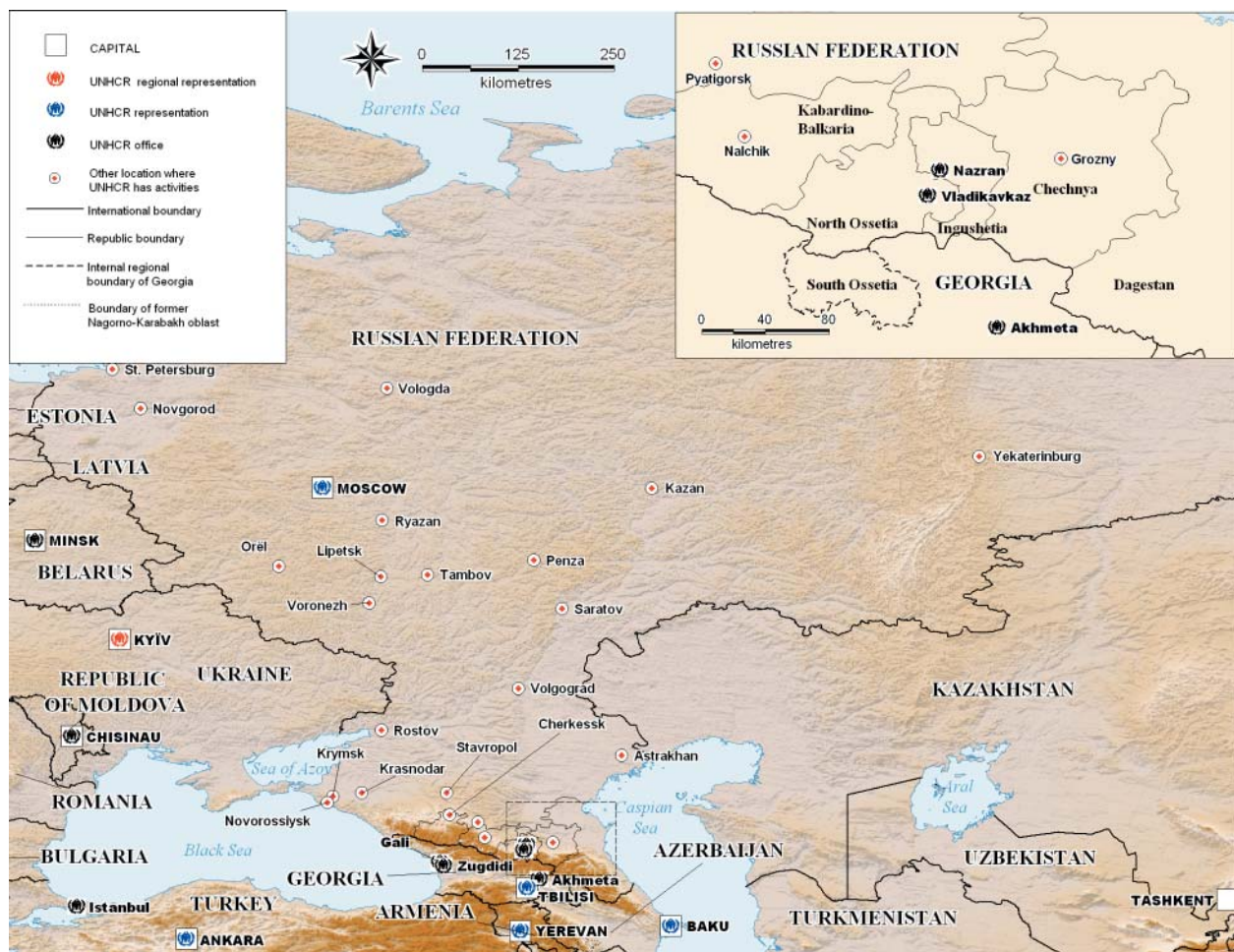


Russian Federation



Working environment

The context

The Russian Federation faces significant challenges related to economic migration and illegal entry. Refugees and asylum-seekers represent only a small segment of those entering the Federation, and the authorities often do not distinguish between them and other arrivals. Furthermore, there is a significant gap between laws pertaining to refugees and asylum-seekers and their implementation. The number of asylum-seekers recognized as refugees annually has decreased over the past few years, while temporary asylum is granted under restrictive conditions. The Russian Federation has, however, signalled its preparedness to consider accession to the conventions on statelessness.

The security situation in the northern Caucasus remains volatile. Both internally displaced persons (IDPs) and returnees continue to rely on humanitarian assistance and protection as they have few opportunities to improve their livelihoods. In Chechnya, however, the needs of people of concern to UNHCR cannot be met by

humanitarian assistance alone and require recovery-oriented support to sustain the reintegration of the displaced.

