

FEDERAL REPUBLIC OF YUGOSLAVIA

INITIAL OBJECTIVES

Serbia and Montenegro

- Assist the most vulnerable among the 222,800 internally displaced persons (IDPs) from Kosovo and some 500,000 refugees, and identify durable solutions for them.
- Help refugees repatriate voluntarily to Bosnia and Herzegovina and Croatia, and assist those who do not wish to return - or cannot - to integrate locally.
- Plan for and help IDPs to return to Kosovo as soon as the situation permits, and pursue local integration for those who wish to remain.
- Protect and ensure respect for the rights of refugees, returnees and IDPs, and promote the passage of federal legislation to implement the 1951 Convention and establish refugee status determination procedures.

Kosovo

- Protect and assist vulnerable refugees, returnees, IDPs and local residents at risk, and work with partners - especially KFOR, the United Nations Interim Administration in Kosovo (UNMIK) and OSCE - to monitor and improve their security.
- Support reconciliation initiatives as well as reintegration when IDPs return to Kosovo.
- Continue to wind down operations and hand over humanitarian assistance, monitoring and reintegration activities to the UNMIK structure, OSCE and specialist reconstruction/development bodies; focus on core protection activities.

MAJOR DEVELOPMENTS, PROGRESS ACHIEVED AND CONSTRAINTS

The establishment of the newly elected Government and institutions in the Federal Republic of Yugoslavia (FRY) has opened up new possibilities for repatriation and local integration of refugees and displaced persons. A new impetus for dialogue between Kosovo Albanians and Serbs is lending a greater opportunity for the return of the IDP population, possibly making it feasible to facilitate the return of Serbs and Roma to their places of origin in more significant numbers during 2001. The relationship between FRY and Bosnia and Herzegovina (BiH) and Croatia has progressively improved. UNHCR's primary functions in FRY continued to be the promotion of the necessary conditions for minority returns, the provision of care and maintenance for those who cannot return, and supplementary assistance for local integration. The Office also continued to play a catalytic role in co-ordinating and mobilising external support to bridge the gaps in assistance and integration efforts, particularly regarding the creation of housing and jobs.

A tense political situation in the region, particularly in southern Serbia and The former Yugoslav Republic of Macedonia (fYROM), resulted in a large displacement of population into Kosovo and the other parts of FRY in the first half of 2001. While there was a marked improvement in the situation in southern Serbia by mid-June, which allowed for the return of several thousands of displaced persons, the conflict in northern fYROM has produced nearly 55,000 refugees (mainly ethnic Albanians) to Kosovo and over 9,000 to the rest of FRY. FRY's open door policy was maintained with the immediate acceptance

of refugees. In Kosovo, UNMIK assumed the responsibility for the registration of those refugees from FYROM with the assistance of UNHCR. Elsewhere in FRY, some 6,000 refugees are staying with host families in Preshevo, and some 500 in Bujanovac, while others have moved further northward. UNHCR remains alert for a potential further influx of refugees, has increased its emergency response capacity and maintains an information exchange with humanitarian agencies working in the region. The Office has co-ordinated the inter-agency contingency planning and emergency preparedness. In this connection, a contingency stockpile for 30,000 persons has been maintained.

Serbia and Montenegro

In Serbia and Montenegro, there are some 500,000 refugees from the former Socialist Republics of Yugoslavia and some 222,800 IDPs from Kosovo. The re-registration of refugees in Serbia was completed in June and the refugee figure was adjusted accordingly.

As a result of recent political developments, greater opportunities for facilitated repatriation have opened up for refugees from Croatia and BiH. During the first six months of 2001, some 600 refugees returned to BiH and another 600 to Croatia. UNHCR organised these voluntary repatriations and conducted 15 go-and-see visits to both BiH and Croatia, as well as providing countries of origin information and legal and administrative assistance to the potential returnees. Legal services were provided to some 3,000 refugees and 360 IDPs. UNHCR also assisted in transporting the household belongings of those who had successfully repossessed their property: 396 refugees to BiH and 24 to Croatia. The successful implementation of property repossession procedures in BiH has encouraged the return of increasing numbers of persons; however, this has not happened in Croatia, where the numbers of returnees have decreased due to the absence of functional property repossession mechanisms. As the majority of refugees' properties in BiH and Croatia is

either damaged or occupied, a transparent and workable property restoration procedure is necessary. UNHCR is assisting with the provision of the property reconstruction applications to Croatian refugees in FRY.

