

the vulnerability assessment of internally displaced persons in serbia and montenegro



ICRC

International Committee of the Red Cross

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ICRC

**THE VULNERABILITY ASSESSMENT
OF INTERNALLY DISPLACED PERSONS
IN SERBIA AND MONTENEGRO**

FINAL REPORT

INTERNATIONAL COMMITTEE OF THE RED CROSS

Belgrade, July 2003

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Abbreviations

CBP	– Community Based Project
CC	– Collective Centre
CHF	– Community Habitat Finance
CRS	– Catholic Relief Service
DRC	– Danish Refugee Council
ECHO	– Humanitarian Aid Office of the European Commission
ECOSEC	– Economic Security
EUR	– Euro
FAO	– Food and Agriculture Organisation
FFS or "MOP"	– Family Financial Support or "Materijalno obezbedjenje porodice"
FRY	– Federal Republic of Yugoslavia
GIEWS	– Global Information and Early Warning System
HEA	– Household Economy Analysis
HF	– Host Family
HH	– Household
HOF	– Head of Office
ICRC	– International Committee of the Red Cross
IDP	– Internally Displaced Person
IFRC	– International Federation of the Red Cross (and the Red Crescent)
IGP	– Income Generating Project
IP	– Individual Parcel
IPRSP	– Interim-Poverty Reduction Strategy Paper
MCDP	– Montenegrin Commissariat for Displaced Persons
MoLSW	– Ministry of Labour and Social Welfare (in Montenegro)
MoSA	– Ministry of Social Affairs (in Serbia)
MoU	– Memorandum of Understanding
MRC	– Montenegrin Red Cross
MSF	– Medecins Sans Frontieres
MSSL	– Minimum Social Security Level
NATO	– North Atlantic Treaty Organization
NGO	– Non-Governmental Organisation
NPA	– Norwegian People's Aid
NRC	– Norwegian Refugee Council
OCHA	– Office for the Coordination of Humanitarian Affairs
PA	– Private Accommodation
PNS	– Participating National Society
PRSP	– Poverty Reduction Strategy Paper
RC	– Red Cross
SCF	– Save the Children Fund
SRC	– Serbian Red Cross
SSI	– Semi-Structured Interviews
SWC	– Social Welfare Centre
ToR	– Terms of Reference
UN	– United Nation
UNDP	– United Nations Development Programme
UNHCR	– United Nations High Commissioner for Refugees
UOM	– Unit of Measurement
USD	– United States Dollar
WFP	– World Food Programme
YRC	– Yugoslav Red Cross
YUM	– Yugoslav Money

I SUMMARY

1. The International Committee of the Red Cross (ICRC) has been distributing food and hygiene items to the Internally Displaced Persons (IDPs) living in Serbia and Montenegro since June 1999. The objective of supplying these items was primarily to provide food security during and immediately after displacement. A secondary objective was to supplement the household income of IDPs. Initially, there were approximately 270,000 IDPs registered by the Red Cross in 1999. In time, different criteria were introduced to meet the basic needs of the most vulnerable, thus leading to a reduced caseload. A set of new criteria applied as of April 2002 further reduced the IDP number to 50,000 beneficiaries in Serbia. In July 2002, the ICRC took over a caseload of 9,000 IDPs from World Food Programme (WFP) in Montenegro.
2. The Needs Assessment Mission carried out in January-February 2003, analysed the current caseload of 59,000 ICRC beneficiaries. It gave a detailed account of macroeconomic issues as they affected the livelihoods of the IDPs in particular and local population in both republics. In addition, the study explored the various policies being implemented by the two republics, in an effort to address different problems of the IDPs.
3. The aim of this assessment was to define the vulnerability level of the entire IDP population in regard to the official Poverty Line¹ and the Minimum Social Security Level (MSSL)², set by the Ministry of Social Affairs (MoSA) in Serbia and Ministry of Labour and Social Welfare (MoLSW) in Montenegro. The objective was to identify a caseload that needs to be assisted after the withdrawal of ICRC assistance in September 2003. The study focused on the vulnerability of IDPs at a household level and compared it with the resident population.
4. The assessment covers IDPs residing in the State Union of Serbia and Montenegro. The total population (including IDPs and refugees) of Serbia is 7,498,001 according to 2002 census. The Montenegro domicile population is 615,035 persons according to 1991 census. However, official number of 624,115 has been used in this study³. This number does not include IDPs, refugees and non-residents.
5. The official number of displaced people in Serbia according to the United Nations High Commissioner for Refugees (UNHCR) was 205,391 in March 2003. However, the number of IDPs in Serbia reported by Red Cross (RC) branch offices in May 2003 was 199,332 IDPs. In Montenegro the total number of IDPs is 28,493 according to the Commissariat for Displaced Persons and UNHCR.
6. The survey used a total number of 227,800 IDPs⁴ with 199,300 living in Serbia and 28,500 in Montenegro. The official number of the IDPs registered by the UNHCR was taken into consideration during the assessment. In addition, the RC database

¹ The Poverty Line is defined as a total consumption of those households whose food consumption equals minimal consumer basket

² The Minimum Social Security Level is the minimum amount of money necessary for basic subsistence, based on combined family income

³ Montenegrin Commissariat for Displaced Persons

⁴ The figures were rounded to the nearest hundred for calculation purpose

was used in the field to get IDPs' addresses. RC branches have an extensive network and regular contact with the IDPs in their respective areas. They represent one of the most reliable sources of information available. Therefore, this study chose to use the RC figures that are updated on monthly basis.

7. The population figures of Roma IDPs are disputable. Different studies quote different figures. This study used a figure of 26,600 registered Roma IDPs⁵. However, this figure could be much higher because a large number of Roma IDPs is not registered⁶. It is estimated that the total number of the Roma IDPs is around 50,000⁷.
8. The assessment was carried out using the Household Economy Analysis (HEA)⁸. The methodology uses semi-structured interviews (SSI)⁹ and purposive sampling. Other tools used included crosschecking, triangulation, ranking and observation. A total of 564 households were interviewed in 70 municipalities.
9. For the purposes of analysis, it was appropriate to apply the same indicators used by MoSA in Serbia and MoLSW in Montenegro. These are the Poverty Line and the MSSL.
10. A detailed analysis of IDPs income and expenditure was done and households were categorized into three wealth groups in line with the officially used criteria. These three groups are:
 - The households above the Poverty Line
 - The households between the Poverty Line and the MSSL
 - The households below the MSSL
11. On the basis of the findings, it is estimated that approximately 23,100 persons are the most vulnerable among the displaced persons (below the MSSL). The group includes about 6,000 IDPs from Montenegro and 17,100 from Serbia.
12. Out of 23,100 most vulnerable, 14,600 are Roma IDPs, 5,900 are IDPs accommodated in collective centres and the rest are those with host families¹⁰. The number of Roma and the number of IDPs in collective centres overlap because some Roma families are accommodated in collective centres. It was not possible to separate the number of Roma in collective centres during the study. A detailed survey is needed to ascertain the numbers of the Roma living in collective centres.

⁵ United Nations High Commissioner for Refugees - Commissioner for Refugees of the Republic of Serbia and Commissariat for Displaced Persons Montenegro

⁶ Ministry of National and Ethnic Communities Serbia, Draft Strategy for the Integration and Empowerment of the Roma

⁷ UN OCHA Belgrade, Humanitarian Situation and Strategy 2003, November 2002

⁸ In collaboration with the Food and Agriculture Organisation (FAO) Global Information and Early Warning System (GIEWS), Save the Children developed the Household economy analysis (HEA) between 1992 and 1997. For further reading: Save the Children, The Household Economy Approach - A Resource Manual for Practitioners, 2000.

⁹ A semi-structured interview is a guided interview where some of the topics are predetermined. Using a checklist the interviewer poses open-ended questions and probes topics as they arise.

¹⁰ Host family (HF) includes all households accommodated by friends, relatives, in abandoned houses and municipal flats.

13. The major problem causing the poverty in Serbia and Montenegro is lack of employment. This was brought about by years of conflict, international isolation and economic sanctions.
14. This study concluded that the most vulnerable categories of IDPs are Roma IDPs (50-60% of total registered Roma IDPs or 14,600 persons) and families in collective centres (40-50% of total IDP population in collective centres or 5,900 persons). In addition, elderly people living alone, handicapped/disabled, single parents with children and large families were also found to be vulnerable. These percentages vary from zone to zone (see section Wealth Groups in Different Livelihood Zones).
15. The withdrawal of the ICRC food parcels will result in an additional 7-8% of the people currently above the MSSL falling below it. This percentage represents the three most vulnerable groups (Roma, collective centres and IDPs with host families). This will be approximately 12,000 in Serbia and 1,500 in Montenegro bringing the total to 36,600 of those below MSSL. In Serbia, this group includes those who may be receiving other form of social benefit except Family Financial Support (FFS) or "Materijalno obezbedjenje porodice" ("MOP"). FFS is top up payment, calculated on the bases of the total combined family income, which brings that income up to the MSSL¹¹.
16. In Serbia 35-45% and in Montenegro 80-85% of the IDPs are relying solely on grey economy. Rigorous implementation of Poverty Reduction Strategy Process (PRSP), while trying to reduce the grey economy, will have serious implication on the whole population of Serbia and Montenegro.
17. The fact that those above the MSSL and below the Poverty Line have managed to survive with this hardship does not necessarily mean that they can continue to survive without employment or any other intervention/support. Extreme cases of destitution, homelessness and malnutrition were, however, not recorded due to prevailing sense of solidarity among IDPs in collective centres and within Roma communities.
18. The IDPs face numerous problems. The study confirmed that the major factor causing vulnerability amongst IDPs was lack of employment. All other problems related to accessing documents, deregistration and property rights are of secondary nature.
19. Finally, after having analysed all the information and data gathered, the following are recommended:

¹¹ ICRC, Needs Assessment in Serbia and Montenegro, January-February 2003

Withdrawal

Supplying food parcels to the IDPs more than four years after the conflict ended is not any more pragmatic solution and does not meet the long-term basic need of the IDPs. It is, therefore, recommended that the ICRC withdraw the food parcels in September 2003, as planned. However, there should be no gaps between cessation of the ICRC assistance and the take-up by other stakeholders in meeting the basic needs of the most vulnerable identified caseload. It comprises 50-60% of total registered Roma IDPs and 40-50% of families in the collective centres.

It is imperative that after the withdrawal of the ICRC assistance, the identified caseload of the IDPs must be provided with minimum economic security to prevent them from falling deeper into poverty.

Roma

The assessment showed that one of the most vulnerable category is Roma IDPs. Approximately 14,600 of Roma IDPs heavily rely on basic food distributions; furthermore, they will be dramatically affected by the withdrawal of ICRC food parcels. Nonetheless, it is recognized that the Roma community needs an integrated approach but in the meantime it is highly recommended that emergency assistance be provided to this most vulnerable group.

IDPs in collective centres

Approximately 5,900 of the IDPs in collective centres represent another most vulnerable group as revealed by this study. Like Roma, they are in similar position and rely on regular basic food distributions. There is an ongoing process of closing down the collective centres and there is no implementation plan to address the IDPs issues once they have to move out. After the withdrawal of the ICRC this category has to be provided with minimum economic security.

Re-registering of IDPs

There have been a lot of IDPs movements between and within municipalities without necessarily informing the authorities. A number of IDPs are reported to have gone abroad. There is an urgent need to update existing registration lists for future planning purposes both for the government and the international stakeholders.

Addressing Kosovo Property issues

The unresolved Kosovo property remains a hindrance to IDPs accessing services. It is recommended that this property should not be taken into account when assessing the eligibility for social benefits. The international players should continue advocating for resolving the property issues in Kosovo.

Revision of MSSL

The MSSL needs to be revised. According to its definition, it represents an amount of money necessary for basic subsistence. However, implementing it at the currently set level does not fulfill its intended objective.

Even though there is a significant number (25-35%) of IDPs in Serbia accessing social benefits, there are 17,100 IDPs still below the MSSL. Others are not accessing any form of social benefits because they lack documentation. It is recommended that the FFS be provided to all IDP households below the MSSL.

