



# Joint Regional Programme on Durable Solutions for Refugees and Displaced Persons

Framework Programme

**November 2011**

**Governments  
of  
Bosnia and Herzegovina  
Montenegro  
Republic of Croatia  
Republic of Serbia**

**Joint Regional Programme on Durable Solutions for Refugees and Displaced Persons**

**Joint Programme Goal:**

Comprehensively contribute towards completion of the protracted displacement situation in Bosnia and Herzegovina, Montenegro, Republic of Croatia and Republic of Serbia by providing durable and sustainable housing solutions with full respect for the rights of refugees and internally displaced persons and the mutual obligation to closely cooperate and synchronize activities in order to ensure durable solutions for them, either through voluntary return and reintegration or local integration.

**Joint Programme Outcomes:**

Provision of housing solutions in Bosnia and Herzegovina, Montenegro, Republic of Croatia and Republic of Serbia (herein referred to as the partner countries), including:

1. **Housing solutions for 6,827 households in the places of origin aiming the return of approximately 20,000 persons**
2. **Housing solutions for 19,549 households in the places of displacement aiming the local integration of approximately 53,000 persons**
3. **Housing solutions for 522 individuals within the institutions of social welfare system.**

<p><b>Total estimated budget:</b> EURO 583,661,127 (without project costs<sup>1</sup> and indirect support costs)</p> <p>Out of which:</p> <p><b>1. Funded Budget:</b> EURO 82,751,657</p> <p><b>2. Unfunded budget:</b> EURO 500,909,470</p>	<p><b>Pledged Funds:</b></p> <p><b>1. Funded Budget/National Funds</b></p> <ul style="list-style-type: none"> <li>• Government of BiH 15,150,000</li> <li>• Government of Montenegro 4,154,000</li> <li>• Government of Croatia 29,925,657</li> <li>• Government of Serbia 33,522,000</li> </ul> <p><b>2. Unfunded Budget/Donor Funds</b></p> <ul style="list-style-type: none"> <li>• Donor 1</li> <li>• Donor 2</li> <li>• Donor 3</li> <li>• Donor ....</li> <li>• etc</li> </ul>
<p><b>Programme Duration:</b> 5 years</p> <p><b>Anticipated start/end dates:</b> 2012 – 2016</p> <p><b>Fund Management Mechanism:</b> Council of Europe Development Bank</p>	

**This Framework Programme is an integral part of the  
Joint Ministerial Declaration signed on November 7<sup>th</sup> 2011.**

<sup>1</sup> *Technical finalization of the Joint Programme will be conducted once the countries' projects are detailed, including basic financial and institutional principles.*

## **1. Executive Summary**

As a consequence of armed conflicts in the nineties, over three million people were displaced both within and beyond the borders of the four countries encompassed by the Programme - Bosnia and Herzegovina, Montenegro, Republic of Croatia and Republic of Serbia. Over the past two decades, the majority has returned home or has found other durable solution through immense efforts by the governments and support of the international community. However, almost half a million remained displaced throughout the region without having yet found any durable solution.

Achieving durable solutions for refugees and internally displaced persons requires a combination of assistance for return and reintegration in the place of origin or integration in their place of current residence, targeted solutions for the most vulnerable and comprehensive solutions for outstanding issues.

In March 2010, representatives of the Governments of Bosnia and Herzegovina, Montenegro, Republic of Croatia and Republic of Serbia met in Belgrade for Ministerial Conference on Durable Solutions for Refugees and Displaced Persons. The conference re-established cooperation between the four countries in order to assure durable solutions for refugees and internally displaced persons remaining from the 1991-1995 displacement in the region, including IDPs in Montenegro from 1999, to identify the final scope of needs, as well as to reaffirm the commitment to overcome remaining obstacles for those still in need of durable solutions.

The Conference recalled principles established in the Sarajevo Declaration of 31 January 2005 and elaborated in the Belgrade Joint Communiqué of 25 March 2010, in particular full respect for the rights of refugees and internally displaced persons and the mutual commitment by the countries to closely cooperate and synchronize the activities in order to ensure durable solutions for displaced persons, either through voluntary return and reintegration or local integration.

The Conference has been followed by intensive and frequent regional governmental interaction with political efforts towards finding comprehensive solutions for outstanding issues. As a major aspect of this process, a Joint Regional Programme has been developed to address the housing needs of vulnerable population.

