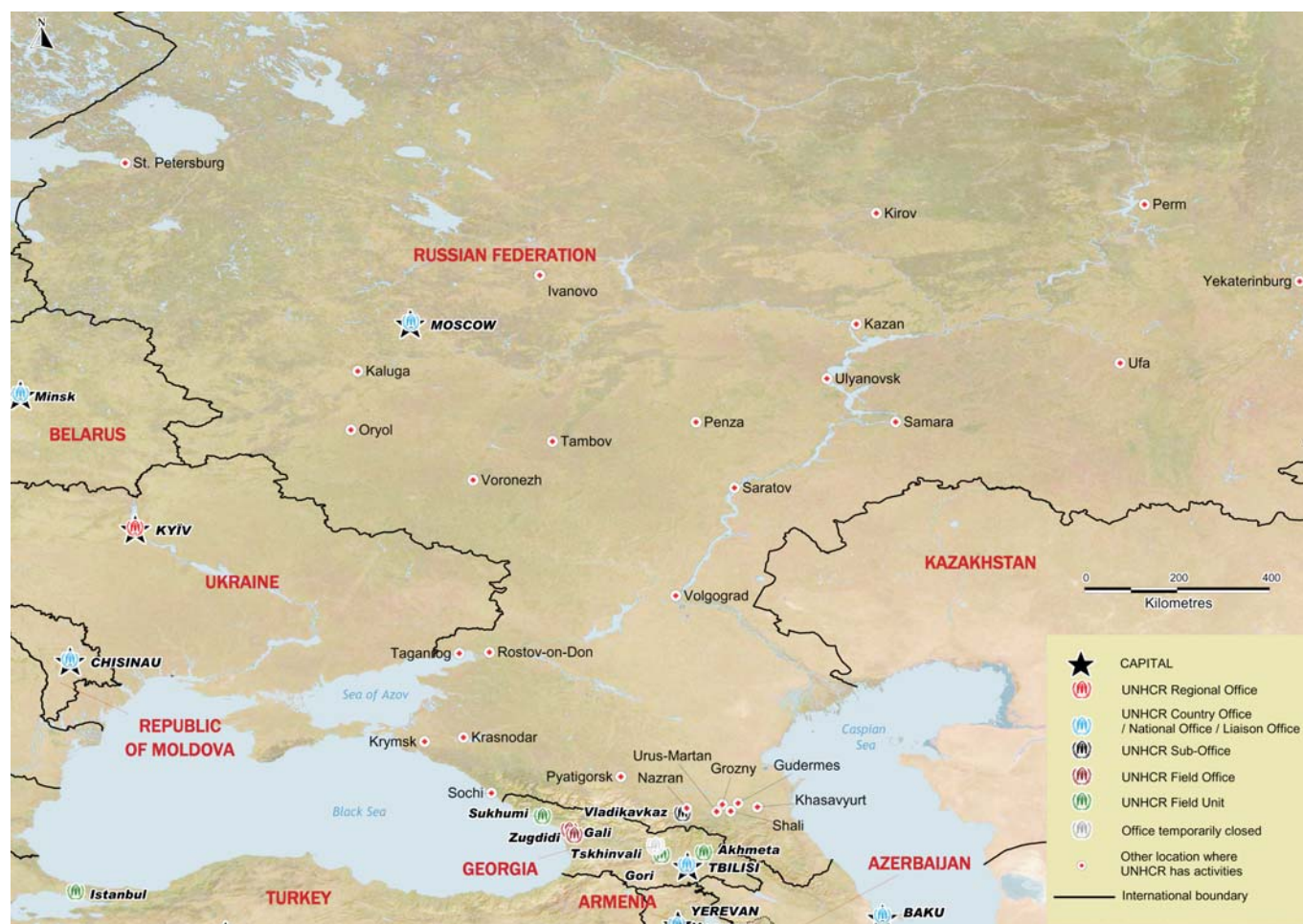


RUSSIAN FEDERATION



Working environment

The context

The Russian Federation is a country of asylum and of transit, receiving refugees and asylum-seekers along with many

irregular migrants seeking to cross its territory to reach other European countries. Russia currently hosts an estimated 5,000 refugees and receives some 2,500 applications for international protection each year.

