

Standard Summary Project Fiche – IPA centralised programmes
(Regional / Horizontal programmes ; centralised National programmes)

1. Basic information

- 1.1 CRIS Number: 2007/19322**
- 1.2 Title: Further Support to Refugees and IDPs in Serbia**
- 1.3 ELARG Statistical code: 01.63**
- 1.4 Location: Serbia**

Implementing arrangements:

- 1.5 Contracting Authority (EC): European Commission**
 - 1.6 Implementing Agency: N/A**
 - 1.7 Beneficiary (including details of project manager):**
- Financing:**
- 1.8 Overall cost: 10 million Euros**
 - 1.9 EU contribution: 10 million Euros**
 - 1.10 Final date for contracting: 3 years after the signature of the Financing Agreement**
 - 1.11 Final date for execution of contracts: 5 years after the signature of the Financing Agreement**
 - 1.12 Final date for disbursements: 6 years after the signature of the Financing Agreement**

2. Overall Objective and Project Purpose

2.1 Overall Objective:

Building durable solutions to address the IDP/Refugee Challenge

2.2 Project purpose:

1. Integration of refugees – through projects that will develop accommodation solutions, employment and income generation activities;
2. Supporting Return/reintegration through cross-boundary initiatives as well as cross-border initiatives;
3. To contribute to the self-reliance of specifically targeted refugees/IDPs through socio economic support packages and legal assistance;
4. Securing the full implementation of the Sarajevo Declaration.

2.3 Link with AP/NPAA / EP/ SAA

In line with the Council of Europe decision (Official Gazette EU, February 2nd 2006) and conditions outlined in European Partnership as a means for implementation of Western Balkan European Perspective, the Republic of Serbia, as a country with the largest number of refugees in Europe, Serbia is obliged to address the legal base and practical protection of refugees and IDPs.

Article No. 1, of the Regulation (E3) no. 533/2004 outlines the priorities, European partnership principles and priorities for Serbia and Montenegro, including Kosovo (SC Resolution 1244), in the Annex paragraph related to regional issues and international commitments applied to facilitating integration of refugees that choose to stay, adoption of new legislature on refugees and continuation of National Strategy implementation.

The SAA reaffirms the right of return for all refugees and internally displaced persons and to the protection of their property and other related human rights. (p.4)

2.4 Link with MIPD

One of the main priorities of the Multi-Annual Indicative Planning Document is “supporting IDP return and for refugees return and reintegration through cross boundary/border initiatives, durable solutions (housing schemes, employment) legal assistance and income support with strong inter-ministerial support and facilitating integration and full participation in political, civil, economic, cultural and social life.” (section 2.2.1.1., page 16)

2.5 Link with National Development Plan (where applicable)

N/A

2.6 Link with national/ sectoral investment plans(where applicable)

The National Strategy for Resolving the Problems of Refugees and IDPs was adopted by the Government of Serbia in 2002. The commissariat for Refugees develops and implements activities within the framework of this document. The Poverty Reduction Strategy is another governmental document that additionally stresses the seriousness of the situation and calls for the urgency to resolve all problems of this vulnerable and economically isolated group.

The National Poverty Reduction Strategy in brief outlines the percent of the refugee population in a total number of individuals living in poverty in Serbia. “Although the number of refugees is gradually decreasing (mostly due to their return to Bosnia and Herzegovina and further through full integration into the life of Serbia), their number is still high - 278,000 according to the latest data. There are still 230,000 IDPs in Serbia due to the lack of safety and other necessary conditions for their return to Kosovo and Metohija. According to the latest estimates and available data, there are over 120,000 individuals, or around 25% of total number of refugees and IDPs categorized as poor, which makes them two and a half times more represented in this group than domicile population. The situation is similar in the area of employment and accommodation’.¹

The National Strategy for Resolving the Problems of Refugees and IDPs foresees two main courses of action to be taken in the process of resolving the problems of refugees and IDPs: return and integration. The Strategy - ‘...outlines concrete measures and activities for return to Bosnia and Herzegovina and Croatia as well as details related to programmes and expenses of their reintegration. Also, institutional and legal solutions, as well as mechanism and measures aiming at resolving accommodation problems, employment, and permanent care for individuals in the process of collective centre closure are being proposed as well as measures for the improvement of their property and legal status.’”