This Programme will substantially contribute to closure of the refugee chapter across the region.

The progressive data exchange process and needs assessment surveys provided a solid baseline for reliable identification of all displaced in need of durable housing solution among which the most vulnerable represent the target groups incorporated in this project document.

This document presents the project outline prepared by the Governments of Bosnia and Herzegovina, Montenegro, Republic of Croatia and Republic of Serbia, with the support of UNHCR, which will assist 26.898 households (approximately 74,000 individuals) of refugees, internally displaced and returnees to achieve durable housing solutions.

The duration of this joint Programme is 5 years with a total budget estimated to EURO 583,661,127 out of which four governments pledged fund is EURO 82,751,657. In this view, the donor support of the international community to complement the on-going Governments` efforts is essential to implement the agreements reached through the regional collaboration.

## Situation Analysis<sup>2</sup>

### I. Bosnia and Herzegovina

Since the beginning of the tragic conflict in the region, as the BH Constitution defines the war devastations from 1992 to 1995, until the General Framework Agreement for Peace (Dayton Peace Agreement) was signed some 2,2 million persons fled their pre-war homes in Bosnia and Herzegovina, constituting more than 50% of the prewar domicile population. It is estimated that around 400,000 persons still live outside BiH of some 1,2 million who left BiH and registered as refugees abroad. While most of them have been integrated in their host countries, it is estimated that nearly 80,000 are still in need of durable solutions, which may include their return to BiH. 6,550 refugee families (approximately 23,500 individuals) have applied from abroad for reconstruction assistance. Almost three quarters (75%) of these applicants live in neighboring countries in the region.

In addition to refugees, and of larger concern to the Bosnia and Herzegovina authorities, is the considerably larger population of internally displaced persons, also encompassed by the Sarajevo Declaration, which is estimated to 113,000. In Bosnia and Herzegovina there are 155 collective centers, as well as individual and collective types of alternative accommodation in which are accommodated 17,865 families (53,329 individuals). The collective forms of accommodation are facilities that were not intended for permanent residency and are below acceptable levels of standard for dignified human living.

The assistance provided for durable solutions through a variety of projects primarily had been designed to support the sustainability of the return process – rehabilitation of properties, basic utilities and social infrastructure. Altogether, over 320,000 housing units have been reconstructed with national and international support out of which approximately 30,000 housing units have been reconstructed with EU funds over the period 1996 to 2007. More than 200,000 housing units have been repossessed by refugees and displaced persons, including almost 100,000 apartments repossessed by former OTR holders.

Apart from being among the countries with the most preponderate refugee-IDP problem in Europe, Bosnia and Herzegovina has adopted and takes care of these thousands of refugees, coming mainly from the neighbouring countries in the region. Among them there are some 7,800 registered Croatian refugees remaining of which the vast majority lives in Republika Srpska (RS). An unknown number of these refugees may have acquired citizenship in Bosnia and Herzegovina. Voluntary repatriation of refugees to Croatia continues, albeit at slow pace.

Though some local integration activities are undertaken for extremely vulnerable refugees by, among other, UNHCR with the support of the European Union, BH Ministry for Human Rights and Refugees, relevant Entity Ministries and the Government of Brcko District, the needs are greatly in excess of the available assistance. In particular, there is no formal program to provide permanent housing aiming at local integration of refugees and IDPs.

The Parliamentary Assembly has adopted the Revised Strategy of Bosnia and Herzegovina for the Annex VII DPA implementation that includes reforms to improve access to rights of refugees and IDPs, as well as projection of resources needed for substantive completion of return process until the year of 2014 together with funds that lack to implement the Strategy. The priorities identified by the Revised Strategy are an integral part of the Regional Programme. Participating countries agreed that BiH in parallel presents its remaining needs for the implementation of Annex VII DMS at the Donors Conference.

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<sup>2</sup> Each country has prepared its respective situation analysis.

## II. Montenegro

During the last 18 years, Montenegro has sheltered all displaced persons from ex-Yugoslav republics - Bosnia and Herzegovina and Croatia - and internally displaced persons from Kosovo, who were forced to leave their homes. They were provided almost the same rights that Montenegrin citizens had: employment, health care, education, freedom of movement among other.