II BACKGROUND

20. During the NATO¹² campaign, which lasted from March 24 until June 11, 1999, the ICRC assisted war affected population with basic food and non-food items on an emergency basis. Since the end of air-strikes, the ICRC has distributed food and hygiene items to the internally displaced persons (IDPs) who were obliged to leave Kosovo because of the conflict and who are now living in Serbia and Montenegro.
21. Originally, the main objective was to provide immediate food to the IDPs. In addition, hygiene, winter clothing and shelter material, were provided to the displaced persons and local social cases. At a later stage, ICRC diversified its programs through income generating programmes, in order to provide a humanitarian response, which would allow people to have a measure of control over their economic livelihoods. During the period from June 1999 to June 2001, the ICRC provided food for the Yugoslav Red Cross soup kitchen program. The soup kitchens provided hot meals and lunch parcels to 100,000 registered socially vulnerable people. Red Cross (RC) of Serbia is still running this programme, albeit with a reduced number of beneficiaries (due to a lack of sources).
22. Since the very beginning of the ICRC food and non-food assistance program, RC of Serbia and RC of Montenegro played an important role as the main implementing partners to the ICRC in distributing food and non-food parcels to the beneficiaries.
23. The initial caseload in 1999 was 270,000 registered beneficiaries¹³. In January 2001, a set of criteria aimed at targeting the most vulnerable were introduced and the caseload was reduced to 130,000 in Serbia and 30,000 in Montenegro. The caseload in Montenegro was reduced following the official registration of IDPs in December 1999. It went down from 54,000 to 32,000 due to return of IDPs of Albanian nationality to Kosovo. In March 2001, the ICRC handed over the food assistance to WFP in Montenegro. However, WFP continued to assist them until July 2002 when the ICRC took over the caseload from WFP. The ICRC has continued to provide food and hygiene parcels to IDPs in Montenegro.
24. By September 2001, criteria similar to those used in identifying social cases were introduced, leading to a further reduction to 80,000 IDPs in Serbia and 14,000 in Montenegro¹⁴. That number was assisted until April 2002, when once more the criteria were revised. The resulting caseload was set at 50,000 in Serbia and 9,000 in Montenegro.
25. The ICRC will withdraw from food assistance in September 2003. At the same time, the ICRC will continue to implement other IDP related programmes outlined below until the end of 2003:

Income Generating Projects (IGPs)

¹² North Atlantic Treaty Organization

¹³ United Nations High Commissioner for Refugees - Commissioner for Refugees of the Republic of Serbia and Commissariat for Displaced Persons Montenegro

¹⁴ WFP/UNHCR, Joint Food Needs Assessment Mission, Final Report, July 2001

IGPs are special grants that address the mid-term security of the IDPs through various activities aimed at boosting their income. The ICRC has been implementing IGPs since 2001. In 2001 a total of 332 projects were implemented, 781 in 2002 and 1,500 planned for 2003. In addition, 350 vocational trainings will be carried out this year.

Community Based Projects (CBPs)

CBPs are supposed to help IDPs to feel less isolated and not left on the sidelines of society. The ICRC has organised various activities as to allow them to socialize with the local residents and facilitate interaction with them. So far, 70 regular workshops have been held with 2,050 participants in 21 different activities.

The Basic Health Services Pilot Project in Kraljevo

The municipality hosts the largest number of IDPs refugees and social cases. The project is designed to meet Primary Health Care needs of population in Kraljevo municipality. It is designed in such a way that both residents and IDPs benefit from it.

IDP Advocacy campaign

The ICRC launched a 6 months campaign to advocate on behalf of the IDPs. It includes a series of public relations events centred on the daily lives and testimonies of displaced persons, as well as TV and radio spots and two photo exhibitions, which will be displayed in 30 locations in Serbia and Montenegro.

Agencies assisting the IDPs

26. Various agencies have contributed to the improvement of living standard of the IDPs by providing them with the following:

- Food and non-food items
- Firewood and stoves
- Construction material for houses
- Psycho-social support
- Income Generating Projects
- Legal issues and dissemination of information
- Organising visits and return
- Following up on property left in Kosovo

27. Amongst the major agencies and donors are¹⁵:

- The United Nations (UN) Agencies
- Humanitarian Aid Office of the European Commission (ECHO)
- CARE International Yugoslavia
- Catholic Relief Services (CRS)
- Community Habitat Finance (CHF)
- Danish Refugee Council (DRC)
- German Red Cross
- International Federation of the Red Cross and the Red Crescent (IFRC)
- Medecins Sans Frontieres (MSF)

¹⁵ ICRC, Needs Assessment in Serbia and Montenegro, January-February 2003

- Norwegian Refugee Council (NRC)
- Oxfam
- Save the Children Fund (SCF)
- Red Cross of Serbia
- Red Cross of Montenegro

OBJECTIVE OF THE STUDY

28. The objective of this assessment is to define the vulnerability level of the IDP population and identify the precise caseload (in terms of numbers, areas of residence and social groups) that will require assistance after the withdrawal of the ICRC in September 2003. For detailed Terms of Reference (ToR) see Appendix I.

SCOPE

29. The assessment lasted from March 1 to June 30, 2003 and covered IDPs residing in the state Union of Serbia and Montenegro. According to 2002 April census, the total population (including IDPs and refugees) of Serbia is 7,498,001. The Montenegro domicile population is 615,035 persons according to 1991 census. However, the officially used number is 624,115 of domicile population¹⁶. This number does not include IDPs, refugees and non-residents.
30. The official number of displaced people in Serbia according to the UNHCR was 205,391 in March 2003. However, the reported number of IDPs in Serbia by RC branch offices in May 2003 was 199,332 IDPs. In Montenegro the total number of IDPs in May 2003 was 28,493 according to the Commissariat for Displaced Persons and UNHCR.
31. The population figures of Roma IDPs are disputable. Different studies quote different figures. This study used a figure of 26,600 registered Roma IDPs¹⁷. However, this figure could be much higher because a large number of them is not registered. The number of IDPs in collective centres is 13,100. Out of this number, 8,700 people live in Serbia¹⁸ and 4,400 live in Montenegro¹⁹.
32. The survey used a total number of 227,800 IDPs²⁰ with 199,300 living in Serbia and 28,500 in Montenegro. The official number of the IDPs registered by the UNHCR was referred to during the assessment. In addition, the RC database was used in the field to get IDPs addresses. RC branches have an extensive network and regular contact with the IDPs in their respective areas. They represent one of the most reliable sources of information available. Therefore, this study chose to use the RC figures that are updated on monthly basis.

¹⁶ Montenegrin Commissariat for Displaced Persons

¹⁷ United Nations High Commissioner for Refugees - Commissioner for Refugees of the Republic of Serbia and Commissariat for Displaced Persons Montenegro

¹⁸ UNHCR, January 2003

¹⁹ UNHCR and Commissariat for Displaced Persons Montenegro, March 2003

²⁰ The figure is rounded to the nearest hundred for calculation purpose

33. Different figures not matching the official ones were reported by the RC branches visited. The difference in figures can be explained by the fact that only addresses of assisted IDPs are updated on regular basis, whereas for those non-assisted it was difficult to keep track of their movements since it was not obligatory for them to de-register in RCs in case of moving from one municipality to other. However, majority of them frequently visit RC branch offices because at least one or two members of family are being assisted.
34. The ICRC Needs Assessment Mission 2003²¹, analysed the current caseload of 59,000 ICRC food beneficiaries. It gave a detailed account of macroeconomic issues as they affected the livelihoods of the IDPs in particular and local population in both republics. In addition, the study explored the various policies being implemented by the two Republics, in an effort to address different problems of the IDPs. The main aim of this assessment was to define the vulnerability level of all the IDPs in regard to the official Poverty Line and the MSSL, as set by MoSA in Serbia and MoLSW in Montenegro. The study focused on the vulnerability of IDPs at the household level.

²¹ ICRC, Needs Assessment in Serbia and Montenegro, January-February 2003

III METHODOLOGY

35. The assessment was carried out using the Household Economy Analysis (HEA). The methodology uses semi-structured interviews (SSI) and purposive sampling. Other tools used include crosschecking, triangulation, ranking and observation.
36. The HEA is a framework for analysing the effects of change on household economic security and:
- Uses the household²² as the basic economic unit. It categorizes people into different wealth groups and defines livelihood zones²³. The information is obtained from key informants in selected livelihood zones and extrapolated to cover areas with similar conditions that the study is not able to cover.
 - Looks at how households access incomes and food sources. HEA links understanding of how households normally survive to how changes will affect them.
 - Looks at coping strategies of different households within wealth groups. It emphasizes on regular and adequate food consumption by people rather than simply on apparent adequacy of production at some geographical level.
 - Makes it possible to analyse complex changes in the economic context. It allows an analysis to focus on the needs of defined groups within populations not just an aggregate measure that reflects an average reality.

See Appendix IV for HEA implementation during this study.

Factors affecting the assessment

37. During the survey, it was observed that the ICRC is highly respected and has good reputation among the IDP population. This facilitated access to individual households and enabled the team members to get necessary information without problems.
38. All the RC branch offices were cooperative in providing information about the IDPs and their addresses. Where it was possible, a person was assigned to help in locating the IDPs. Other agencies (UNHCR and WFP) also cooperated by providing general information about IDPs.
39. It was difficult to capture all incomes of households, especially when dealing with needy cases who expect help from humanitarian agencies. Their reluctance to provide such sensitive information can be well understood. However, efforts were made to overcome this by crosschecking the information using different tools such as observations and triangulation.

²² In this study, a household is defined as a group of people, usually related, who share financial and food sources on a regular basis

²³ A livelihood zone is used to describe an area where its inhabitants live in similar ways, earn their income from similar sources and face similar risks/shocks

40. During the bad weather conditions in March, it was easier to get household members at home. However, at the onset of spring many IDPs were not at home as they were out in search of jobs or casual labour.
41. Much time was spent tracing addresses because the IDPs moved to other houses without informing the RC branch offices.

Data gathering

42. A review of secondary data included previous reports by the ICRC and studies carried out by other agencies as shown in the Appendix VII.
43. In Belgrade and Podgorica, information was gathered from the various agencies and government officials at the republican level. The information focused on types of social welfare benefits and criteria used to provide these benefits, total numbers of the IDPs and their locations, as well as what kind of assistance was provided to the IDPs, their future plans or any constraints the agencies had in meeting the needs of IDPs. This information enabled the team to decide on areas that need further investigations at the household level.

Interviews with officials

44. On arrival in each location, interviews were held with the ICRC field officers, RC branch officers, Social Welfare officers and any IDP representatives (see Appendix VI for complete list of officials met). During these interviews, the team gathered general information related to:
 - Total number of the IDPs in the area,
 - The areas of concentration,
 - Approximate rents paid in different accommodations,
 - Possible sources of income,
 - Problems encountered by the IDPs,
 - Vulnerability levels of the IDPs.
45. More details are given in the Appendix IV (summary and checklists). Information gathered from officials was crosschecked at the household level.

Household interviews

46. At the household level, the team gathered information on the following areas:
 - Household expenditures per month
 - Household income sources per month
 - Future plans, their property in Kosovo, access to health, education, social welfare, appropriateness of ICRC parcels and any other relevant information
47. IDPs in private accommodation were interviewed individually. The interviews lasted 30 minutes to one hour. However, in collective centres, the situation was a bit different. Upon arrival, it was often difficult to start with individual interviews immediately. The first interview would consist of 4-6 household members

participating in the discussion. This was followed by individual household interviews.

48. The team interviewed a cross section of people and heads of households. A total of 564 households with 2,674 persons were visited in 70 municipalities (see Appendix X for the detailed list of municipalities visited). The number of households interviewed in each zone is presented in table I below.

Table I: Number of interviews per zone

Zone	No. of households interviewed	Total no. of IDPs
I	113	93,000
II	252	95,600
III	199	39,200
Total:	564	227,800

IV ANALYSIS

Assumptions made during the analysis

49. Assumptions made during the analysis were:

- An average household consists of five persons.
- The team assumed that “if households are surviving, they must be obtaining sufficient income to cover basic expenditures either in cash, services or in commodities.”
- An insignificant number of households access cash from agricultural activities. Therefore, income sources and expenditure patterns formed the basis of assessing vulnerability at the household level.
- A typical household below the MSSL has been receiving at least two ICRC food parcels per month and two hygiene parcels every three months. Therefore, the current market value of ICRC parcels per month (30 EUR) was used during the analysis to arrive at IDPs income/expenditures of households below MSSL. A typical household in the middle has been receiving one ICRC food parcel per month and one ICRC hygiene parcel every three months. The market value per month (15 EUR) was included into the income of middle households.
- It was assumed that households in Serbia accessing child allowance could also provide necessary documentation to access the FFS. Those not accessing FFS do not meet criteria set by the government. In some municipalities they are not entitled for the FFS because they are receiving assistance from RC branch offices. In some cases their property in Kosovo could be the hindrance (even though they cannot benefit from it). In this regard, all people below the MSSL are the most vulnerable as they are not accessing the FFS.

50. The analysis of data was done on a daily basis, by way of consolidation sheets (see sample in Appendix IX). This involved identifying households that fall below the MSSL, those that are between the MSSL and the Poverty Line and the ones above the Poverty Line.

