

FEDERAL REPUBLIC OF YUGOSLAVIA

INITIAL OBJECTIVES

Federal Republic of Yugoslavia

- Sustain the most vulnerable among the 220,000 internally displaced persons (IDPs) and over 480,000 refugees and identify durable solutions for them.
- Promote and assist the voluntary repatriation of refugees to Croatia and Bosnia and Herzegovina, and undertake local integration activities for those refugees who cannot return.
- Protect and ensure respect for the rights of refugees, returnees and IDPs.
- Resettle 6,500 refugees to third countries.

Kosovo

- Provide protection to refugees, returnees and IDPs. Contribute to the establishment of a multi-ethnic society in which local residents remain and minorities return to their original villages and homes.
- Co-ordinate and manage voluntary repatriation from neighbouring and other asylum countries, especially for the remaining vulnerable groups.
- Support efforts by the United Nations Interim Administration Mission in Kosovo (UNMIK) to register the population of Kosovo and re-establish the rule of law throughout the province.
- Provide assistance to the most vulnerable IDPs and returnees (including those unable to return to their homes) to identify durable solutions.
- Gradually reduce humanitarian relief activities as more sustainable reconstruction efforts are implemented by development agencies.

- Support regional contingency planning, and monitor developments in neighbouring countries with a view to anticipating potential population movements.

MAJOR DEVELOPMENTS, PROGRESS ACHIEVED AND CONSTRAINTS

Federal Republic of Yugoslavia

UNHCR continued to support implementation of the Protocol on Organised Return signed by Yugoslavia and Croatia in 1998, by disseminating timely information on repatriation-related procedures and conditions. In co-operation with UNHCR's Zagreb office and the Yugoslav government, UNHCR launched an extensive mass information campaign regarding repatriation on local and national TV and radio stations in May and June. During the first six months of the year, UNHCR assisted 1,029 refugees to repatriate to Croatia, four times more than in the same period in 1999. At the same time, 1,496 new applications for repatriation were received and processed. Twenty "go-and-see" visits were organised: 14 to Bosnia and Herzegovina and six to Croatia. UNHCR also continued to support the spontaneous repatriation of refugees to Bosnia and Herzegovina by assisting the transport of household belongings and tractors.

A refugee registration exercise is scheduled to commence in the Federal Republic of Yugoslavia in September that will shed light on their exact numbers and aspirations regarding repatriation or other durable solutions.

The NGO legal counselling network functioned satisfactorily. Several meetings took place that helped to strengthen co-operation at the regional level between various counselling organisations. They included a regional Partnership in Action (PARinAC) meeting in Sarajevo in May, which focused on refugee protection. UNHCR strengthened its co-operation

with the Serbia office of the Commission for Real Property Claims of Displaced Persons and Refugees (CRPC), particularly as implementation of property legislation in Bosnia and Herzegovina gathered pace. In Montenegro, operational capacity to support repatriation by providing legal counselling and assistance, notably to obtain documents from countries of origin, has been improved. Mobile teams were established to disseminate information about repatriation at the grass-roots level.

Resettlement activities increased significantly following the end of NATO air strikes in June 1999. Since then, more than 300 cases have been interviewed per month. In the first six months of this year, a total of 4,873 applications for resettlement were received, out of which 4,127 applicants have already been interviewed. The applicants are predominantly refugees from Croatia and, to a lesser extent, from Bosnia and Herzegovina. A total of 2,107 refugees were resettled during the first half of the year. Priority is being given to victims of violence, persons of mixed ethnicity or those in mixed marriages, women-at-risk, ex-detainees, survivors of torture, and "second-time" refugees who fled Kosovo. Resettlement efforts also continued for refugees recognised under UNHCR's mandate in previous years. Three refugee families were able to depart in the first six months of the year.

In pursuing local integration, UNHCR explored various options to increase refugee autonomy and decrease dependency on humanitarian assistance. Refugees, particularly the most vulnerable, with viable ideas for income-generation projects were given loans of an average value of USD 1,000. A total of 1,289 such loans were disbursed during the first six months of the year. A total of 1,234 refugees in need of specific job-oriented skills were offered vocational training courses in fields such as hairdressing, carpentry, TV and radio repair, and computer literacy. Forty greenhouses were constructed in collective centres throughout the country, with the aim of making refugee and IDP residents more self-reliant. In Montenegro, the micro-credit programme initiated in

1999 continues to be implemented successfully, with a repayment rate of 99 per cent. Additional support for local integration includes the planned construction of 420 houses to benefit 3,400 refugees who have applied for Yugoslav citizenship or are in the process of doing so. Through the end of June, agreements had been signed for the commercial construction of 72 units and for the construction of 48 units under a self-help scheme.

