the region remains relatively low compared with other European countries, but it has been increasing steadily in recent years, a trend expected to continue as the country moves towards EU accession. Serbia also faces challenges resulting from the enforced return of failed asylum-seekers sent back from other European countries as a result of readmission agreements.

In Serbia there is also a need to identify, prevent and reduce statelessness, in particular among the Roma, Ashkali and Egyptian (RAE) communities. Serbia is a Party to the 1954 Convention on the Status of Stateless Persons but not yet to the 1961 Convention on the Reduction of Statelessness.

Kosovo (UN Security Council Resolution 1244)

More than 18,000 people are displaced within Kosovo today, of whom the majority live in the Mitrovica area. Nearly a quarter of a million people from Kosovo are estimated to be still displaced within the subregion, primarily within Serbia. There are also still nearly 200 refugees from Croatia and Bosnia and Herzegovina (BiH) in Kosovo, who arrived there during the 1991-95 conflicts.

UNHCR estimates that some 3,500 displaced people will return voluntarily from areas within the subregion to Kosovo in 2011. While some voluntary returns may take place from outside the subregion, it is anticipated that a greater number will be subject to enforced return, in particular from EU countries. These enforced returns give rise to concerns about absorption capacity as well as the effective possibilities for sustainable reintegration, particularly in the context of the enforced return of minority populations.

There are also significant numbers of people in Kosovo who are or may be

stateless. Many of them belong to the Roma community and lack civil documentation.

The number of asylum-seekers in Kosovo coming from outside the region is on the increase, with the vast majority seeking to transit through Kosovo towards other destinations.

• The needs

Serbia

Among the neediest persons of concern to UNHCR are approximately 4,100 individuals (900 refugees from Croatia and Bosnia and 3,200 persons displaced from Kosovo) who still live in 42 collective centres. Tens of thousands of other refugees and IDPs live in substandard temporary housing or in illegal settlements, with little more than basic shelter, often without access to water and electricity. Durable housing solutions are necessary in order to close the existing collective centres and significantly improve the marginal living conditions of this vulnerable population.

Support to all persons of concern to enable them to build sustainable livelihoods in Serbia remains a priority. At the same time, those who wish to return voluntarily to Kosovo, Croatia or other places of origin should receive the necessary support.

RAE communities are often at risk of statelessness, due to a lack of birth certificates and other identity documents. This hinders their effective access to basic rights and services. UNHCR's legal aid programmes must continue to address these gaps.

In view of the increasing number of asylum-seekers entering Serbia, the country will need to bolster its reception capacity. The existing asylum centre can accommodate only 80 persons, but some 300 persons have sought asylum in Serbia in 2010. Although many intend only to transit through Serbia to other European counties, efforts need to continue to strengthen Serbia's asylum system, and in particular the refugee status determination process.

Kosovo

Challenges relate both to displacement from and within Kosovo, as well as from the fact that Kosovo is increasingly on the transit route to other parts of Europe.

Under UN Security Council Resolution 1244, UNHCR is tasked with supervising the "safe and free return of all refugees and displaced persons to their home" in Kosovo. The main objective is to ensure that there are prospects for the sustainable reintegration of persons who wish to return. At the same time, persons who are subject to enforced return, in particular from EU countries, also often lack housing and livelihood prospects, and therefore have limited reintegration opportunities. In addition, durable solutions must be found for the remaining refugees from Croatia and BiH, as well as a small number of mandate refugees from outside the region.

The lack of civil and property-related documentation, insufficient housing and high unemployment rates remain key obstacles in this context. RAE communities remain the most marginalized and vulnerable in Kosovo.

There is a need to continue building the capacity of the authorities to manage the growing flows of asylum-seekers from outside the region. The development of the relevant legislative and administrative frameworks and procedures needs continuous support.

Strategy and activities in 2011

Serbia

UNHCR intends to phase out its operational involvement with refugees from BiH and Croatia in Serbia at the end of 2011, but it will continue supporting the Government in bringing the refugee chapter to a close. The Office will continue to work with Serbia to find solutions for persons displaced from Kosovo.

At the same time, UNHCR will help Serbia to develop its asylum system, in view of growing migratory flows into and through the country.

In order to prevent and reduce the risk of statelessness, especially among the RAE communities, UNHCR will continue to advocate for improved access to birth registration through amendments to relevant legislation and administrative procedures and through assistance to individuals seeking to secure the necessary documentation. UNHCR will advocate for Serbia's accession to the 1961 Convention on the Reduction of Statelessness.

Kosovo

The Office will collaborate closely with the local authorities in line with its role as foreseen in Security Council Resolution 1244. UNHCR will focus on finding durable solutions for persons displaced within Kosovo as well as those returning from within and outside the region. Protection monitoring of the situation of IDPs and returnees – both voluntary and involuntary – will continue.

UNHCR will work closely with local institutions to improve their capacity to develop legal frameworks and procedures on civil status, asylum and migration, returns and reintegration in line with international and European standards. The current programme of legal aid to ensure that persons at risk of statelessness receive adequate documents and secure residency rights in Kosovo will continue.