¹ Poverty Reduction Strategy for Serbia, annex IV

3. Description of project

3.1 Background and justification:

The influx of refugees and other war affected individuals started in 1991. Most of the refugee families started a new life in very difficult conditions. On their own, with the assistance of friends and relatives, supported by the state and humanitarian organizations, one number of them managed to provide themselves with accommodation, find a job and become an equal member of a local community. However, most of the refugees and their families have not found a durable solution for the most important livelihood problems.²

In the registration organized in 1996, 537,000 refugees were registered. These individuals were situated in both private accommodation and in around 700 collective centres (CCs). At the registration held in 2001, out of 377,000 registered refugees 60% or 227,500 persons decided to integrate in Serbia. At the registration held in 2005, refugee status was confirmed for 107,000 refugees, however the target group is still assessed to 200,000 people who took citizenship and still require assistance in integration process. It is estimated that around 177,000 individuals returned from Republic of Serbia: 108,000 to Bosnia and Herzegovina and around 69,000 to Republic of Croatia.

During 1999-2006 period, around 226,000 Serbs and other non-Albanians were forced to leave Kosovo and Metohija. Out of this number 209,000 are situated in Central Serbia, and around 18,000 in Montenegro. Most of the displaced persons have found themselves in a difficult situation, and most vulnerable were placed in CCs.

According to the National Strategy that foresees durable solutions for refugees from CCs and private accommodation, it is necessary to secure means for the projects that will facilitate the exit of the CC tenants, also to involve in greater numbers of individuals living in private accommodation to integration programmes. All this will significantly help resolving the problems of refugees and IDPs in Republic of Serbia.

In the area of integration, the National Strategy foresees the following:

- *“Construction of apartments in multi family houses in urban zones: suburbs and small towns (13,000 family and 1,000 local families);*
- Self-help construction of individual, semi-detached and other houses (“development” house) in villages and small houses (10,000 families);
- *Core house construction (1st phase: execution of roughing-in works, and 2nd stage: finishing-off works by self help construction model) of apartments in multi-family residential buildings and individual houses in all residential zones (13,000 refugee families and 1,000 local families);*
- *Purchase of old houses and garden plots and aid in building material for their rehabilitation (2,000 families);*
- *Aid to started construction of beneficiary-owned housing units (2,000 families);*

² The National Strategy for Resolving the Problems of Refugees and Internally Displaced Persons, Republic of Serbia, May 2002

- *Providing housing (garden plot and farmland) by contracting agreements on life-long sustenance (1,000 families)*³“

According to the available data, through the accommodation programmes – housing units and programmes with an objective of placing the individuals in socially protected conditions, around 10,000 refugees were taken care of since 2002, up to now.

Thanks to the effort of the international community and donors who financed integration projects, significant results were achieved in the field of improving living conditions of a part of the refugee population:

1 Overview of Planned and Achieved Results

Programmes tackling accommodation	Foreseen	Achieved
Construction of apartments	13,000	551
Self-help and partial self-help	23,000	1104
Purchase of village houses	2,000	264
Assistance to already initiated construction (provision of construction material)	2,000	2,227

The analysis of the planned and achieved results during 2002-2006 period shows that there is still a need for international community assistance to Republic of Serbia for implementation of the national Strategy.

3.2 Assessment of project impact, catalytic effect, sustainability and cross border impact (where applicable)

The project will enable the individuals living in private accommodation, which have not been beneficiaries of any type of assistance, to become independent and in that way integrate into Serbian society. The project will be implemented in close coordination with existing and potential donor programmes.

This project will secure temporary accommodation for the socially most vulnerable IDPs from CCs and partly from private accommodation.