The Government of the Russian Federation has in the last few years given priority to migration management, and

Planning figures for the Russian Federation

TYPE OF POPULATION	ORIGIN	JAN 2011		DEC 2011	
		TOTAL IN COUNTRY	OF WHOM ASSISTED BY UNHCR	TOTAL IN COUNTRY	OF WHOM ASSISTED BY UNHCR
Refugees	Georgia	2,400	2,400	2,900	2,900
	Afghanistan	1,500	1,500	1,000	1,000
	Iraq	110	110	110	110
	Various	500	500	500	500
Asylum-seekers	Georgia	200	200	100	100
	Afghanistan	1,000	1,000	1,100	1,100
	Uzbekistan	70	70	70	70
	Various	250	250	250	250
Returnees (refugees)	Russian Federation	2,000	200	3,000	300
IDPs	Russian Federation	52,800	52,800	43,400	43,400
People in an IDP-like situation	Russian Federation	18,600	18,600	16,600	16,600
Returnees (IDPs)	Russian Federation	2,400	1,200	5,700	2,800
Stateless	Stateless	44,000	44,000	50,000	50,000
Total		125,830	122,830	124,730	119,130

strengthened its Federal Migration Service. Today, an increasing number of asylum applications are being handled by the competent authorities. However, UNHCR is concerned that the authorities are increasingly resorting to providing a temporary form of protection, rather than 1951 Convention status. The protection structures outside Moscow and St. Petersburg continue to need strengthening.

The Russian Federation is making strides in tackling statelessness, including developing legislation that would grant citizenship through simplified procedures to former USSR citizens. According to government figures, between 2006 and 2010, 245,060 stateless persons obtained Russian citizenship. In 2011, UNHCR will focus in particular on addressing the situation of the estimated 50,000 people who remain stateless in the country, a significant number of whom are undocumented.

In consultation with the authorities, UNHCR will consolidate its presence in Moscow in 2011, and disengage from IDP operations in the North Caucasus.

• The needs

The legal protection afforded to asylum-seekers and refugees has improved somewhat in recent years: changes have eased access to the asylum procedure, improved documentation and provided greater authority to administrative bodies dealing with refugees. But some needs remain. UNHCR has been invited to comment on a new draft refugee law, and will continue to engage with the Russian authorities to ensure access to the territory, provide adequate reception facilities and include people of concern in national social protection schemes, such as health care.

Main objectives and targets

Favourable protection environment

- The national legal framework is developed or strengthened.
 - Some 3,000 asylum-seekers are provided with protection information.
 - Some 40 counselling centres provide legal advice and representation in courts for stateless persons.
 - All cases of threatened refoulement are prevented.
 - New legislation and by-laws are consistent with international standards.
 - Cooperation is established with the Minister of Justice, ombudspersons and the Russian Association of Lawyers in North Ossetia–Alania on the enhancement of emerging pro bono structures with regard to internally displaced people (IDPs), refugees and the stateless.

Basic needs and services

- Shelter and infrastructure are improved.
 - More than 500 shelters, including nearly 300 permanent shelters, are provided to people in need.
 - The health of the population of concern improves or remains stable.
 - Some 1,500 persons are referred for medical services.



Counselling is provided to UNHCR's persons of concern in Moscow.

UNHCR / V. SOKOLOVA

PARTNERS

Implementing partners

NGOs:

Association of media managers of Russia "ARS-Press"
 Children's Fund of North Ossetia
 Civic Assistance
 Danish Refugee Council
 Ethnosfera
 Faith, Hope and Love
 Guild of Russian Filmmakers
 Institute of Human Rights
 Magee WomanCare International
 Memorial Human Rights Centre
 Nizam Foundation
 St. Petersburg Centre for International Cooperation
 St. Petersburg Red Cross
 Stichting Russian Justice Initiative
 Vesta

Others:

IOM
 United Nations Volunteers

Operational partners

Government agencies:

Border Guards Service
 Federal Migration Service
 Federal Security Bureau
 Ministry for Emergencies and Elimination of Consequences of Natural Disasters (EMERCOM)
 Ministry of Foreign Affairs
 Office of the Ombudsman of the Russian Federation and its regional representations
 Prosecutor's Office
 Supreme Court
 Ministry of Economy, Republic of North Ossetia-Alania
 Ministry of Public and External Relations, Republic of North Ossetia-Alania
 Ministry of External Affairs, National Politics, Press and Information, Republic of Chechnya
 Ministry of Justice, Republic of Chechnya
 Ministry of Public and Inter-ethnic Relations, Republic of Ingushetia

NGOs:

HELP
 International Medical Corps
 International Rescue Committee
 Moscow Protestant Chaplaincy
 Shelter of the Childhood

Others:

European Commission
 FAO
 IFRC
 ICRC
 IOM
 Swiss Agency for Development and Cooperation
 UNDSS
 UNICEF

The efforts of the authorities to reduce statelessness are encouraging, and UNHCR hopes that accession to the 1954 and 1961 Conventions on statelessness, as well as ratification of the 1997 European Convention on Nationality, will soon be achieved. Stateless people nevertheless remain vulnerable. They need legal counsel or support which is best granted by legal service providers situated close to the places where they are located.