Pending more significant progress towards durable solutions for the sizeable population of refugees and IDPs, the extensive basic humanitarian assistance programme continued. The programme benefits 33,280 refugees and 16,120 IDPs in collective centres, specialised institutions and student dormitories; as well as vulnerable persons and their host families. They receive support through the provision of non-food items, heating fuel and fresh and canned supplementary food items, as well as pasta. In support of refugees and IDPs in collective centres during the winter of 1999/2000, UNHCR imported 1,046.3 MT of heating fuel and 3,504.4 tons of coal. The Office also procured 60,095 m³ of firewood, which adequately covered needs. To provide logistics support, UNHCR contracted 12,000 m² of warehouse space at the beginning of the year and purchased and distributed fuel for vehicles used in the humanitarian programme.

Planned community service activities continued to be implemented, targeting the most vulnerable, particularly children, adolescents, women and elderly. One of the main objectives is to maximise out-reach by supporting the existing municipal assistance and referral network. Psychosocial support and recreational activities continued to address the needs of children, adolescents, women and the elderly, both in collective centres and in private accommodation. Special drugs and medical supplies were distributed to chronically ill patients, children under 18 and the elderly. The need for this type of assistance is increasing due to the shortage of many drugs and high prices.

While the number of refugees opting to repa-

triate has increased, the pace of repatriation is still lower than expected. Constraints included the continued limited economic prospects in home countries, as well as housing problems and, to a lesser extent, security considerations. Activities under the Stability Pact for South Eastern Europe (Stability Pact) have not yet had a significant impact in promoting or stabilising repatriation movements. Owing to the limited shelter assistance available, some refugees who had returned to Croatia or Bosnia and Herzegovina, to assess prospects for repatriation, later went back to the Federal Republic of Yugoslavia. Local integration in the country is constrained by legal provisions limiting eligibility for integration and delays in the allocation of farmland for rural settlements.

IDPs from Kosovo faced no major problems in exercising their citizenship rights. In March and April, the authorities and UNHCR jointly undertook a registration of IDPs in Serbia, with the Swiss Embassy acting as an observer. Some 180,000 were registered in Serbia. Another 30,000 had earlier been registered in Montenegro, bringing the total of IDPs from Kosovo to some 210,000. The IDP database in Montenegro was subsequently adjusted to eliminate double registration. In Montenegro, a second settlement site, Konik II, with a capacity of 500 persons (63 cottages), was constructed in Podgorica as planned.

Groups of IDPs from Kosovo have approached UNHCR requesting guidance and assistance for their eventual return to the province. The difficult security situation facing non-Albanians remains a formidable constraint hindering organised returns. UNHCR organised two "go-and-see" visits from Montenegro to Kosovo in June, pursuant to the Platform for Joint Action regarding Roma, Ashkaelia and Egyptian Communities, adopted in Kosovo in April. Various Kosovo-Serb organisations have also made efforts to encourage IDPs to return. Recognising the particular difficulties faced by the Serb community with respect to return, in May a Joint Committee on Returns for Kosovo Serbs (JCR) was established in Kosovo by UNMIK.

Owing to the country's continuing economic

difficulties, most of the IDPs are living in precarious circumstances and are unable to integrate adequately. Some Roma groups faced accommodation problems and several initiatives were taken by humanitarian agencies to address this issue. Visa restrictions imposed on UNHCR personnel assigned to Kosovo have also constrained UNHCR's ability to address IDP issues effectively. This matter has been pursued with the competent authorities.

Kosovo

By the end of June, over 850,000 refugees and IDPs had returned to Kosovo, primarily from Albania, Bosnia and Herzegovina and The former Yugoslav Republic of Macedonia, as well as from Montenegro. The vast majority returned during the second half of 1999. Since its launch in July 1999, the joint UNHCR-IOM voluntary return programme has assisted some 170,000 refugees to return to Kosovo (including 43,500 between 1 January and 30 June). Since spring of this year, with the end of temporary protection regimes in many countries, the voluntary return of Kosovo Albanians has been accompanied by increasing numbers of involuntary returns from Western Europe and elsewhere. During the first six months of the year, over 3,200 persons were forcibly returned to Kosovo from European asylum countries.