• Constraints

Serbia

A resolution of the displacement situation in Serbia is dependent on domestic and regional political stability and on economic, legislative and social reforms. The political willingness of the authorities is a key component in ending the protracted refugee and IDP situations, and improving the rate of civil registration among those at risk of statelessness.

Kosovo

The current state of inter-ethnic relations and the political climate will continue to influence returns. Improved security and the enforcement of the rule of law may present opportunities to advance the fragile reconciliation process. The present socio-economic situation in Kosovo negatively affects return and reintegration. Greater political commitment to a comprehensive reintegration strategy would be needed.

Lack of housing, poor living standards, unemployment, restrictions on access to education and to freedom of movement are key constraints in the context of returns. Enforced returns from abroad pose additional challenges, as they may

UNHCR's presence in Serbia in 2011

Number of the second	of offices
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Total staff	58
International	4
National	42
Others	12

UNHCR's presence in Kosovo in 2011

🗆 Num	ber of	offices	
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Total staff	73
International	9
National	59
UNVs	2
Others	3

Consequences of a 20-40 per cent funding shortfall

Serbia

- Two of six planned meetings, workshops, seminars will not be organized.
- 2,400 eligible cases for civil registration support will not be assisted.
- 175 families will not receive shelter kits.
- 240 families still living in collective centers will not receive help to relocate.
- The closure of the 42 collective centers will be delayed.
- Over 6,400 persons with specific needs will not receive psychosocial counseling.
- Up to 30 per cent of refugees opting to remain in Serbia will not be assisted in their local integration efforts.
- 8,000 refugees who have applied for citizenship will not be supported in their naturalization process through legal and civil documentation support.

Kosovo

- Shelter, domestic items and food assistance will be limited to only 1,200 returnees who often have no other means to provide for themselves.
- Most of the remaining refugees from the 1991-95 conflicts will not be assisted in finding durable solutions.
- There will be inadequate support for civil registration, leaving people at risk of statelessness without documentation and hampering their access to rights and services.
- Protection monitoring of returnees and displaced persons in Kosovo will be reduced by 50 per cent.

trigger local tensions and competition for resources. Access to property rights is a major hurdle. Re-designed and strengthened livelihood activities are essential to render all returns sustainable.

Several conflicting laws in relation to citizenship have increased the risk of statelessness.

Organization and implementation

• Coordination

Serbia

UNHCR works in close coordination with the Serbian Commissioner for Refugees, the Ministry of the Interior, the Ministry for Social Affairs, municipal authorities and the local Centers for Social Welfare. Partnership with the EU is particularly important, as are links with the UN Country Team, the OSCE, the Council of Europe and civil society—including national and international 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. It will also continue its cooperation with the International Civilian Office and EULEX, while existing contacts with KFOR and the Kosovo Police will be maintained. UNHCR and the OSCE will continue to work closely in promoting human rights and the rule of law. The Office will also seek to bridge the gap between humanitarian and development activities.

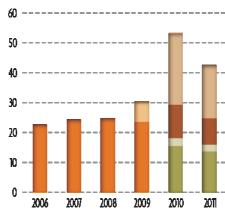
Financial information

The comprehensive budget for Serbia in 2011, including Kosovo, amounts to USD 42.2 million.

The comprehensive budget for Serbia totals USD 27.8 million, of which 52 per cent is allocated for IDPs, 45 per cent for refugees and 3 per cent for stateless people. The overall requirements in Kosovo are USD 14.4 million, of which 59 per cent for reintegration projects, 24 per cent for IDPs, 9 per cent for stateless people and 8 per cent for refugees.

UNHCR's budget in Serbia 2006 - 2011

Millions (USD)





