

# SERBIA (and KOSOVO: SC Res. 1244)

## | Working environment |

### • The context

#### Serbia

Serbia hosts one of the largest populations of displaced people in Europe. It has nearly 71,350 registered refugees from the conflicts in the 1990s, many of whom are still in need of durable solutions. Serbia also hosts approximately 210,000 IDPs from Kosovo, of whom some 97,000 are in need of assistance, according to an IDP Needs Assessment Survey carried out by the Serbian Commissariat for Refugees and UNHCR in 2011.

In 2010, some 520 people sought asylum in Serbia; in 2011, this number rose to 1,370 in the first half of the year alone. Most asylum-seekers who arrive in the country, however, leave for Western Europe within weeks. New migration and reintegration challenges have arisen owing to the increasing number of failed asylum-seekers forcibly returned from Western Europe as a result of readmission agreements.



TYPE OF POPULATION	ORIGIN	JAN 2012		DEC 2012 - JAN 2013		DEC 2013	
		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 and Herzegovina	16,000	5,000	11,000	750	1,000	500
	Croatia	42,000	10,000	32,000	10,200	4,000	3,000
	Various	10	-	-	-	-	-
Asylum-seekers	Various	200	200	200	200	200	200
IDPs	Serbia	97,000	10,000	87,000	10,000	77,000	10,000
Stateless	Stateless	7,000	2,000	5,000	2,500	2,500	2,000
<b>Total</b>		<b>162,210</b>	<b>27,700</b>	<b>135,200</b>	<b>23,650</b>	<b>84,700</b>	<b>15,700</b>

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		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 and Herzegovina	20	20	15	15	-	-
	Croatia	130	130	25	25	-	-
	The former Yugoslav Rep. of Macedonia	30	30	30	30	-	-
	Various	30	30	30	30	-	-
Asylum-seekers	Various	120	120	140	140	160	160
Returnees (refugees)	Serbia (and Kosovo SC Res. 1244)	400	400	400	400	50	50
IDPs	Serbia (and Kosovo SC Res. 1244)	18,100	18,100	17,000	17,000	15,000	15,000
Returnees (IDPs)	Serbia (and Kosovo SC Res. 1244)	2,000	2,000	2,000	2,000	2,000	2,000
Stateless	Stateless	<sup>1</sup>	4,000	<sup>1</sup>	4,000	<sup>1</sup>	4,000
<b>Total</b>		<b>20,830</b>	<b>24,830</b>	<b>19,640</b>	<b>23,640</b>	<b>17,210</b>	<b>21,210</b>

<sup>1</sup> Accurate census or other statistics related to statelessness are not available. Pending a settlement as urged by the UN General Assembly resolution of September 2010, UNHCR remains actively engaged in providing legal assistance to all people in need of personal documentation in order to limit the risk of statelessness.

## Main objectives and targets for 2012

### SERBIA

#### Favourable protection environment

- Law and policy are developed and strengthened.
  - ☞ *Two seminars are held to promote compliance with protection standards.*

#### Basic needs and services

- Services for people with specific needs are strengthened.
  - ☞ *Psychological services are provided to 5,400 IDPs and 2,900 refugees from the former Yugoslavia.*
  - ☞ *Some 500 IDP families and 500 refugee families from the former Yugoslavia with specific needs are provided cash grants.*

#### Durable solutions

- Greater reduction of statelessness is achieved.
  - ☞ *Some 4,500 stateless people are assisted with the acquisition or confirmation of nationality.*
- The potential for voluntary return is realized.
  - ☞ *Up to 10 Go-and-See Visits will be organized, and assistance in participation in Municipal Working Groups will be provided.*

#### Community empowerment and self-reliance

- Self-reliance and livelihoods are improved.
  - ☞ *Some 1,100 IDPs are supported by self-reliance and livelihoods assistance.*

### KOSOVO (SC Res. 1244)

#### Fair protection processes and documentation

- The provision of civil registration and civil status documentation is strengthened.
  - ☞ *Some 1,500 children are registered and issued documentation under regular birth registration procedures, and 1,500 people are registered through late birth registration facilities.*