The needs

The situation of asylum-seekers has not improved significantly and refugee recognition rates remain very low. Substantial backlogs of asylum cases have built up, caused by administrative delays and the lack of staff and funds at the Federal Migration Service of the Russian Federation. Large groups of asylum-seekers and refugees continue to depend on UNHCR for assistance pending consideration of their application under protracted refugee status determination (RSD) procedures. UNHCR continues to call for a reduction of the long waiting period preceding RSD and provision of legal documentation to asylum-seekers when they approach the authorities. More reception facilities are needed in and around Moscow and St. Petersburg. Public information activities need to address xenophobia issues.

In the northern Caucasus, given the complex transition towards recovery and the prevailing security environment,



This shoemaker shop, which produces and repairs orthopedic footwear for the disabled, is one of UNHCR's 54 quick-impact projects for returnees in Chechnya. *UNHCR / T. Makeeva*

UNHCR's protection is essential to ensure that the rights of IDPs and returnees are respected. Humanitarian access must be fully guaranteed if the Office is to protect and assist the displaced in the region. In cooperation with the concerned Governments, local integration needs to be considered for those IDPs in Ingushetia who do not wish to return to Chechnya. Integration opportunities need to be maintained in North Ossetia-Alania for refugees from South Ossetia (Georgia).

Total requirements: USD 13,415,656

Main objectives

- Support the development of an asylum system that meets international standards and ensures full and unhindered access to asylum procedures.

- Promote accession to the conventions on statelessness and acquisition of citizenship by stateless persons.
- Identify and pursue appropriate durable solutions for refugees.
- Protect and assist IDPs and returnees, work with development actors on reintegration and recovery and build new partnerships with stakeholders specialising in the protection of human rights.
- Strengthen public information and public awareness and develop local fund-raising capacities.

Key targets for 2007

- All asylum-seekers, refugees and IDPs have legal support, proper documents and effective judicial protection.
- All asylum-seekers in need of international protection in Moscow and St. Petersburg have access to basic, preventive and reproductive health services, including HIV/AIDS prevention.
- All cases of statelessness reported to the Office are referred for assistance to implementing partners.
- Training on statelessness and citizenship issues is supported at the institutional level.
- Each individual has an appropriate durable solution identified.
- Vulnerable IDPs and refugees in the northern Caucasus are provided with shelter assistance.
- Local fund-raising capacities are increased by targeting the private sector.
- Public information activities combat xenophobia and encourage more tolerant attitudes towards populations of concern to UNHCR.

Planning figures

Type of population	Origin	Jan 2007		Dec 2007	
		Total in country	Of whom assisted by UNHCR	Total in country	Of whom assisted by UNHCR
Refugees	Afghanistan	1,400	1,400	1,500	1,500
	Various	200	200	180	180
Asylum-seekers	Afghanistan	280	280	320	320
	Various	70	70	80	80
Returnees (refugees)		150	150	150	150
IDPs		160,000	160,000	150,000	150,000
Returnees (IDPs)		5,000	5,000	5,000	5,000
Others of concern	Afghans in a refugee-like situation	105,990	3,370	105,700	2,640
	IRPs (forced migrants)	80,000	40,000	50,000	25,000
	Stateless Meskhetians	6,000	6,000	2,000	2,000
Total		359,090	216,470	314,930	186,870

Strategy and activities

Asylum-seekers and refugees

UNHCR is concentrating its activities in the regions where the highest numbers of persons of concern live. Those regions are Moscow and its immediate environs, St. Petersburg and the northern Caucasus.

The Office will work with the authorities to address gaps in the legal and institutional framework relating to access to the territory and admissibility to procedures. Other areas to be covered under this partnership are the establishment of reception centres, the provision of documents, assistance and legal counselling to asylum-seekers and a reduction in waiting periods for decisions on asylum. The Office will also support the authorities through training and by providing information on best practices and refugee legislation.

As asylum-seekers cannot work or access public services legally, UNHCR will implement a substantial multi-sectoral assistance programme. This will include cash assistance for the most vulnerable. UNHCR will register asylum-seekers at the Refugee Reception Centre in Moscow and the Refugee Counselling Centre in St. Petersburg. Staff at these centres will provide legal counselling, liaise with law enforcement agencies on the rights of refugees, follow up on detention cases and address instances of domestic violence. Voluntary repatriation and resettlement will remain key durable solutions.

In North Ossetia-Alania, UNHCR will offer legal assistance through an implementing partner to refugees trying to integrate locally. The Office will also participate in a shelter programme for refugees with other international organizations.

Countrywide, UNHCR will support a network of legal counselling centres, focusing not only on legal advice but also on monitoring the asylum/migration situation — especially in border areas. It will also train and help build the skills of NGOs and government officials. Public awareness and information programmes will continue in Moscow, St. Petersburg and other selected regions. UNHCR's protection, programme and community services staff will spend considerable time on individual refugees. They will intervene at airports to prevent *refoulement*, interview asylum-seekers in detention centres, expedite resettlement for those about to be deported and ensure that protection issues are handled sensitively by implementing partners.

Stateless persons

UNHCR has been providing legal assistance through a local partner to the Meskhetians in Krasnodar Krai who

have not benefited from the resettlement programme to the United States of America implemented by IOM. The Office will assist those with no status to obtain citizenship and proper documents.

