

FEDERAL REPUBLIC OF YUGOSLAVIA

INITIAL OBJECTIVES

Serbia and Montenegro

- Assist the most vulnerable refugees and internally displaced persons, and increase efforts to help identify durable solutions for them, including local integration for those that cannot or do not want to return.
- Monitor the situation in southern Serbia and implement confidence-building measures for the population, including assistance to returnees.
- Protect the rights of refugees, returnees, and IDPs, and promote the passage of the national legislation to ensure implementation of the 1951 Convention; establish refugee status determination procedures; create an effective asylum system, and improve policies affecting integration.
- As part of a phasing out of humanitarian activities in the region, work with development agencies, bilateral partners, and through international funding initiatives such as the Stability Pact for South-Eastern Europe, in order to ensure that resources are directed towards finding solutions for refugee populations.

Kosovo

- Protect and assist vulnerable minority groups and work with partners to monitor and improve their security and quality of life.
- Work to create conditions necessary for the return of minority populations to their places of origin, i.e., Serbs, Roma, Ashkalia and Egyptian minorities (RAE), and ethnic Albanians from North Mitrovica.
- Support reconciliation initiatives and reintegration programmes for returning IDPs, including to help anchor

neighbouring communities of different ethnicities.

- Maintain flexible emergency response mechanisms suited to the volatility of the region, and care for any remaining refugees and IDPs facilitating their return.

MAJOR DEVELOPMENTS, PROGRESS ACHIEVED, AND CONSTRAINTS

In Serbia and Montenegro, the majority of 369,433 refugees from the former Socialist Republic of Yugoslavia (355,133 in Serbia and 14,300 in Montenegro) and 231,100 internally displaced persons (IDPs) from Kosovo (201,400 in Serbia and 29,700 in Montenegro) continued to rely on external assistance. Particular progress was made with regard to de-registration of refugees in FRY linked to repatriation and local integration. The authorities of Serbia and Croatia have initiated a discussion to define refugee and return caseloads in their respective countries in order to better reflect the actual situation on the ground. As a result, Serbian authorities agreed to de-register some 16,000 refugees who were confirmed as having received returnee status in Croatia.

With no proper social welfare system yet in place to attend to the immediate needs of the local population, the Government of Serbia faces a daunting task of having to respond to the needs of the refugees and IDPs. Nevertheless, the Government showed its commitment by adopting the “National Strategy for Resolving the Problems of Refugees and Displaced Persons” in May 2002. The Strategy places equal emphasis on repatriation and local integration. UNHCR assisted the Serbian Government through

financial and technical assistance in this endeavour.

In Montenegro, the withdrawal or reduction of UN and international funding agencies and the loss of bi-lateral direct funding to NGOs have had a significant impact on the vulnerable populations and have placed greater pressure on increasingly limited UNHCR funds. UNHCR had developed a strategic approach by playing a catalytic role in co-ordinating and mobilising external support to bridge the gaps in relief assistance and the integration efforts, particularly with respect to housing and job creation. UNHCR continued to work in close collaboration with the Stability Pact for South-Eastern Europe in these efforts.

A setback for the efficient functioning of the NGO Sector was the lack of a national legal framework and relevant NGO legislation. The introduction of financial reform in Serbia led to a halt in the implementation of NGO activities in May to June 2002, as international NGOs were not officially registered due to the absence of such legislation.

UNHCR continued to implement the Protocol on organised return signed between the FRY and Croatian governments in 1998 and to assist spontaneous returns to BiH. During the reporting period 1,122 applications for return to Croatia were processed, 576 returnees were assisted with transport from Serbia to their final destination in Croatia, and an additional 225 returnees were assisted in the transportation of their tractors and household belongings. To date UNHCR has assisted some 9,000 refugees to return to Croatia, while some 65,000 have returned spontaneously. As a policy, all refugees returning through UNHCR's organised repatriation programme to Croatia are given a cash grant of USD 100 and lunch packs during the journey, and all extremely vulnerable individuals are transported by ambulance. No organised return movements to BiH took place during the same period, as the border crossing regime allowed refugees to cross the FRY-

BiH border with refugee ID cards. Nevertheless, UNHCR assisted 672 returnees in the transportation of their tractors, household belongings and agricultural machinery, while other donors gave cash grants. UNHCR has assisted in a similar manner some 4,000 refugees to return to BiH to date, while some 50,000 are believed to have returned spontaneously.

