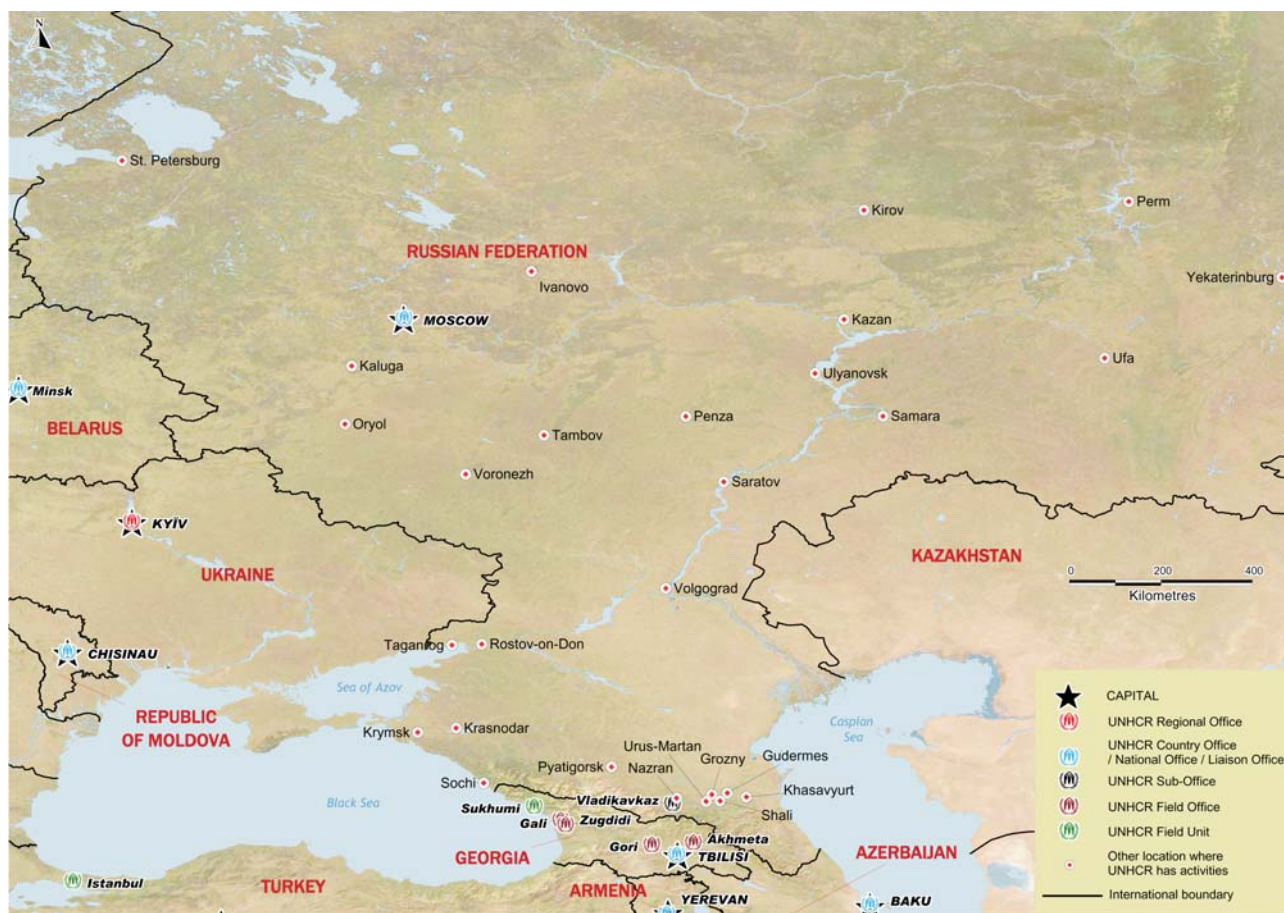


# RUSSIAN FEDERATION



## Operational highlights

- UNHCR collaborated with Russia's Federal Migration Service in the drafting of new refugee legislation, due for passage by legislature in 2011.
- A number of asylum-seekers were stranded in the transit zones of the two international airports in Moscow for many months. UNHCR is working with the Russian Border Guard Services to develop emergency procedures to preclude such a situation.
- UNHCR renewed efforts to identify durable solutions for urban refugees and asylum-seekers, in line with its new policy guidelines on urban refugees.
- Nearly 10,000 people availed themselves of legal aid in the northern Caucasus. Most consultations related to social welfare, housing, documentation and registration. A significant number of individuals were assisted to obtain positive administrative decisions or successfully pursue court cases.
- UNHCR commissioned the Governmental Institute of Legislation and Comparative Law to conduct a comparative analysis of national and international instruments on statelessness.
- A legal aid act proposed by the Government aims to regulate all aspects of free legal assistance to vulnerable

individuals. UNHCR has concluded several agreements in Chechnya, Ingushetia and North Ossetia-Alania to increase cooperation with state-supported legal-aid structures.

## Working environment

UNHCR and other UN agencies will close their offices in the northern Caucasus in the course of 2011. In this context, the Office has developed a disengagement strategy which will allow it to complete its IDP activities in the northern Caucasus. The strategy has been shared with government counterparts, and UNHCR is identifying State mechanisms that could support people who wish to return or integrate locally.

## Achievements and impact

### • Main objectives and targets

#### Favourable protection environment

- UNHCR took part in several meetings, a round table and an expert workshop related to re-admission. It advocated for access to asylum procedures, information and the right

## Russian Federation

to appeal for readmitted third country nationals who decide not to return to their countries of origin.