According to the Ministry of Internal Affairs and Public Administration currently there are 4,020 refugees remaining from Bosnia and Herzegovina and Croatia, who still hold a legal status of “displaced person”.<sup>3</sup> Furthermore, Montenegro hosts 9,930 internally displaced persons from Kosovo. In addition, some 2,060 displaced and internally displaced persons have acquired the new status of foreigner with temporary or permanent residence. The displaced, internally displaced and foreigners with temporary or permanent residence are accommodated in collective centers, family settlements, private accommodations and specialized institutions, while largest collective accommodations are Konik camps hosting 1,400 Roma Ashkalia Egyptian internally displaced persons.

In 2009, important legislative changes have been introduced by the Government through amendments to the Law on Foreigners (adopted in October 2009), which provides for displaced and internally displaced persons a privileged access to the status of a foreigner with permanent residence.

A number of remaining displaced and internally displaced persons wish to integrate in Montenegro, where they may now apply for the status of foreigner with permanent residence. Particular attention is paid to assisting vulnerable groups who can not obtain documents needed to access the new legal status.

In order to improve conditions for voluntary return and local integration of the remaining displaced and internally displaced persons and foreigners with temporary or permanent residence, Montenegro has adopted a set of related legal acts:

- Decision on Temporary Retaining the Status of Displaced and Internally Displaced Persons, adopted in June 2006, regulating the access to rights in the interim period, before acquiring of the new legal status.
- National Strategy for Durable Solutions of Displaced and Internally Displaced Persons in Montenegro, with special emphasis on Konik area, adopted in July 2011, defining durable solutions through local integration or voluntary return, and access to rights entailed in the new legal status of foreigner with permanent or temporary residence for 2011-2015.

Over the years the Government with support of international donors has constructed some 940 housing units for collective durable and temporary accommodation. In addition, 337 individual houses for refugees have been constructed.

Some 1,177 vulnerable families continue to live in sub-standard housing, and will be targeted through this regional initiative. While some of displaced and internally displaced persons have started to locally integrate also by acquiring land in order to build their own housing, most of the caseload needs social housing due to extreme social and economical vulnerability.

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<sup>3</sup> According to the Strategy for Durable Solutions for refugees and internally displaced persons in Montenegro, adopted by the Government of Montenegro on 3 March 2005, the term “displaced persons” refers to individuals who have crossed an international recognized boundary (Bosnia and Herzegovina and Croatia), while the term internally displaced persons refers to individuals displaced within a country (Kosovo). Following the Montenegro independence proclamation, the Government of Montenegro declared the temporary continuation of status as displaced and internally displaced persons. According to this decision, all displaced persons from the former Yugoslav Republics who have their status confirmed based on the Law of protection of displaced persons and internally displaced persons from Kosovo whose status has been confirmed by the Commissariat for Refugees of the Government of Montenegro temporarily maintain the status and rights in Montenegro that they possessed on 3 June 2006.

### III. Croatia

An estimated 550,000 persons were displaced within Croatia during 1991- 1992. With the war escalating in Bosnia and Herzegovina, the country received some 400,000 refugees. It is estimated that 120,000 of these Bosnia and Herzegovina refugees mainly of Croat origin have acquired Croatian citizenship. It is estimated that in the period 1991-1995 some 250,000 minority Serbs fled Croatia.

The Croatian authorities have registered over 132,872 returnees of Serbian ethnicity to and within Croatia, which corresponds to approximately half of those who fled their places of origin up to 1995. Approximately 1,000 persons return annually to Croatia from Serbia and from Bosnia and Herzegovina. According to UNHCR's 2007 study on the Sustainability of Minority Return in Croatia, the sustainability of returns is approximately 54%, with 46% of the returnees having returned to the country of asylum with regular annual visits to Croatia at least once per year.

There are still 607 (334 family) vulnerable refugees, returnees and internally displaced persons accommodated in collective accommodation for whom durable solutions need to be identified. Majority of them is accommodated in 5 collective centers, while 160 refugees are extremely vulnerable due to old age and physical/mental health status and are currently living in special institutions (137 in 2 specialised collective centers for accommodation of elderly and disabled refugees/IDP/returnees and 23 in other welfare institutions). For these individuals, return is not an option. They require durable solution within the Croatian social welfare system tailor-made to their specific individual needs once their legal status in Croatia is resolved. Since March 2009, non-Croat refugees from Bosnia and Herzegovina may acquire legal status in Croatia and initiate a naturalization process under preferential terms, but on the condition of at least five years' residence in Croatia. In addition, there are 890 (460 family) refugees, returnees and internally displaced persons living temporarily for a prolonged period in private accommodations.