Repatriation activities in Montenegro were co-ordinated with NGOs receiving direct funding from the governments of USA, Spain and Switzerland, which resulted in 38 refugees being repatriated to Croatia and 278 to BiH. A constraint faced in Montenegro was the loss of bilateral funding from the donors for the repatriation programme complementary to UNHCR's. Some 70 "go and see" visits were organised for 2,693 persons from FRY to Croatia and some 17 visits for 682 persons to BiH. UNHCR also assisted a number of delegations and missions from BiH visiting FRY to assess the situation with regard to potential returnees and to make an effective plan for targeting reconstruction assistance. Legal assistance and counselling was provided to refugees, through 21 Network of Humanitarian Legal Offices and 35 Antenna offices, on various return related issues, reconstruction applications and matters related to verification of their citizenship/residency status.

Continued property restitution under the Property Law Implementation Plan in BiH led to an increase in the return of Bosnian refugees from urban areas in 2002. Some 2,300 new claims for repossession of property were filed and some 3,245 certificates delivered to claimants. In Croatia, property repossession remained problematic, although the amendments to the Law on Areas of Special State Concern are expected to be adopted by the Parliament before the end of 2002. The most significant change foreseen by the amended law is the establishment of the principle that the legal owner's property rights shall prevail over those of the current occupant. 32 applications by former tenancy right holders

were presented to the Government of Croatia and the decisions were pending. Some 42,000 applications for reconstruction of damaged properties were also pending decisions as of end June 2002.

Under the self-help construction programme for refugees, 60 families were provided with housing materials while additional 140 sites were identified and are waiting the signing of agreements by the municipalities. While it was initially planned to assist 600 families through the self-help construction programme, over 1,600 applications were received. UNHCR will look into the possibility of increasing the number of beneficiaries under this programme during the second half of 2002.

The income generation sector saw an increase in the demand for micro-credit loans, with 1,188 refugee families benefiting from loans in the reporting period. In-kind grants were disbursed for the benefit of 435 families, with more than 50 per cent of the beneficiaries receiving the grants being women. Various vocational training and apprenticeship programmes were also organised which benefited some 100 individuals. In Montenegro, in-kind grants accompanied the closure of collective centres and were also an incentive for residents to leave the centres.

During the reporting period, UNHCR and the FRY Government put emphasis on encouraging the beneficiaries in collective centres to seek durable solutions, and as a result 24 collective centres and specialised institutions were closed down.

During the early months of 2002, UNHCR distributed 2,449 MT of heating oil and 5,160 MT of coal to refugees and IDPs in 423 collective centres and specialised institutions, benefiting 27,429 persons. Heating stoves, blankets and other household items were distributed to approximately 20,000 refugees and IDPs in private accommodations and collective centres. 12,397 MT of WFP-donated food was delivered to approximately 150,729 refugees

in FRY. During the same period approximately 65,000 IDPs in Serbia benefited from the ICRC food distribution while some 10,976 IDPs in Montenegro benefited from WFP food rations. Pregnant and lactating women were given priority as a new beneficiary group to encourage breastfeeding and to compensate for their limited working capacity. All secondary costs arising from the distribution of WFP food rations were covered by UNHCR. The provision of at least one cooked meal a day for refugees in collective centres and student dormitories in Serbia was also funded by UNHCR, but no such provision was made in Montenegro.