- The Collective Security Treaty Organization created a working group on asylum chaired by the Russian Federation. UNHCR contributed its views on issues such as extradition and detention of asylum-seekers, and promoted discussions on the improvement of national legislation related to asylum.
- Border management cooperation and refugee protection was discussed at a conference in Budapest that brought together 15 countries from Central and Eastern Europe. The Russian Federation addressed the need to strengthen cooperation between border guards and the Federal Migration Service and improve reception conditions.
- The Government of the Russian Federation proposed a draft law on free legal assistance which fully covered people of concern to UNHCR. Once adopted, the new legislation will fit into a framework for durable solutions for displaced people, stateless persons and refugees.
- UNHCR's capacity-building assistance helped NGOs to strengthen their role as providers of free legal aid and welfare services to persons of concern. In the northern Caucasus, several new partnerships were established with organizations of lawyers in Chechnya, North Ossetia-Alania, Ingushetia and Dagestan. UNHCR also made efforts to mobilize legal practitioners to work *pro bono* for IDPs.
- The legal aid network addressed various issues of concern to affected populations and improved authorities' response to their needs. The areas where assistance was needed included social welfare, housing, documentation and compensation. By the end of 2010, nearly 1,300 cases



Some 900 people displaced from South Ossetia benefited from a UNHCR shelter project.

in administrative procedures had received favourable decisions and an additional 1,200 cases were positively adjudicated through the court system.

- UNHCR continued to cooperate with the Academy of Justice to offer regular seminars to judges throughout the Russian Federation.
- In 2010, there were four cases of confirmed *refoulement*. UNHCR was unable to prevent their occurrence but was able to draw lessons learned and understand gaps in effective communication between concerned state bodies. Some 50 cases received UNHCR-supported legal counselling in relation to extradition orders and some 30 cases of potential *refoulement* were prevented.