LIVELIHOOD ZONES

51. A livelihood zone is a description of an area where its inhabitants live in similar ways, earn their income from similar sources and face similar risks/shocks. In each livelihood zone it is possible to find different socio-economic groups.
52. In this study, the factors considered while defining a livelihood zone were:
- **Job opportunities** – this takes into account regular jobs, casual and seasonal jobs
 - **Access to grey economy** – embraces all types of employment that are not taxed by the government. This includes petty trade, baby-sitting, house cleaning, working in catering, different kind of casual labour and other non-declared full time jobs.
 - **Access to services** – education, health and social benefits.
53. Using the above indicators the study area was divided in three zones. Similar municipalities were grouped together according to prevailing economic situation. Selected areas in each zone were then visited and the information gathered was extrapolated to cover areas not visited. A full list of visited municipalities is in Appendix X and map of zones is in Appendix XI.
54. It is important to note that the entire country has been going through the economic recession as a consequence of a decade of decline brought about by years of economic sanctions and isolation imposed by the international community. This has resulted in an increased unemployment rate. Furthermore, the fact that there are more job opportunities in one livelihood zone does not necessarily mean that all people have same access.

Zone I

55. Zone I consists of urban municipalities with more possibilities to gain income compared to other zones. Sources of income are official employment (IDPs who worked in the government institutions like police, hospitals, schools, post offices etc.) and grey economy. Rents in this zone are higher than in zones II and III. There is better access to health and education services.
56. The municipalities of this zone are: Belgrade and its surrounding areas, Novi Sad, Subotica, Vrsac, Nis and Podgorica.

Zone II

57. This zone consists of smaller towns with fewer opportunities for employment compared to zone I. In the past, some municipalities had big industrial capacities that collapsed over time and are presently offering limited job opportunities to both IDPs and the local population. The areas are characterised by lower rents compared to zone one. Access to education and health services are also available, though of more limited scope. Some IDPs have small kitchen gardens, so the food expenses are slightly lower than in zone I.

58. Representative municipalities of this zone are: Kragujevac, Jagodina, Kraljevo, Zajecar, Bar etc.

Zone III

59. In this zone, opportunities for employment are limited. Compared to other two zones, rents in zone III are the lowest. A small proportion of the IDPs have access to land and are able to grow some crops for home consumption.
60. People from this zone are forced to go to zones II and I for specialized medical treatments. Mainly, elementary and secondary education is accessible, whereas inhabitants from this zone seek post-secondary education in zones II and I.
61. Some of the municipalities representing this zone are: Berane, Mionica, Kovin, Prokuplje, Bujanovac, Kursumlija etc.

POVERTY LINE AND MINIMUM SOCIAL SECURITY LEVEL

62. For the purposes of analysis, it was appropriate to apply the same indicators used by the two Ministries. These are the Poverty Line and the MSSL.
63. The Poverty Line is defined as a total consumption of those households whose food consumption equals minimal consumer basket²⁴.
64. The Poverty Line in Serbia is set by the MoSA at 72 EUR per person per month (360 EUR for a five-member household). According to the report published by the Institute for Strategic Studies and Prognosis, the Poverty Line for Montenegro is 102 EUR per person per month (510 EUR for a five-member household). The World Bank defines the Poverty Line as 1.80 EUR (2.00 USD) per person per day. On the other hand, being below the Poverty Line does not necessarily mean being destitute.
65. The Minimum Social Security Level is the minimum amount of money necessary for basic subsistence, based on combined family income.
66. The MSSL is an index linked to the average republican salary. The average republican salary in Serbia-Montenegro is 239 EUR and 118 EUR respectively²⁵. Both Republics use the MSSL in providing assistance to social cases. The amount provided is calculated using a percentage of the average republican salary. Therefore, if a family's income is below the MSSL, the government provides to a family the difference (for topping up) to attain the MSSL. The current percentages and corresponding entitlements are presented in the table II below.

Table II: MSSL entitlements

Family Size	Percent of average salary in Serbia (239 EUR)	MSSL (EUR)	Percent of average salary in Montenegro (118 EUR)	MSSL (EUR)
Single	16%	38.24	40%	47.20
2 members	22%	52.58	50%	59.00
3 members	28%	66.92	60%	70.80
4 members	30%	71.70	70%	82.60
5 members and more	32%	76.48	80%	94.40

Average republican salary for the last quarter of 2002 was used in calculating the above figures. Exchange rates used during analysis are: 1 EUR = 1.1 USD = 64 YUM

67. The population was categorised into three wealth groups. The first group consists of all those households above the Poverty Line. The middle group represents all households between the Poverty Line and the MSSL. The third group consists of all households below the MSSL. This is the most vulnerable group and as such forms the core of this study.

V FINDINGS

²⁴ ICRC, IDP Needs Assessment in Serbia and Montenegro, March 2003

²⁵ MoSA in Serbia and MoLSW in Montenegro

Household size

68. In Serbia, the average household of domicile population is 3 persons²⁶. In Montenegro the average household is 3.89 persons²⁷.
69. A typical IDP household comprises five members, usually a couple with two children and one elderly person. It is common to find two or three generations living in the same house, thus making up a large family. Even though the Roma IDPs usually report households of 13-15 persons, further probing revealed smaller households, as previously defined in this study.

Factors that influenced IDP settlement and accommodation patterns

70. Initially, many IDPs settled in areas near Kosovo in anticipation of an early return home. Another reason was that some IDPs had friends and relatives there. At one point the government obliged IDPs to remain in certain (southern) areas. Over time, after the government relaxed restrictions on movement, there has been some migration of the IDP population in search of employment opportunities, housing or land. Therefore, numbers registered in municipalities near Kosovo have reduced significantly.
71. Factors that influenced settlements patterns are the following:
- Some people had built summer or weekend houses in Serbia and Montenegro before the conflict. When the conflict intensified followed by NATO bombing, this group moved into their houses, some of them not even finished. Most of them now cannot deregister from Kosovo and register in Serbia.
 - Another category consists of those who moved to areas where they had relatives. They were assisted to settle by acquiring land and constructing houses. In some cases, NGOs provided them with financial or material support during the construction (e.g. Danish Refugee Council and Norwegian People's Aid provided material for IDP households in Nis, Leskovac, Kraljevo, Raca and Bar municipalities).
 - IDPs who joined friends, were accommodated free of charge and in some instances they are occupying houses of their friends working abroad, in exchange for maintaining the house.
 - People from rural areas tended to settle in similar municipalities.
 - The Roma tended to move to locations where other Roma had already settled.

²⁶ Aleksandra Posarac and Goran Krstic, Poverty Profile in Serbia (unpublished), December 2002

²⁷ The Institute for Strategic Studies and Prognoses, Household survey, January 2003

72. The current situation pertaining to accommodation is shown in the charts below.

Chart I: Accommodation of IDPs in Serbia and Montenegro

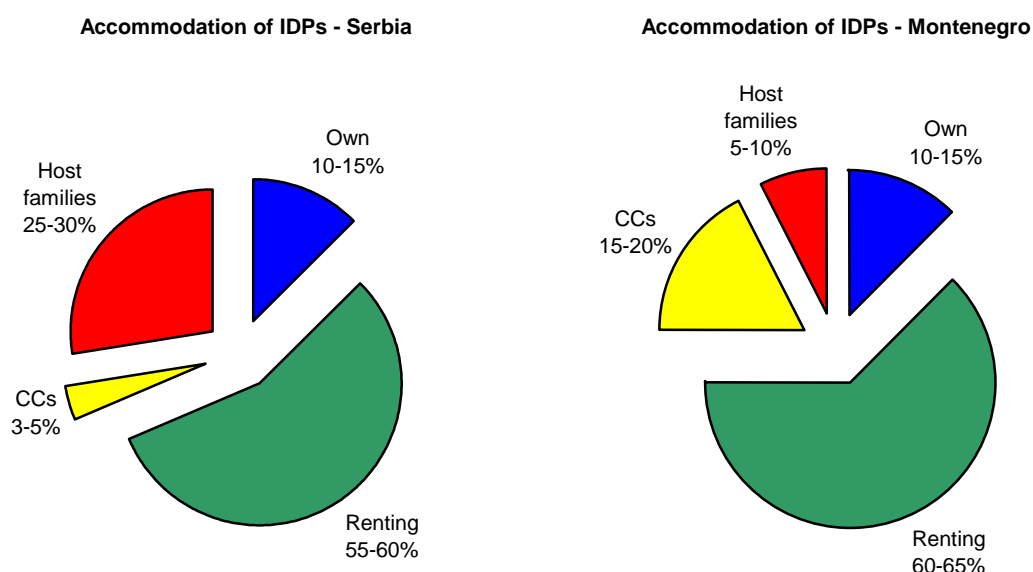


Table III: Accommodation of IDPs in Serbia and Montenegro

Accommodation	Serbia	IDPs	Montenegro	IDPs
Host families	25-30%	49,800-59,800	5-10%	1,400-2,900
Own house	10-15%	20,000-30,000	10-15%	2,900-4,300
CC	3-5%	6,000-10,000	15-20%	4,300-5,700
Renting	55-60%	100,000-120,000	60-65%	17,100-5,700

Host Family (HF) includes all households accommodated by friends, relatives, in abandoned houses and municipal flats.

The movement of IDPs

73. There has been some movement of IDPs since the beginning of Spring 2003. The IDPs have been moving from zones II and III in the southern part of Serbia towards the zones II and I in the northern part. The relocation is triggered by the lack of job opportunities.

74. On the other hand, a few cases of IDPs were reported to have moved from the North towards the South, because they were not able to meet the high costs of living in large cities.

75. Equally, constant movement of IDPs within or between municipalities in search of a cheaper accommodation or better job opportunities was reported. The study

confirmed this because many IDPs had moved from addresses held at the RC branch offices.

76. For example, in Zemun municipality (Zone I, Belgrade area, northern part) the number of IDPs registered by UNHCR in March 2003 was 6,937, whereas the number of IDPs registered by RC branch offices in May 2003 was 10,392. On the other hand, in Vranje (Zone II) and Kursumlija (Zone III) municipalities (southern part) numbers of registered IDPs by UNHCR were 6,043 and 6,097 in March 2003, whereas in May the updated numbers by RC branch offices were 4,000 and 4,500 respectively. Examples of municipalities showing discrepancy in numbers of IDPs are in the table IV below given.

Table IV: Some municipalities with different number of IDPs in Serbia

Livelihood zone	Municipality name	UNHCR registered no. of IDPs March '03 ²⁸	RC branch offices registered no. of IDPs May '03 ²⁹
I	CUKARICA (BELGRADE)	5,738	9,559
I	NOVI BEOGRAD (BELGRADE)	4,624	7,000
I	PALILULA (BELGRADE)	4,602	6,345
I	RAKOVICA (BELGRADE)	2,786	4,713
I	SAVSKI VENAC (BELGRADE)	1,703	1,600
I	STARI GRAD (BELGRADE)	1,256	1,530
I	VOZDOVAC (BELGRADE)	6,717	7,000
I	VRACAR (BELGRADE)	626	799
I	ZEMUN (BELGRADE)	6,937	10,392
I	ZVEZDARA (BELGRADE)	4,274	8,386

Livelihood zone	Municipality name	UNHCR registered no. of IDPs March '03	RC branch offices registered no. of IDPs May '03
I	NIS	10,678	9,360
II	KRALJEVO	19,422	18,299
II	VRANJE	6,043	4,000
II	LESKOVAC	5,210	4,149
III	KURSUMLIJA	6,097	4,500
III	BUJANOVAC	4,843	3,500

77. In Montenegro reports indicated that there were no significant movements outside the Republic.
78. In all the above-mentioned movements it was noted that some IDP families do not necessarily deregister in RC branch offices, when leaving their previous location. Key informants alleged that some IDPs have gone abroad. This information was difficult to ascertain.