#### Favourable protection environment

- Law and policy are developed and strengthened.
  - ☞ *Advocacy is conducted for the inclusion of people of concern in local, national and regional development plans.*
  - ☞ *At least 12 instances where UNHCR provides its comments on legal acts and drafts.*
- Access to the territory is improved and the risk of *refoulement* reduced.
  - ☞ *Some 500 interviews are conducted with asylum-seekers and people of concern.*

#### Durable Solutions

- The potential for voluntary return is realized.
  - ☞ *Some 3,000 returnees and IDPs receive return packages.*
- Reintegration is made more sustainable.
  - ☞ *Reintegration monitoring is established and an assessment of protection gaps undertaken.*
  - ☞ *A durable solutions strategy for displaced people in Kosovo is pursued.*

UNHCR also works to reduce statelessness among groups at risk, in particular the Roma, Ashkali and Egyptian (RAE) communities. According to a 2010 UNHCR survey, some 30,000 people belonging to this group are at risk of statelessness.

#### Kosovo (UN Security Council Resolution 1244/1999)

UNHCR in Kosovo focuses its protection and assistance on minority returnees (voluntary and involuntary), vulnerable IDPs in search of durable solutions, asylum-seekers and refugees, and people at risk of statelessness. Some 18,000 people remain displaced within Kosovo.

Asylum is an emerging issue for the Kosovo authorities, although they are not yet ready to provide adequate reception and protection. Some 158 people applied for asylum in the first half of 2011. Nearly 200 refugees from Croatia and Bosnia and Herzegovina who fled during the 1991-1995 conflict are supported by UNHCR in Kosovo, along with 26 mandate refugees from Cameroon, Ethiopia and Iraq.

UNHCR assists people at risk of statelessness due to lack of civil documentation and birth certificates, a situation affecting RAE communities the most.

It is projected that some 2,500 people will return to their areas of origin voluntarily in 2012. However, since 2010, forced returns from Western Europe have greatly outnumbered voluntary

returns to Kosovo. This trend is likely to continue in 2012, raising major concerns about Kosovo's reintegration and absorption capacity as well as practical protection issues.

## | The needs |

### Serbia

Unmet needs hampering the attainment of durable solutions for the remaining refugees in Serbia will be discussed at a Regional Donors' Conference in early 2012. Activities foreseen under the regional project are expected to start as soon as contributed funds are materialized.

Some 3,200 people (680 refugees and 2,520 IDPs) still live in 33 collective centres. A large number of refugees and IDPs reside in substandard temporary housing or in illegal settlements that lack basic facilities. In order to improve the living conditions, alternative and durable housing solutions are necessary.

According to the findings of the 2011 IDP Needs Assessment, unemployment among IDPs stands at 39 per cent. Some 74 per cent live below the poverty line. Female heads of households constitute almost 31 per cent of vulnerable people. A need for support in finding durable housing solutions is expressed by some 80 per cent of IDP households. A quarter of the IDPs suffer from chronic diseases and 8 per cent are disabled. Only 20 per cent

## UNHCR's presence in 2012

### Serbia

□ Number of offices	1
□ Total staff	53
International	3
National	41
Others	9

### Kosovo (SC Res. 1244)

□ Number of offices	4
□ Total staff	56
International	8
National	41
UNVs	4
Others	3

of IDPs expressed a willingness to return to Kosovo, while the vast majority indicated their willingness to remain in their place of displacement.

Although UNHCR continues to facilitate the voluntary return of IDPs to Kosovo, reintegration opportunities remain limited, discouraging returns. This explains why the majority of IDPs have opted for local integration in the place of displacement as their preferred solution. UNHCR continues to play a catalytic role in mobilizing support for this durable solution.

Although the Government has opened a reception centre on temporary basis, there is a strong need to bolster reception capacity in a permanent manner. The continued monitoring and capacity-building of civil servants working in the asylum system is another important requirement.

### Kosovo (SC Res. 1244)

In Kosovo, UNHCR has the specific mandate under UN Security Council Resolution 1244, to supervise the "safe and free return of all refugees and displaced persons to their home". However, the potential for return is almost exhausted. The lack of civil documentation and property deeds, as well as insufficient housing and high unemployment remain the key issues affecting reintegration and the sustainability of return. RAE communities remain the most marginalized in Kosovo.