The adoption of a Framework on Return by the Joint Committee on Returns in Kosovo, which indicates locations where conditions conducive to return might be created, has prompted the Office to identify IDPs originating from those areas. Roma IDPs have remained a very vulnerable section of the IDP community. UNHCR has been focusing on further implementation of the Platform for Joint Action and the promotion of reconciliation between communities through, for example, the participation of Roma IDPs in meetings with the Albanian and Roma leadership in Kosovo. The number of IDPs returning to Kosovo is extremely small; some remaining obstacles to return are security concerns for non-Albanians and issues affecting property rights in Kosovo, as well as damaged houses and poor infrastructure in the areas of return. The Kosovo Housing and Property Directorate has not yet been able to open offices in Serbia and Montenegro, due to funding constraints and the absence of an agreement with the FRY authorities.

The threat of renewed ethnic conflict in southern Serbia, in particular in the municipalities of Bujanovac, Medvedja and Presevo along the former ground safety zone (GSZ), was reduced significantly by the end of June. Some 3,500 out of approximately 20,000 people, mainly ethnic Kosovo Albanians who have been displaced since 1999, have started returning to those municipalities from Kosovo after the re-deployment of the Serb forces in the GSZ in May. Another 5,000 to 6,000 are expected to return. To date, some 250 persons have returned to their houses through two trips organised by UNHCR. Some 1,500 returnees have received tool kits, domestic supplies and minimum shelter repair materials from UNHCR and food items from WFP.

During the first half of 2001, UNHCR received seven applications (33 persons) for refugee status determination from asylum-seekers from outside of the former Yugoslav republics. Of these, three cases (16 persons) were recognised. The first discussions were held with the FRY authorities on setting up a national asylum system. The Asylum and Migration Initiative under Table III of the Stability Pact for South-Eastern Europe may provide further impetus for the creation of a functional national asylum system. Resettlement activities remain focused on vulnerable refugees from BiH and Croatia who can neither safely repatriate nor hope to effectively integrate in FRY. In the first half of 2001, 3,560 applications were received, out of which 3,302 individuals have been interviewed. Some 800 persons departed for resettlement to third countries and another 700 refugees have been accepted and are waiting to leave. Resettlement efforts for other mandate refugees continued; in the first half of 2001, three cases have been submitted for resettlement.

In March, UNHCR revised existing lists of recognised collective centres and decreased the number of beneficiaries that qualify for assistance. The Office carried out maintenance and repair works on 46 collective centres hosting over 4,500 refugees. Over 550 greenhouse projects targeting 6,764 beneficiaries in 96 collective centres and small-scale livestock activities for 7,129 refugees in 76 centres were implemented. Various non-food items, including heaters refrigerators, clothing and plastic sheeting for windows and roofs, have been distributed to over 10,000 beneficiaries.

During the winter months, UNHCR supported 355 collective centres, 57 special institutions and five student dormitories with the distribution of coal and heating oils, benefiting a total of 28,000 people. UNHCR funded the secondary distribution of some 12,000 metric tons of basic food rations from WFP to 242,000 refugees in private accommodation and collective centres in Serbia. All 474 collective centres in Serbia

with nearly 33,000 refugees and IDPs were assisted with some 1,500 metric tons of fresh food, such as vegetables, fruits, jam and eggs during the winter months. In Montenegro, 584.2 metric tons of WFP food rations were distributed to 10,000 refugees in private accommodation and collective centres and 1,596 tons to IDPs.

Approximately, 240,000 refugees and IDPs, mainly women, children and other vulnerable groups, have directly benefited from the community services assistance provided by UNHCR. Special efforts were made to include the internally displaced Roma population in the existing community-based activities at the municipal level, utilising 58 mobile teams consisting of qualified social workers and psychologists. Activities such as knitting, sewing and weaving have generated some income for refugee and IDP women. Adolescents benefited from skills-development activities such as language and computer courses. Services and facilities offered to elderly refugees and IDPs through the community centres help encourage local integration and decrease their sense of isolation and loneliness. Distribution of special drugs and medical supplies continued for the elderly and children. Life-saving drugs were provided on a case-by-case basis only to the most needy and vulnerable. Orthopaedic services that were not available through the local health system were provided to refugee and IDP children.