Community services activities continued to focus on integration and empowerment of over 280,000 refugees and IDPs through educational, recreational and skills development activities. Traditional handicraft activities helped to generate a modest income for 1,350 refugee and IDP women, while skill development activities such as language and computer courses and other social and recreational activities were conducted for the benefit of some 5,500 adolescents. Attention was also especially paid to the needs of elderly refugees and IDPs without any family support. To this effect, UNHCR along with six NGOs signed a MOU with the Ministry of Social Welfare for the expansion of existing elderly homes and conversion of collective centres into homes to accommodate elderly refugees. UNHCR funded the extension of one existing elderly home to accommodate an additional 120 elderly, while conversion of a collective centre into an elderly home for 300 refugees is currently underway. Under UNHCR's overall co-ordination, four existing elderly homes were expanded by NGOs to accommodate 150 refugees and funding was sought for the conversion of six more collective centres. Due to the budget shortfalls, priority in the distribution of drugs was given to those suffering from chronic illnesses in remote areas. Material support to local associations and refugee/IDP community centres was made available to encourage greater involvement of the local

population in such activities. Inclusion of Roma IDPs in community services activities has been a priority and a notable development on this front was the implementation of six new

projects by local Roma associations covering education and health as well as a campaign against trafficking of Roma women.

Progress as measured against indicators

Impact/Performance Indicators	Actual Progress
Provided food and non-food items to the most vulnerable refugees and IDPs.	Some 161,705 refugees and IDPs received WFP food rations and some 20,000 refugees and IDPs benefited from UNHCR non-food items.
Assisted in identifying durable solutions for most vulnerable refugees and IDPs.	614 refugees repatriated under the organised return procedure. 225 assisted in return to Croatia and 950 to BiH in transportation of tractors and household belongings. 60 families provided with housing units, 1188 families with micro-credit loans and 435 families with in-kind grants. 433 persons were resettled to third countries.
Formulated the National Strategy for Resolving the Problems of Refugees and Displaced Persons and the national asylum law.	Strategy was adopted by Serbian Parliament in May 2002, and the process of drafting the asylum law has commenced.
Established co-ordination mechanisms with NGOs to bridge gaps in the assistance programme.	17 NGOs, with their own resources, worked within the umbrella guidance of UNHCR and complemented UNHCR-funded project activities.

Kosovo

Transfer of power by the UN Mission in Kosovo (UNMIK) to the locally appointed representatives as a result of elections in November 2001 has been the major development in self-governance of the Yugoslav Province of Kosovo. UNHCR in close collaboration with UNMIK, KFOR and the local representatives continued to work for the protection of vulnerable minority groups - refugees, returnees, IDPs and residents at-risk. The volatile security situation and limited freedom of movement however continued to have a great impact on the possibilities of minorities to access public services. These problems of access especially affect the more vulnerable minorities. Special attention therefore continued to be paid to comprehensive monitoring of isolated vulnerable communities throughout Kosovo, primarily ethnic Serb and Roma Ashkliya and Egyptian communities, but also the ethnic Albanian minority living in the North Mitrovica region. This specific activity is implemented in close co-operation with the food safety net programme.

Special delivery programmes, targeting local residents-at-risk such as minorities and extremely vulnerable persons to ensure they receive adequate food aid, has continued

despite the reduction of food aid. For the period of January to June 2002, bi-monthly fresh food was provided, primarily for protection-related reasons, to some 2,100 isolated and dispersed minorities in urban centres and enclaves throughout Kosovo. Complementary food was also distributed to some 534 beneficiaries, mainly those suffering extreme isolation, according to assessed needs.