2011 UNHCR Budget for Serbia (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	t				
International and regional instruments	122,553	0	0	0	122,553
National legal framework	180,365	19,489	0	21,516	221,370
National administrative framework	0	0	0	25,935	25,935
Policies towards forced displacement	0	0	0	24,167	24,167
National and regional migration policy	202,645	0	0	28,144	230,789
Prevention of statelessness	0	28,326	0	0	28,326
Public attitudes towards persons of concern	0	11,234	0	0	11,234
Access to territory	61,293	0	0	0	61,293
Subtotal	566,856	59,049	0	99,762	725,667
Fair protection processes and docu	mentation				
Reception conditions	369,697	0	17,134	0	386,830
Registration and profiling	116,367	570,482	0	0	686,849
Access to asylum procedures	159,811	0	0	0	159,811
Fair and efficient status determination	82,710	0	0	0	82,710
Individual documentation	160,550	0	34,267	577,653	772,470
Civil status documentation	0	9,351	0	484,868	494,219
Subtotal	889,135	579,833	51,401	1,062,520	2,582,889
Security from violence and exploita	tion				
Gender-based violence	268,065	0	0	192,373	460,438
Protection of children	0	36,376	0	0	36,376
Access to legal remedies	0	0	0	43,032	43,032
Subtotal	268,065	36,376	0	235,405	539,846
Basic needs and essential services					
Shelter and other infrastructure	4,714,236	0	0	7,346,749	12,060,985
Basic domestic and hygiene items	368,555	0	0	76,201	444,756
HIV and AIDS	58,383	0	0	36,018	94,401
Primary health care	163,966	0	0	121,159	285,125
Education	0	0	0	248,517	248,517
Services for groups with specific needs	259,530	0	0	183,355	442,885
Subtotal	5,564,670	0	0	8,011,999	13,576,669
Community participation and self-r	nanagement				
Self-reliance and livelihoods	1,364,873	0	0	1,782,842	3,147,716
Subtotal	1,364,873	0	0	1,782,842	3,147,716
Durable solutions					
Durable solutions strategy	77,578	0	17,134	551,718	646,430
Voluntary return	287,464	0	0	1,099,594	1,387,058
Rehabilitation and reintegration support	0	0	17,134	0	17,134
Local integration support	1,007,111	0	0	905,186	1,912,297
Resettlement of IDPs	0	0	0	21,516	21,516
Reduction of statelessness	0	18,702	0	0	18,702
Subtotal	1,372,153	18,702	34,268	2,578,014	4,003,137

RIGHTS GROUPS AND OBJECTIVES	REFUGEE PROGRAMME PILLAR 1	STATELESS PROGRAMME PILLAR 2	REINTEGRATION PROJECTS PILLAR 3	IDP PROJECTS PILLAR 4	TOTAL
External relations					
Donor relations	77,578	0	0	21,516	99,094
Resource mobilisation	0	0	0	21,516	21,516
Partnership	165,945	0	0	109,883	275,828
Public information	240,494	40,794	0	282,199	563,487
Subtotal	484,017	40,794	0	435,115	959,926
Logistics and operations support					
Supply chain and logistics	386,630	0	0	182,769	569,400
Programme management, coordination and support	1,601,942	39,050	0	83,204	1,724,196
Subtotal	1,988,572	39,050	0	265,973	2,293,596
Total	12,498,342	773,804	85,669	14,471,629	27,829,445
2010 Revised budget	14,052,354	1,063,534	0	19,880,077	34,995,965

2011 UNHCR Budget for Kosovo (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		TILLAR 2	THEAT	I ILLAN T		
National legal framework	0	103,701	0	0	103,701	
Prevention of statelessness	0	94,565	0	0	94,564	
Cooperation with partners	0	48,880	128,365	184,812	362,056	
National development policies	0	0	110,091	0	110,091	
Public attitudes towards persons of concern	0	0	93,645	0	93,645	
Subtotal	0	247,146	332,101	184,812	764,058	
Fair protection processes and docu	nentation					
Reception conditions	80,853	0	0	0	80,853	
Registration and profiling	0	0	0	189,380	189,380	
Fair and efficient status determination	82,456	0	0	0	82,456	
Civil status documentation	0	324,808	0	0	324,808	
Subtotal	163,309	324,808	0	189,380	677,497	
Security from violence and exploita	tion					
Law enforcement	0	0	78,000	0	78,000	
Gender-based violence	105,523	64,182	90,792	102,720	363,217	
Freedom of movement	0	0	96,274	79,878	176,151	
Access to legal remedies	0	109,867	91,705	79,878	281,450	
Subtotal	105,523	174,049	356,770	262,476	898,818	
Basic needs and essential services						
Shelter and other infrastructure	0	0	3,703,599	1,125,624	4,829,223	
Basic domestic and hygiene items	0	0	256,505	89,015	345,520	
Services for groups with specific needs	0	0	0	107,288	107,288	
Subtotal	0	0	3,960,104	1,321,927	5,282,031	
Community participation and self-management						
Participatory assessment and community mobilisation	49,563	96,386	102,782	63,431	312,162	
Community self-management and equal representation	0	0	566,935	98,151	665,086	
Self-reliance and livelihoods	91,593	0	370,492	248,910	710,995	
Subtotal	141,156	96,386	1,040,208	410,493	1,688,243	

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	0	0	100,954	58,891	159,845
Voluntary return	64,182	0	1,462,348	171,823	1,698,353
Rehabilitation and reintegration support	0	0	159,248	40,617	199,865
Local integration support	525,594	0	0	45,186	570,780
Resettlement of IDPs	0	0	0	45,186	45,186
Reduction of statelessness	0	128,365	0	0	128,365
Subtotal	589,776	128,365	1,722,550	361,703	2,802,394
Logistics and operations support					
Supply chain and logistics	0	115,464	635,445	375,316	1,126,224
Programme management, coordination and support	127,236	154,256	514,892	363,814	1,160,199
Subtotal	127,236	269,720	1,150,337	739,130	2,286,423
Total	1,127,000	1,240,473	8,562,070	3,469,921	14,399,464
2010 Revised budget	1,358,933	1,513,255	11,148,423	4,163,180	18,183,791