

Serbia and Montenegro



(including naturalization) of refugees unwilling or unable to return.

- Facilitate, where possible, the return of IDPs to Kosovo (Serbia and Montenegro).
- Promote respect for the rights of IDPs, in particular through the development of an inter-agency strategy to implement UNHCR's Gap Analysis on IDPs in Serbia and Montenegro. Provide and advocate basic assistance to the most vulnerable IDPs.
- Ensure a gradual and responsible phase down of assistance to Dayton refugees by ensuring their inclusion in development programmes implemented by the Government, national NGOs, and international agencies, as well as through bilateral arrangements, e.g. housing, socio-economic integration, and micro-credit arrangements.

Main objectives

Serbia and Montenegro (SCG)

- Continue to advise the Government on the adoption of national legislation on asylum, and the creation of a national asylum system, in both Republics (i.e. Serbia and Montenegro) and at State Union level, particularly through the implementation of the EC-led CARDS programme (Community Assistance for Reconstruction, Development and Stabilization in the Western Balkans).
- Promote and assist the voluntary repatriation of refugees to Bosnia and Herzegovina (BiH) and Croatia and maintain a regional dialogue on the issue. Provide assistance to the most vulnerable refugees. Facilitate local integration

Kosovo

- Contribute towards the creation of conditions which will inhibit further displacement of minorities in Kosovo and facilitate their voluntary return and sustainable reintegration.
- Monitor and report on the prospects for safe and dignified return and sustainable reintegration of ethnic minorities in Kosovo, enabling IDPs and refugees to make an informed decision whether or not to return to their homes;
- Identify and facilitate the attainment of durable solutions for refugees from Croatia, Bosnia and Herzegovina (BiH) and from The former Yugoslav Republic of Macedonia (FYR Macedonia).

Planning figures: Serbia and Montenegro		
Population	Jan 2005	Dec 2005
Kosovo (IDPs)	220,000	220,000
Croatia (refugees)	187,200	112,000
BiH (refugees)	98,500	58,000
Mandate refugees and asylum-seekers	6,000	6,000
IDP returnees during year	5,000	5,000
Total	516,700	401,000

Planning figures: Kosovo		
Population	Jan 2005	Dec 2005
Minorities-at-risk	85,000	85,000
IDPs	22,000	20,000
Returnees	5,000	8,000
Minority IDP returnees	3,000	5,000
FYR Macedonia (refugees)	860	500
Croatia (refugees)	320	280
Bosnia and Herzegovina (refugees)	70	50
Mandate refugees and asylum-seekers	25	50
Total	116,275	118,880

Total requirements: USD 25,507,365

Working environment

Recent developments

Serbia and Montenegro

Economically, the year 2004 was a disappointing one. Politically, it was punctuated by a series of flashpoints, following the painful and protracted process by which a minority coalition Government was assembled (January-March). In March, the violence and destruction unleashed against the Serb minority in Kosovo province led to renewed displacement and provoked riots in Belgrade and other major cities. After three failed attempts, successful presidential elections were held in June.

These developments unfolded against a background of instability dominated by three strategic

issues: the status of Kosovo, the ultimate form of the State Union and cooperation with the ICTY (International Criminal Tribunal for the former Yugoslavia). Two challenges foreseen for the end of 2004 were the local elections in Serbia and parliamentary elections in Kosovo (especially in view of continuing uncertainty about the participation of the minority Serb population there).

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The inter-ethnic clashes in March 2004 caused a serious setback for the return process and exacerbated already acute difficulties faced by minorities in terms of security, freedom of movement, unresolved property claims, access to services and employment. Overall, Kosovo is still in a state of political and institutional flux (e.g. in anticipation of the review in 2005 of implementation of the *Standards for Kosovo* aimed at creating a democratic, law abiding, and multi-ethnic society). Displaced minority populations are therefore unlikely to show much interest in returning in 2005. The sustainability of returns is likely to remain fragile, and continued secondary displacement to mono-ethnic communities can be expected, particularly if the security situation deteriorates. An increasing number of forced minority returns is expected from outside the region despite the continued instability and security concerns.

With the continued delegation of power and transfer of competencies, the Provisional Institution of Self-Governance (PISG) needs to assume more responsibility and more engagement in minority returns and integration, especially with regard to the implementation of the *Standards for Kosovo*, three of which are of direct relevance to minority communities (Freedom of Movement, Returns and Property).

The number of refugees from FYR Macedonia decreased from 1,500 at the end of 2003 to an estimated 900 in September 2004. Voluntary returns increased in 2004 as a consequence of proactive facilitation of repatriation, and an overall improvement in conditions in FYR Macedonia. But there are indications that a residual number of refugees will need assistance to remain and integrate in Kosovo.

Constraints

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Political developments and uncertainties slowed down the implementation of ongoing projects and negotiations on new ones. The structure and functioning of the State Union remain complicating factors in the development of national legislation and programmes of concern to UNHCR.

The issue of Kosovo, which has become significantly less tractable in the wake of the March 2004 events, continues to complicate the search for durable solutions for IDPs, both in terms of return and integration.