Large-scale return increased humanitarian needs, prompting UNHCR to mount a massive protection and humanitarian assistance programme. One of the initial humanitarian priorities was to quickly launch a co-ordinated, comprehensive emergency shelter programme to assist those in need of accommodation during Kosovo's first post-war winter. In partnership with major donors, UNHCR initiated an emergency shelter programme for more than 700,000 people, which continued until the end of March. The programme complemented the shelter-repair efforts of the Kosovo Albanians themselves. Emergency repair kits intended to provide 60,000 families with one winter-proof room were distributed in some 1,100 communities ahead of the winter. More than 12,000 roofing kits were also distributed. Over 1,000 pre-fabricated homes or rigid shelter

structures were assembled in devastated villages. Finally, 20,000 places were made available in 117 rebuilt or refurbished Temporary Community Shelters (TCS) for those persons still in need of winter shelter. Owing to the rapid mobilisation of international resources and the coping skills of the local Kosovar population, only some 6,000 persons used the TCS, mostly homeless Kosovo Albanian and non-Albanian IDPs, as well as IDPs from southern Serbia.

In addition to winter-shelter assistance, over 27,000 extremely vulnerable families received 93,000 m² of firewood. More than 45,000 stoves were delivered to extremely vulnerable groups, host families, medical and social institutions and the TCS. For those families who chose to remain on their property over the winter of 1999-2000 despite irreparable damage, over 3,000 stove-equipped all-season tents were distributed. Food stockpiles covering needs for four months were pre-positioned in high-altitude or remote villages to ensure food security during the winter months.

UNHCR co-operated with WFP to co-ordinate the distribution of food and non-food items. The number of recipients of food aid went from 1.5 million in the period immediately following the conflict, to some 900,000 from January to May of this year, requiring the distribution of some 15,000 MT of food per month. The number of food-aid recipients was later reduced to 600,000, following needs assessments carried out by WFP in February. Food delivery programmes, targeting local residents at risk such as minorities and exceptionally vulnerable persons, continue despite the phasing down of winter emergency aid activities. Fourteen hospitals and social institutions continue to receive weekly deliveries of food and complementary food items. Complementary fresh food is delivered monthly to some 40,000 vulnerable persons.

UNHCR's programme has also focused on meeting the special needs of Kosovo's women, particularly those who have had to assume new roles in the family following the war. Community services programmes have adopted a spe-

cial focus on women. In addition, the Kosovo Women's Initiative (KWI) has empowered women to play a full and equal role in post-war society, while building the capacity of local NGOs. From January to June, 135 KWI projects were being implemented, 95 of which entail the acquisition of productive skills. Another 15 projects address the income-generation needs of 1,000 beneficiaries.

Perhaps the greatest challenge faced by UNHCR, UNMIK and KFOR is to continue to protect and assist effectively the remaining non-Albanian population. Members of minority communities continue to face security problems throughout Kosovo, including harassment, physical attacks, forcible evictions, arson and murder. UNHCR supports the operation of eight protected freedom-of-movement bus lines to give isolated communities access to health care, food markets and other basic services. Six Legal Aid and Information Centres, each with mobile teams, provide legal counselling on housing and property issues, documentation, inheritance problems confronting women, domestic violence and similar issues. Mobile teams also visit isolated minority communities. Apart from ensuring equal and unhindered access to humanitarian assistance, other measures to protect minorities included evacuations to safer locations when required. Regrettably, a project to provide satellite phone access to minority communities had to be discontinued at the end of June owing to budgetary constraints. Since June, UNMIK's inter-agency Adhoc Task Force on Minorities has been jointly chaired by UNHCR and OSCE. Together with OSCE, UNHCR has produced five comprehensive *Assessments of the Situation of Ethnic Minorities in Kosovo*.

