

Yugoslavia Federal Republic of in short



Main Objectives

Serbia and Montenegro

- Assist the most vulnerable among the 222,800 registered internally displaced persons (IDPs) from Kosovo and the almost 500,000 refugees and identify durable solutions.
- 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 '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.

PLANNING FIGURES

Population ¹	Jan. 2001	Dec. 2001
IDPs from Kosovo in Serbia and Montenegro	222,800	222,800
Refugees in Serbia and Montenegro ²	495,000	380,000
Refugees, IDPs, Returnees and Local 'Residents at Risk' in Kosovo	255,000	200,000
Total³	972,800	802,800

¹ In Serbia and Montenegro, a planned census and re-registration of refugees will probably lead to a downward revision of their number, since many have returned without notifying the authorities or UNHCR. The Office plans to assist the repatriation of 50,000 refugees to Croatia and Bosnia and Herzegovina, but that figure could be increased if the Stability Pact for South-Eastern Europe makes headway in channelling funds to support returnee reintegration. Non-Albanian minorities may continue to arrive from Kosovo in small numbers, unless the security climate improves; conversely, they may attempt to return to Kosovo if the security climate improves. In Kosovo, the minority population will have full access to all assistance and services provided by UNMIK/Joint Interim Administrative Structure (JIAS) by the end of 2001. Modest numbers of refugees from Kosovo will continue to repatriate from Western European countries, but only a few of them will require assistance upon return.

² Numbers to be verified in a census to be carried out in late 2001 (subject to the agreement of the new government).

³ In Serbia and Montenegro UNHCR plans to assist: 230,000 refugees and 165,000 IDPs. Of these, 35,000 refugees and 15,000 IDPs are housed in over 600 collective centres. UNHCR will also provide assistance for 50-100 mandate refugees. In Kosovo UNHCR will help: 500 refugees; 150,000 vulnerable members of minority groups (100,000 Serbs, 30,000 Roma/Ashkaeli and 5,000 others, including Turks, Muslim Slavs, etc.); and 15,000 returnees. In addition 85,000 members of majority groups are of concern to UNHCR (50,000 returnees and 35,000 IDPs, including 15,000 from southern Serbia).

TOTAL REQUIREMENTS • USD 79,217,090

WORKING ENVIRONMENT

Recent Developments

Serbia and Montenegro

After years of economic isolation and decline, the victory of opposition leader Vojislav Kostunica in federal presidential elections on 24 September 2000 was widely viewed as a turning point in relations between the Federal Republic of Yugoslavia and the international community. The rapid lifting of the oil embargo and partial lifting of other international sanctions in October, and pledges of financial assistance to the new interim government, raised hopes of a gradual economic improvement. Nevertheless, the political situation remained fluid at the time of writing, despite popular support for Mr. Kostunica (and may remain so until after the elections for a new Serbian Parliament in December 2000). At this stage, it is too early to predict the impact of the new situation on refugees and IDPs. Humanitarian needs are expected to remain high, particularly during the impending winter. An improved economic and social environment may encourage many refugees to view their prospects of integration with more optimism, but many others will still wish to return to their homes. Thanks to Croatia's greater openness to the repatriation of its refugees from abroad and an information campaign carried out in 2000 jointly by UNHCR and the Serbian Commissioner for Refugees, Croatian Serb refugees showed more interest in going home. Some 25,000 returns had taken place by the end of October 2000 (both assisted and spontaneous). It is estimated that 1,500 refugees will have repatriated to Bosnia and Herzegovina during 2000.

The Federal Republic of Yugoslavia continues to host more refugees assisted by UNHCR than any other country in Europe: nearly half a million, most of whom fled Bosnia and Herzegovina or Croatia during the break-up of the former Socialist Federal Republic of Yugoslavia. Of these, 23,000 are in Montenegro and the remainder (472,000) in Serbia, where they are concentrated in the northern province of Vojvodina and in areas surrounding Belgrade. Five years after the Dayton Peace Agreement the refugees are still waiting for a solution to their plight. The majority live with family or friends, in rented accommodation or in their own dwellings. A census and re-registration of the refugee population was planned, to provide an update of the number still in need of a solution as well as an indication of the refugees' aspirations. The census was to have begun in September 2000 but was postponed at the suggestion of the authorities until after the September presidential elections. If the new government agrees, it will be carried out in 2001.