²⁸ UNHCR figures are from Statistical Summary of UNHCR Beneficiaries by Municipalities in Serbia, 1st April 2003

²⁹ RC figures are from RC Database gathered from the field in May 2003

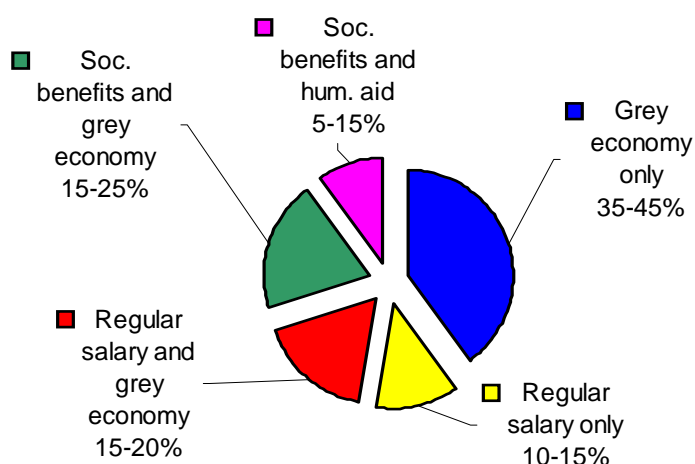
INCOME SOURCES

79. As mentioned earlier, the country has been experiencing economic hardships brought about by years of conflict, economic sanctions and isolation. Employment opportunities have been declining over the years. The factors contributing to unemployment are:
- Economic stagnation due to ten years of economic decline
 - Economic sanctions and isolation by the international community
 - Breakdown and closure of industries
 - Current restructuring and privatisation process
80. Therefore, such a stretched economy leaves both IDPs and local population with fewer employment opportunities. Further implementation of the privatisation process will result in an increased unemployment rate in the short term.
81. The respondents readily reported income from the social benefits. However, income from grey economy is not regular. In order to capture these incomes, the respondent would be asked how much “he/she earns in a day”. This was followed by “how often he/she can get this sort of income in a week”. Thereafter, he/she would be asked whether this sort of income/job opportunity is available throughout the year or to state the months when this is possible. The information was then used to compute the possible incomes of different persons accrued from the grey economy. The income arrived at was then compared with the stated expenditure to check for consistencies in reporting.
82. During household interviews it was difficult to capture income from remittances. This income is not predictable although many IDP households receive assistance from relatives abroad, in form of cash.
83. Most incomes are earned in summer. The total annual income was used to estimate the average monthly income.

Serbia

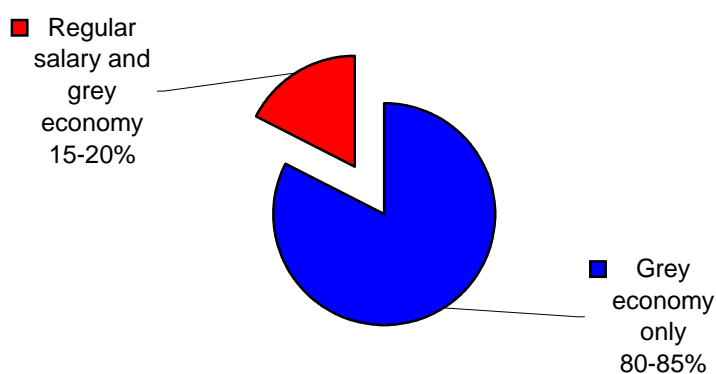
84. In Serbia, 35-45% of IDPs rely solely on income from the grey economy. 10-15% of IDPs depend on income from regular salary, whereas 15-20% rely on income from the regular salary and grey economy. Another 15-25% rely on income derived from social welfare and grey economy and the remaining 5-15% rely on income from social welfare and humanitarian assistance. Among the domicile population, 28.6% have primary employment in the grey economy.

Chart II: IDPs Income sources in Serbia

IDPs Income sources - Serbia

Montenegro

85. There is an insignificant number of IDPs who managed to get official employment in Montenegro (only two households were encountered during the study). The vast majority (80-85%) derives its income solely from the grey economy. A smaller percentage (15-20%) relies on income from pensions, part of salaries³⁰ and grey economy.

Chart III: IDPs Income sources in Montenegro**IDPs Income sources - Montenegro**

³⁰ These sources are provided by the Serbian government

EXPENDITURE PATTERNS

86. Expenditures were generally found to be higher than the reported income. This was firstly attributed to the fact that most IDPs get income through grey economy and it is difficult to report on these earnings.
87. The second and more important reason was the unreported assistance that comes from friends and relatives either within the country or from abroad. This source seems to be sustaining many of the IDPs, although it was difficult to capture during the interviews. The nature of this income is so unpredictable and irregular that people do not want to register it as a source of income. In some cases, the assistance comes in form of commodities. This study found that in some households, relatives paid rent, electricity bills or both. When reporting on their income sources, the IDPs often forgot to include the value of the humanitarian assistance.
88. The major expenditure items for many households were reported as in the following order of priority: rent, electricity and heating, food, hygiene, education and health.
89. Typical households' income and expenditure is presented in the tables V and VI given below.

Table V: **Income/Expenditure patterns in Serbia in EUR**

Variable	Above Poverty		Middle		Below MSSL	
	Not paying rent	Paying rent	Not paying rent	Paying rent	Not paying rent	Paying rent
Income	>360		77-360		<76	
ICRC assistance (food and non-food parcels)			(15)		(30)	
Rent	0	30-100	0	25-60	0	This category does not exist
Electricity, heating, utilities	30-50	30-50	25-40	25-40	15-25	
Food	100-150	100-150	50-120	50-120	40-50	
Hygiene	20-25	20-25	10-15	10-15	1-5	
Health	0-5	0-5	0-5	0-5	0-5	
Education (incl. books, transport, meal, excursions etc.)	15-20	15-20	10-15	10-15	5-10	
Other (incl. Clothes, phone, transport, cigarettes etc.)	>80	>80	10-50	10-50	0-10	

Table VI: **Income Expenditure patterns in Montenegro in EUR**

Variable	Above Poverty		Middle		Below MSSL	
	Not paying rent	Paying rent	Not paying rent	Paying rent	Not paying rent	Paying rent
Income	>510		96-510		<95	
ICRC assistance (food and non-food parcels)			(15)		(30)	
Rent	0	75-150	0	40-60	0	This category does not exist
Electricity, heating, utilities	45-55	45-55	20-40	20-40	15-20	
Food	250-350	250-350	80-250	80-250	50-70	
Hygiene	20-25	20-25	5-10	5-10	1-5	
Health	5-10	5-10	5-10	5-10	5-10	
Education (incl. books, transport, meal, excursions etc.)	15-25	15-25	10-15	10-15	5-10	
Other (incl. Clothes, phone, transport, cigarettes etc.)	>30	>30	5-20	5-20	0-10	

Rent

90. The first priority for a household is to pay rent. The principal difference in terms of expenditure among livelihood zones in Serbia proper is reflected in costs of rent. The rent is highest in zone I and lowest in zone III. The households that are not paying rent are accommodated in collective centres (official and unofficial³¹), with host families or in their own accommodation. When computing the incomes, it was found that all the households paying rent were above the MSSL. Although paying rent puts households above the MSSL, the disposable income may be similar to the households below the MSSL.

Electricity and heating

91. Expenditure for heating entailed getting both winter and summer averages and was used to estimate the average monthly expenditure.

92. The households in zone I generally use electricity for cooking and heating during winter. In zone II there is a possibility of using firewood to supplement electric heating, while in zone III firewood is mostly used for heating and cooking in order to cut down on heating expenses. Although the electricity is reflected in all the household expenditures, many households do not pay their bills regularly.

³¹ Official collective centres are recognised by the government. The government pays the rent, electricity and water. In addition, residents receive one cooked meal per day.

Food

93. Expenditure on food was more accessible as it is straightforward and legitimate expense. Food represents a major expenditure for most of the households. Because of high food prices (in comparison to the income of a family), other expenses are often reduced, so as to provide enough food. The nourishment of the most vulnerable is poor and is short of fruits, dairies, vitamins etc. The most common food items are: bread, beans, eggs, and potatoes³². There are no significant differences in food prices throughout the livelihood zones.

Hygiene

94. The ICRC has been providing hygiene parcels to the IDPs who matched the criteria. The current market price of one hygiene parcel for three months is 12 EUR.

Health care

95. IDPs are exempted from co-payment for medical services both in Serbia and Montenegro³³. Prescribed medicines are obtained free of charge from the public pharmacies. However, many drugs prescribed are not currently available in these pharmacies and people are compelled to purchase them in private pharmacies. The drugs mostly purchased are for ailments like asthma, high blood pressure, diabetes and some heart related diseases.

Education

96. The money spent on education is used to purchase books, transport and excursions. Children have an option of paying for one meal provided in the school or carry some snack from home. The ones that come from poor households tend to carry a snack from home and miss excursions.

Clothing

97. Expenditure on clothing among the most vulnerable IDPs has not been a priority. Many people said they got clothes from various NGOs, relatives, friends and good Samaritans. Others had not bought a single clothing item since they moved from Kosovo. The ICRC distributed winter clothes to 240,000 IDPs and social cases through its winter programme (1999/2000). The RC branch offices and other agencies distributed large quantities of clothes to the IDPs. This was confirmed in most cases, when the interviewees did not remember to report the expenditure on clothing unless prompted to do so.

³² ICRC, IDP Needs Assessment in Serbia and Montenegro, March 2003

³³ ICRC Belgrade, Medical Department

WEALTH GROUPS³⁴ IN DIFFERENT LIVELIHOOD ZONES

98. As stated earlier, three wealth groups were identified in line with the official government criteria. These three wealth groups are:

- The households above the Poverty Line
- The households between the Poverty Line and the MSSL
- The households below the MSSL

99. Out of the total 227,800 IDPs registered in RCs in Serbia and Montenegro, 25,600 persons (11.2%) are above the Poverty Line. Approximately, another 179,200 (78.7%) fall between the MSSL and the Poverty Line, whereas 23,100 (10.1%) persons fall below the MSSL. In summary, 88.8% of IDPs are below the Poverty Line. Considering that only 10% of the local population is below the Poverty Line it is obvious that IDP population is much more vulnerable. See tables VII and VIII for details.

Table VII: **Wealth groups per livelihood zones in Serbia**

Serbia total IDPs:

199,300

		LIVELIHOOD ZONES					
		I		II		III	
		%	No. IDPs	%	No. IDPs	%	No. IDPs
		42.20	84,100	43.00	85,700	14.80	29,500
INCOME	ABOVE POVERTY						
	No. IDPs 22,700	15%	12,600	10%	8,600	5%	1,500
	11.4 %						
	MIDDLE						
	No. IDPs 159,500	75%	63,100	85%	72,800	80%	23,600
	80 %						
	BELOW MSSL						
	No. IDPs 17,100	10%	8,400	5%	4,300	15%	4,400
	8.6 %						

Note: The figures are rounded to the nearest hundred.

% - This represents the percentage of the total IDP population in a Republic.

100. The municipalities with the highest number of IDPs below the MSSL in Serbia are Belgrade municipalities, Nis, Kraljevo, Prokuplje, Kursumlija and Bujanovac.

³⁴ A group of people who access a certain amount of income in line with the social welfare methods operating in both Republics of Montenegro and Serbia.

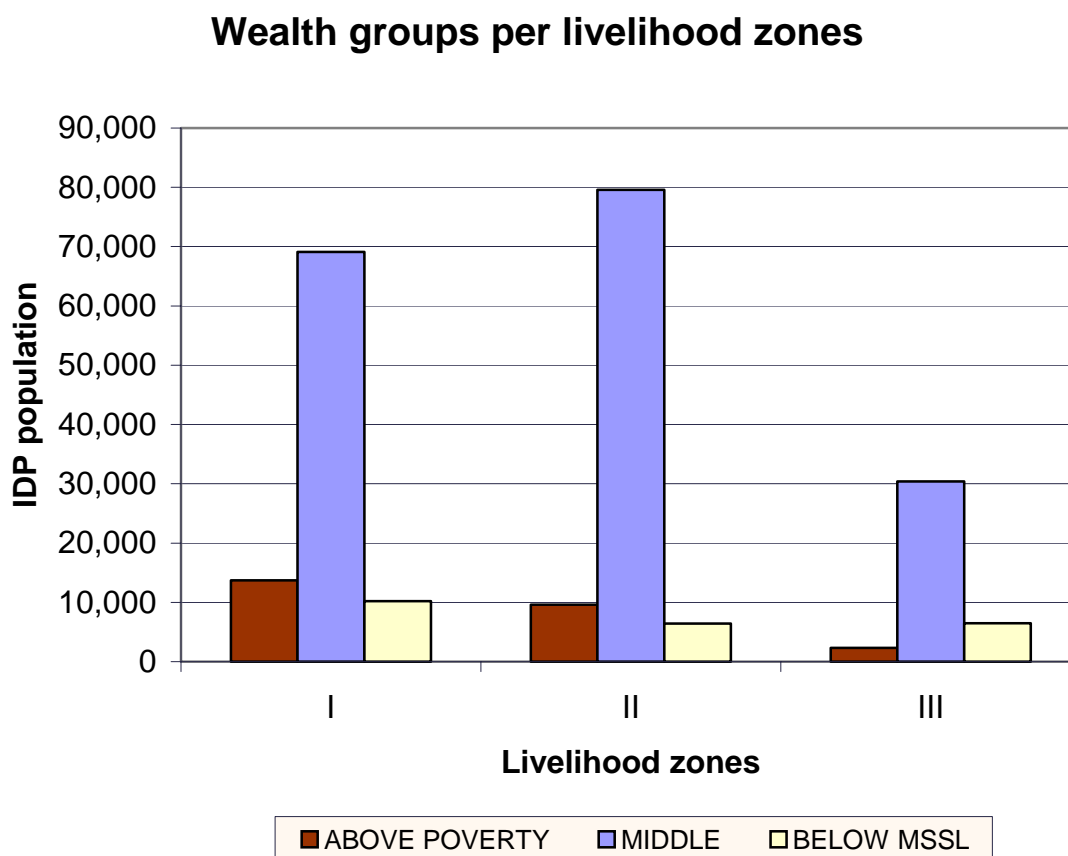
Table VIII: **Wealth groups per livelihood zones in Montenegro**Montenegro total IDPs: **28,500**

		LIVELIHOOD ZONES					
		I		II		III	
		%	No. IDPs	%	No. IDPs	%	No. IDPs
		<i>31.24</i>	8,900	<i>34.75</i>	9,900	<i>34.04</i>	9,700
INCOME	ABOVE POVERTY						
	No. IDPs 2,900	<i>12%</i>	1,100	<i>10%</i>	1,000	<i>8%</i>	800
	<i>10 %</i>						
	MIDDLE						
	No. IDPs 19,600	<i>68%</i>	6,000	<i>69%</i>	6,800	<i>70%</i>	6,800
	<i>69 %</i>						
	BELOW MSSL						
	No. IDPs 6,000	<i>20%</i>	1,800	<i>21%</i>	2,100	<i>22%</i>	2,100
	<i>21 %</i>						

Note: The figures are rounded to the nearest hundred.