The re-registration of refugees in Serbia gave an indication that after ten years many Bosnian and Croatian refugees have *de facto* integrated into the society. Local integration is currently accepted and promoted officially by the Government. The citizenship law was amended in February and it is no longer necessary for refugees to renounce the nationality of their former Yugoslav Republic in order to gain Yugoslav citizenship. The conclusion of bilateral agreements on dual nationality will further clarify the issue.

In order to facilitate local integration, some 753 loans (3,335 beneficiaries) were provided to refugees who applied for FRY citizenship. In addition, over 500 in-kind grants were handed out to vulnerable families who could not qualify for the loan programme. Only limited progress was achieved in central and southern Serbia in the implementation of the micro-credit programme due to this newly-introduced criteria necessitating application for FRY citizenship; as a result of ambiguities in the new citizenship law, fewer refugees than expected have applied.

All planned sites for the construction of 230 units under the 2001 self-help housing programme have been identified; agreements

have been signed for the construction of 92 units; and agreements for an additional 128 units are under preparation. An information campaign on this newly-introduced project has been initiated in central and southern Serbia. The implementation of the multi-storey block pilot project has been hampered by the lack of clear policy over ownership rights for the apartments; nevertheless, three sites have been identified in central and southern Serbia and preparation for implementation is underway. In addition, the construction of 51 units has started under the full-construction scheme. In Montenegro, a pilot self-help housing construction programme started in the spring will assist some ten families with housing materials.

Progress as measured against selected indicators

INDICATORS	PROGRESS
Continued co-ordination with NGOs involved in repatriation activities.	Four NGO repatriation co-ordination meetings were organised. An electronic system of information sharing between NGOs and UNHCR is now operational.
Continued refugee status determination and development of an asylum system in FRY	Discussions with the federal authorities on the future development of an asylum system began. Of those asylum claims reviewed, a total of 16 persons were recognised.
Number of persons returning to GSZ with UNHCR's assistance	Some 250 persons were able to return through UNHCR-organised return programmes.

Kosovo

The rate of return of ethnic Kosovo Albanians to Kosovo decreased significantly compared to 2000. In the first half of 2001, nearly 4,000 persons voluntarily returned under the joint auspices of UNHCR/IOM, and an estimated 700 persons returned spontaneously overland. Four go-and-see visits of IDPs currently in Serbia and Montenegro and refugees in fYROM were organised to their places of origin. On a limited scale, after careful assessments, UNHCR facilitated the return of 137 Roma and Askhalija refugees from fYROM and Montenegro. Most returns are made to areas where locally the returning population is in the majority; otherwise, there has been little progress on return to minority areas. As of March, over 10,000 ethnic Albanian IDPs from southern Serbia were residing mainly in Gnjilane and Pristina. By the end of June, most of the 8,000 ethnic Albanians, who fled

southern Serbia following the gradual re-entry of the Yugoslav forces in the GSZ, had returned to their homes. A small-scale organised return has been facilitated by UNHCR. Furthermore, approximately 4,600 Kosovars were deported to Kosovo from asylum countries. UNHCR ensured airport monitoring to identify those who had special protection needs and required secure accommodation, as well as intervening with the relevant asylum countries to avoid such returns.