In addition to refugees, 222,800 IDPs from Kosovo – mainly ethnic Serbs, but also Roma and other non-Albanian minori-

ties – are registered in Serbia (192,800) and Montenegro (30,000). The influx of IDPs began during the summer of 1999, since non-Albanians feared reprisals from the Kosovo Albanians who returned following the end of NATO air strikes. IDPs continued to arrive in 2000, as members of minority communities in Kosovo faced grave security problems throughout the province, including harassment, physical attacks, forcible evictions, arson and murder. It is unlikely that many IDPs will be able to return in the foreseeable future, unless the security climate in Kosovo greatly improves. The highest concentrations of IDPs are in central and southern Serbia, including Belgrade, and in Montenegro.

Kosovo

A massive international humanitarian relief effort has assisted over 850,000 Kosovars who have returned to Kosovo, mainly from the immediate region (but also from further afield). The immediate priority was to help returnees cope with the first post-war winter. In addition to food and non-food items, shelter repair and winter-proofing, UNHCR's initial humanitarian assistance programme covered a broad range of non-traditional humanitarian activities owing to the lack of alternative service providers.

Once the winter was over, living conditions improved markedly for the majority of the Albanian population, so large-scale relief programmes gradually diminished. On 14 July 2000 the Humanitarian Affairs Pillar of UNMIK ceased to exist as a formal component of its structure. Responsibility for a broad range of humanitarian activities gradually began to be taken over by UNMIK and the Joint Interim Administrative Structure (JIAS). Also in July, the Humanitarian Co-ordinator/UNHCR Special Envoy and OCHA began a process of 'humanitarian accounting' to ensure coherence in continued humanitarian action. UNHCR began to hand over activities to UNMIK/JIAS and to longer-term reconstruction and development specialists wherever possible. UNHCR continued to provide limited assistance to groups with special needs and undertook various activities conducive to security and respect for the rights of all members of Kosovo's population. In its work the Office consistently aimed to help create an environment conducive to sustainable reintegration not only of those who have already returned home, but also those who have not yet been able to do so.

Events throughout Kosovo in 2000 have dramatically illustrated the general violence and attacks against minority communities that are an almost daily occurrence. On 2 February, a UNHCR bus facilitating the movement of ethnic Serbs living in an isolated enclave near Mitrovica was attacked with rocket-propelled grenades killing two and seriously injuring eight elderly passengers. Retaliatory attacks on ethnic Albanians living in Serb-controlled northern urban Mitrovica left eight dead

and forced close to 2,000 non-Serbs to flee. Sporadic violence in the area culminated in full-scale riots in late June, forcing UNHCR to suspend all humanitarian activities until 28 June. The month of August was perhaps one of the most brutal in terms of attacks on both Serb and Roma minority communities. On 18 August, a grenade was thrown into a basketball court where children were playing, injuring ten. Less than ten days later, a deliberate hit-and-run incident left one Serb child dead and another three injured. Later in the month, three Aeshkalia were killed by a booby trap. UNHCR and OSCE periodically publish *Assessments of the Situation of Ethnic Minorities in Kosovo*, which describe the security situation in greater detail.

At present, Serbs and Roma live in a virtual state of siege in mono-ethnic enclaves under heavy KFOR guard. UNMIK/JIAS, UNHCR and other humanitarian agencies sustain these isolated communities with food and other basic assistance, while encouraging dialogue on reconciliation and peaceful co-existence. UNHCR's primary objective in Kosovo is to protect and assist minorities. That means helping to create conditions which enable these minorities at risk to remain in their communities, yet also encourage IDPs to return to their homes. Another objective, is to protect and assist the 500 refugees in Kosovo (almost all from Croatia), many of whom remain in a precarious security situation. In addition, 15,000 ethnic Albanians from southern Serbia have arrived in Kosovo, and although their security is not at risk, and some have managed to stay with host families, many require shelter and humanitarian assistance.

Constraints

Serbia and Montenegro

The principal constraint affecting the refugee and IDP programme is the poor state of the economy and productive infrastructure, and the resulting high rate of unemployment. Any sort of economic independence is a daily struggle for the vast majority, and prospects of successful local integration have remained dim without substantial international support. It is anticipated that the change of government in Belgrade will result in increased international economic assistance, which, in turn, will improve prospects for local integration. While the number of refugees housed in collective centres has gradually decreased over the years, over 35,000 refugees continue to be housed in some 600 collective centres (some have already lived in such centres for as long as five years). In addition, 15,000 IDPs live in collective accommodation and the number continues to rise. Meanwhile UNHCR has been obliged to cut its humanitarian budgets throughout the region.

