

Serbia and Montenegro

Main objectives

Serbia and Montenegro

- Provide legal assistance and encourage Serbia and Montenegro (SCG) to adopt a law on refugees, and create a national asylum system, including fair and efficient Refugee Status Determination (RSD) procedures;
- Phase out assistance to post-Dayton refugees by ensuring their inclusion in bilateral and government-sponsored development programmes, with continued assistance only for the most vulnerable; and
- Facilitate the return of internally displaced persons (IDPs) to Kosovo where possible and continue to assist the most vulnerable in their situation of displacement.

Kosovo

- Contribute towards the creation of conditions which will prevent further displacement of minorities in Kosovo; facilitate the voluntary return of minority IDPs and refugees to their places of origin and help to promote their subsequent long-term reintegration;
- Identify and facilitate the attainment of durable solutions for refugees from Croatia and Bosnia and Herzegovina (BiH).



to refugees and IDPs. Furthermore, refugees and IDPs are now included in the World Bank's Poverty Reduction Strategy Paper processes. A large number of collective centres have been closed and the residents assisted in finding alternative housing.

Working environment

Recent developments

Serbia and Montenegro

The new State Union of Serbia and Montenegro (SCG) was established in February 2003. Upon accession to the Council of Europe in April 2003, SCG committed itself to the enactment of national legislation compliant with international law and standards, including refugee legislation, but, at the time of writing, basic issues of institutional competence had yet to be resolved. The National Strategy for resolving the problems of refugees and IDPs is an important operational document in Serbia, while the Government of Montenegro is presently drafting its own strategy for ensuring the integration into national development programmes of issues related

Planning figures: Serbia and Montenegro

Population	Jan. 2004	Dec. 2004
Bosnia and Herzegovina (refugees)	89,950	40,000
Croatia (refugees)	180,000	70,000
IDPs	220,000	200,000
Mandate refugees and asylum-seekers	280	6,000
Other refugees	50	20
Returnee IDPs	2,000	2,000
Total	492,280	318,020

Planning figures: Kosovo

Population	Jan. 2004	Dec. 2004
Bosnia and Herzegovina/Croatia (refugees)	450	400
FYR Macedonia (refugees)	1,000	500
IDPs	2,000	1,000
Minority residents-at-risk	85,000	80,000
Minority returnees (31 Dec. 2003)	2,800	-
Minority returnees (31 Dec. 2004)	-	5,000
Total	91,250	86,900

Total requirements: USD 27,372,845

Kosovo

While UNMIK retains many powers, particularly regarding the protection of minority communities, the Provisional Institution of Self-Governance (PISG) has been granted substantial legislative and executive authority, the full impact of which will be felt in 2004. The lack of a final political status will continue to strain relations between majority and minority communities, and further delay minority return. The recent establishment of the PISG structures and their commitment to the benchmark process (a set of eight standards, three of which have direct relevance to minority communities: Freedom of Movement, Returns and Property) is expected to improve inter-ethnic relations and integration prospects. Unfortunately, forced minority returns from outside the region are likely to continue, despite security concerns for many minority communities.

Constraints

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The new Constitution does not designate a central organ to take charge of refugee issues. This in itself constitutes a major impediment to the process of building the institution of asylum. There are also ambiguities in the division of competencies at the federal and republican levels, and between the two Republics. Voluntary return to Croatia is still affected by a number of constraints (e.g. property repossession procedures, reconstruction, tenancy rights and lack of economic opportunities).

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The return of minorities to Kosovo is largely contingent on the political relations between the Union of Serbia and Montenegro authorities and the PISG, which must now make demonstrable progress in the benchmark process. Security remains problematic in Kosovo.

Strategy

Protection and solutions

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UNHCR will continue to identify durable solutions and build the capacity of local institutions and national NGOs. UNHCR will assist the Government to develop asylum institutions and to establish a reception centre. UNHCR will also nurture partnerships on asylum issues, in particular with the European institutions, through the Regional Community Assistance for Reconstruction, Development and Stabilisation (CARDS) Programme, and the promotion of the *Acquis Communautaire* (the established EU approaches to asylum issues). For refugees from former Yugoslavia, UNHCR will monitor, in countries of origin, the progress of repossession and reconstruction activities

and promote solutions for the holders of tenancy rights. Resettlement will target the most vulnerable segments of the refugee population. UNHCR will maintain activities on behalf of IDPs from Kosovo with an increased focus on durable solutions, and will supervise and co-ordinate the process of return of IDPs where feasible. UNHCR will continue to advocate the rights of IDPs in the place of displacement and to provide material, legal and social assistance, with particular focus on the specific needs of Roma IDPs.

Kosovo

UNHCR will monitor the conditions of minorities in Kosovo in close co-operation with other human rights and humanitarian agencies. UNHCR will also continue to provide accurate and timely information to IDPs and refugees, and facilitate visits to places of origin in preparation for return. The main focus will be to help resolve the obstacles preventing return and pursue durable solutions. In addition to voluntary repatriation, solutions may be found through local settlement, in co-operation with UNMIK and PISG.