Major federal projects seek to cover the outstanding needs, particularly for shelter, of people who are or were previously displaced in the North Caucasus. UNHCR looks to the Government to implement policies and programmes consistent with the UN *Guiding Principles on Internal Displacement*.

Strategy and activities in 2011

UNHCR will continue to contribute to the development of the national asylum system, including legislation and the establishment of an airport reception procedure, and will work with the relevant authorities to improve the overall quality of national RSD procedures. The Office will advocate on behalf of asylum-seekers by supporting legal aid and counselling centres throughout Russia.

Since new legislation is expected to afford access by asylum-seekers and refugees to national social protection schemes, including those that provide assistance and medical support, UNHCR will reduce its assistance programmes on behalf of individual cases, and support the authorities in their efforts to address the needs of urban refugees. UNHCR will work to counter racism and xenophobia in

order to create an environment conducive to local integration. It will address gaps in the availability of data on statelessness, and promote accession to the international instruments.

UNHCR's strategy for people who continue to be displaced in the North Caucasus, consists of affirming the principle of voluntary return in safety and dignity and assisting in sustainable reintegration; as well as defending the rights of IDPs wishing to remain in their place of displacement and of assisting in their integration. The strategy is being implemented through extensive monitoring and interventions, including the provision of legal support and a limited amount of shelter-related assistance.

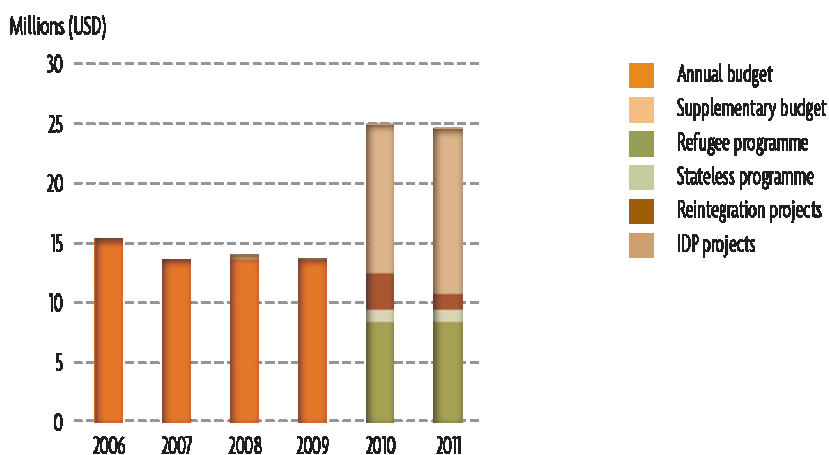
UNHCR's activities to reinforce the capacity of the national authorities to provide rights-based responses are ultimately designed to create conditions for sustainable durable solutions. This will allow UNHCR to phase out its involvement with IDPs in the North Caucasus in a responsible manner.

Constraints

Lack of access to State-run medical care, social benefits and legal employment for asylum-seekers and refugees remain major impediments to local integration. Xenophobia continues to be a concern, especially in some urban environments. Reception standards for asylum-seekers and refugees are inadequate.

UNHCR's ability to fully address statelessness is dependent upon accession by the Government to the Statelessness Conventions.

UNHCR's budget in the Russian Federation 2006 – 2011



Organization and implementation

• Coordination

UNHCR will strengthen its cooperation with federal and regional offices, including the Federal Migration Service, the offices of the human rights ombudsmen, the Parliamentary Committee, the judiciary, legislators, law enforcement agencies and other stakeholders involved in protection issues, as well as with the city governments of Moscow and St. Petersburg.

In the North Caucasus, coordination will continue with other international agencies present in the region. Coordination will notably take place through the UN

thematic country teams. UNHCR's coordination with NGOs and with governmental entities will in particular be through working groups on tolerance and social and legal issues.

Financial information

UNHCR's budgets in the Russian Federation in the last five years have seen only modest variations from year to year. Legal assistance and protection activities account for nearly half the 2011 budget. The most pressing and costly unmet needs are linked to individual assistance for asylum-seekers and refugees, and shelter for people still displaced in the North Caucasus.