Kosovo

Despite the achievements of the humanitarian programme in 2000, the working environment in Kosovo remains extremely difficult. The high crime rate and unremitting inter-ethnic violence are indicators that the rule of law has not been fully reinstated, despite the best efforts of KFOR and UNMIK. Water, electricity, sanitation and other basic services remain erratic. This environment makes it difficult for humanitarian agencies to operate effectively and raises serious concerns for the security of both local residents and humanitarian personnel.

STRATEGY

Protection and Solutions

Serbia and Montenegro

Refugees from Croatia and Bosnia and Herzegovina

UNHCR's objective for 2001 is to seek durable solutions for refugees, including voluntary repatriation and local integration. A vital tool will be the extensive refugee-counselling network through which refugees and IDPs can obtain advice on their status and legal rights. With increased prospects for local integration following the change of government, however, the network will increasingly focus on citizenship issues, as well as documentation, tenancy and property rights in home countries and procedures to encourage voluntary repatriation.

Given the growing interest in voluntary repatriation shown in 2000, UNHCR will continue to disseminate information on the situation in countries of origin, focusing on conditions of return. Targeted information campaigns will make use of radio, television and the print media as well as the network of counselling centres. UNHCR will work closely with government authorities, NGOs and refugee associations to support 'go-and-see' visits. Refugees will be helped to acquire necessary documentation from countries of origin prior to their repatriation. Refugees who are cleared for return to Croatia within the framework of the 1998 protocol on organised returns (between Croatia and the Federal Republic of Yugoslavia) will receive transportation and cash allowances. UNHCR will help repatriating refugees to return with their personal, household and other belongings (trailers, tractors and other farm equipment) to facilitate their reintegration. The Office will make every effort to promote and assist repatriation to Bosnia and Herzegovina and will provide similar repatriation-related assistance.

With the passage of time and the expectation of improved economic prospects thanks to increased international aid and investment, local integration may become the lasting solution



preferred by a large number of refugees. Within the framework of the Stability Pact for South-Eastern Europe, UNHCR will encourage investment in projects supportive of integration. The Office will also urge the authorities to make a more formal commitment to enabling refugees to integrate locally if they so wish, including the granting of citizenship. As a corollary, UNHCR will help the authorities to seek international funding to finance this effort. The Office will directly support refugee integration in a number of ways; by helping refugees to build their own homes and, in some cases, providing support for crop production (for both consumption and sale), on allocated land near newly built houses. In other cases, income-generating projects for the establishment of small businesses and services will be supported, to enable refugees to become more self-reliant. Vocational training opportunities will be offered to those wishing to upgrade their skills and enter the job market. Other refugees will receive tools and seeds, as well as access to agricultural land. Should the new government adopt a policy formally encouraging local integration, UNHCR would require additional resources to support this solution.

The number of applications for resettlement increased greatly after the end of the NATO air campaign in Kosovo. UNHCR's current projection is that up to 5,500 resettlement places will be needed in 2001. Priority will continue to be given to refugees who have been displaced from Kosovo into Serbia and Montenegro, women at risk and other vulnerable groups, such

as separated minors and elderly refugees. Those being resettled will be assisted with transport and pre-departure grants.

Other Refugees

UNHCR assists a small number of urban refugees recognised under its mandate and asylum-seekers arriving from outside South-Eastern Europe (mainly from Africa and South-West Asia). UNHCR's longer-term objective is to encourage the authorities to set up an effective mechanism for the grant of asylum that meets international standards. UNHCR will begin by lobbying the new authorities to pass legislation to implement the 1951 Convention and establish a national procedure for determining refugee status. A monthly average of 50 to 70 refugees and asylum-seekers will be helped to cover accommodation, health care, legal assistance and translation, school fees and supplies (for refugee children) and vocational training – until lasting solutions are found. As travel restrictions are eased, it is likely that the number of economic migrants, asylum-seekers and others in transit towards European Union member states will grow. UNHCR will encourage the authorities to ensure that asylum-seekers and refugees are protected in accordance with international standards.