UNHCR continues its activities to promote the right of return for minorities and to address the obstacles for safe and sustainable return. Certain areas of Kosovo, including Mitrovica, Gnjilane and other ethnically-mixed areas remained tense with local residents at risk of human rights abuses and ethnic minorities facing daily harassment,

isolation, violence and intimidation. The volatile security situation and limited freedom of movement continued to have a great impact on the possibilities for the minorities to access basic services. This was further hampered by the reluctance of some local authorities to treat minorities fairly. Special attention was therefore paid to monitoring and reporting on isolated communities throughout Kosovo, primarily ethnic Serb and Roma communities, but also the ethnic Albanian minorities living in the majority Serb area in north Mitrovica. Since April, comprehensive monitoring of the vulnerable minority communities and individuals (domiciled, IDP and returnee) has been implemented, in close co-operation with the food safety-net programme aimed at reaching the most vulnerable populations left out of the formal system. Furthermore, UNHCR is chairing the Steering Committee on Return of Kosovo Serbs and the Regional and Local Working Groups on Return, which bring together the key international actors and community representatives. Extensive dialogue was held with Kosovo Albanian political and community leaders to enhance inter-ethnic communication and acceptance of the return of minorities. Financial support was provided for a local NGO which is working on establishing a dialogue between the receiving communities and potential minority returnees, and on promoting peaceful co-existence between the different communities.

Non-food items were distributed to minorities, returnees and extremely vulnerable families, as well as to IDPs from southern Serbia and FYROM refugees. The distribution included 14,531 kitchen sets, 49,625 mattresses, 81,294 blankets, 25,347 boxes of hygienic parcels, 13,111 jerry cans, 608 plastic sheets, 427,300 sanitary napkins, 1,187 multi-purpose stoves, 95 winterised tents, 63 tent stoves, 850 bars of laundry soap and 5,215 items of children's underwear. Community service programmes targeted mainly minority communities. The internally displaced ethnic minorities hosted in various temporary shelters were provided with basic assistance, and the special food

delivery programmes, targeting local residents-at-risk such as minorities and exceptionally vulnerable persons, have continued despite the reduction of food aid. From January to June, bi-monthly fresh food was provided to some 2,500 isolated and dispersed minorities in urban centres and enclaves throughout Kosovo and 1,300 IDPs and refugees accommodated in various community shelters. Complementary food was also distributed to those suffering from extreme isolation.

Eight legal aid and information centres provided free services to displaced persons, minorities, returnees and other local residents at risk. In addition, an extensive outreach programme was continued by the mobile teams to assist those in isolated minority communities who cannot access the centres in person for security reasons. In the first half of the year, 3,389 individuals benefited from the service. This represents 43 per cent of minority groups, rising from 36 per cent in 2000. Since the issue of property rights is one of the main concerns for minorities, the Office has actively participated in Housing and Property co-ordination meetings and provided legal and practical support to UNMIK and the Housing and Property Directorate.

The Kosovo Women's Initiative (KWI) continued to support the development of local NGOs and to empower Kosovo women to play a full and equal role in the post war society. In the first half of the year, the KWI programme has focused on the introduction of the new structure, establishment of women councils and provision of training. By the end of June, six Regional Women's Councils were formed. Each Regional Council consists of 15 members of multi-ethnic composition with a minimum of three minority members. From January to June, these Councils have received a total of 211 project proposals and have approved 81 projects. Financial support was also provided to a local women's association providing legal counselling, documentation and representation for women.

During the first half of 2001, UNHCR continued to actively pursue the transfer of activities to the established UNMIK Departments. One of the key priorities since mid-July 2000, was the phasing-out of emergency food assistance and integration of targeted food distribution through a social assistance scheme by UNMIK. By the end of March, the number of food beneficiaries had decreased by 31 per cent: 33 per cent for majority populations and 23 per cent for minority populations. The bus shuttle services for minority communities in Kosovo were successfully transferred to UNMIK, including the hand-over of the bus and light vehicle fleet from UNHCR. The transfer of responsibility for minority Temporary Community Shelter management to UNMIK and the municipalities has been postponed until the end of September,

though originally planned for completion by the end of June, due to the limited capacities of some municipalities. UNHCR also closely co-operated with the UNMIK (Reconstruction) Pillar Four in order to ensure that due consideration is given to the specific situation of minorities when drafting guidelines and ensuring non-discriminatory access to reconstruction assistance. Similarly, UNHCR continues to monitor and advocate minority access to UNMIK social services (health, education, Centre for Social Welfare) and to highlight policies and procedures which hamper minority access. UNMIK is reviewing minority staffing in each municipality.