Since 1996, the Croatian Government has been implementing a Reconstruction Program. Since then and up to June 2011, 148,453 housing units of different level of damage have been reconstructed under this program. It is estimated that 1/3 of these belong to minority Serbs. The process of housing repossession has been almost completed with 19,279 houses reposessed and 11 still pending repossession. Housing Care Programme for former OTR holders has been implemented since 2002 for war affected areas and 2003 for other parts of Croatia. Since then, 14,353 former OTR holders have applied for the housing provision, out of which 12,318 applications have been resolved to date; 8,595 were positively decided and the negative decisions were issued in 3,723 cases. There are 2,035 pending cases. Since beginning of the Housing Care Programme 7,789 apartments have been allocated to former tenancy right holders.

Through its State Budget in 2009 and 2010, Croatia has allocated 40 Mio Euros for the Reconstruction Program and 82 Mio Euros for Housing Care Programme for former OTR holders. In 2011 41.2 Mio Euros have been provided in State Budget for the Housing Care Programme, and 19.6 Mio Euros for the Reconstruction Programme. The Croatian Government will continue to fund these two programmes through the State Budget, but with the re-opening of the deadline for application for the Housing Care Program outside the Areas of Special State Concern, new applications will increase the Government's financial obligations. The Decision on the housing care of returnees - former OTR holders outside the ASSC entered into force on 9 March 2011. The Decision on a Buy-off Option for Apartments Outside the Areas of Special State Concern was announced on 2 September 2010 enabling housing care beneficiaries/FTRH outside the ASSC to purchase housing units at a preferential price lower than the market price.

The activities proposed in this document are complementary to the Croatian Government's running Reconstruction and Housing Care programmes and aim at accelerating provision of housing as the pre-condition for durable solution for the most vulnerable refugees/returnees/IDPs in collective and private accommodations in Croatia. The project also includes housing solutions for 7,032 refugees (2,747 family) expected to return to Croatia from Serbia during three years of the project implementation. To facilitate

sustainable re-integration or local integration of the project beneficiaries, some limited inputs for tailor-made humanitarian assistance is included.

To further facilitate sustainable reintegration of Serb returnees especially in the war affected areas, efforts need to be made in the area of socio-economic recovery i.e. regional development in order to increase employment opportunities and strengthen social infrastructure. The EU and other donors have provided significant assistance that supported return and reintegration of refugees and internally displaced persons, inter alia through housing reconstruction, rehabilitation of public and social infrastructure, de-mining, etc.

#### **IV. Serbia**

As result of the conflicts in former Yugoslavia, a high number of displaced people found refuge in the Republic of Serbia. According to the results of the first refugee registration exercise jointly conducted by the Government of Serbia and UNHCR, in 1996 Serbia hosted over 537,937 refugees (46% from Bosnia and Herzegovina, 54% from Croatia).

Over the following years the return, integration and resettlement processes jointly conducted by local authorities and international counterparts had a direct impact on that initial figure and in May 2011 the records of the Serbian Commissariat for Refugees (SCR) showed that 74,486 individuals (25% from Bosnia and Herzegovina, 75% from Croatia) still hold refugee status in Serbia;

Government of Serbia since 1992 in accordance with a Law on Refugees addressed the needs of refugees providing for care and maintenance to people in collective centers, ensuring access to health system, education and employment and, compatibly with its financial possibilities, to different housing solutions. In 2002 the Government of Serbia, developed a comprehensive "National Strategy for Resolving the Problems of refugees and IDPs in order to further facilitate integration process in a systematic and adequate manner, the Strategy was later on complemented by Local Action Plans that precisely define the approaches to the refugee problems at the municipal level.

Both strategy and action plans have proven to be effective tools and the EU and international community contributed to their implementation with their own funds. As result of those joint efforts more than 200,000 refugees opted for local integration acquiring Serbian citizenship and some 37.000 refugees received assistance through housing solutions. However, available assistance cannot cover all integration needs especially as concerns permanent housing, and further contributions for the implementation of those frameworks is still required.