IDPs from Kosovo

As in 2000, UNHCR's objective will be to work closely with the authorities to explore longer-term solutions for IDPs, such as voluntary return, when feasible. UNHCR will encourage

the authorities to ensure that IDPs enjoy the same rights, entitlements and benefits as other citizens of the Federal Republic of Yugoslavia, in terms of access to education and health services, as well as humanitarian assistance. Needy IDPs will receive assistance similar to that given to vulnerable refugees. The UNHCR-supported network of legal counselling centres will serve the IDPs as well. A group of special concern is the displaced Roma population, for whom specific monitoring will continue, combined with targeted assistance. A number of initiatives to support return to Kosovo were launched in 2000 and will be pursued in 2001.

Kosovo

Through its network of offices UNHCR will continue to protect all categories of persons of concern in Kosovo. It will monitor the security of ethnic minorities in specific locations (be they returnees, refugees, IDPs or 'residents at risk') and cooperate with other bodies to design preventive and remedial strategies. UNHCR will continue to design and implement confidence-building measures to encourage inter-ethnic dialogue on return. It will follow up implementation of the April 2000 Platform for Joint Action adopted by Albanian and Roma leaders, aimed at the return and integration of marginalised Roma, Ashkaelia and Egyptian minorities. Return movements will be facilitated if circumstances permit.

While continuing to provide assistance to vulnerable groups, UNHCR will pursue efforts to have UNMIK/JIAS assume more comprehensive responsibility for assistance to minorities and groups at risk by the end of 2001. The ultimate goal is for all of Kosovo's inhabitants, including minorities, to enjoy full access to assistance and services provided by UNMIK/JIAS. UNHCR will also encourage multilateral and bilateral development actors to take over work on shelter and infrastructure. As this occurs, the Office will gradually wind down its relief activities and restructure its presence in the province to focus on its core protection mandate. Training activities will centre on improving knowledge of refugee and human rights law among local officials, building a pluralistic civil society and strengthening national NGO structures. The Office will remain prepared to respond to potential population movements.

Assistance

Serbia and Montenegro

Some 230,000 refugees and 165,000 IDPs will receive food and non-food items. Fresh food, coal and heating fuel will be provided for some 35,000 refugees and 15,000 IDPs accommodated in collective centres, specialised institutions and student dormitories during the winter months of 2000-2001. UNHCR will help the Serbian Commissioner for Refugees

and the Montenegrin Commissioner for Displaced Persons to run collective centres and specialised institutions. Repairs and improvements to the centres will be made as required. Needy residents will receive hygiene parcels, sanitary napkins and soap. In newly established centres, blankets, mattresses, beds, stoves and kitchen sets will be provided; elsewhere they will be replaced as and when necessary.

Assistance will be given to the most vulnerable refugees (those hosted in collective accommodation, separated children, the disabled, the chronically ill, the elderly, and very large families). Disabled refugees and IDPs will be assisted through local associations, which will benefit from capacity-building activities. A limited number of orthopaedic devices will be distributed to the disabled, who will also receive grants in kind to improve self-reliance. Health care will be provided for refugees and IDPs in specialised institutions and medical teams will visit medically-at-risk elderly refugees and IDPs, as well as children. UNHCR-funded community services will provide psychosocial support through recreational activities and workshops for women, children, the elderly and the disabled.