Progress as measured against selected indicators:

INDICATORS	PROGRESS
<p>Number of isolated and dispersed minorities receiving bi-monthly fresh & complementary food. Isolated persons will be identified to receive material and protection assistance, through door-to-door delivery, and by doing so, their sense of isolation and security fears should be eased. Nutritional well-being (food security) of beneficiaries.</p> <p>A contingency stock for 30,000 persons to be maintained in the warehouse.</p>	<p>Bi-monthly fresh and complimentary food has been provided to some 2,500 persons in isolated/dispersed minority communities throughout Kosovo and up to 1,300 ethnic minority IDPs accommodated in various temporary collective centres. The door-to-door delivery alleviated the sense of isolation of many individuals and allowed for an increased perception of personal security. No micro-nutrient deficiency reported.</p> <p>Contingency stockpile was maintained. During the refugee influx from FYROM and the IDPs from southern Serbia, the emergency response has been adequate.</p>
<p>Access of ethnic minorities to public services including humanitarian assistance made available</p>	<p>Specific references have been introduced into the UNMIK Housing Reconstruction Guidelines in order to ensure ethnic minorities have access to reconstruction assistance.</p>
<p>Kosovo Women gained self-sufficiency skills, including meeting their individual and family needs as well as beginning to participate fully in local community structures. Women's structures and counselling centres to be managed by local structures by the end of year to ensure sustainability.</p>	<p>Six multi-ethnic Regional Women's' Councils were formed with the participation of 90 women Based on training provided earlier, the Councils have reviewed 221 project proposals, of which 81 projects were approved and have been implemented: 53 income-generation, 28 skill-training. Approximately 13,000 women (19 minority groups, 25 mixed and 37 majority) as well as their families have benefited.</p>
<p>Number of persons whose legal concerns were addressed and who had access to the legal and information centres.</p>	<p>3,389 persons have received legal assistance, of whom 43 per cent represent ethnic minorities who have been assisted through outreach programmes.</p>

REVISED OBJECTIVES AND PRIORITIES FOR JULY-DECEMBER

Serbia and Montenegro

The initial objectives remain largely unchanged. The situations facing the refugees and IDPs are not expected to improve significantly in the next 6 months and the basic accommodation problems will

remain unsolved. UNHCR will continue to strengthen its advocacy for the acquisition of FRY citizenship for those refugees who are not able or willing to return to their country of origin and increasingly play a catalytic role to ensure long-term support to refugees and IDPs by other actors, particularly development agencies. The return of IDPs from Kosovo to southern Serbia will be further facilitated.

The conflict in FYROM has caused an influx of more than 9,000 people seeking refuge in Serbia and Montenegro. A contingency plan was developed to provide emergency assistance for up to 20,000 refugees for an initial period of six months. Furthermore, UNHCR will;

- maintain the contingency plan to protect and assist some 50,000 refugees from FYROM during the second half of 2001.
- revise the existing contingency plan to accommodate secondary movements of up to 40,000 Serbs who may decide to leave Kosovo for Serbia due to pressure from mass arrivals of Albanians from FYROM, and facilitate the evacuation or return to Serbia of some 2,000 Roma

who are currently assisted by UNHCR in FYROM.

Kosovo

The initial objectives remain unchanged. The Office is focusing particularly on;

- the return of minorities to Kosovo, especially in the return of ethnic Albanian IDPs from southern Serbia to their places of origin.
- co-ordinating and managing voluntary repatriation to and from Kosovo, including return of the remaining vulnerable Kosovo Albanian refugees from western Europe and neighbouring countries, and the return of minority IDPs from Serbia and Montenegro

In addition to the objectives set at the beginning of the year, providing protection and assistance to the refugees from FYROM, and facilitating their eventual return, has become an important part of the operation in Kosovo. In this context, the Office will continue to support regional contingency planning, including monitoring of possible instability in the region.

FINANCIAL DATA (USD)

	Initial Budget	Revised Budget	Total Funds Available¹	Total Funds Obligated
APB	79,217,090	63,383,829	41,467,167	37,789,359
SPB	0	14,132,701	4,555,825	1,555,825
Total	79,217,090	77,516,530	46,022,992	39,345,184

¹Includes income from unrestricted contributions, income from contributions restricted to the regional, sub-regional and/or country level, opening balance and adjustments