UNHCR will pursue a comprehensive durable solutions strategy for displaced persons in Kosovo which will address their protection and reintegration needs.

Continued capacity-building for the authorities involved in the Refugee Status Determination (RSD) procedure is needed.

The development of the overall asylum framework calls for continuous support so that people of concern to UNHCR can enjoy access to basic rights, services and durable solutions.

## Strategy and activities

### Serbia

In Serbia, UNHCR will help to bring the protracted displacement caused by the 1991-1995 conflicts to an end in a sustainable manner, as part of the regional "Sarajevo process" that was re-launched at the Belgrade Conference on Durable Solutions held in March 2010. Under this framework, UNHCR will phase down its operational involvement while providing legal assistance and some social support to the most vulnerable refugees.

UNHCR will work with the authorities to find solutions for IDPs in the country, albeit on a reduced scale. However, it will continue its technical support to Serbia and play a catalytic role in getting other development stakeholders involved in the process.

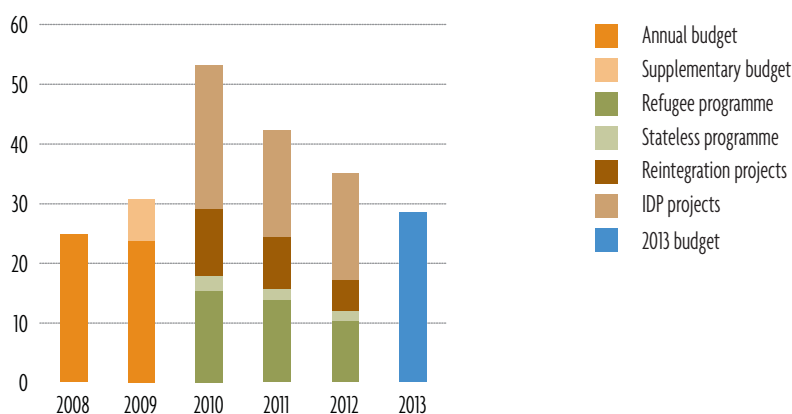
In order to reduce statelessness, UNHCR will advocate for improved access to birth registration.

### Kosovo (SC Res. 1244)

In Kosovo, UNHCR will reinforce its protection role for new asylum-seekers, old refugees, IDPs and returnees, while phasing down assistance to IDPs and returnees. It will engage in capacity-building activities to improve the quality of RSD and the management of mixed migration flows. It will also help the authorities to implement durable solutions, mainly local integration for refugees and IDPs, and sustainable reintegration for returnees.

## UNHCR's budget in Serbia (and Kosovo SC Res. 1244) 2008 – 2013

Millions (USD)







Refugee camp in Petrovac, eastern Serbia.

UNHCR / M. JANKOVIC

Finally, UNHCR will continue supporting voluntary returns, and participate in human rights monitoring of all minority returnees, whether voluntary or involuntary. UNHCR will also develop protection partnerships to support those at risk of statelessness.

## Constraints

### Serbia

The political engagement of the authorities is a key component to ending the protracted refugee and IDP situations, improving the asylum system, and increasing the rate of civil registration among those at risk of statelessness.

### Kosovo (SC Res. 1244)

The dispute over the status of Kosovo is unresolved. However, under General Assembly Resolution 64/298 adopted in 2010, a technical dialogue has been put in place between Pristina and Belgrade aimed at achieving progress on the path to membership of the European Union (EU) and improving the lives of the people.

The poor socio-economic situation in Kosovo continues to hinder return and reintegration. Inter-ethnic relations and governance pose challenges, although the overall security situation has improved, as has the enforcement of the rule of law.

## Organization and implementation

In the course of 2012, UNHCR will close its Field Office in Kraljevo.

## Coordination

### Serbia

UNHCR works in close coordination with the Serbian Commissioner for Refugees, the Ministries of the Interior and of Social Affairs, municipal authorities and local Centres for Social Welfare. Partnership with the EU, the UN Country Team, the OSCE, the Council of Europe and civil society are also important.

### Kosovo

UNHCR coordinates activities with the United Nations Interim Administration Mission in Kosovo (UNMIK) and the European Commission Liaison Office. It participates in the UN Kosovo Team (UNKT) and the implementation of the UNKT Common Development Plan. UNHCR also works closely with the Kosovo UN Planning Team, the OSCE and IOM.