Sustainable return to the countries of origin has been conducted through different approaches and with mixed results but the positive results of the returns to BiH clearly show that successful reintegration rates are directly related to the open and effective policy of property restitution including access to former OTR in the countries of origin. Refugee needs assessment conducted jointly by SCR and UNHCR in 2008 indicates that only 5% of the refugees were still considering return as a viable option. The inability to re-possess their properties and realize their rights in the countries of origin was then reported as major obstacle for return to their home countries.

According to the same research, the majority of the refugees still hosted in Serbia consider integration as the most suitable and accessible "durable solution"; however, unemployment and lack of adequate housing solutions were also reported as main obstacles to their socio-economic integration in Serbia -. The unemployment rate among refugees -- 33% at the time of the research was significantly higher than the figures related to the Serbian population and 29% of the refugees reported a monthly income below the threshold for accessing social welfare benefits; over 60% of those refugees lacked a proper housing solution and this situation has certainly worsened in the following years of global economic crisis and need to be addressed within a comprehensive programme that would build on and complement the ongoing efforts.

Since the beginning of the implementation of the 2002 National Strategy to gradually close the collective centers, the number of refugees accommodated in collective centers has decreased by 92%. The remaining 34 collective centers accommodate a mixed population of 3,185 refugees and internally displaced persons from Kosovo. 706 refugees still living in 23 of those collective centers shall be considered as part of the 16,380 families that have been identified through joint Government of Serbia and UNHCR efforts and Surveys conducted in 2008 and 2011 as the most vulnerable refugee population hosted in Serbia and their needs have to be addressed as a matter of priority.

The activities proposed in the Program have been developed looking at the existing needs of the refugee populations in Serbia building on the research and surveys conducted with UNCHR as well as on the lessons learned and best practices from the implementation of the past interventions. The target group has also been identified and prioritized according to the vulnerability criteria set by UNCHR. Proposed activities have been developed to complement ongoing efforts and further support the implementation of the National Strategy and local action plans. Moreover, the regional approach organised through this Program offers to the refugees still hosted in Serbia the opportunity to choose the most viable solution to their problems trying to close this difficult chapter of their lives.

## 2. Programme Planning Framework

**Table 1. Beneficiary Population**

Country	BIH <sup>4</sup>		MONTENEGRO		CROATIA		SERBIA <sup>5</sup>		TOTAL REGION	
	House Holds	Individuals	House Holds	Individuals	House Holds	Individuals	House Holds	Individuals	House Holds	Individuals
I	250	800	305	1,061	242	461	400	750	1,197	3,072
II	350	900	111	300	307	518	16,380	44,250	17,148	45,968
III	2,400	5,000	-	-	2,747	7,032	-	-	5,147	12,032
IV	-	-	-	-	245	518	-	-	245	518
V	2,400	7,300	-	-	-	-	-	-	2,400	7,300
VI			761	4,702	-	-	-	-	761	4,702
I - VI	5,400	14,000	1,177	6,063	3,541	8,529	16,780	45,000	26,898	73,592

The Programme includes six categories of beneficiaries, namely:

- **CATEGORY I** includes all 1991-1995 refugees, regardless of their status, who are residents of collective centers or other forms of collective accommodations, either formal or informal ones.

<sup>4</sup> The priorities identified by the Revised Strategy of BiH for the implementation of Annex VII of the Dayton Peace Agreement are an integral part of the Regional Project in part related to the BiH. Participants agreed that BiH in parallel presents its remaining needs for the implementation of Annex VII DMS at the Donors Conference.

<sup>5</sup> Within the scope of the regional project the Republic of Serbia presented only the prioritized housing needs of the refugees. The remaining needs, which require the implementation of other mechanisms in order to be resolved, will be presented in parallel on the Donor conference.



- **CATEGORY II** includes all 1991-1995 vulnerable refugees, accommodated privately and all former occupancy right holders without a durable solution in their country of origin or reception country. For the purpose of the joint Programme, the vulnerability criteria applied by UNHCR in regional countries are also to be used here.
- **CATEGORY III** includes all vulnerable returnees to Bosnia and Herzegovina and Croatia and all vulnerable returnees who have already returned to Croatia but do not have a durable solution whether in the country of origin or in the reception country.
- **CATEGORY IV** applies to displaced persons accommodated in collective centers and private accommodations in Croatia.
- **CATEGORY V** includes vulnerable displaced persons outside collective centers in Bosnia and Herzegovina.
- **CATEGORY VI** includes 1999 vulnerable displaced persons in Montenegro. This was especially agreed by the participating countries given that the joint Programme in other countries deals only with 1991-1995 refugees.