This project will provide free legal aid assistance on property issues, acquisition of personal and other documents, land repossession, occupancy/tenancy rights etc, for refugees from Croatia, Bosnia and Herzegovina and for IDPs from Kosovo.

This project will assist the return and reintegration of refugees and IDPs to Croatia, Bosnia and Herzegovina and to Kosovo. The project will be coordinated with UNHCR and UNMIK Office for Communities, Return and Minorities (OCRM) and other relevant organizations and institutions.

3.3 Results and measurable indicators:

- 1) Integration of refugees from private accommodation currently residing in Serbia;
- 2) Improved conditions for social accommodation in protected environment for IDPs;
- 3) Free legal aid for refugees and IDPs;

³ The National Strategy for Resolving the problems of Refugees and IDPs, 2002 – Implementation Programme

4) Support to repatriation and reintegration of refugees and IDPs to Croatia, Bosnia and Herzegovina and to Kosovo and Metohija.

3.4 Activities:

Activity 1) Distribution of 296 construction material sets, 200 income generation units and purchase of 600 village houses and garden plots for persons from private accommodation that have not been involved in any type of assistance so far. Construction of 80 of apartment units for life in socially protected conditions

Activity 2) Implementation of free legal aid programme and provision of assistance to 1500 individuals and the establishment of a cross border/boundary framework of support with Croatia, Bosnia and Herzegovina and Kosovo and Metohija for return/integration

<p>Activity 1 will be implemented through a call for proposals</p>

<p>Activity 2 will be implemented through a service contract</p>

3.5 Conditionality and sequencing:

This support is conditional to progress made in developing the institutional framework, under the CARDS 2006 programme, for the Serbian state to implement an integrated policy to addressing the IDP/Refugee policy challenge. In particular this requires better policy and action linkages with key line ministries (Ministries of Finance, Social Welfare, Public Administration and Local Self-government) and municipalities at the local level to effectively develop a Serbian state solution to resolve this policy issue. The EU is one of few donors that is currently active in supporting the government in this sector. Many other actors, including the UNHCR have cut back their activities or have phased out of Serbia. Appropriate co-ordination must be maintained with other international organisations still active in the country.

3.6 Linked activities

There are still 110 collective centers that are operational throughout Serbia, with 9,439 tenants. Out of this number 3,377 are refugees and 6,062 IDPs. Republic of Serbia budget funds the accommodation and meals in collective centers, institutions of social care, student hall and it also provides health care and education.

The funds from the state budget are also used to cover the expenses of construction land allocated to the construction of apartments from donor funds. The budget partly being used for reimbursement of funeral expenses and remaining funds are left for the one-time financial assistance.

It is important to stress that only 3% of this population is living in CCs and that there is a huge number of vulnerable families living in private accommodation. Having all this in mind, the Project for Permanent Integration of Refugees in Serbia was developed and is to be funded by the Council of Europe Development Bank (CEB Project no. 12221). The project value is € 28,9 million. Republic of Serbia Government contribution to this project will be €8,9 million. Further, through the Italian Government €15 million were secured for housing solutions that

will meet the needs of some 700 refugee family. This project is being implemented by UN HABITAT in cooperation with the mandated institutions.

Projects related to return, integration, creation of economic independency are being implemented in Serbia by the following international non-governmental and other organizations in cooperation with the CRS: Danish Refugee Council (DRC), Swiss Development Agency (SDC) Norwegian Refugee Council (NRC), Help, Intersos, ASB, International Organization for Migration (IOM), European Perspective, United Nations Development Project (UNDP) and others. Projects are financed by UNHCR, EAR as well as other bilateral donor (German, Norwegian, Swiss, U.S.A. Governments) budgets.