% - This represents the percentage of the total IDP population in a Republic.

101. The municipalities with the highest number of IDPs below the MSSL in Montenegro are Berane, Podgorica and Bar.

Chart IV: **Wealth groups per livelihood zones**

The households above the Poverty Line

102. The households above the Poverty Line are characterised by IDPs living in their own accommodation (80-90%) and to a lesser extent those paying rent (10-20%). The houses for those in their own accommodation were originally either summer or weekend houses. Some of the houses were constructed just before the NATO bombardment or were purchased after selling the property in Kosovo.
103. Typical households falling into this category do not receive social benefits and consist of less than five persons. They access at least one official income (regular salary or pension). This income is normally sufficient to sustain the family, but in many cases they have two sources (the second source usually comes from a pension or grey economy). The IDPs receiving 40-80% of their previous salary form part of this group. These are IDPs who were working in government institutions in Kosovo, so that this amount actually represents the government reimbursement for the present state of unemployment.
104. In Montenegro, the official income for the IDPs comes from the pension or a percentage of their previous salary in Kosovo and is paid by the Serbian government.

105. The total household income is estimated at more than 360 EUR in Serbia and more than 510 EUR for those in Montenegro (for a household of 5 members)³⁵. A total of 22,700 IDPs in Serbia and 2,900 in Montenegro fall into this category.

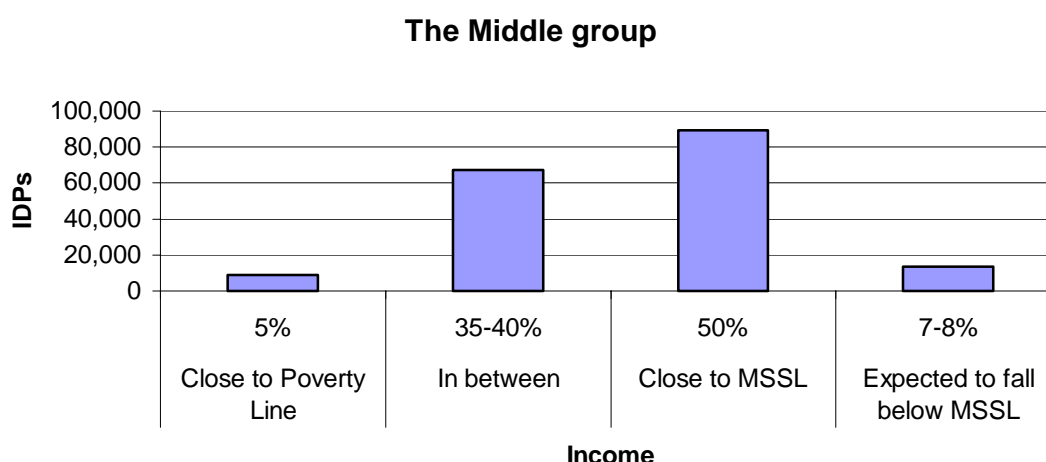
The households between the Poverty Line and the MSSL

106. The households in this group need at least two sources of income to meet basic needs. The households obtain their incomes from salaries, part of their former salaries in Kosovo, pensions, social welfare, and grey economy. The income for this group ranges from 77 to 360 EUR for Serbia and from 96 to 510 EUR in Montenegro for a household of five members. They are found in all types of accommodation. About 40-50% pay rent while the rest are in their own houses, with host families/friends or in abandoned houses and in collective centres.
107. There are 159,500 of IDPs in Serbia and 19,600 of IDPs in Montenegro who belong to this group.
108. The number in the middle group is large, due to a wide range of this category in terms of income, as defined by the government. However, approximately 50% of these are close to the MSSL whereas 7-8% are bordering the MSSL. The group bordering the MSSL includes those in private accommodation who are currently assisted with the ICRC food parcels and some people in collective centres (not paying rent, electricity and water). After the ICRC withdraws from food parcels in September, a further 13,500 is expected to fall below the MSSL. This group is currently above but bordering the MSSL by virtue of receiving at least one ICRC food and hygiene parcel (15 EUR). See table IX for details.

Table IX: The Middle group breakdown

Serbia IDPs	Montenegro	Description	Percentage	
250-360 EUR	350-510 EUR	Close to the Poverty Line	5%	8,900
150-250 EUR	250-350 EUR	In between	35-40%	67,200
100-150 EUR	150-250 EUR	Close to the MSSL	50%	89,500
77-100 EUR	96-150 EUR	Expected to fall below the MSSL	7-8%	13,500

³⁵ The Poverty Line is 72 EUR and 102 EUR for Serbia and Montenegro respectively.

Chart V: The Middle group breakdown**The households below the MSSL**

109. Approximately 23,100 IDPs fall into this category of which 14,600 are Roma, 5,900 are people living in collective centres and the rest are with host families. The number of Roma and the number of IDPs in collective centres overlap because some Roma families are accommodated in collective centres. It was not possible to separate the number of Roma in collective centres during the study. A survey is needed to ascertain the numbers of the Roma living in collective centres.
110. Total income of households falling into this category is below 76 EUR in Serbia and below 95 EUR in Montenegro (see tables VII and VIII). IDPs included in this group are:
- 50-60% of registered Roma IDPs. The cause of vulnerability amongst the Roma originates from lack of employment opportunities, social marginalisation and low education level. Many Roma IDPs are getting their income from grey economy and from collecting recyclable material. They usually live in isolated unofficial settlements. (See section on Roma, page 34)
 - 40-50% of IDPs accommodated in collective centres. Even though UNHCR provides free accommodation, utilities and one hot meal per day, there is a significant difference between households with employed members and those without any source of income within a collective centre. This group includes elderly, single unemployed parents, large families and families with handicapped or disabled persons.
 - Less than 5% of IDPs out of the total number of people in host families. This category lives in private accommodation and is not paying rent. They live with friends, relatives, and in abandoned houses.

111. Additional features contributing to the households falling below the MSSL are:
- Elderly people in Serbia without pension benefits and in Montenegro elderly with a small pension (of about 40-50 EUR) or without pension. This is because they are not able to participate in the grey economy that sustains most of IDPs, or to engage in daily labour, seasonal jobs, agriculture etc. The elderly are often chronically ill or suffer from conditions that entail additional expenses for medicines.
 - Single unemployed parents with children. Even in cases where child allowance is received it is not enough to place the household above the MSSL. The current child allowance per month is 15 EUR per child in Serbia. The single parents have the responsibility of taking care of the children on their own and find it difficult to earn income at the same time.
 - Large families: these are characterised by having two to three generations in one house. Often these households have more children and elderly who are not able to earn income, thus contributing to vulnerability. Such families have had the advantage of getting more than two ICRC food parcels (more than 30 EUR) in the past due to the criteria used. These households will be seriously affected by the withdrawal of ICRC parcels.
 - The households with a handicapped or a disabled member. In Serbia, the current amount given to invalids is fixed at 28 EUR (1,800 YUM). However, the government is planning to increase this amount up to 61 EUR (4,000 YUM) in the near future³⁶.
112. In many instances, these households received at least two hygiene parcels every three months and two food parcels per month (total market value was 30 EUR per month) which represents 30-40% of the total household income.

³⁶ Tamara Milenkovic, Ministry of Social Welfare, Serbia

THE ROMA

113. “Roma represent the largest national minority in FRY³⁷ with an estimated population around 450,000. The number of Roma IDPs ranges from 20,000 registered in Serbia and 8,000 in Montenegro to an estimate of 50,000 unregistered. Those not registered live with local Roma in illegal settlements, facing eviction or the threat of eviction and do not receive any humanitarian assistance. Lack of identity documents is an especially critical issue for Roma IDPs, as are high rates of discrimination and human rights violations. 65% of all Roma settlements are built illegally and are categorized as slums or unhygienic dwellings. The majority of Roma are unemployed (80%) and rely on survival strategies. Only 27% of Roma have completed elementary school. Child labour and early motherhood contribute to a considerable school dropout rate (78%). Health care and hygiene standards are affected by the lack of water and electricity in Roma settlements. Often not registered at birth, it remains difficult for Roma families to access basic health, education and social services. As a result, immunisation rates are low and women do not receive basic health and family planning information. Many Roma from FRY, and especially from Kosovo, fled to Western European countries during the crisis decade in pursuit of survival strategies. There is no clear data on their number, but it is most likely that the majority of them, as many as 50,000, settled in Germany. The German government is taking into action for their return to FRY, where they face a lack of housing and employment.”³⁸
114. The number of registered Roma IDPs in Serbia³⁹ is 19,551, while 6,604 reside in Montenegro⁴⁰. However, the actual number is estimated to be larger (up to 50,000) as reported by the UN OCHA. There is a need to establish the actual number of both local and IDP Roma.
115. This study concluded that 14,600 Roma IDPs live below the MSSSL and are most vulnerable category. Out of this number 11,000 live in Serbia while 3,600 live in Montenegro.
116. Ministry of National and Ethnic Communities initiated "A Draft Strategy for the Integration and Empowerment of the Roma" in Serbia. Implementation of the recommendations in this study would help alleviate the problems of the Roma community.
117. The highest concentrations of Roma are in the following municipalities: Belgrade municipalities, Novi Sad, Subotica, Pancevo, Zrenjanin, Pozarevac, Nis, Vranje, Bujanovac, Berane, Podgorica, Bar and Niksic. Roma are present in other municipalities as well.

³⁷ Federal Republic of Yugoslavia

³⁸ UN OCHA Belgrade, Humanitarian Situation and Strategy 2003, November 2002

³⁹ UNHCR and Commissioner for Refugees of the Republic of Serbia, Registration of Internally Displaced Persons from Kosovo and Metohija

⁴⁰ Commissariat for Displaced Persons, Government of the Republic of Montenegro

118. The Roma often reside in segregated communities with poor hygiene facilities. These settlements are made of cardboards, plywood, and in some cases with plastic sheeting. Common problems in these settlements are lack of water and electricity supply. However, some Roma IDPs are living in private accommodation paying rents (e.g. Subotica and Berane). Others are staying with host families (e.g. Vranje and Bijelo Polje) and few of them occupied abandoned houses (e.g. Barajevo).
119. Because of the lack of education, unemployment among the Roma IDPs is rampant. Many Roma IDPs are getting their income from grey economy, collecting the recyclable material and begging. Some Roma households collect food leftovers from garbage lots to feed their families. This study found that Roma IDPs are more vulnerable than Roma residents.
120. The current disadvantaged status of the Roma community is a result of a long history of discrimination. The problems afflicting the Roma revolve around lack of employment, low educational levels, and poor housing. "The vulnerable situation of the Roma requires a coordinated and long-term commitment of all authorities concerned and of the International Community."⁴¹
121. After the withdrawal of ICRC food parcels, it is strongly recommended that an emergency assistance be provided to this most vulnerable group without any gaps in between.