The Table 1. provides a summary of beneficiaries broken by categories and countries in the region, namely by household numbers and target beneficiaries.

In total, the project covers almost 27,000 households i.e. approximately 74,000 beneficiaries. Of that number:

- 5,400 households/14,000 persons are beneficiaries falling under four categories in BiH (I, II, III and V), namely 3,000 refugee and 2,400 displaced families.
- 3,541 families or 8,529 persons are beneficiaries of four categories (I, II, III and V) in Croatia.
- In Montenegro, of 1,177 households in total or 6,063 persons covered by the Programme, 417 families/1,361 persons are refugees falling under Category I and II, while remaining beneficiaries are vulnerable IDPs covered with the Category VI.
- In Serbia, out of 16,780 households or 45,000 persons, 400 families/750 persons fall under the Category I, including 1991-1995 refugees who are residents of formal collective centers, while most of them, 16,380 families or 44,250 persons are 1991-1995 vulnerable refugees, including also vulnerable former occupancy right holders without a durable solution in their country of origin or in Serbia as the reception country.

**Table 2a. Durable Housing Solutions for Refugees and IDPs**

Country of the Region	1. Housing solutions in places of origin (RETURN)	2. Housing solutions in places of displacement (LOCAL INTEGRATION)	3. Housing solutions within institutions of social welfare system	TOTAL
Bosnia and Herzegovina	3,850	1,270	280	5,400
Montenegro	-	1,087	90	1,177
Croatia	2,977	412	152	3,541
Serbia	-	16,780	-	16,780
<b>TOTAL REGION</b>	<b>6,827</b>	<b>19,549</b>	<b>522</b>	<b>26,898</b>

Table 2b. Projection of costs per proposed activity

DURABLE HOUSING SOLUTIONS	BIH		MONTENEGRO		CROATIA		SERBIA	
	House Holds	Average EURO/HH	House Holds	Average EURO/HH	House Holds	Average EURO/HH	House Holds	Average EURO/HH
<b>1. Housing solutions in places of origin (RETURN): 6,827 beneficiaries</b>								
1.1. Provision of flats	240	29,500	-	-	2,889	35,100	-	-
1.2. Provision of houses	1,870	18,750	-	-	48	20,880	-	-
1.3. Reconstruction of family houses	1,640	12,500	-	-	25	22,275	-	-
1.4. Reconstruction of flats in multi-family buildings	100	19,500	-	-	-	-	-	-
1.5. Provision of construction material	-	-	-	-	15	19,630	-	-
<b>2. Housing solutions in places of displacement (LOCAL INTEGRATION): 19,549 beneficiaries</b>								
2.1. Provision of flats	910	29,500	907	27,735	293	35,100	10,000	26,300
2.2. Provision of houses	250	12,500	-	-	79	20,880	-	-
2.3. Provision of construction material	110	8,000	120	10,000	40	19,630	3,580	9,000
2.4. Purchase of village houses	-	-	-	-	-	-	2,000	11,000
2.5. Construction of prefabricated houses	-	-	60	14,000	-	-	1,200	15,000
<b>3. Housing solutions within institutions of social welfare system: 522 beneficiaries</b>								
3.1. Provision of housing within social welfare system	280	20,000	-	-	-	-	-	-
3.2. Construction of homes for elderly	-	-	90	5,556	152	24,514	-	-
<b>TOTAL: 26,898 beneficiaries</b>	<b>5,400</b>	<b>5,400</b>	<b>1,177</b>	<b>1,177</b>	<b>3,541</b>	<b>3,541</b>	<b>16,780</b>	<b>16,780</b>

Two tables (Table 2a. and 2b.) present proposed durable solutions for refugees and extremely vulnerable individuals broken by counties and forms of housing solutions including:

- Housing solutions in the place of origin – hence, relating to RETURN
- Housing solutions in the place of displacement i.e. LOCAL INTEGRATION and
- Housing solutions relating to ensuring accommodation in the institutions of social welfare system

Out of various housing solutions, whether those relating to return or local integration, the activities are foreseen for:

- Providing apartments
- Providing houses
- Allocation of construction materials

The specific form of return assistance is reconstruction of destroyed and damaged houses, including reconstruction and renovation of individual family homes and apartments in multifamily buildings, while assistance for durable solutions through purchase of village houses, including pertaining assistance and building of pre-fabricated houses is planned for cases of local integration.