Donor Coordination

The Ministerial Conference held in Sarajevo on January 2005, held on the initiative of the European Commission, OSCE and UNHCR, led to the mandated ministers from Bosnia and Herzegovina, Republic of Croatia and Serbia and Montenegro, signing a Declaration on Resolving Refugee Issues. This document represents the determination by three states to essentially start resolving the problems of refugees - related to their return or integration. By harmonizing road maps, and through adoption of the joint matrix for implementation, the conditions will be created for the return and integration of refugees. In order to rationalize funds, the priorities determined by the Commissariat are elaborated with the donors on the highest level. However, the EU now remains the largest donor in this sector. Other donors such as UNHCR have scaled back their activities.

3.7 Lessons learned

CRS is a specialized organization established in 1992 by the Law on Refugees (“Official Gazette of Republic of Serbia” no. 18/92 and 45/02 – correction). As an institution of public administration, the CRS performs special tasks of RS interest and other related administrative jobs, in accordance with the Law on Refugees and Law on Public Administration.

The cooperation of the CRS with the United Nations High Commissioner for Refugees (hereinafter UNHCR), Swiss Development Agency (hereinafter SDC) and Norwegian Refugee Council (hereinafter NRC), in a 1997-2004 period, resulted in implementation of a number of programmes related to the return and integration of refugees.

Positive experiences are related to the success of an opportunity to integrate that was offered to the individuals who lived in the certain environments for a lengthy period of time and who did not express the wish to return to the country of origin. Having in mind the number of applications for the assistance in this area, we can conclude that the number of projects tackling this option were insufficient and failed to meet the needs of all interested individuals. A problem in implementation of these projects are mostly related to the insufficient inflow of funds allocated to durable solutions and in some cases the inability of the Municipalities to secure funds for infrastructure network connections of the sites where the project actions were carried out.

CRS’s strategic partner, apart from the UNHCR is European Agency for Reconstruction (hereinafter EAR). EAR funds, since 2004, were used to fund the following projects: Repatriation and reintegration of refugees to the countries of origin, return to Kosovo, Institutional Support to the Government of Serbia, Support to the Closure of Collective Centers in Serbia, Livelihood Enhancement of Refugees and IDPs.

Keeping in mind the experiences up to date, as well as the results achieved and needs of the refugees in future, it can be concluded that the programmes aiming at providing constructed apartments, purchase of old village houses, assistance in construction material, income generation activities, free legal aid and pilot in-kind assistance are still necessary.

As a number of Internally Displaced persons living in CCs is significant and as the conditions for their return are not fulfilled, a pilot project has been initiated (funded by EAR) that has as a goal the provision of a temporary accommodation in socially protected environment (foster). Further, IDPs are Serbian citizens and at this point the state does not have necessary capacity to accommodate them until they return, there is still a need to fund further the construction of the facilities where the IDPs will live by the time they become economically independent or until they return to Kosovo and Metohija.

Total funding under the CARDS programme 2004-2006 has been over Euro 25 Million to support needs in this sector. Under the CARDS 2006 programme an institutional building action is being supported to accommodate a greater state interventionist and durable policy solution to the issue of IDPs/Refugees. It is crucial that the Serbian state moves ahead with this programme and make this the final year for large scale multi-million Euro support by the EU for refugees.

4. Indicative Budget (amounts in million €)

Activities	TOTAL COST	SOURCES OF FUNDING										
		EU CONTRIBUTION				NATIONAL PUBLIC CONTRIBUTION				PRIVATE		
		Total	% *	IB	INV	Total	% *	Central	Regional	IFIs	Total	% *
Activity 1												
contract 1.1	9	9			9							
Activity 2												
contract 2.1	1	1			1							
TOTAL	10											

5. Indicative Implementation Schedule (periods broken down per quarter)

Contracts	Start of Tendering	Signature of contract	Project Completion
Contract 1.1	T+1Q	T+2Q	T+10Q
Contract 2.1	T+1Q	T+2Q	T+8Q

All projects should in principle be ready for tendering in the 1ST Quarter following the signature of the FA

6. Cross cutting issues (where applicable)

The Development Policy Joint Statement by the Council and the European Commission of 10 November 2000 establishes that a number of Cross-cutting Issues shall be mainstreamed into EC development co-operation and assistance.