## Financial information

The comprehensive budget for Serbia (and Kosovo: SC Res. 1244) in 2012 amounts to USD 35 million, reflecting a reduction of more than USD 7 million (17 per cent) from 2011. The comprehensive budget for Serbia totals USD 23 million, of which 64 per cent is allocated for IDPs, 32 per cent for refugees and 4 per cent for stateless people. The overall requirements in Kosovo are USD 12 million, of which 28 per cent is allocated for IDPs, 41 per cent to return and reintegration, 25 per cent for refugees and 7 per cent for stateless people.

## PARTNERS

### Implementing partners

#### Serbia

##### Government agencies

Serbian Commissariat for Refugees

##### NGOs

Amity  
Association for Development of Children and Youth - Open Club  
Praxis  
Danish Refugee Council  
Intersos  
Microfins  
Micro Development Fund  
Vizija  
Humanitarian Centre for Integration and Tolerance

##### Others

UNOPS

#### Kosovo (SC Res. 1244)

##### NGOs

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

##### Others

Return Coordination and Support Unit

### Operational partners

#### Serbia

##### NGOs

International Orthodox Christian Charities  
Save the Children

##### Others

UNDP, UNICEF, IOM, UN Habitat, EU, OSCE

#### Kosovo (SC Res. 1244)

##### Government agencies

Office of Deputy Prime Minister  
Directorate for Citizenship  
Ministries for Communities and Returns  
Asylum and Migration  
Local Government Administration  
Internal Affairs  
Labour and Social Welfare

##### Others

EULEX  
ICO/EUSR  
ICRC/IFRC  
IOM  
KFOR  
OHCHR  
OSCE  
UNDP  
UNFPA  
UNMIK  
UNICEF  
UNWOMEN  
WHO

## 2012 UNHCR Budget in Serbia (USD)

BUDGET BREAKDOWN	REFUGEE PROGRAMME PILLAR 1	STATELESS PROGRAMME PILLAR 2	REINTEGRATION PROJECTS PILLAR 3	IDP PROJECTS PILLAR 4	TOTAL
<b>Favourable protection environment</b>					
Law and policy	201,918	108,742	0	0	310,661
National administrative framework	166,918	0	0	0	166,918
Access to legal assistance	226,918	0	0	230,519	457,437
Public attitude towards people of concern	339,660	83,742	0	399,521	822,924
<b>Subtotal</b>	<b>935,415</b>	<b>192,484</b>	<b>0</b>	<b>630,040</b>	<b>1,757,940</b>
<b>Fair protection processes and documentation</b>					
Reception conditions	226,918	0	0	0	226,918
<b>Subtotal</b>	<b>226,918</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>226,918</b>
<b>Security from violence and exploitation</b>					
Prevention of and response to SGBV	0	0	0	615,128	615,128
<b>Subtotal</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>615,128</b>	<b>615,128</b>
<b>Basic needs and essential services</b>					
Health	92,660	0	0	364,389	457,050
Shelter and infrastructure	3,873,120	0	0	6,488,189	10,361,309
Basic domestic and hygiene items	183,390	0	0	540,293	723,683
Services for people with specific needs	245,321	0	0	572,043	817,363
Education	0	0	0	425,522	425,522
<b>Subtotal</b>	<b>4,394,491</b>	<b>0</b>	<b>0</b>	<b>8,390,435</b>	<b>12,784,926</b>
<b>Community empowerment and self-reliance</b>					
Self-reliance and livelihoods	1,231,066	0	0	2,716,357	3,947,423
<b>Subtotal</b>	<b>1,231,066</b>	<b>0</b>	<b>0</b>	<b>2,716,357</b>	<b>3,947,423</b>
<b>Durable solutions</b>					
Voluntary return	272,321	0	0	736,997	1,009,318
Integration	177,860	0	0	0	177,860
Greater reduction of statelessness	0	732,549	0	0	732,549
<b>Subtotal</b>	<b>450,181</b>	<b>732,549</b>	<b>0</b>	<b>736,997</b>	<b>1,919,727</b>
<b>Leadership, coordination and partnerships</b>					
Coordination and partnerships	0	0	0	398,427	398,427
<b>Subtotal</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>398,427</b>	<b>398,427</b>
<b>Logistics and operations support</b>					
Logistics and supply	52,660	0	0	260,043	312,703
Operations management, coordination and support	79,384	97,484	0	859,940	1,036,808
<b>Subtotal</b>	<b>132,044</b>	<b>97,484</b>	<b>0</b>	<b>1,119,982</b>	<b>1,349,511</b>
<b>Total</b>	<b>7,370,115</b>	<b>1,022,518</b>	<b>0</b>	<b>14,607,367</b>	<b>23,000,000</b>
<b>2011 Revised budget</b>	<b>12,507,355</b>	<b>773,805</b>	<b>85,668</b>	<b>14,471,631</b>	<b>27,838,459</b>