**Table 3. Indicative implementation timeframe and down payment proportions**

Timeframe/ Country	1 <sup>st</sup> Year	2 <sup>nd</sup> Year	3 <sup>rd</sup> Year	4 <sup>th</sup> Year	5 <sup>th</sup> Year	Total		National Funds		Donor Funds	
						'000 EURO	Ratio	'000 EURO	Ratio	'000 EURO	Ratio
<i>BiH</i>	2%	49%	49%	-		101,043	17%	15,150	15%	85,893	85%
<i>Montenegro</i>	-	45%	34%	21%		27,696	5%	4,154	15%	23,542	85%
<i>Croatia</i>	33%	34%	33%	-		119,703	21%	29,926	25%	89,777	75%
<i>Serbia</i>	10%	26%	26%	25%	14%	335,220	57%	33,522	10%	301,698	90%
<b>Total in '000 EURO</b>	<b>73,301</b>	<b>189,771</b>	<b>185,018</b>	<b>89,546</b>	<b>46,025</b>	<b>583,661</b>	<b>100%</b>	<b>82,752</b>	<b>14%</b>	<b>500,909</b>	<b>86%</b>
<b>Ratio</b>	<b>13%</b>	<b>33%</b>	<b>32%</b>	<b>15%</b>	<b>8%</b>	<b>100%</b>					

The Table 3. indicates the timeframe over the implementation period of five years (as anticipated 2012 – 2016), as well as necessary resources presented in proportions and broken by countries.

The total amount of approximately 583.7 million EURO should be ensured for the implementation of the Joint Programme, of which the partner countries will ensure almost 83 million EURO i.e. around 14%.

Country contributions consist of resources that each country will provide towards completion of the project, including infrastructural equipped land, connection to primary and secondary infrastructure facilities, technical acceptance of construction, various permits, supervision of work, as well as certain financial contributions towards other Programme activities.

The remaining 85% i.e. the amount of around half billion EURO are missing funds which should be ensured through donations.

#### Assumptions

- The political will and commitments expressed in respective Ministerial declarations are maintained, close cooperation and synchronized actions continue being taken to honor and fulfill the commitments and pledges made;
- Continued effective flow of communication/information in the region;
- Continued interest by international organizations and donors to complement and support the Partner Countries' Governments in ending the displacement;
- Smooth and timely inflow of pledged funds in line with indicative allocations over the implementation period.

#### Risks

- Lack of progress on all identified outstanding issues in the framework of the regional process may impede the realization of the Programme.

## Results Framework

### **Objective 1**

#### ***Durable housing solutions among households in the return area provided***

**Geographical coverage: Bosnia and Herzegovina and Republic of Croatia**

**Partners:** State governments in both countries, including entity/cantonal and municipal authorities in BiH

#### **Expected Outputs**

1. Housing in accordance with appropriate minimum standards\* and related public infrastructure with utilities' connections provided to beneficiaries.
2. Return and reintegration of beneficiaries facilitated.
3. Collective centers (CCs) accommodating returnees in Croatia closed.

### **Objective 2**

#### ***Durable housing solutions in the places of local integration provided***

**Geographical coverage: Bosnia and Herzegovina, Montenegro, Republic of Croatia and Republic of Serbia**

**Partners:** State governments in all four countries, including entity/cantonal and municipal authorities in BiH, as well as local authorities in Serbia.

#### **Expected Outputs**

1. Housing in accordance with appropriate minimum standards\* and related public infrastructure with utilities' connections provided to beneficiaries.
2. Local integration in the places of displacement facilitated.
3. Collective centres in Croatia where refugees were accommodated closed. In addition, all 1991-1995 refugees residing in CCs in Serbia moved to housing units provided within the Programme.

### **Objective 3**

#### ***Housing solutions within institutions of social welfare system provided***

**Geographical coverage: Bosnia and Herzegovina, Montenegro, Republic of Croatia**

**Partners:** State governments in all three countries, including entity/cantonal and municipal authorities in BiH

#### **Expected Outputs**

1. Adequate housing solutions within institutions of social welfare system in BiH provided.
2. Accommodation and care in newly built homes for elderly in Montenegro and Croatia provided, following the closure of collective centers in Croatia.
3. Inclusion and integration in social welfare system facilitated.