Cross-cutting issues will be addressed in the project so as to comply with the best EU standards and practice in that area and in a way which demonstrates how they will be dealt with within the project's framework, its activities and outputs.

Cross-cutting issues will be addressed in a proactive manner, and will present a specific component of projects (at all levels of projects' development, starting from the project identification stage). Synergies between the projects and the objectives of will be identified and developed. Also, the projects' objectives and activities need to be screened in order to ensure they won't impact negatively on gender equality, minorities' inclusion and environment.

Finally, the beneficiary will make sure its objectives, policies and interventions have a positive impact on and are in line with the main principles of gender equality, minorities' inclusion and environment.

6.1 Equal Opportunity

Gender equality will be addressed through this project, in particular the needs of female headed households as beneficiaries (given that poverty among women is very much related to their family and marital status and is more severe when they are single parents). Specific social needs of women shall also be addressed.

6.2 Environment

Environmental impact assessments should be made of new settlements, of major changes in camp/settlement or for actions associated with repatriation and reintegration.

Planning the use of land should include the needs of refugees/IDPs as well as local people in terms of use and management of resources. This task may require specific technical inputs.

Environmental education for refugees can have long-lasting benefits for better repatriation and reintegration to country/place of origin.

6.3 Minorities

The proposed programme aims at improving the lives of those marginalised and at assisting them to integrate into society. Assistance to refugees/IDPs includes providing people with information about and enforcement of human rights so they become a reality and is implemented across all sectors; increasing the ability of refugees/IDPs/Roma to exercise their rights (access to personal documents, access to basic financial transfers, etc.).

ANNEX I

Logical framework matrix in standard format

LOGFRAME PLANNING MATRIX FOR Project Fiche	Programme name and number	
	Contracting period expires 5 years after the signature of the Financing Agreement	Disbursement period: expires 6 years after the signature of the Financing Agreement
	Total budget : 10.5 million Euros	IPA budget: 10 million Euros

Overall objective	Objectively verifiable indicators	Sources of Verification	
Building durable solutions to address the IDP/Refugee Challenge	1. Appraisal of progress in resolving refugee issues in the Republic of Serbia	1. EC Serbia Annual Progress Report	
Project purpose	Objectively verifiable indicators	Sources of Verification	Assumptions
1.Integration of refugees-through development of projects directed towards accommodation solutions, employment and income generation activities 2.Return/reintegration through development of cross-boundary initiatives as well as cross-border initiatives 3.To contribute to self-reliance of specifically targeted refugees/IDPs through sustained socio economic packages and legal assistance 4.Securing the full implementation of the Sarajevo Declaration	1.Number of refugees integrated in the Republic of Serbia through durable solutions 2.Number of refugees and IDPs returned to their place of origin 3.Number - percentage of refugees and IDPs in the category of poverty 4.Appraisal on implementation of Sarajevo declaration	1. Annual Report on Commissariat for Refugees operations 2. UNHCR Annual Report 3. Report on implementation of the Poverty Reduction Strategy 4. Report on implementation of Sarajevo Declaration	Political stability in region Economic stability
Results	Objectively verifiable indicators	Sources of Verification	Assumptions
1.Integration of refugees from private accommodation currently residing in Serbia 2.Improved conditions for social accommodation in protected environment for IDPs 3.Free legal aid for refugees and IDPs 4.Suport to repatriation and reintegration of refugees and IDPs to Croatia, Bosnia and Herzegovina and to Kosovo and Metohija	1. Number of agreements on donation of construction material sets, village houses and income generation units 2. Number of persons accommodated in apartment units for life in socially protected conditions 3. Number of persons applied for free legal aid program 4. Number of persons that repatriated through projects of assistance to repatriation and reintegration	1. Implementing partner progress report and Final project reports	Satisfactory level of security in places of origin Cooperation with UNMIK, and Croatian and BiH competent authorities
Activities	Means	Costs (in €)	Assumptions
1.Distribution of 296 construction material sets, 200 income generation units and purchase of 600 village houses and garden plots for persons from private accommodation that have not been involved in any type of assistance so far. Construction of 80 of apartment units for life in socially protected conditions 2.Implementation of free legal aid programme and provision of assistance to 1000 individuals and establishment of a cross border/boundary framework of support with Croatia, Bosnia and Herzegovina and Kosovo and Metohija for return/integration	1.1. purchasing of the construction material sets 1.2. Funds for Income generation activities 1.3. Funds for purchasing village houses 1.4. Construction of apartments for life in socially protected conditions 1.5. Implementing partner expenses fir project realization 2.1. Implementing partner expenses	1.1. 1.184.000 1.2. 240.000 1.3. 4.200.000 1.4. 1.500.000 1.5. 1.876.000 2.1. 1.000.000	Active role of the Commissariat for Refugees in coordination with different stakeholders