### Fair protection processes and documentation

- UNHCR made some 2,400 interventions on behalf of asylum-seekers rejected by the authorities, some 30 – 40 per cent of which were considered positively. UNHCR also initiated a review of all cases where birth certificates were refused to children of legally resident people of concern. A number of cases were resolved through negotiations and interventions with officials of the Civil

## Persons of concern

Type of Population	Origin	Total	Of whom assisted by UNHCR	Per cent female	Per cent under 18
<b>Refugees</b>	Georgia	2,500	2,500	-	-
	Afghanistan	2,000	2,000	-	-
	Others	490	490	-	-
<b>Asylum-seekers</b>	Afghanistan	600	450	-	-
	Georgia	500	450	-	-
	Others	330	245	-	-
<b>IDPs</b>	Russian Federation	53,200	53,200	-	-
<b>People in IDP-like situations</b>	Russian Federation	22,200	22,200	-	-
<b>Stateless<sup>1</sup></b>	Stateless	50,000	2,200	45 <sup>2</sup>	-
<b>Returnees (IDPs)</b>	Russian Federation	800	800	-	-
<b>Returnees (refugees)</b>	Others	40	40	-	-
<b>Total</b>		<b>132,660</b>	<b>84,575</b>		

<sup>1</sup> UNHCR estimate provided in the absence of comprehensive Government statistics on the number of stateless persons in the Russian Federation. It includes 16,998 stateless persons registered with the Russian Federal Migration Service. According to figures from the Russian Federation Federal Migration Service, 19,000 stateless persons were granted Russian citizenship in 2010 and a total of about 600,000 stateless persons were granted citizenship between 2003 and 2009.

<sup>2</sup> Gender breakdown refers to assisted stateless population only.

Registrar. Parents have been made aware of the need to obtain birth certificates for their children.

- People applying for asylum at the country's international airports or land borders find their situation precarious. The delay in registration of the application is considerable, and during the process applicants remain in the transit zone in undignified conditions, only partially alleviated by UNHCR assistance.
- With regard to unaccompanied minors, UNHCR's aim was to provide them with assistance and the necessary guidance to access the asylum procedure. Fifteen unaccompanied minors from Afghanistan, Somalia and Angola approached UNHCR in 2010.

### Security from violence and exploitation

- UNHCR chaired the UN Theme Group on Gender Issues and addressed violence against women and trafficking. It expanded counselling and hot-line support through its Red Cross partner. Some survivors of sexual and gender-based violence were provided with material and psychological support.

### Basic needs and services

- UNHCR provided health care to more than 1,200 refugees and asylum-seekers in Moscow and St. Petersburg and subsidized the hospital care of nearly 300 people. Its shelter programmes, including 90 self-help houses, benefited some 450 beneficiaries. UNHCR also procured and installed 165 box tents, temporary pre-fabricated shelters aimed at providing immediate assistance to returning families in need. Some 700 people benefited from this assistance.

### Durable solutions

- To pursue durable solutions in line with the urban refugee policy, a multifunctional task force was established and a comprehensive durable solutions strategy developed. More than 260 people were resettled and nearly 40 people were assisted to return to their countries of origin.

### Community participation

- UNHCR supported two community centres for refugees and asylum-seekers on the outskirts of Moscow, used primarily for women and children. In the northern Caucasus, UNHCR funded eight quick-impact projects to support the local integration of displaced people in North Ossetia, mainly by improving social and material infrastructure, which also benefited the local communities.

### External relations

- In the context of a weak legal environment, scarce resources and low public awareness about refugee and asylum issues, UNHCR widened its outreach to decision-makers, donors and the general public through weekly radio programmes, presentations, publications and support for a film festival.

- Legal partners provided more than 3,000 consultations and assisted with 220 representations in court to pursue asylum application or overturn negative first instance asylum decisions. Of more than 740 applications for citizenship, 57 per cent were successful.

### Logistics and operational support

- UNHCR improved reception facilities, in particular the Moscow Refugee Reception Centre, which it manages in the absence of any similar national facility in Moscow.

### | Constraints |

The security environment in the northern Caucasus remained extremely volatile. Furthermore, access to basic services, such as medical care, is hampered by obstacles related to legal status and registration systems. The delay in the opening of an accommodation centre in the vicinity of Moscow also limited access to jobs for people of concern.

### | Financial information |

UNHCR was confronted with a serious exchange-rate loss in 2010, which limited the implementation of planned activities.