Some projections made by the Humanitarian Issues Working Group (HIWG) in 2002 have proved to be too optimistic, especially regarding the timeline for finding solutions for the displaced population in SCG and the downsizing of UNHCR's presence and activities. In a parallel development, and despite continuing humanitarian needs, major humanitarian agencies have withdrawn from SCG, as few international NGOs operating in Serbia were able to register locally as employers for lack of appropriate legislation.

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The return of minorities to Kosovo is largely contingent on the improvement of relations between majority and minority communities, and the establishment of a more secure environment and an enhanced commitment of the PISG to engage in these issues. Underlying all these considerations are relations between the State Union of Serbia and Montenegro and the PISG, which are heavily overshadowed by the need to identify a final political status for the province.

Strategy

Protection and solutions

Serbia and Montenegro

UNHCR will continue to facilitate the building of an asylum system in SCG and identify durable solutions for the remaining Dayton caseload and IDPs from Kosovo. Pending the enactment and adoption of relevant legislation and the establishment of the institution of asylum, UNHCR will continue to provide international protection to refugees and asylum-seekers from outside the region. Throughout 2005, UNHCR will continue to participate in EU-led processes in the field of asylum and migration, such as the CARDS programme.

Refugee re-registration exercises in Serbia and Montenegro (planned for late 2004) will serve as a solid basis for identification of the best durable solution for the remaining refugees and for planning and implementation of appropriate projects and activities. UNHCR will enhance regional cooperation on issues pertaining to voluntary repatriation of refugees to Croatia and to BiH, in particular through the EC/OSCE/UNHCR troika and legal assistance to processes relating to housing.

The UNHCR office in Belgrade will monitor the situation in Kosovo, in close coordination with UNHCR Pristina, in particular from the perspective of return of IDPs. UNHCR will remain prepared and alert for any change in the situation that may result in new displacement into Serbia proper. At the same time, the Office will actively participate in the inter-agency efforts to implement the "Gap Analysis on IDPs in Serbia and Montenegro", which aims to ensure full realization of their rights, especially for the Roma IDPs and other vulnerable minority groups.

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Within its supervisory role under Security Council Resolution 1244, UNHCR will monitor, analyse and report on the conditions for return of minorities in Kosovo, with the support of its partners and in close cooperation with the United Nations Interim Administration Mission in Kosovo (UNMIK) and other human rights/humanitarian agencies. UNHCR will

also continue to provide accurate and timely information to IDPs and refugees and facilitate visits to their places of origin in preparation for return. UNHCR's priorities will remain the removal of obstacles to return and capacity building for the PISG. With regard to refugees, and in addition to voluntary repatriation, UNHCR will have to focus, in cooperation with UNMIK and the PISG, on the local settlement of those persons not willing or able to return home for 1951 Convention-related reasons.

Assistance

Serbia and Montenegro

In view of the diminishing budget and the early withdrawal of some other major humanitarian agencies, UNHCR will focus its resources on a limited number of priority projects and continue with a responsible handover of some other activities to national bodies, NGOs and other international agencies.

UNHCR will continue to contribute towards the running costs of collective centres, and at the same time support the Government in its efforts to close the remaining collective centres by the end of 2005. It will also provide various forms of assistance to the most vulnerable refugees and IDPs in private and collective accommodation and in specialized institutions. In Montenegro, UNHCR will maintain a pilot programme for families at risk (families headed by a single adult, with a disabled member, or with problems of alcohol/drug abuse, violence, or child neglect or abuse), which has proved highly successful.

In its efforts to responsibly phase down its Local Settlement Programme, UNHCR will promote the concept of Development through Local Integration (DLI) for refugees. It will preserve its advisory role to NGOs and government counterparts advocating redirection of their programmes/projects whenever appropriate towards partnerships with development actors. Thus, UNHCR's role will gradually evolve from implementer to facilitator, helping other development-oriented agencies to identify beneficiaries among refugees and IDPs and monitor their well-being.

Since an appropriate legal arrangement is at last in place for the independent operation of local



Construction of new homes for refugees is part of the efforts to find durable solutions through local integration in Serbia. *UNHCR / V. Petkovic*

micro-credit NGOs in Serbia, UNHCR will hand over its micro-credit programme to local implementing partners in 2005. It will, however, continue to support vocational training and access to market programmes for refugees and IDPs through implementing partners.

Kosovo

UNHCR's activities will focus on the provision of protection and some targeted assistance to minority returnees throughout Kosovo, with a view to supporting the sustainable reintegration of returnees and, to the extent possible, preventing further displacement. Limited assistance (food, non-food, shelter, income generation) is strictly targeted to selected returnees not covered by other projects (usually minorities who return spontaneously, i.e. unaided). UNHCR will continue to call for greater minority access to essential public services through the development of appropriate legal, social and security frameworks and policies. Legal advice and assistance will be provided to minority returnees to resolve issues such as property rights, pensions and personal documentation. Renewed emphasis has to be placed on promoting and coordinating inter-ethnic dialogue and tolerance-building. A contingency response capacity will be maintained and

related planning will be regularly upgraded. UNHCR will assist refugees from FYR Macedonia, BiH, and Croatia and IDPs from southern Serbia to identify durable solutions – voluntary repatriation and local integration whenever possible – whilst financing basic humanitarian inputs for vulnerable families who are unable to return for protection-related reasons.