While continuing to wind down operations by handing over humanitarian assistance, monitoring and reintegration activities to the UNMIK structure and specialist reconstruction /development bodies, UNHCR continued its activities to promote the right of return for minorities, identifying obstacles for a safe and sustainable return and measures required to address these obstacles. UNHCR has transitioned to UNMIK's new Office on Returns and Communities the co-ordinating role at the central level and to UNMIK Regional and Municipal structures the co-ordination of Regional and Municipal Working Groups on Return. These bring together international actors, provisional institutions of self-government functionaries and community representatives. Extensive discussion has taken place with Kosovar Albanian political and community leaders to enhance inter-ethnic dialogue and acceptance of

return of minorities. A number of “go and see visits” of IDPs from Serbia and Montenegro and refugees in fYROM were organised. This allowed the IDPs/refugees concerned about the situation in their place of origin to make a free and informed choice to return. UNHCR assisted 467 Roma/Askhalija refugees and IDPs from fYROM, Serbia and Montenegro who have decided to return to their places of origin in Kosovo.

Despite the efforts by UNHCR and other actors to create conducive conditions for returns and promote the principle of inter-ethnic tolerance, in most situations equal access to basic services continued to be negatively affected due to the lack of fair treatment of the minorities by some local authorities. Inter-ethnic harassment, intimidation and violence remain common in Kosovo wherever ethnic communities come into contact with each other and is only limited by the active security measures put in place by KFOR and UNMIK Police and the nascent Kosovo Protection Service. Coupled with the isolation of most minority communities, as a result there continued to be little progress during the reporting period on the return of any population to areas where they locally constituted an ethnic minority.

Free legal aid and information continued to be provided to displaced persons, minorities, returnees and local residents at risk through eight legal aid and information centres. An extensive outreach programme carried out by mobile teams was initiated to assist isolated minority communities who for security reasons, cannot access the centres. The total number of beneficiaries during the first half of the year was 1,894, of whom 70 per cent belonged to minority groups, representing an increase over the 27 per cent minority beneficiaries in 2001. Since property rights are one of the main issues of concern being raised by minorities, jointly with implementing partners, UNHCR continued to actively participate in Housing and Property co-ordination meetings and to provide support to UNMIK and the Housing and Property Directorate.

In the reporting period 734 persons voluntarily returned to Kosovo under IOM auspices and an additional estimated number of 40 persons returned spontaneously. In addition to the voluntary returns, some 3740 Kosovars were forcibly returned to Kosovo, mainly from Western European countries, of whom 53 were from ethnic minorities. Given UNHCR’s ongoing concern about the forcible return of ethnic minorities the Office continued to intervene with the host countries concerned. Monitoring at the airport upon arrival of the forced returns is secured through a sub-agreement with NRC, who has alerted UNHCR to returnees in need of protection follow up and/or secure accommodation. In this respect, field-based monitoring at locations of final destinations has been intensified through the field offices.

During the reporting period non-food items were distributed to minority returnees, IDPs from Southern Serbia and fYROM refugees as well as extremely vulnerable individuals, including some 7,564 kitchen sets; 27,498 mattresses; 4,926 blankets; 9,712 hygienic parcels; 19,219 jerry cans; 5,219 plastic sheets; 31 plastic roofing; 1,399 tents including 1,363 winterised units; 6,322 sanitary napkins; 536 stoves including 387 multi-purpose units; 1,400 laundry soap; 2,591 childrens’ underwear; 1,496 long johns; 447 sleeping bags; 523 beds; 73 prefab houses; 1,400 timber fillets; 331 coats; 299,939 garbage bags/bins; 18,900 gloves, and 105 plastic tarpaulins.

Efforts to empower Kosovar women of all ethnicities to become self-sufficient and to form a Kosovo-wide network of women to establish inter-ethnic dialogue and collaboration together continued under the Kosovo Women’s Initiative (KWI). The process of “localising” the KWI commenced in 2001 when it was placed under the co-ordination of Local Women’s Councils (LWCs). In 2002, the LWCs commenced the process of registering the Kosovo Women’s Initiative as a Kosovo NGO. After the first round of two review sessions this year, the LWCs reviewed well over 100 project proposals, of which 48 projects were approved. Some 42

per cent of these mostly income-generating projects were minority or inter-ethnic projects. The KWI program has now a Minority Component Team that has worked directly and exclusively with minority, IDP and returnee women by assisting them with project proposals and training.