### | Organization and implementation |

In 2010 discussions were initiated regarding the closure of the sub-office of Vladikavkaz in northern Caucasus. The closure is set for 1 July 2011.

### | UNHCR's presence in 2010 |

□ Number of offices	<b>2</b>
□ Total staff	<b>68</b>
International	<b>10</b>
National	<b>44</b>
JPOs	<b>0</b>
UNVs	<b>5</b>
Others	<b>9</b>

### | Working with others |

UNHCR has been a regular member of the human rights donors' forum and chaired the North Caucasus Forum and associated UN theme group. It was also active in the reformulation of the new coordination structure of the UN. UNHCR chaired the UN Theme Group on Gender Issues and participated in the UN Theme Group on Communications.

### | Overall assessment |

Legislation, reception conditions and border management require improvement. Statelessness received more attention in 2010, a course expected to continue in 2011.

UNHCR's Responsible Disengagement Strategy for the northern Caucasus sets benchmarks and a time frame for the completion of the IDP operation in the region, which will be taken over by the national authorities. Final closure of UNHCR's presence in the northern Caucasus is set for 1 July 2011.

## Partners

### Implementing partners

**NGOs:** Association of Media Managers of Russia "ARS-PRESS", Children's Fund of North Ossetia-Alania, Civic Assistance, Danish Refugee Council, *Ethnosfera*, Faith, Hope and Love, Guild of Russian Film-Makers, Magee WomanCare International, Memorial Human Rights Centre, "Migration and Law" Network, Nizam Foundation, St. Petersburg's Centre for International Cooperation of the Red Cross, St. Petersburg Red Cross, Stichting Russian Justice Initiative, Vesta

**Others:** UNV, IOM

### Operational partners

**Government:** Border Guards Service, Federal Migration Service, Local Administrations Republics of North Ossetia-Alania, Ingushetia and Chechnya, Ministry for Civil Defence, Emergencies and Elimination of Consequences of Natural Disasters (EMERCOM), Ministry of Foreign Affairs

Ministry of Nationalities Republic of North Ossetia-Alania, Office of Ombudsman of the Russian Federation, Prosecutor's Office, Supreme Court

**NGOs:** Branches of the Russian Red Cross, Caucasian Refugee Council, Gratis

**Others:** EC, ICRC, IFRC, Swiss Agency for Development and Cooperation (SDC)

## Expenditure in Russia 2006 - 2010



## Budget, income and expenditure in Russian Federation | USD

	PILLAR 1 Refugee programme	PILLAR 2 Stateless programme	PILLAR 3 Reintegration projects	PILLAR 4 IDP projects	Total
<b>FINAL BUDGET</b>	<b>8,922,557</b>	<b>792,241</b>	<b>2,570,429</b>	<b>12,364,486</b>	<b>24,649,713</b>
Income from contributions <sup>1</sup>	133,333	0	204,822	1,570,517	1,908,672
Other funds available	6,839,360	776,115	722,264	3,254,174	11,591,913
<b>TOTAL FUNDS AVAILABLE</b>	<b>6,972,694</b>	<b>776,115</b>	<b>927,086</b>	<b>4,824,691</b>	<b>13,500,586</b>

### EXPENDITURE BREAKDOWN

#### Favourable protection environment

International and regional instruments	0	32,985	0	0	32,985
National legal framework	138,207	32,985	0	0	171,192
National administrative framework	60,750	0	0	0	60,750
Policies towards forced displacement	0	0	0	135,728	135,728
National and regional migration policy	103,752	0	0	0	103,752
Prevention of displacement	0	0	0	398,263	398,263
Prevention of statelessness	0	32,985	0	0	32,985
Public attitudes towards persons of concern	457	0	103,600	0	104,057
Access to territory	67,614	0	0	0	67,614
<i>Non-refoulement</i>	173,904	0	0	0	173,904
<b>Subtotal</b>	<b>544,684</b>	<b>98,956</b>	<b>103,600</b>	<b>533,991</b>	<b>1,281,231</b>