\* The housing assistance to Programme beneficiaries shall be provided in line with national legislations whereas the minimum housing standards are largely harmonised across the region and follow the international guidelines such as the *Technical and Obligatory Conditions for Design and Execution of Works on Construction, Reconstruction, Repair and Adaptation of Construction Units* developed by the International Management Group (IMG).

### 3. Implementation, Management and Coordination Arrangements

Each partner country identified the following national institution responsible for the design, preparation, and implementation of the Programme and, in particular, overall coordination, monitoring/supervision and reporting on their respective housing sub-projects, as well as collaboration with other relevant national authorities:

1. Ministry for Human Rights and Refugees of Bosnia and Herzegovina
2. Ministry of Labor and Social Welfare of Montenegro
3. Ministry of Regional Development, Forestry and Water Management of Croatia
4. Commissariat for Refugees of Serbia

Other institutions will be involved in the Programme where appropriate (i.e. institutions at the local levels, municipal and/or regional bodies) and a clear division of responsibilities among stakeholders in each country will be further detailed in accordance with implementation modalities.

The envisaged **management structure of the Regional Programme** comprises of:

- The Steering Committee (SC);
- The Regional Coordination Unit (RCU);
- The National Project Implementation Units (PIUs).

The **Steering Committee (SC)** is composed of representatives of partner countries, the EC, the Council of Europe Development Bank (CEB) and partner IFIs (if applicable), as well as bilateral donors/contributors to the fund. UNHCR and other partners actively engaged in resolving the issues of refugees might be invited as observers.

The Steering Committee provides strategic guidance and advice by consensus on the strategy and policies of the Regional Programme, in particular, through:

- Advice on long-term strategic objectives of the Regional project;
- Revision of eligibility criteria, terms of reference and other policy issues;
- Approval of requests for financing;
- Approval of revised Work Plans and Budgets.

The **Regional Coordination Unit (RCU)** will be established as a coordination body to ensure technical support to the implementation of the Regional Programme and it will consist of national experts delegated by the participating governments.

The **National Project Implementation Units (PIUs)** will be established accordingly to assist the responsible national institutions in the implementation of their respective sub-projects, providing technical and administrative support related to the Project implementation. PIUs will conduct their activities in accordance with the best international practice. Tasks, responsibilities, procedures and the lines of communication with the national authorities and the PIUs will be defined in corresponding ToRs.

PIUs will perform their tasks in close cooperation with respective country institutions, through provision of assistance and support when needed, in particular related to:

- Preparation of the technical documentation in accordance with national legislation on planning and construction;
- Architectural and technical activities and provision of technical consulting including construction supervision;
- Organisation and implementation of tendering process and managing the payment process;
- Organisation of the Programme promotion and visibility;
- Reporting to the relevant institutions on the execution of the projects.

#### **4. Fund Management Arrangements**

Determination of the institutional arrangements and other financial aspects of the Joint Regional Programme implementation, such as financial monitoring, technical controls and audit, as well as the Multi-donor Trust Fund mechanism along with the principles of fund allocations are to be further developed and agreed upon, on the basis of proportional and non-competitive allocation of grants.

#### **5. Monitoring, Evaluation, Reporting**

The Monitoring Framework, included in Annex 4, details Joint Programme outputs in each country as well as:

- Measurable indicators (with baselines and indicative timeframe);
- Means of verification;
- Collection methods (with indicative time frame and frequency);
- Responsibilities;
- Risks and assumptions.

#### **6. Work Plan and Budget<sup>6</sup>**

The Work Plan, included in Annex 3, details and schedules implementation of the activities to be carried out within the Joint Programme. The Work Plan also specifies the area, responsible implementing partners (as far as identified), necessary budget for the Joint Programme specific targets along with the description of planned sources and related costs. Any substantive change in the scope or financial allocations will require revision of the Joint Programme document and signature of all parties involved.

Revised Work Plans and Budgets will be approved in writing by the decision making body (SC).

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<sup>6</sup> In Annex 2, the Budget, a detailed breakdown of the costs of the Joint Programme is presented. However, the budget of the Programme support units and costs for the project implementation are to be further outlined.