UNHCR continued to pursue actively the phase down and hand-over of activities to the established UNMIK structures and by extension to line ministries forming provisional institutions of self-government. UNHCR also continued to work closely with UNMIK and the Provisional Institution of

Self Government line ministries, e.g. Ministry of Health and Ministry of Department of Labour and Social Welfare on issues of minority access to UNMIK social services (health, education, Centre for Social Welfare).

UNHCR carried out the re-registration of approximately 4,100 refugees from FYROM who are still resident in Kosovo. Interagency contingency planning has been carried out for emergency preparedness. A contingency stockpile has been maintained and the response capacity has been adequately assessed.

Progress as measured against indicators

Impact/Performance Indicators	Actual Progress
Number of isolated/dispersed minorities receiving bi-monthly fresh & complementary food.	Bi-monthly fresh food and complimentary food has been provided to more than 2100 isolated/dispersed minority community throughout Kosovo including 670 ethnic minority IDPs who are accommodated in various temporarily collective centres.
In conjunction with WFP, IPs and LDPs, vulnerable minorities and refugees receive food on regular basis. Equal access of vulnerable minorities to the UNMIK Centre for Social Welfare and Social Assistance Scheme process and receipt of cash grants.	Up to 14,466 ethnic minorities have been identified and have received food assistance. The food rations were distributed to some 10,000 refugees on a regular basis. This number decreased to some 4,100 at the end of June.
Assistance is provided to the families hosting refugees from FYROM. Central database will be established with the information on host families verified and registered through two implementing partners; all eligible families are receiving Host Family (HF) stipends.	All 1735 host families have been registered. 98 per cent of them received a token amount of 40 Euros per family per month as HF stipend. A cordial relationship between the host families and the refugees were maintained.
To provide Emergency Shelter Assistance to returnees throughout Kosovo who have no other acceptable accommodation.	Approximately 100 returnee households assisted with Emergency Shelter Assistance upon return in a timely manner.
Kosovar women of all ethnicities are empowered to form a Kosovo-wide network of women to advocate on behalf of women of all ethnicities. Kosovar women take initiative in reconciliation process and peace building by establishing inter-ethnic dialogues and working together.	KWI funded projects implemented by local women and women's groups are currently ongoing. After the first of two project proposals review sessions this year, the Local Women's Councils reviewed over 100 project proposals. The LWCs approved 48 projects, 42% of which are minority or inter-ethnic projects and majority of which are income-generation projects.
Number of persons addressed their concerns and had access to the legal and information centres. The number of beneficiaries reached and number of visits undertaken by mobile teams in minority communities.	1,894 persons have received legal assistance out of which 70% represent ethnic minorities who have been assisted through the outreach programme.

REVISED OBJECTIVES AND PRIORITIES FOR JULY-DECEMBER 2002

Serbia and Montenegro

The initial objectives remain largely unchanged.

- Support a small number of repatriation of FRY refugees from BH to FRY during the second half of 2002.
- Establish one time re-integration assistance package for new caseload.

Kosovo

The initial objectives remain unchanged. During the second half of the year focus will be on following objectives:

- Support return of ethnic minorities to Kosovo and the return of ethnic Albanian IDPs from Southern Serbia to their places of origin.
- Support protection and assistance to the refugees from FYROM and facilitate their repatriation.
- Encourage UNMIK to take over assistance activities and/or include vulnerable communities (displaced persons and local residents-at-risk) in the general provision of services.
- Continued contingency planning and emergency preparedness.

Annual Programme Budget				Supplementary Programme Budget			
Initial Budget	Revised Budget	Total Funds Available	Obligation Level	Initial Budget	Revised Budget	Total Funds Available	Obligation Level
48,895,637	48,562,243	25,881,940	21,920,518	4,655,942	2,978,466	1,664,411	1,346,800