UNHCR's presence in 2011

□ Number of offices	2
□ Total staff	73
International	11
National	49
JPOs	3
UNVs	3
Others	7

2011 UNHCR Budget for the Russian Federation (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					
International and regional instruments	0	104,169	0	0	104,169
National legal framework	196,486	59,008	0	0	255,494
National administrative framework	64,027	0	0	0	64,027
Policies towards forced displacement	0	0	0	501,530	501,530
National and regional migration policy	136,523	0	0	0	136,523
Prevention of displacement	0	0	0	681,255	681,255
Prevention of statelessness	0	59,008	0	0	59,008
Public attitudes towards persons of concern	0	0	149,057	0	149,057
Access to territory	64,027	0	0	0	64,027
Non-refoulement	122,091	0	0	0	122,091
Environmental protection	0	0	99,607	0	99,607
Subtotal	583,154	222,185	248,664	1,182,785	2,236,789
Fair protection processes and documentation					
Reception conditions	1,227,773	0	0	0	1,227,773
Registration and profiling	88,260	0	318,767	1,250,808	1,657,834
Access to asylum procedures	1,096,840	0	0	0	1,096,840
Refugee and stateless definitions	273,440	0	0	0	273,440
Fair and efficient status determination	198,099	0	0	0	198,099
Family reunification	37,808	0	0	0	37,808
Individual documentation	37,808	205,045	0	0	242,854
Civil status documentation	37,808	0	0	0	37,808
Subtotal	2,997,837	205,045	318,767	1,250,808	4,772,457
Security from violence and exploitation					
Impact on host communities	21,471	0	0	0	21,471
Law enforcement	21,471	0	0	0	21,471
Gender-based violence	35,165	0	0	180,752	215,916
Protection of children	21,999	0	0	0	21,999
Freedom of movement	21,471	0	0	0	21,471
Non-arbitrary detention	21,471	0	0	0	21,471
Access to legal remedies	145,665	249,717	306,758	1,619,754	2,321,893
Subtotal	288,712	249,717	306,758	1,800,506	2,645,693

Consequences of a 20-40 per cent funding shortfall

- Support to counselling centres throughout Russia will be reduced, jeopardizing advocacy work related to access to territory and adequate reception conditions.
- UNHCR's presence, including at airports, at borders and in the regions will be reduced, limiting its capacity to strengthen access to asylum.
- The plan for an accommodation and reception centre for asylum-seekers and refugees will not be implemented.
- UNHCR support to returning refugees for reintegration will be limited.
- Government and civil society organizations will not receive training in refugee status determination (RSD).

RIGHTS GROUPS AND OBJECTIVES	REFUGEE PROGRAMME PILLAR 1	STATELESS PROGRAMME PILLAR 2	REINTEGRATION PROJECTS PILLAR 3	IDP PROJECTS PILLAR 4	TOTAL
Basic needs and essential services					
Shelter and other infrastructure	0	0	174,303	7,641,973	7,816,277
Basic domestic and hygiene items	122,718	0	134,228	577,185	834,130
Primary health care	1,126,385	0	0	0	1,126,385
HIV and AIDS	44,498	0	0	0	44,498
Services for groups with specific needs	126,923	0	0	0	126,923
Subtotal	1,420,523	0	308,531	8,219,158	9,948,212
Community participation and self-management					
Participatory assessment and community mobilisation	66,468	0	0	0	66,468
Self-reliance and livelihoods	60,743	0	0	517,130	577,873
Subtotal	127,212	0	0	517,130	644,342
Durable solutions					
Durable solutions strategy	43,782	38,034	0	0	81,816
Voluntary return	59,986	38,034	0	0	98,020
Resettlement	48,567	0	0	0	48,567
Local integration support	504,319	38,034	0	0	542,354
Reduction of statelessness	0	141,260	0	0	141,260
Subtotal	656,654	255,363	0	0	912,017
External relations					
Donor relations	45,590	0	0	181,038	226,628
Resource mobilisation	44,445	0	0	0	44,445
Partnership	112,794	84,709	0	0	197,502
Public information	296,240	105,999	0	193,507	595,746
Subtotal	499,068	190,708	0	374,545	1,064,321
Logistics and operations support					
Supply chain and logistics	612,595	0	0	0	612,595
Programme management, coordination and support	943,085	97,224	99,088	330,427	1,469,824
Subtotal	1,555,680	97,224	99,088	330,427	2,082,419
Total	8,128,841	1,220,242	1,281,808	13,675,359	24,306,250
2010 Revised budget	8,463,326	960,988	3,120,076	12,503,642	25,048,032