ANNEX II: amounts (in M€) Contracted and disbursed by quarter for the project

Contracted	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8	Q9	Q10	Q11
Contract 1.1				9.0							
Contract 1.2		1.0									
Contract 1.3											
Contract 1.4											
.....											
Cumulated		1.0		10.0							
Disbursed											
Contract* 1.1				900,000,000							
Contract 1.2		600,000	60,000	60,000	60,000	60,000	60,000	100,000		9,000,000	
Contract 1.3											
Contract 1.4											
.....											
Cumulated		600,000	660,000	720,000	780,000	840,000	900,000	1,000,000		10,000,000	

**Notes:*

At this stage it is not possible to determine the exact number of contract due to call for proposals approach of the grant scheme.

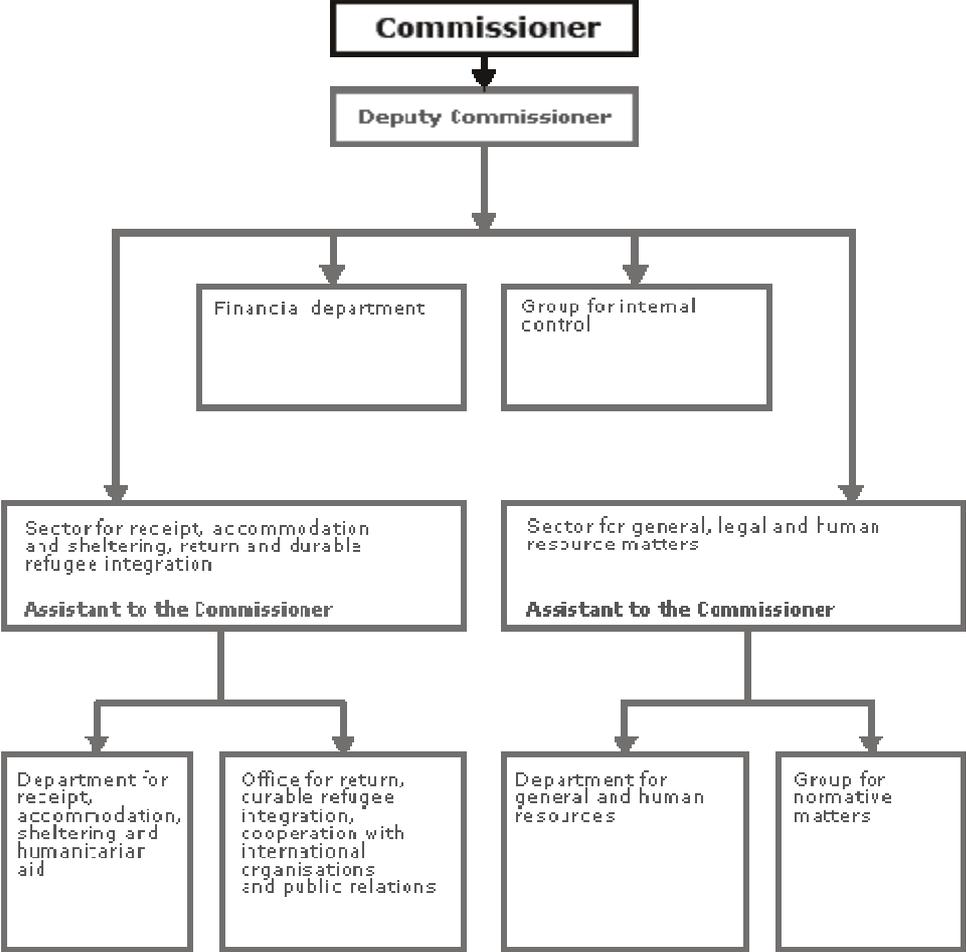
ANNEX III
Description of Institutional Framework