Assistance

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The most vulnerable refugees will receive basic WFP food items for the first three months. With the exception of sanitary materials for women, there will be no distribution of non-food items. Small grants will be provided at a limited scale where refugees or IDPs demonstrate an urgent need. Older, sick and disabled refugees and IDPs will be housed in specialised institutions. Community services activities will target the most vulnerable children, women, and older refugees and IDPs. The Ministries of Social Affairs/Social Welfare will be supported to care for the most vulnerable among the refugee and IDP population. UNHCR will advocate increased donor support for areas hosting large populations of refugees and IDPs. UNHCR will also promote the productive capacity of refugees and IDPs, with a special focus on the empowerment of women. UNHCR will provide household items and building materials to help refugees move out of collective centres, and provide transport for the most vulnerable refugees returning to BiH and Croatia.

Kosovo

UNHCR's activities will focus on the provision of protection and targeted assistance (including income generation projects) to minority returnees and to extremely vulnerable minority communities throughout Kosovo, with a view to supporting the sustainable reintegration of returnees and preventing further displacement. UNHCR will continue to advocate greater minority access to essential public services. Legal advice and assistance will be provided to minority returnees. Particular emphasis will be placed on



Many refugees work hard at becoming self-sufficient. Here, a Bosnian refugee woman, who lives in a refugee centre in Podgorica, is training to be a chef. UNHCR / V. Petkovic

inter-ethnic dialogue and tolerance building to help create conditions conducive to the return of minorities. UNHCR will also continue to assist refugees and IDPs from the region by identifying durable solutions, primarily voluntary repatriation and local integration.

Desired impact

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UNHCR will hand over more responsibilities to the Government and local institutions, ensuring that refugees and IDPs (particularly Roma) are included in development programmes and the needy in social welfare programmes. UNHCR aims to build the institution of asylum, so that

refugees are protected against *refoulement*, are granted access to a fair and efficient RSD process and can achieve social and economic integration in SCG.

Kosovo

UNHCR will focus on facilitating voluntary returns to ensure that they take place in a safe and dignified manner. UNHCR will promote inter-ethnic dialogue between minority refugees, IDPs and returnees and receiving or neighbouring communities. Additional efforts will be made to support active PISG participation in inter-ethnic dialogue. UNHCR will continue to support the UNMIK Office for Returns and Communities in the establishment of effective inter-agency co-ordination mechanisms.

Organisation and implementation

Management structure

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At the beginning of 2004, UNHCR will have 90 posts (13 international and 77 national), apportioned between the Belgrade branch office, two field offices (Kraljevo and Novi-Sad) and a sub-office in Montenegro. The field office in Novi-Sad will be closed in December 2004, resulting in the discontinuation of 13 posts at the national level.

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UNHCR Kosovo will be headed by a Chief of Mission and will comprise 82 staff (18 international and 64 national) and will retain its presence in Pristina, Mitrovica, Pec and Gjiliane regions.

Co-ordination

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UNHCR's main government counterparts are the Serbian Commissioner for Refugees and the Montenegrin Commissioner for Displaced, the Ministries of the Interior of the two Republics and the Federal Ministry for Human and Minority Rights. The Ministry of Social Affairs addresses the needs of the most vulnerable refugees and IDPs. On IDP issues, UNHCR works closely with ICRC, UNMIK and the Co-ordination Centre for Kosovo and Metohija.

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UNMIK will continue to be UNHCR's main counterpart, in particular the Office of Returns and Communities, as well as the PISG and the municipalities. UNHCR regularly meets with other United Nations agencies and international organisations (EC, OSCE, KFOR), NGOs implementing return projects and donors' representatives.

Budget (USD)	
Activities and services	Annual Programme
Protection, monitoring and co-ordination	8,096,346
Community services	3,532,076
Domestic needs	1,663,114
Education	120,000
Food	75,044
Health	515,000
Income generation	406,500
Legal assistance	3,435,875
Operational support (to agencies)	2,089,135
Sanitation	20,000
Shelter / other infrastructure	3,965,392
Transport / logistics	1,479,164
Total Operations	25,397,646
Programme support	1,975,199
Total	27,372,845

Partners: Serbia and Montenegro

Government agencies

Federal Ministry of Human and Minority Rights (Serbia and Montenegro)
 Ministry of Health (Montenegro)
 Ministry of Interior (Montenegro)
 Ministry of Interior (Serbia)
 Ministry of Social Affairs (Serbia)
 Ministry of Social Welfare (Montenegro)
 Montenegrin Commissioner for Displaced Persons (Montenegro)
 Serbian Commissioner for Refugees (Serbia)
 Swiss Agency for Development and Co-operation (Serbia and Montenegro)

NGOs

American Refugee Committee (Montenegro)
 AMITY (Serbia)
 Community Development Centre (Montenegro)
 Danish Refugee Council (Serbia/Montenegro)
 Hi Neighbour (Serbia)
 Humanitarian Centre for Integration and Tolerance (Serbia)
 International Orthodox Christian Charities (Serbia)
 INTERSOS (Serbia and Montenegro)
 Italian Consortium of Solidarity (Serbia)
 MICROFINS (Serbia)
 Norwegian Refugee Council (Serbia)
 Serbian Democratic Forum (Serbia)

Others

Red Cross of Montenegro (Montenegro)
 Red Cross of Serbia (Serbia)
 UNV

Partners: Kosovo

NGOs

American Refugee Committee
 Council for the Defence of Human Rights and Freedom
 Danish Refugee Council
 GOAL
 International Catholic Migration Commission
 Kosovo Womens' Initiative
Malteser Hilfsdienst
 Mercy Corps – Scotland
 Mother Teresa Society
 Norwegian Church Aid
 Norwegian Refugee Council

Others

OSCE
 UNMIK
 UNV