#### Fair protection processes and documentation

Reception conditions	728,470	0	0	0	728,470
Registration and profiling	66,547	0	40,021	219,753	326,320
Access to asylum procedures	637,660	0	0	0	637,660
Refugee and stateless definitions	159,919	0	0	0	159,919
Fair and efficient status determination	83,562	0	0	0	83,562
Family reunification	37,024	0	0	0	37,024
Individual documentation	37,024	91,589	40,021	0	168,634
Civil status documentation	37,024	0	0	0	37,024
<b>Subtotal</b>	<b>1,787,229</b>	<b>91,589</b>	<b>80,041</b>	<b>219,753</b>	<b>2,178,612</b>

	PILLAR 1 Refugee programme	PILLAR 2 Stateless programme	PILLAR 3 Reintegration projects	PILLAR 4 IDP projects	Total
<i>Security from violence and exploitation</i>					
Impact on host communities	20,778	0	0	0	20,778
Gender-based violence	25,951	0	0	109,997	135,948
Protection of children	21,179	0	0	0	21,179
Freedom of movement	20,778	0	0	0	20,778
Non-arbitrary detention	20,778	23,484	0	0	44,262
Access to legal remedies	222,385	23,485	99,344	652,731	997,945
<b>Subtotal</b>	<b>331,849</b>	<b>46,969</b>	<b>99,344</b>	<b>762,728</b>	<b>1,240,890</b>
<i>Basic needs and essential services</i>					
Shelter and other infrastructure	0	0	79,747	1,214,430	1,294,177
Basic domestic and hygiene items	112,572	53,702	34,937	154,549	355,760
Primary health care	731,989	0	0	0	731,989
HIV and AIDS	31,694	0	0	0	31,694
Education	54,248	0	0	0	54,248
Services for groups with specific needs	210,200	0	0	0	210,200
<b>Subtotal</b>	<b>1,140,703</b>	<b>53,702</b>	<b>114,683</b>	<b>1,368,979</b>	<b>2,678,068</b>
<i>Community participation and self-management</i>					
Participatory assessment and community mobilisation	17,825	40,419	0	0	58,244
Community self-management and equal representation	28,873	0	0	0	28,873
Self-reliance and livelihoods	22,994	0	62,704	207,503	293,202
<b>Subtotal</b>	<b>69,692</b>	<b>40,419</b>	<b>62,704</b>	<b>207,503</b>	<b>380,318</b>
<i>Durable solutions</i>					
Durable solutions strategy	35,546	32,205	0	0	67,751
Voluntary return	40,833	14,686	0	0	55,519
Resettlement	37,191	0	0	0	37,191
Local integration support	165,029	14,686	0	0	179,715
Reduction of statelessness	0	149,373	0	0	149,373
<b>Subtotal</b>	<b>278,598</b>	<b>210,951</b>	<b>0</b>	<b>0</b>	<b>489,549</b>
<i>External relations</i>					
Donor relations	25,560	0	0	79,353	104,913
Resource mobilisation	25,316	0	0	0	25,316
Partnership	97,323	47,318	0	0	144,642
Public information	206,264	65,955	0	79,353	351,572
<b>Subtotal</b>	<b>354,464</b>	<b>113,273</b>	<b>0</b>	<b>158,705</b>	<b>626,443</b>
<i>Logistics and operations support</i>					
Supply chain and logistics	484,896	0	108,236	420,054	1,013,187
Programme management, coordination and support	874,148	77,978	169,848	249,727	1,371,701
<b>Subtotal</b>	<b>1,359,045</b>	<b>77,978</b>	<b>278,084</b>	<b>669,781</b>	<b>2,384,888</b>
Instalments to implementing partners	1,106,431	42,277	188,629	903,251	2,240,587
<b>Total</b>	<b>6,972,694</b>	<b>776,115</b>	<b>927,086</b>	<b>4,824,691</b>	<b>13,500,586</b>

<sup>1</sup> Income from contributions 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. Contributions towards all pillars are included under Pillar 1.