UNHCR sponsored a series of humanitarian round-table discussions on the situation of Roma, Ashkaelia and Egyptian minorities in Kosovo. They led to the adoption on 28 April of the Platform for Joint Action regarding Roma, Ashkaelia and Egyptian Communities (Platform for Joint Action), as a basis for the possible return of those who have been displaced. To promote its implementation,

UNHCR organised a visit of Kosovo Albanian political leaders to Roma communities.

Approximately 500 Croatian Serb refugees remain in Kosovo. As with non-Albanian minorities, the security situation for the some 100 who remain in Kosovo Albanian areas is extremely precarious. In most cases, the refugees are accommodated under 24-hour KFOR protection. UNHCR is seeking to repatriate or re-settle this group.

Since emergency humanitarian needs have been largely met, UNMIK's Humanitarian Affairs Pillar was phased out at the end of June. A UN Humanitarian Co-ordinator provided by UNHCR was appointed in July to co-ordinate the remaining humanitarian activities and facilitate the transition to reconstruction and development, in close co-operation with UNMIK and its Joint Interim Administrative Structure (JIAS). The JIAS will take over many activities supporting the population, particularly social welfare and housing reconstruction. Food aid will be combined with cash payments as part of the new social welfare system. UNHCR is assisting UNMIK in the transition process by seconding expert staff, providing material assistance to the Centres of Social Welfare (CSWs) set up by UNMIK under the JIAS structure and other activities. UNHCR's aim is to ensure that social welfare and reconstruction activities benefit a maximum number of returnees and minorities. UNMIK's Reconstruction Pillar has finalised housing reconstruction guidelines, established regionally based housing committees, and begun to implement reconstruction activities throughout Kosovo. Some 20,000 housing units will be built during the year. UNHCR and WFP will remain responsible for co-ordinating food aid while JIAS' Department of Social Welfare will be responsible for cash payments. Implementation will take place through the CSWs and other partners. An NGO co-ordination group has been created to work with organisations collaborating with the CSWs, to ensure the equitable distribution of assistance. Equal access to the CSWs by minority populations is recognised as a potential problem, but UNHCR,

WFP and implementing partners will make every effort to ensure that food aid is provided as needed.

As part of contingency planning and emergency preparedness, UNHCR actively exchanged information with humanitarian agencies working in Kosovo and elsewhere in the region, in order to monitor developments. The Office also participated in a number of contingency planning exercises within Kosovo, in close co-operation with UNMIK, OCHA, sister UN humanitarian agencies, KFOR, ICRC and NGOs, to develop contingency plans for potential population movements.

REVISED OBJECTIVES AND PRIORITY ACTIVITIES FOR JULY - DECEMBER

Federal Republic of Yugoslavia

UNHCR's overall objectives remain unchanged. During the second half of the year, UNHCR will focus on the following:

- Intensify measures to promote the repatriation of refugees to Croatia and Bosnia and Herzegovina and encourage more rapid progress in implementation of the Stability Pact.
- Adapt the vocational training programme to the local job market by increasing the number of specialised courses.
- Intensify the engagement of local authorities to identify local settlement sites and resolve pending land allocation cases.
- Streamline and improve project implementation by reviewing current implementation arrangements.

Kosovo

UNHCR's overall objectives remain unchanged, although some activities will be given high priority for the remainder of the year.

- Continue to focus on the protection and assistance needs of minority groups, while pursuing minority returns.

- Continue to work closely with the OSCE, KFOR and UNMIK Police to enhance physical protection and freedom of movement, as well as to engage in longer-term confidence building measures.
- Continue carrying out confidence-building activities aimed at creating an environment conducive to the return of non-Albanian groups.
- Following up implementation of the April Platform for Joint Action adopted by Albanian and Roma leaders, aimed at the integration and return of marginalised Roma, Ashkaelia, and Egyptian minorities.
- Gradually reduce humanitarian relief activities, as more sustainable service-delivery mechanisms and reconstruction activities are implemented.
- Give particular emphasis to co-operating closely with UNMIK in the new social welfare system.
- Continue to provide assistance to non-Albanians and other categories of persons with special needs, including through the continuation of community service activities and programmes such as Kosovo Women's Initiative.

FINANCIAL DATA (USD)

	Initial Budget	Revised Budget	Total Funds Available*	Total Funds Obligated
AB and TF	121,871,408	113,483,813	48,931,353	46,350,000

*Includes income from unrestricted contributions, income from contributions restricted to the region/country, opening balance and adjustments.