## 2012 UNHCR Budget in Kosovo (USD)

BUDGET BREAKDOWN	REFUGEE PROGRAMME PILLAR 1	STATELESS PROGRAMME PILLAR 2	REINTEGRATION PROJECTS PILLAR 3	IDP PROJECTS PILLAR 4	TOTAL
<b>Favourable protection environment</b>					
Law and policy	267,633	185,358	170,047	0	623,037
Access to legal assistance	0	0	220,317	96,956	317,273
Access to territory and non-refoulement	139,267	0	0	0	139,267
<b>Subtotal</b>	<b>406,900</b>	<b>185,358</b>	<b>390,364</b>	<b>96,956</b>	<b>1,079,578</b>
<b>Fair protection processes and documentation</b>					
Reception conditions	230,921	0	0	0	230,921
Refugee status determination	93,907	0	0	0	93,907
Individual documentation	0	222,871	0	0	222,871
Civil status documentation	0	222,872	0	0	222,872
<b>Subtotal</b>	<b>324,828</b>	<b>445,742</b>	<b>0</b>	<b>0</b>	<b>770,570</b>
<b>Security from violence and exploitation</b>					
Prevention of and response to SGBV	0	0	239,647	96,956	336,602
<b>Subtotal</b>	<b>0</b>	<b>0</b>	<b>239,647</b>	<b>96,956</b>	<b>336,602</b>
<b>Basic needs and essential services</b>					
Shelter and infrastructure	1,092,512	0	1,286,938	708,454	3,087,904
Basic domestic and hygiene items	162,512	0	0	0	162,512
<b>Subtotal</b>	<b>1,255,023</b>	<b>0</b>	<b>1,286,938</b>	<b>708,454</b>	<b>3,250,415</b>
<b>Community empowerment and self-reliance</b>					
Co-existence with local communities	0	0	85,023	0	85,023
<b>Subtotal</b>	<b>0</b>	<b>0</b>	<b>85,023</b>	<b>0</b>	<b>85,023</b>
<b>Durable solutions</b>					
Comprehensive solutions strategy	0	0	0	260,065	260,065
Voluntary return	42,512	0	892,267	673,088	1,607,866
Reintegration	0	0	646,315	0	646,315
Integration	151,495	0	0	519,061	670,555
Resettlement	85,023	0	0	0	85,023
<b>Subtotal</b>	<b>279,030</b>	<b>0</b>	<b>1,538,581</b>	<b>1,452,213</b>	<b>3,269,824</b>
<b>Leadership, coordination and partnerships</b>					
Coordination and partnerships	85,023	0	185,883	155,583	426,489
<b>Subtotal</b>	<b>85,023</b>	<b>0</b>	<b>185,883</b>	<b>155,583</b>	<b>426,489</b>
<b>Logistics and operations support</b>					
Logistics and supply	0	0	697,164	553,265	1,250,430
Operations management, coordination and support	404,076	338,366	439,264	349,363	1,531,069
<b>Subtotal</b>	<b>404,076</b>	<b>338,366</b>	<b>1,136,428</b>	<b>902,629</b>	<b>2,781,499</b>
<b>Total</b>	<b>2,754,880</b>	<b>969,466</b>	<b>4,862,864</b>	<b>3,412,790</b>	<b>12,000,000</b>
<b>2011 Revised budget</b>	<b>1,136,000</b>	<b>1,240,470</b>	<b>8,562,066</b>	<b>3,469,916</b>	<b>14,408,452</b>