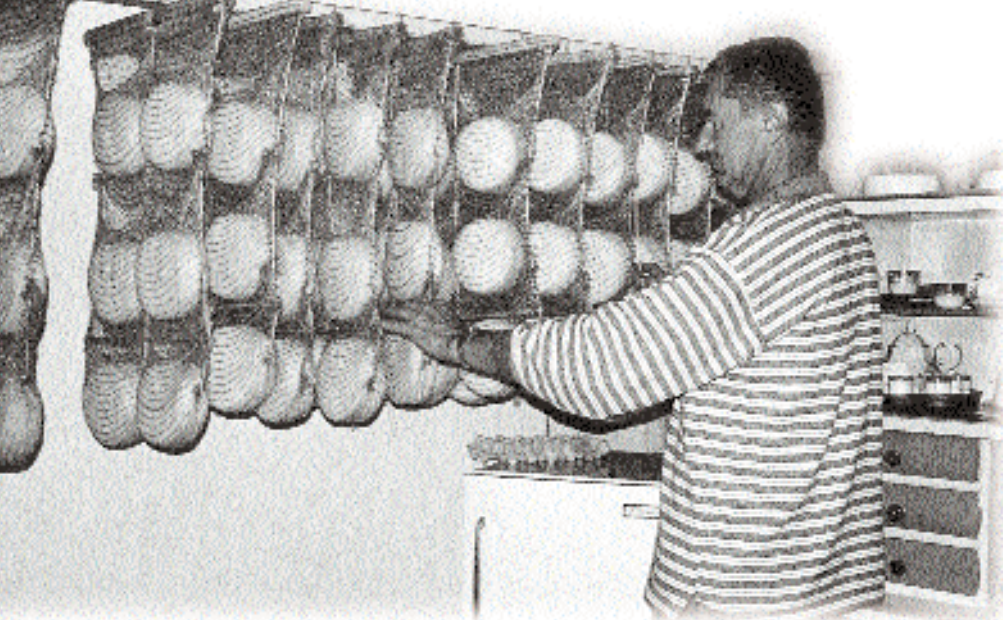
Kosovo

Returnees

UNHCR will continue to protect returning refugees and IDPs (particularly minorities) and support their reintegration by helping them to resolve problems relating to documentation, property and related issues. It will also monitor their overall situation. Basic assistance will be given to sustain the extremely vulnerable (until the social welfare network being set up by UNMIK/JIAS is fully functioning). This will include food aid from WFP as well as UNHCR's complementary food, hygiene kits, blankets and basic shelter repair items to insulate rooms and weather-proof homes for the winter. Through the Kosovo Women's Initiative (KWI), which is to benefit some 20,000 women directly and indirectly, UNHCR will continue to help Kosovar women's groups launch activities designed to rebuild their lives and communities. Priority will be given to including minority groups within the initiative. Through support for about 260 local women's groups and NGOs, KWI will continue to empower women so that they contribute to their reintegration back home. Activities include projects to start up small businesses, to encourage women to organise groups for self-help or to apply for micro-credits, to encourage women to participate in elections and to support women candidates.

Refugees

For the relatively small group of about 500 refugees (almost all of whom are ethnic Serbs from Croatia) UNHCR will pursue voluntary repatriation, resettlement or local integration in



other parts of the Federal Republic of Yugoslavia and assist them as needed.

IDPs and Local 'Residents at Risk'

IDPs comprise three distinct groups: (i) those who are still displaced within Kosovo or who have repatriated/returned but are unable to return to their homes owing to destruction, land mines or for security reasons; (ii) ethnic Albanians who left other parts of the Federal Republic of Yugoslavia (mainly southern Serbia) for Kosovo; and (iii) non-Albanians (principally Serbs and Roma) who have been displaced for protection and security reasons. The most vulnerable among the IDPs will receive food and non-food items (blankets, mattresses, hygiene kits, plastic sheeting and a jerry can), health care and shelter. Specialised staff will attempt to find long-term solutions for them and identify those with special needs (female-headed households, unaccompanied elderly people, and the disabled).

Local 'residents at risk' belong to national or ethnic groups (mainly of Serb or Roma ethnicity, but also Muslim Slav minorities and, in certain locations, Albanians) who are in the minority and at risk of harassment, violence or murder in specific locations. UNHCR will seek to promote a safe environment so that they are able to remain. The Office will deliver humanitarian assistance similar to that provided for returnees/IDPs.

ORGANISATION AND IMPLEMENTATION

Management

A Special Envoy, located in Pristina, is responsible for overall co-ordination of Kosovo-related activities in Serbia and Montenegro, and inside the province. In 2001 the Special Envoy's office will comprise seven staff (five international and two national). By 1 July 2001, the number of staff will be reduced to six (four international and two national).

Serbia and Montenegro

In 2001, UNHCR's operation will be headed by a Representative based in Belgrade and include 120 staff (21 international and 99 national) in Belgrade, Nis, Novi Sad and Kraljevo. UNHCR plans to reduce that number by three international and two national posts during 2001. In Montenegro, 25 staff (five international and 20 national) will run offices in Podgorica, Bar and Berane (the Berane office opened in 2000, following the closure of Rozaje). After 31 March 2001, that number will fall to

22 (four international and 18 national staff).