⁴¹ Ministry of National and Ethnic Communities Serbia, Draft Strategy for the Integration and Empowerment of the Roma

SCENARIOS

122. It is estimated that approximately 23,100 persons are the most vulnerable among the internally displaced. They are predominantly either Roma or residing in collective centres. The group includes about 6,000 from Montenegro and 17,100 from Serbia (see tables VII and VIII). Lack of access to FFS forces most into this category but, in fact, lack of employment is the most significant factor that generates conditions of poverty. They have been dependent on the ICRC parcels and assistance from other organisations. This aid represents a significant share in their household budget (30-40%). The implications of withdrawing two ICRC food parcels (from the most vulnerable group) will make them fall deeper into poverty.
123. The withdrawal of the ICRC food parcels will result in an additional 7-8% of the people from the middle group falling below the MSSL. This will be approximately 12,000 in Serbia and 1,500 in Montenegro (see table IX). In Serbia, this group includes those who may be receiving child allowance at the moment.
124. The study found that 35-45% of the IDPs in Serbia and 80-85% of IDPs in Montenegro depend solely on incomes derived from the grey economy. Rigorous implementation of PRSP will also increase the number of those below the MSSL, because of its strict control on the grey economy.
125. The fact that those above the MSSL and below the Poverty Line have managed to survive with this hardship does not necessarily mean that they can continue to survive without employment or any other intervention. It just shows how resilient they have been in coping with the situation. They would be better off with secure employment. Should there be a need for them to increase their expenses (like increase in electricity charges, rent, food, health related problems etc.), they are bound to quickly deteriorate and fall below the MSSL. Without a corresponding intervention, this group could experience further erosion regarding their coping mechanisms.

The impact of the ICRC food and non-food parcels on household economic security

126. The ICRC criteria used in Serbia were based on income and age, whereas in Montenegro they were based on the age only (taken over from the WFP). Another difference is that in Serbia children below the age of 10 are entitled to receive ICRC parcels and in Montenegro below the age of 6. This came about due to different implementing criteria by the agencies in both republics. WFP was implementing the criteria in Montenegro before the ICRC took over and continued with the same criteria.
127. A typical household below the MSSL receives at least two food parcels. This means that only 15-20% (10,000-12,000) of the ICRC parcels are going to the most vulnerable (those below the MSSL), whereas the rest of parcels are distributed to those above the MSSL. An insignificant quantity is distributed to IDPs above the Poverty Line. This is more so in Montenegro where income criteria are not implemented (see Appendix II for details).

128. This study concluded that the ICRC parcels are highly appreciated by the recipients. It served the intended purpose of providing food security during displacement and immediately after that. In addition, the assistance supplemented the incomes of households, thus leaving them to use the scarce resource for other basic needs. The value of ICRC parcels as a percentage of the household economy for IDPs below the MSSL is 40% in Serbia and 30% in Montenegro.

ACCESS TO EMPLOYMENT

129. As mentioned earlier, the country has been experiencing economic hardships brought about by years of conflict, economic sanctions and isolation. Employment opportunities have been declining over the years. The situation has been worsened by the influx of refugees (approximately 600,000) and IDPs (approximately 270,000) during the last decade.
130. The unemployment rate in Serbia is 23.6%⁴². A recent household survey in Montenegro revealed 26.9% unemployment rate in the North and 16.3% unemployment rate in the South of Montenegro⁴³.
131. In May 2002 the registered figure of the unemployed in Serbia was 800,000⁴⁴. The unemployment rate in Montenegro in January 2003 was estimated at 23,9% in the North and 16,3% in the South. Therefore, such a stretched economy leaves both IDPs and local population with fewer employment opportunities.
132. The lack of employment is a primary contributor to the vulnerability of IDPs.
133. Secondary issues contributing to IDPs vulnerability are:
- Access to documents (obtaining birth certificates, citizenship papers etc. from their Kosovo municipalities in exile and logistics of reaching these municipalities). Lack of access to personal employment record documents (working booklets) which were left behind in Kosovo based companies prevent a majority of the IDPs from claiming their benefits, pensions, obtaining new regular employment or registering as unemployed.
 - Deregistration as Kosovo residents and registering in their current areas of habitation. IDPs are often refused to de-register from their former residence in Kosovo by the municipalities in exile. This prevents them from changing their permanent address to another location either in Serbia or Montenegro. This is contravening the UN guiding principle number 14 on internal displacement which states in part that "every internally displaced person has the right to liberty of movement and freedom to choose his or her residence".
 - Property rights and succession of rights by families of the missing. Families of the missing experience specific legal problems. Most of missing persons are male, often heads of households. Due to legal provisions pertaining to their status, as well as the lack of judiciary, family members are not in a position to solve the legal issues of property, inheritance, or to receive salary or pension of the missing person⁴⁵.

⁴² Unless otherwise stated, the figures for Serbia in this report are from Alexandra Posarac and Goran Krstic, Poverty Profile in Serbia, December 2002

⁴³ Unless otherwise stated, the figures for Montenegro in this report are from Institute for Strategic Studies and Prognoses, Household survey, January 2003

⁴⁴ Aleksandra Posarac and Goran Krstic, Poverty Profile in Serbia (unpublished), December 2002

⁴⁵ Nenad Stankovic, Internally Displaced Persons – A Legal Analysis, Belgrade 2003

ACCESS TO SOCIAL WELFARE

Serbia

134. Social welfare in Serbia consists of child allowance, allowance for those who are 80% handicapped, disability allowance, and the FFS. See Appendix VIII for details.
135. The government of Serbia is committed to target the regular poor and vulnerable groups by implementing the PRSP, through social assistance, education and social services improvement.
136. This study found that in Serbia 25-35% of the IDPs were accessing social benefits. The main reasons preventing some IDPs from accessing these benefits are:
- The lack of documentation for IDPs who were not employed in Kosovo
 - The lack of documentation for IDPs whose companies are not represented in Serbia
 - Due to shortage of funds at municipal levels, some IDPs are often referred to RC branch offices or other agencies to look for assistance
 - Unresolved Kosovo property issues – their Kosovo property is taken into account when assessing the eligibility for social welfare benefits.
137. The budgetary allocations to the MoSA in comparison to the republic total budget are in table X below.

Table X: **Budgetary allocations in EUR**

Year	Country budget	MoSA budget	% of the country budget
2003	4,979,561,234	530,223,828	10.6%
2002	3,396,556,711	293,224,641	8.6%
2001	2,021,393,750	267,186,875	13.2%

Note: the budgets were converted into EUR at a rate of 1 EUR = 64 YUM for analysis purposes

138. Out of the 530,223,828 EUR allocated to MoSA this year 81,747,313 EUR has been committed to cater for the social services.
139. During 2002 the average FFS in Serbia was 18 EUR per family. After withdrawal of the ICRC assistance a total of 5,820 IDP households in Serbia will need FFS. This translates into 1,257,120 EUR per annum necessary to cover FFS for the identified caseload. The implication is for the Ministry to increase its social services budget allocation by 1.5% (or an increase of the total Ministry's budget by 0.2%).

Montenegro

140. In Montenegro, MoLSW provides children allowance and FFS⁴⁶. This study has revealed that there are no IDPs in Montenegro accessing any form of social benefits. IDPs are unable to acquire residency status so they are not entitled to any social benefit at all.
141. In addition, this assessment found that approximately 5-10% of the IDPs in Montenegro are receiving pensions from the Republic of Serbia.
142. After the withdrawal of ICRC food parcels the number of the IDP households below the MSSSL in Montenegro will be 1,500 (7,500 persons). By using the same average FFS for Serbia, these families would require 334,000 EUR per annum to reach the MSSSL.

ACCESS TO HEALTH CARE

143. This study concluded that all IDP households have same access to health service like domicile population in both republics. It includes medical examination, hospital treatment and therapy. They are also provided with medicines in public pharmacies. The IDPs are exempted from co-payment for medical services.
144. However, IDPs reported having problems in meeting medical expenses due to lack of money. They are forced to cut down on other household expenses in order to purchase medicines in private pharmacies.
145. Both IDPs and locals are facing similar problems. Only certain basic medicines are covered by the medical insurance and free of charge. Sometimes even those free medicines are not available.

ACCESS TO EDUCATION

146. There is no discrimination between IDPs and local population in access to education.
147. Even though education is free of charge, in many cases IDPs found it difficult to purchase necessary textbooks and school stationary.
148. Additional expenses like transport, meals, excursions are much more difficult to meet. In many cases IDP children miss excursions, have poor nourishment and walk to school.

⁴⁶ For more details see ICRC, IDP Needs Assessment in Serbia and Montenegro, March 2003

POVERTY

149. In Serbia and Montenegro, 10% of the domicile population is considered to be poor (or below the Poverty Line)⁴⁷. However, this study found out that 88.6% of the IDPs in Serbia live below the Poverty Line with 8.6% below the MSSL. In Montenegro, 90% of the IDPs live below the Poverty Line with 21% below the MSSL (for details see tables VII and VIII). This clearly shows that the IDPs are more vulnerable than the domicile population.

COPING MECHANISMS

150. Most of IDPs below MSSL live in contexts where sharing food and services is common. This is the most important coping strategy employed by Roma and people in collective centres. This solidarity among IDPs has its roots in cultural and traditional context of the area and is the reason why cases of starvation or malnutrition were not recorded.
151. There are very strong family links among the IDPs. Therefore, many of them subsist on remittances from relatives and friends who are either in Serbia, Kosovo or abroad.
152. Another common coping mechanism is to take items on credit from the shops especially during winter, when earnings are low.
153. All wealth groups of IDPs in Serbia and Montenegro are involved in the grey economy. Even those ones with salaries and social benefits in Serbia (35-40%) are forced to participate in the grey economy to supplement their income.

PRIORITIES

154. IDPs ranked their priorities in the following order:
- Regular employment
 - Accommodation
 - Access to social benefits
 - The need to access property in Kosovo

⁴⁷ Aleksandra Posarac and Goran Krstic, Poverty Profile in Serbia (unpublished), December 2002
The Institute for Strategic Studies and Prognoses, Household survey, January 2003

VI RECOMMENDATIONS

Withdrawal

155. Supplying food parcels to the IDPs more than four years after the conflict ended is not a pragmatic solution and does not meet the long-term basic needs of the IDPs. It is, therefore, recommended that the ICRC withdraws the food parcels in September 2003 as planned. However, there should be no gaps between cessation of the ICRC assistance and the take-up by other stakeholders to the most vulnerable identified caseload. This caseload is made up of 50-60% out of total registered Roma IDPs and 40-50% of families in the collective centres.
156. After the withdrawal of the ICRC assistance, the IDPs must be provided with minimum economic security.

Roma

157. The assessment showed that one of the most vulnerable category is Roma IDPs. Approximately 14,600 of Roma IDPs heavily rely on basic food distributions; furthermore, they will be dramatically affected by the withdrawal of ICRC food parcels. While, it is recognized that the Roma community needs an integrated approach but in the meantime it is highly recommended that emergency assistance be provided to this most vulnerable section of this group.

IDPs in collective centres

158. Approximately 5,900 of the IDPs in collective centres represent another most vulnerable group as revealed by this study. Like for the Roma many of them rely on regular basic food distributions. There is an ongoing process of closing down the collective centres and there is no implementation plan to address the IDPs issues once they have to move out.
159. After the withdrawal of the ICRC food parcels, this category has to be provided with minimum economic security.

Re-registering of IDPs

160. There have been a lot of IDPs movements between and within municipalities without necessarily informing the authorities. A number of IDPs are reported to have gone abroad. There is an urgent need to update existing registration lists for future planning purposes both for the government and the international stakeholders. In addition, there is a need to establish the actual number of both local and IDP Roma.

Addressing Kosovo Property issues

161. The unresolved Kosovo property remains a hindrance to IDPs accessing services. It is recommended that this property should not be taken into account when assessing the eligibility for social benefits. The international players should continue advocating for resolving the property issues in Kosovo.

Revision of MSSL

162. The MSSL needs to be revised. According to its definition it is amount of money necessary for basic subsistence. Implementing it at the currently set level does not fulfill its intended objective.
163. Even though there is a significant number (25-35%) of IDPs in Serbia accessing social benefits, there are 17,100 IDPs still below the MSSL. Others are not accessing any form of social benefits because they lack documentation. It is recommended that the FFS be provided to all IDP households below the MSSL.

Appendix I

Terms of Reference

**TERMS OF REFERENCE
NEEDS ASSESSMENT
IN SERBIA AND MONTENEGRO
2nd PHASE**

BACKGROUND

The ICRC has implemented very large relief programs in Serbia and Montenegro as a result of the years of conflict and the consequences that this had on the civilian population. In 1999 the Economic Security Unit of the ICRC initiated assistance programmes for the Internally Displaced People (IDPs) who had moved from Kosovo into Serbia and Montenegro. Initially, the Economic Security Programme consisted of the distribution of food and hygiene items to all IDPs. The first registration, done by the Yugoslav Red Cross (YRC), showed there were 210,000 people in Serbia proper and 54,000 persons accommodated in Montenegro. Over the course of the subsequent 3 years, the scale of food and hygiene distributions was gradually reduced, as vulnerability-based targeting criteria were introduced; the current caseload stands at 59,000 beneficiaries in Serbia and Montenegro.