Desired impact

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Through advocacy, capacity building and other support, UNHCR will continue handing over responsibilities to the Government and local institutions, making sure that refugees and IDPs are an explicit component of all relevant development programmes.

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UNHCR will focus on facilitating voluntary returns and ensuring that they take place in a safe and dignified manner. This focus will be enhanced by the promotion of increased inter-ethnic dialogue between minority refugees, IDPs and returnees, and receiving or neighbouring communities. Additional efforts will have to be made to support and encourage proactive participation in inter-ethnic dialogue on the part of PISG, especially local municipalities. UNHCR will continue to support the UNMIK Office for Returns and Communities in the establishment of effective inter-agency coordination mechanisms. UNHCR's technical support and advice to the PISG should enable it to engage more effectively in sustainable returns to Kosovo. Durable solutions through repatriation and local integration should be achieved for many of the remaining refugees from BiH, Croatia and FYR Macedonia.

Organization and implementation

Management structure

Serbia and Montenegro

By 2005, field office Novi Sad will be closed. The whole area of Vojvodina with its large Dayton

refugee caseload will be covered from Belgrade. Reorganization of the field coordination unit in Branch Office Belgrade is envisaged in order to ensure an effective field presence and monitoring capacity. Sub-office Podgorica will continue to cover Montenegro, while field office Kraljevo will be responsible for southern Serbia bordering Kosovo.

As of 1 January 2005, the total number of staff in Serbia and Montenegro will be nine international and 63 national staff.

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UNHCR will be headed by a Chief of Mission and will comprise 82 staff (19 international and 63 national). UNHCR's field presence will be retained in Pristina, Mitrovica, Pec and Gnjilane regions.

Coordination

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UNHCR's main government counterparts are the Serbian Commissioner for Refugees and the Montenegrin Commissioner for Displaced Persons, the Ministry of Labour, Employment and Social Policy, the Ministry of the Interior of both Republics and the Ministry for Human and Minority Rights. It maintains close coordination with other UN agencies implementing its mandate through the UNDAF framework and advocates the inclusion of refugees/IDPs in the projects implemented by bilateral development agencies. It cooperates with a number of local NGOs and legal networks in the protection of and assistance to refugees and IDPs.

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UNMIK, in particular the Office of Returns and Communities, will continue to be UNHCR's main counterpart. As they gain greater resources and experience, UNHCR will work more closely with the PISG and the municipalities. UNHCR regularly meets with other United Nations agencies and international organizations (EC, OSCE, KFOR), with NGOs that are implementing projects, and with donor representatives.

Offices
Serbia and Montenegro
Belgrade
Kraljevo
Novi Sad
Podgorica
Kosovo
Pristina
Gnjilane
Mitrovica
Pec
Prizren

Partners
Serbia and Montenegro
Government agencies
Commissioner for Displaced Persons of the Republic of Montenegro
Commissioner for Refugees of the Republic of Serbia
Federal Ministry of Human and Minority Rights
Federal Ministry of International Economic Relations
Ministry of Justice of the Republic of Montenegro
Ministry of Justice of the Republic of Serbia
Ministry of Labour, Employment and Social Policy of the Republic of Serbia
Ministry of Social Welfare of the Republic of Montenegro
Ministry of the Interior of the Republic of Montenegro
Ministry of the Interior of the Republic of Serbia
Swiss Agency for Development and Cooperation
NGOs
American Refugee Council
AMITY
Care International
Danish Refugee Council
Goal Balkans
GVC
Help
Hi Neighbour– HIN (Serbia)
Humanitarian Centre for Integration and Tolerance
International Orthodox Christian Charities
INTERSOS (Serbia/Montenegro)
Italian Consortium of Solidarity
JEN
LWF
<i>Médecins sans Frontières</i>
MICROFINS
MPDL
NHLO
Norwegian Refugee Council

NPA
OXFAM (GBR)
Save the Children (GBR)
Serbian Democratic Forum
UMCOR
Others
Council of Europe Bank
European Agency for Reconstruction
ICRC
IFRC
Red Cross of Montenegro
Red Cross of Serbia
UN agencies
Kosovo
NGOs
American Refugee Committee
Civil Rights Project
Danish Refugee Council
GOAL
International Catholic Migration Commission
Mercy Corps (Scotland)
Mother Teresa Society
Norwegian Church Aid
Norwegian Refugee Council
Others
KFOR
OSCE
UNMIK
UNV

Budget (USD)	
Activities and services	Annual Programme
Protection, monitoring and coordination	7,732,643
Community services	2,764,336
Domestic needs	1,954,254
Education	412,668
Food	143,112
Health	195,680
Income generation	93,057
Legal assistance	3,812,728
Operational support (to agencies)	1,632,425
Sanitation	10,000
Shelter/other infrastructure	3,458,263
Transport/logistics	1,198,477
Total operations	23,407,643
Programme support	2,099,722
Total	25,507,365