Kosovo

UNHCR's operation in Kosovo will be headed by a Chief of Mission based in Pristina and includes 136 staff (47 international and 89 national). By 1 July 2001, the total number of staff will have diminished to 102 (28 international and 74 national). The offices in Djakovica and Urosevac were closed in 2000. In 2001, UNHCR will have a main office in Pristina and field offices in Gnjilane, Mitrovica, Pec and Prizren. In view of the difficult security situation, security arrangements for UNHCR staff have been strengthened in a number of ways. An emergency communications system is fully functional, and UNHCR has established a Duty Officer system. Operational vehicles have been fitted with blast blankets. Bullet-proof vests have been provided to offices in field locations. A system of Security Officers is in place, working closely with the Security Management Team. Security awareness and mine-awareness training are provided on an ongoing basis.

OFFICES

Serbia and Montenegro

Belgrade	Bar
Berane	Kraljevo
Nis	Novi Sad
Podgorica	

Kosovo

Pristina	Gnjilane
Mitrovica	Pec
Prizren	

Co-ordination

Serbia and Montenegro

UNHCR plans to work with 13 international and five national NGO partners, and two governmental partners. A number of NGOs not funded by UNHCR assist refugees and IDPs with their own funds, but co-ordinate closely with UNHCR. The Office continues to play a lead role in co-ordinating pro-

tection and humanitarian relief for refugees and IDPs. OCHA and UNHCR work closely together to ensure a co-ordinated approach towards the donor community and within the UN humanitarian system. In addition to WFP and IOM, with which UNHCR has concluded implementing agreements, UNHCR enjoys close partnership with other agencies of the UN system such as WHO, UNICEF and OHCHR, and also works closely with the IFRC and ICRC. UNHCR will convene regular meetings with agencies participating in the counselling network to share information and co-ordinate initiatives to find durable solutions. For voluntary repatriation, cross-border links and regular consultations will be maintained with UNHCR offices and counselling offices in countries of origin to take full advantage of new openings for return. UNHCR will maintain close contact with the competent authorities so as to monitor the number of refugees opting for naturalisation and devise strategies to increase their number.

Kosovo

UNHCR plans to work with two national and 17 international NGO partners in 2001. All activities are pursued in close co-ordination with UN and other international and regional organisations, as well as NGOs represented in Kosovo. Operational partners include UNFPA, UNMIK/JIAS, and WFP. UNHCR also co-operates closely with UNICEF, OHCHR, KFOR, OSCE, the EU Task Force, USAID, the Humanitarian Community Information Centre, IFRC, ICRC and ECHO.

BUDGET (USD)	
Activities and Services	Annual Programme
Protection, Monitoring and Co-ordination	14,699,305
Community Services	4,461,443
Crop Production	526,704
Domestic Needs/Household Support	8,319,910
Education	131,420
Food	9,093,964
Health/Nutrition	3,033,059
Income Generation	2,802,662
Legal Assistance	6,306,374
Livestock	470,361
Operational Support (to Agencies)	3,284,397
Sanitation	200,000
Shelter/Other Infrastructure	11,713,880
Transport/Logistics	9,699,226
Water (non-agricultural)	250,000
Total Operations	74,992,705
Programme Support ¹	4,224,385
Total	79,217,090

¹ Includes costs related to the Office of the Special Envoy of USD 796,900.

PARTNERS

Serbia and Montenegro

Government Agencies

Montenegrin Commissioner for Displaced Persons

Serbian Commissioner for Refugees

NGOs

Alter Modus

American Refugee Committee

CARE International Yugoslavia

Danish Refugee Council

Hi Neighbour

Humanitarian Centre for Integration and Tolerance

Humanitarian Law Centre

InterSOS

International Council of Voluntary Agencies

International Rescue Committee

International Orthodox Christian Charities

Italian Consortium of Solidarity

Japanese Emergency NGOs

Norwegian Refugee Council

OXFAM

Serbian Democratic Forum

Swiss Disaster Relief

World Vision

Other

International Organisation for Migration

United Nations Volunteers

International Federation of Red Cross and Red Crescent Societies

Kosovo

NGOs

Acteurs de Solidarité

Adventist Development Relief Agency

Agence d'aide à la Coopération Technique et au Développement

CARE International

Caritas Secours International (Belgium)

Centre for Protection of Women and Children

Children's Aid Direct

Concern

Council for the Defence of Human Rights and Freedom

Danish Refugee Council

International Catholic Migration Commission

International Consortium of Solidarity

International Rescue Committee

Norwegian Refugee Council

Norwegian Church Aid

Norwegian Rescue Committee

Triangle

Other

United Nations Volunteers