PROGRAMME

The programme has, over the last three years, consisted of the distribution of food and hygiene items.

The objective of the programme has been to supplement the incomes of the IDPs until they can either return to Kosovo or be officially integrated in their current locations. Monthly food parcels and quarterly hygiene (family and baby) parcels have been distributed, in collaboration with the YRC since June 1999, throughout the country. In Montenegro, the ICRC contributed to the distribution of basic food commodities carried out by WFP, CRS and Mercy Corps, through the Red Cross of Montenegro.

The initial caseload was 230 000 beneficiaries. With implementation of criteria, this was gradually reduced in agreement with the National Society.

In January 2001, number of beneficiaries was reduced to 130,000 in Serbia and 30,000 in Montenegro. Criteria were set following recommendations of WFP and UNHCR Joint Food Needs Assessment Mission, of which ICRC was a member. The ICRC continued to assist vulnerable persons: children, elderly, handicapped, ill, single parents, pregnant women and persons accommodated in collective centres.

In March 2001, the ICRC phased-out of food assistance in Montenegro but continued to assist the same caseload with hygiene parcels.

Following a review, criteria were tightened in September 2001, when 80,000 IDPs in Serbia were assisted with food and non-food items, as well as 14,000 IDPs in Montenegro who were receiving hygiene parcels.

Another revision of the caseload took place in April 2002, decreasing the number of beneficiaries to 50,000 in Serbia and 9,000 in Montenegro. Criteria were brought closer to the ones MoSW was using for identifying social cases.

After WFP's phasing out of food distribution in Montenegro in July 2002, the ICRC took over 9,000 beneficiaries.

The Yugoslav Red Cross was the ICRC implementing partner since the beginning of the programme, carrying out distributions to the beneficiaries. Costs of distributions were reimbursed to the YRC through a negotiated Flat Rate. Logistics Control and Reporting System, first introduced in 1994 was updated in January 2001, enabling donors to follow up distributed items all the way to a final beneficiary. At the same time, a central Beneficiary Database was formed and handed over to the ICRC. Under a MoU signed in November 2001, the YRC gave operational mandate to the Red Cross of Serbia and the Red Cross of Montenegro to carry out the distributions.

The current caseload stands at 50 000 beneficiaries in Serbia and 9 000 beneficiaries in Montenegro, assisted with food and non-food items.

In light of withdrawal from food and non-food assistance in September 2003, ICRC is committed to advocate that the longer-term interests of the IDPs will remain a priority to the government and international agencies. Those stakeholders will be encouraged to be actively involved in finding longer-term solutions to address the basic needs of the Kosovo IDPs.

ASSESSMENT

OBJECTIVE

The objective of the 2nd phase of the assessment is to define the vulnerability level of the IDP population. It should identify a precise caseload (in terms of numbers, areas of residence, and social groups), not yet included in the Government Social Protection Network, which has to continue to be assisted after the withdrawal of the ICRC in September 2003.

By the mid of 2003, the precise situation and needs of IDPs from Kosovo should be more widely known to identified key stakeholders in FRY and abroad.

Therefore, recommendations should be given in the following fields that have to be assessed:

Aspects to be assessed

- Collection and analysis of general economic data of FRY (data on macro and micro economic situation)
- Differences between IDPs and socially vulnerable local population (social, economic and humanitarian assistance related); disaggregated according to socio-economic groups.
- Verification of poverty line for Serbia and Montenegro
- Sources of income specific to each IDP group.

DESIRED OUTCOME – RECOMMENDATIONS ON THE FOLLOWING

- Vulnerability level of the IDPs in comparison with the poverty line (disaggregated according to socio-economic criteria within the IDP population).
- Vulnerability level of the IDPs in comparison with the minimum social security level (disaggregated according to socio-economic criteria within the IDP population).
- Definition of a caseload that has to continue to be assisted after ICRC's withdrawal from food distribution in September 2003 (numbers, geographical location, social groups).
- Identification of targeting criteria for further assistance (post September 2003) and recommendation of methods of implementation of further assistance.

The above information will be presented in the form of a written report, with a format agreed by the assessment team and the Delegation Economic Security Coordinator before the start of the assessment. The report will be due on 30th June 2003.

SCOPE

The assessment should cover both Serbia and Montenegro. The team will focus on definition of a vulnerability level of the IDPs and identification of a caseload in need of further (continuous) social assistance. The socio-economic circumstances of all IDPs should be assessed (not only those that are currently ICRC beneficiaries).

METHODOLOGY

The assessment methodology should be defined by the Economic Security team in Belgrade and the assessment Team Leader, as a first stage of the assessment process.

It is suggested that the assessment team should, in broad terms, use a household economy methodology (adapted to the local environment). This can be supplemented, as appropriate, with other assessment techniques (e.g. questionnaires). Economically homogeneous IDP groups should be identified through selected and representative interviews and review of secondary data. This will enable the team to identify:

- a) The main factors causing vulnerability amongst IDPs.
- b) Social groups and geographical locations in which vulnerability is concentrated.
- c) Numbers of vulnerable IDPs and criteria for identifying them on an individual basis (through a process of extrapolation).

The following processes will be necessary:

- Review of documents, including (but not limited to):
 - Economist Intelligence Unit Country Report and Country Profile
 - Central and municipal government offices (statistics, social security, agriculture, trade, economy, etc.)
 - OCHA, UNDP, FAO, WFP, World Bank reports, etc.
 - Report of ICRC/UNHCR assessment Phase 1 (2003, Vincent O'Reilly)
- Interviews with key interlocutors/stakeholders
- Analysis of information
- Collection of beneficiary data through interviews with beneficiaries
- Analysis of data
- Field visits and observation.

TIMING

The assessment should start on the 1st of March 2003. It should last for three months.

COMPOSITION OF THE TEAM

The team will consist of an ICRC assessment delegate (Team Leader) and four local members, specifically recruited for the exercise. The team will work closely with the Delegation Economic Security team, whose members will take part in assessment activities as appropriate (for example, field officers will participate when the team are working within their area). Overall management and coordination of the mission will be carried out by the Delegation Economic Security Coordinator, who will be responsible for ensuring that regular updates are supplied throughout the process and that modifications to the methodology are implemented in a timely manner. Ministry of Social Affairs of the Republic of Serbia, Ministry of Labour and Social Welfare of the Republic of Montenegro, Red Cross of Serbia and Red Cross of Montenegro will be observers.

Appendix II

Conditions for Accessing ICRC Food and Hygiene Parcels

Conditions for Accessing ICRC Food and Hygiene Parcels

Serbia

Elderly persons over 60 years of age, living alone or as a couple, without any immediate or extended family support, with a pension or benefit less than 50% of the average monthly Republic salary per person per month, without any real property and/or assets or other possibilities that could provide additional income;

Persons with Physical and/or Mental disabilities as defined by the Ministry of Social Affairs regulations, with a proven certificate of incapacity as being more than 80% handicapped and therefore incapable of working; living in a household having a compound income (including invalid benefits) of less than 50% of the average monthly republic salary per person per month, and without another member of the household capable of working and serving as a primary caretaker;

Single-parent households (one adult) **with children below the age of 10** without immediate or extended family support and with a compound income of less than 50% of the average monthly Republic salary per person per month (including child benefits), without any real property and/or assets or other possibilities that could provide additional income;

Children (including foster children, unaccompanied minors or orphans) **below the age of 10** in households without any member capable of work and with a compound income (including child benefits) of less than 50% of the average monthly Republic salary per person per month, without any real property and/or assets or other possibilities that could provide additional income.

Close members of the family of a missing person even if they are not under the above mentioned criteria.

Montenegro

Elderly above the age of 60

Children under the age 6

Disabled person

Single parents with children under the age of 6

Close members of the family of a missing person

Appendix III

Market Value of ICRC Food and Hygiene Parcels

Market Value of ICRC Parcels

INDIVIDUAL FOOD PARCEL (for 1 month):

Item:	Qty:	UOM:	Market price:
Flour	12	Kg	6.00 EUR
Oil	1	lit.	1.00 EUR
Sugar	1	Kg	1.00 EUR
Beans	1	Kg	3.00 EUR
Total market value:			11.00 EUR

INDIVIDUAL HYGIENE PARCEL (for 3 months):

Item:	Qty:	UOM:	Market price:
Washing powder	3	Kg	5.00 EUR
Soap	2	bars	2.00 EUR
Shampoo	½	lit.	3.00 EUR
Toothpaste	1	tube	2.00 EUR
Total market value:			12.00 EUR

Appendix IV

The Summary of the Household Economy Analysis

The Summary of the Household Economy Analysis

Review of secondary data

This includes reviewing available reports in the location to get a picture of the situation. The information obtained enables the team to decide on areas that need further investigations.

Livelihood zones/economy areas

In a livelihood zone the inhabitants live in similar ways, earn their income from similar sources and face similar risks /shocks. Selected areas in each zone are visited and the information gathered is extrapolated to cover areas not visited.

Interviews with Key informants

The methodology uses semi-structured interviews (SSI)⁴⁸ and checklists. The interviews are carried out at different levels and with different people. In this particular case interviews were held at the republic levels, at field offices and at the household level. The information gathered from the officials was crosschecked and confirmed by carrying out interviews at the household level. All categories of IDPs were interviewed both recipients and non- recipients of the ICRC aid.

Analysis

This was done in four stages:

1. *Every day* – At the end of every day, information was recorded in consolidation sheets. Households were categorised into the identified socio-economic groups. Gaps identified were filled the following day.
2. *Weekly* – The weekly analysis involved consolidating all information gathered within the week, comparing with secondary data and see if the information and finding out whether it made sense. Again gaps identified were filled as soon as possible. Weekly analysis further improves the quality of the information by ensuring that all the information collected adds up.
3. *Mini analysis* – A mini analysis was carried out after four weeks.
4. *Final analysis* – This involves consolidation of all the information from different areas in comparison with the secondary data. Wealth group characteristics, income and expenditure were analysed in turn before writing the report.

Biases

By including people with local knowledge (insider) and outsiders in the team, biases are removed from both parties. Different tools and techniques were used to crosscheck the information gathered. In this assessment *triangulation*, *semi-structured interviews*, *ranking* and *observation* tools were used to remove any seasonal or spatial biases.

The household Economy Analysis methodology allows for probing and crosschecking. Outliers are excluded during analysis based on qualified judgments. The judgments are made with rigorous reference to other data and crosschecked by triangulation to avoid biases. Therefore information gathered in this manner is highly reliable and is very useful for planning purposes.

⁴⁸ A semi-structured interview is a guided interview where some of the topics are predetermined. Using a checklist the interviewer poses open-ended questions and probes topics as they arise.

Some areas where HEA has been applied⁴⁹

1. WFP for assessment and prediction of the needs of displaced in Somalia, Burundi Afghanistan, Eastern Europe and Russia
2. Baseline and other information for the UN operation lifeline Sudan, WFP Southern Sector food needs
3. FAO for assessing food needs in Somalia
4. UNCHR for assessing the food needs of refugees in East Africa
5. Governments such as Rwanda, Tanzania and Ethiopia - regional assessments to identify needs in drought or conflict situations
6. Mozambique and Swaziland, use a derivative of HEA and risk map to inform emergency and development interventions
7. OCHA, WFP and government of Angola in developing national capacity to undertake vulnerability assessments

⁴⁹ Anne Witteveen, Save the Children UK

Checklist for household interviews**Introduction guidelines**

Briefly introduce yourself to the family. Explain that you would like to understand how the family has been living and if possible how they would cope in the coming year. Kindly ask them to give you some time to talk to them. Clearly tell the informant that their names will not be recorded anywhere.

Actual interview

The items are not recorded in any order. They are presented here as a guide only. The data collection should be for the whole year. Try to find out what the prospects will be in the coming year by making assumptions that the situation will not change. This will enable us to project for the near future.