The Commissariat for Refugees is a special institution established by the Law on Refugees in 1992 (Official Gazette of RS, no. 18/92 and 45/02 - correction). As a state administration body, the Commissariat for Refugees performs its activities in accordance to the Law on Refugees and the Law on State Administration.

The manner and volume of providing assistance related to the accommodation of refugees and the procedure for determining refugee status is established by the Regulation on Accommodation of Refugees (Official Gazette of RS no. 20/92, 70/93, 105/93, 8/94, 22/94, 34/95 and 36/04) as well as through the Regulation on Manner of Accommodation of Expellees (Official Gazette of RS no. 47/95).

The Commissariat is headed by the Commissioner, who has a Deputy and two Assistants.

The organigramme of the Commissariat is given below.



ANNEX IV

Reference to laws, regulations and strategic documents:

Reference list of relevant laws and regulations

Key laws, regulations and strategic documents in the area of support to refugees and IDPs:

General:

- Constitution of the Republic of Serbia
- Law for the Implementation of the Constitution of the Republic of Serbia
- National Strategy for Serbia and Montenegro's Accession to the European Union
- Action Plan for the Implementation of the European Partnership

Refugees and IDPs related:

- Law on Refugees ("Official Gazette of the Republic of Serbia" no. 18/92 and 45/02-correction)
- Regulation on Taking Care of Refugees ("Official Gazette of the Republic of Serbia" no. 20/92, 70/93, 105/93, 8/94, 22/94, 34/95.)
- National Strategy for Resolving the problems of Refugees and IDPs that was adopted by the Government in 2002
- National Poverty Reduction Strategy
- Law on State Administration

Reference to AP /NPAA / EP / SAA

In line with the Council of Europe decision (Official Gazette EU, February 2nd 2006) and conditions outlined in European Partnership as a means for implementation of Western Balkan European Perspective within Stabilization process, the Republic of Serbia, as a country with the largest number of refugees in Europe, intercedes in favor of established priorities regarding the legal base and practical protection of refugees and IDPs.

Article No. 1, of the Regulation (E3) no. 533/2004 outlines the priorities, European partnership principles and priorities for Serbia and Montenegro, including Kosovo (SC Resolution 1244), in the Annex paragraph related to regional issues and international commitments applied to facilitating integration of refugees that choose to stay, adoption of new legislature on refugees and continuation of National Strategy implementation.

Reference to MIPD

One of the main priorities of the Multi-Annual Indicative Planning Document is "supporting IDP return and for refugees return and reintegration through cross boundary/border initiatives, durable solutions (housing schemes, employment) legal assistance and income support with strong inter-ministerial support and facilitating integration and full participation in political, civil, economic, cultural and social life." (section 2.2.1.1., page 16)

Reference to National Development Plan

N/A

Reference to national / sectoral investment plans

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ANNEX V

Details per EU funded contract (*) where applicable:

- Distribution of 296 construction material sets, 200 income generation units and purchase of 600 village houses and garden plots for persons from private accommodation that have not been involved in any type of assistance so far. Construction of 80 of apartment units for life in socially protected conditions
- Implementation of free legal aid programme and provision of assistance to 1500 individuals and the establishment of a cross border/boundary framework of support with Croatia, Bosnia and Herzegovina and Kosovo and Metohija for return/integration

⁴ Poverty Reduction Strategy for Serbia, annex IV