Internally displaced persons and conflict-affected populations in the northern Caucasus

UNHCR and its implementing partners will continue to monitor the situation of IDPs in the northern Caucasus. Protection activities will increase in Chechnya to monitor returnees in order to provide more accurate assessments and facilitate intervention in individual cases. Shelter and quick-impact projects will also support the reintegration of returnees. In Ingushetia, a joint integration initiative will assist IDPs who opt to settle permanently there.

In Ingushetia and Chechnya, UNHCR will continue to monitor IDPs in private accommodation and in temporary settlements. The network of legal counseling centres established in the northern Caucasus will provide access to individual legal assistance. In Chechnya, UNHCR will cooperate with the Ombudsman's office to protect the conflict-affected population and conduct training sessions on the rights of the displaced.

Limited emergency shelter activities will ensure that IDPs have adequate shelter in the areas of displacement. Permanent shelter interventions will complement governmental plans to facilitate local integration in Ingushetia and the reintegration of voluntary returnees to Chechnya.

Constraints

The relatively low priority given to asylum issues in view of the multiple migration challenges faced by the Government may delay revision of the Law on Refugees and related laws and procedures. Xenophobic tendencies and restrictions on employment constrain the potential for self-reliance of asylum-seekers and refugees.

Organization and implementation

UNHCR presence

Number of offices	4
Total staff	86
International	13
National	52
UNVs	18
JPOs	3

Management structure

UNHCR's operations in the Russian Federation will continue to be led and managed by the Representation in Moscow. UNHCR will have offices in Nazran and Vladikavkaz, while offices is to be established in Grozny together with other UN agencies in early 2007.

Coordination

UNHCR works closely with other United Nations agencies, relevant inter-governmental organizations and federal and regional authorities in the Russian Federation. Regular coordination meetings include ICRC, OCHA, UNDP, UNDSS, UNICEF, WHO, WFP and other actors engaged in humanitarian operations in the northern Caucasus. In Moscow, the Humanitarian and Development Forum include NGOs and embassies. In the northern Caucasus, UNHCR chairs the Protection and Shelter Working Groups. Governmental partners include the Ministries of Foreign Affairs and of the Interior, the Federal Migration Service and the regional migration departments, Ombudsman offices, Moscow City Department of Education and the

Governments of Chechnya, Ingushetia and North Ossetia-Alania.

Partners

Implementing partners

NGOs: Association of Media Managers, Caucasian Refugee Council, Children's Fund of North Ossetia-Alania, Children's Fund of Stavropol, Civic Assistance, Inter-Cultural Education Ethnosfera Centre for, Danish Refugee Council, *EquiLibre* Solidarity, Faith, Hope, Love, Guild of Russian Filmmakers, Magee Woman Care International, Memorial Human Rights Centre, *Nizam*, Peace to the Caucasus, *Pomosch*, *Stichting* Russian Justice Initiative, St. Petersburg International Cooperation of the Red Cross Center, St. Petersburg Red Cross Society, *Vesta*.

Others: IOM, UNV.

Operational partners

Government: Federal Migration Service of Russia and its Departments in the regions, Governments of North Ossetia-Alania, Ingushetia and Chechnya, Moscow City Education Department, Institute of Migration Processes Management of the State University of Management, Ombudsman Offices.

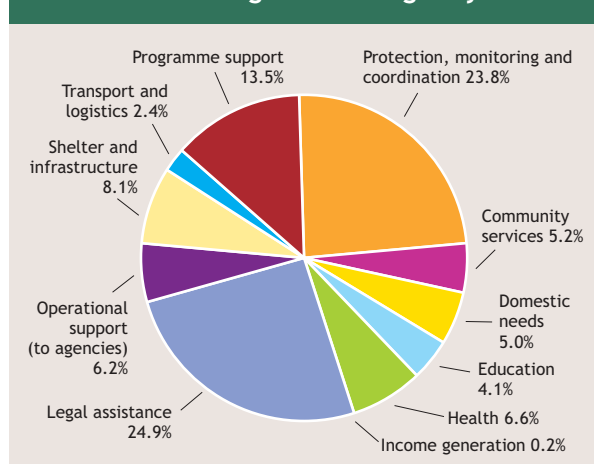
NGOs: Psychological Support Centre *Gratis*.

Others: Swiss Agency for Development and Cooperation, UNDP.

Budget (USD)

Activities and services	Annual Programme Budget	
	2006	2007
Protection, monitoring and coordination	3,720,107	3,698,479
Community services	810,417	503,198
Domestic needs	778,883	401,687
Education	634,549	408,232
Health	1,031,306	833,856
Income generation	35,469	11,827
Legal assistance	3,888,706	3,900,508
Operational support (to agencies)	963,259	1,011,992
Shelter and infrastructure	1,267,456	648,528
Transport and logistics	376,469	0
Total operations	13,506,621	11,418,306
Programme support	2,103,196	1,997,350
Total	15,609,817	13,415,656

2006 Annual Programme Budget by sector



2007 Annual Programme Budget by sector