1. Expenditure- find out all the expenses for example food, school fees/books, transport, energy (electricity/wood/gas), water, medical, hygiene etc
2. Sources of income per group- viz labour, salary, pension, remittances, grey economy, petty trade etc. Those on pension or salary find out what percentage of the original salary or the last earned income. Do they receive the payment per month or at what intervals? Remember we have to get **income information for all the family members who get some type of income**. The total family income will enable us to compare our information with the governments' Social welfare system.
3. Annual or monthly income per group- if per season, find out the average per month. There are different income sources each season.
4. Rent – how much per group and location. Number of rooms each house occupies and the sizes for example 5x5 m². There are differences between municipalities. If in PA, how did they get the accommodation/was it through a relative or own house or what?
5. Record all the household heads met. Are they male or female? Pay special attention to minorities like the Roma. We need to know how many Roma households were interviewed and the number of female- headed households the team met.
6. What influenced the type of settlement?/ Was it relatives, poverty, distance from Kosovo, insecurity etc.
7. Find out the access to health, education, social welfare, and employment. Reasons for any problems encountered.
8. The rural population; find out if they have access to land and any problems.
9. Record number of interviewees in CCs, PAs, own accommodation, unofficial CC, paying rent and staying with relatives etc.
10. Record number of ICRC parcels received per household.
11. Does the family receive any child allowances or access the family financial support?
12. Find out the extra expenses on children and invalids for those receiving aid.
13. What are their immediate and future plans?
14. IGPs issues and their contribution
15. Priorities of each hh. This will help us in ranking their next step of settlement or possible interventions by any agencies

These are just guidelines. You will have to ask more questions and employ different techniques in order to get the required information.

Checklist for the LRC, Clerk, SWC and other key informants

Introduction remarks

1. Record all people met by their names, titles and organization even the ones in informal gatherings.
2. Total number of IDPs per location and the current caseload served by the ICRC
3. Get current report on interventions caseload from ICRC
4. Ask the officials to estimate the % in official and non-official CCs. % in PAs. % paying rent and those not paying rent (these will probably be owning houses or staying with relatives.
5. Approximate amount of rent paid in different accommodations.
6. What influenced settlement patterns.
7. Possible sources of income for the IDPs
8. Problems encountered by the IDPs.
9. Find out the % of the various groups established (income brackets) and confirm this with all the key informers.
10. Estimate of the % of IDPs that falls below the social cases. In other words, the percentage that would need further assistance in the near future.
11. Ask them to give suggestions of what they think could be done to help the IDPs
12. What strategy should be employed to identify these needy cases?
13. Who should carry out the implementation of identified strategy? ICRC, SWC?
14. How long would it take to identify all the vulnerable IDPs per identified agency?
15. What are the plans for the IDPs per category?

For Social Welfare Officials

1. Find out the characteristics of the social welfare beneficiaries (the criteria used for selecting social cases). This will be obtained once since it is uniform through the country.
2. How are they identified?
3. Support provided and frequency.
4. Time it would take to register the current IDPs caseload.
5. Ask for an estimate number of IDPs in their operational areas.
6. Compare social cases with IDPs and refugees any similarities or glaring differences?
7. Any other relevant information is valuable.

The onus of finding key informants lies on the officer. It is therefore highly recommended to gather as much information as possible from different people. **Just do not assume that you know the area so well.** There are several issues that need to be investigated.

Appendix V

Mission Members

Mission Members

Prisca Kathuku, ICRC Delegate

Milos Banjalic, ICRC Field Officer covered northern Serbia

Mirjana Milenkovic, ICRC Field Officer covered southern Serbia

Srdjan Rajsic, ICRC Field Officer covered Montenegro

Appendix VI

List of Persons Met During the Study

List of Persons Met During the Study

Zorica Crncevic	MRC Secretary Bar
Julia Kotal	Head SRC Relief Department
Ricardo Cueva	WFP Emergency Coordinator Serbia
Borka Jeremic	WFP National Programme Officer Serbia
Mary Jane Meierdiercks	UNHCR Assistant Representative Programme Serbia
Olivera Vukovic	UNHCR Assistant Community Services Officer Serbia
Marjan Petrovic	UNHCR Data Management Officer Serbia
Vesna Milenovic	Acting Secretary SRC
Ivan Milenkovic	Solidarity – President Of Directory
Tamara Milenkovic	Ministry Of Social Affairs Serbia
Vladimir Vukojevic	Coordinator PRSP Social Affairs Serbia
Lars Andre Skari	Consultant Ministry Of Social Affairs – PRSP
Slavko Jolic	LRC Secretary, Berane
Zoran Rudic	LRC Secretary, Bijelo Polje
Ana Drekalovic	LRC Secretary Deputy, Niksic
Slobodan Radojicic	LRC Secretary, Knjazevac
Evgenija Bulatovic	LRC Secretary, Surdulica
Mladen Milosevic	LRC Secretary, Vladicin Han
Bratislav Lazarevic	LRC Secretary, Bujanovac
Toma Stefanovic	LRC Secretary, Bujanovac
Slobodan Disovic	LRC Secretary, Vranje
Dragan Citic	LRC Secretary, Uzice
Mirjana Lisanin	LRC Secretary, Kraljevo
Ljiljana Kostic	LRC Secretary, Novi Pazar
Slavica Jankovic	LRC Secretary, Cicevac
Dusica Dinic	LRC Secretary, Prokuplje
Zorica Jovanovic	LRC Secretary, Zajecar
Dragan Velickovic	LRC Secretary, Leskovac
Aleksandar Gvozden	LRC Secretary, Aleksinac
Dusica Todorovic	LRC Secretary, Merosina
Dragisa Gocmanac	LRC Secretary, Blace
Svetislav Mitrovic	SWC Director, Blace
Stojan Prokopovic	LRC Secretary, Nis
Danijela Kostic	LRC Secretary, Doljevac
Vlajko Randjelovic	LRC Secretary, Bor
Miroslav Nikolic	LRC Secretary, Kursumlija
Caslav Kostic	LRC Secretary, Vlasotince
Nenad Stevanovic	LRC Secretary, Lebane
Jovica Djordjevic	LRC Secretary, Bela Palanka
Tomislav Rasevic	LRC Secretary, Cacak
Aleksandra Budimovic	LRC Secretary, Krusevac
Sonja Jovkovic	LRC Secretary, Raska
Milka Prstovic	LRC Secretary Deputy, Trstenik
Zoran Rankovic	LRC Secretary, Novi Beograd
Biljana Milovanovic	LRC Secretary, Valjevo
Bogdan Popovic	LRC Secretary, Vladimirci
Stoja Lazarevic	LRC Secretary, Mionica
Slobodan Djordjevic	LRC Secretary, Paracin
Nina Staletic	LRC Secretary, Cuprija
Dragisa Kovacevic	LRC Secretary, Sabac
Radenka Cirakovic	LRC Secretary, Loznica
Novica Stojanovic	LRC Secretary, Veliko Gradiste
Vera Djurkovic	LRC Secretary, Beocin
Mihajlo Pece	LRC Secretary, Subotica
Milan Skoko	LRC Secretary, Stara Pazova
Velinka Fara	LRC Secretary, Kovin
Djura Bugarski	LRC Secretary, Pancevo

Appendix VII

Literature Review

Literature Review

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2. Economist Intelligence Unit, Country Profile Yugoslavia (Serbia-Montenegro), 2002
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7. IPRSP Montenegro, May 2002
8. IPRSP Serbia, June 2002
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10. Save the Children, The Household Economy Approach – A Resource Manual for Practitioners, 2000
11. UN OCHA Belgrade, Humanitarian Situation and Strategy 2003 Federal Republic of Yugoslavia (Excluding Kosovo), November 2002
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13. UNHCR/MCDP, Census of refugees and displaced persons in Montenegro, March 2002
14. UN OCHA Belgrade, Humanitarian Risk Analysis no. 18, April 2002
15. UN OCHA, Guiding Principles on Internal Displacement,
16. World Bank website for various documents

Appendix VIII

Criteria for Accessing the Family Financial Support

Criteria for Accessing the Family Financial Support

Serbia

1. Certificate from registration of born persons
2. Certificate from the registration of married persons (in the case that person who is applying for FFS or "MOP" is married)
3. Certificate of permanent school attending issued by the school (in the case that current family has children)
4. Certificate of total incomes regarding the last four months.
5. Property < ½ ha registered on personal name (it is not allowed excessive accommodation or property through one person might have some benefit)
6. Certificate from the registration of unemployment persons (person must not be employee or fired by his own guilty or willingness)

Montenegro

1. Identity Card
2. Birth Certificate for children
3. Tax certificate ("Poresko uvjerenje")
4. Property certificate ("Posjedovni list")
5. Household members certificate ("Uvjerenje o kučnoj zajednici")
6. Evidence of income in the last quarter/Certificate from the Bureaux of Employment

Once the necessary papers are submitted the Social Welfare team pays a visit to an applicant completing the vulnerability assessment so as to get reliable information on living conditions and confirm the vulnerability level in the field.

Appendix IX

Weekly Analysis Form/Consolidation Sheet

Weekly Analysis Form/Consolidation Sheet⁵⁰

IDPs not paying rent

Day	Date	Municipality	Description I, II or III zone	No. of HH interviewed	Total no. of IDPs interviewed	@ no. of family members	Accommodation					Above poverty PL (4500 each, 22500-5)		Middle - between MSSL and PL		Below MSSL 2447 - 1; 3364 - 2; 4282 - 3; 4588 - 4; 4893 - 5		No. with soc. (pension, MOP and DD)	IP/HH (receiving at least one IP)	No. employed regular y and % of salary	No. dep. reg. sal. + grey ec.	No. dep. reg. sal. only	No. dep. soc. ben. + grey ec.	No. dep. grey ec. only	No. of HH with a handicapped prsn
							CC (official)	CC (not official)	HF	own PA	Rent	W/out inc.	With inc.	W/out inc.	With inc.	W/out inc.	With inc.								
1																									
2																									
3																									
4																									
5																									
6																									
7																									
Total:				0	0	#####	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
% of total HH (where applicable):							####	####	####	####	####	#DIV/0!	#DIV/0!	#DIV/0!	#DIV/0!	#DIV/0!	#DIV/0!	#####	#####	#####	#####	#####	#####	#####	#####

IDPs paying rent

Day	Date	Municipality	Description Ecosoc I, II or III zone	No. of HH interviewed	Total no. of IDPs interviewed	@ no. of family members	@ amount of rent in EUR	Above poverty PL (4500 each, 22500-5)		Middle - between MSSL and PL		Below MSSL 2447 1; 3364 - 2; 4282 - 3; 4588 - 4; 4893 - 5		No. with soc. (pension, MOP and DD)	IP/HH (receiving at least one IP)	No. employed regular y and % of salary	No. dep. reg. sal. + grey ec.	No. dep. reg. sal. only	No. dep. soc. ben. + grey ec.	No. dep. grey ec. only	No. of HH with a handicapped prsn
								W/out inc.	With inc.	W/out inc.	With inc.	W/out inc.	With inc.								
1																					
2																					
3																					
4																					
5																					
6																					
7																					
Total:				0	0	#####	#####	0	0	0	0	0	0	0	0	0	0	0	0	0	0
% of total HH (where applicable):								#DIV/0!		#DIV/0!		#DIV/0!		#####	#####	#####	#####	#####	#####	#####	#####

Summary sheet

				No. of HH interviewed	Total no. of IDPs interviewed	@ no. of family members	Accommodation					Above poverty PL (4500 each)		Middle - between MSSL and PL		Below MSSL 2447 - 1; 3364 - 2; 4282 - 3; 4588 - 4; 4893 - 5		No. with soc. (pension, MOP and DD)	IP/HH (receiving at least one IP)	No. employed regular y and % of salary	No. dep. reg. sal. + grey ec.	No. dep. reg. sal. only	No. dep. soc. ben. + grey ec.	No. dep. grey ec. only	No. of HH with a handicapped prsn
							CC (official)	CC (not official)	HF	own PA	Rent	W/out inc.	With inc.	W/out inc.	With inc.	W/out inc.	With inc.								
Total:				0	0	#####	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
% of total HH (where applicable):							####	####	####	####	####	#DIV/0!	#DIV/0!	#DIV/0!	#DIV/0!	#DIV/0!	#DIV/0!	#DIV/0!	#DIV/0!	#DIV/0!	#DIV/0!	#DIV/0!	#DIV/0!	#DIV/0!	#DIV/0!

⁵⁰ Developed by the mission members

Appendix X

List of Visited Municipalities

List of Visited MunicipalitiesZone I:

Belgrade
 Barajevo
 Grocka
 Kaludjerica
 Mladenovac
 Novi Beograd
 Rakovica
 Stari Grad
 Vracar
 Zemun
 Zvezdara
 Nis
 Novi Sad
 Pancevo
 Podgorica
 Subotica
 (15)

Zone II:

Backa Palanka
 Bar
 Budva
 Cacak
 Cuprija
 Danilovgrad
 Indjija
 Jagodina
 Kotor
 Kragujevac
 Kraljevo
 Krusevac
 Lazarevac
 Leskovac
 Loznica
 Niksic
 Paracin
 Pirot
 Pozarevac
 Sabac
 Stara Pazova
 Tivat
 Ulcinj
 Uzice
 Valjevo
 Veliko Gradiste
 Vranje
 Vrnjacka Banja
 Zajecar
 (29)

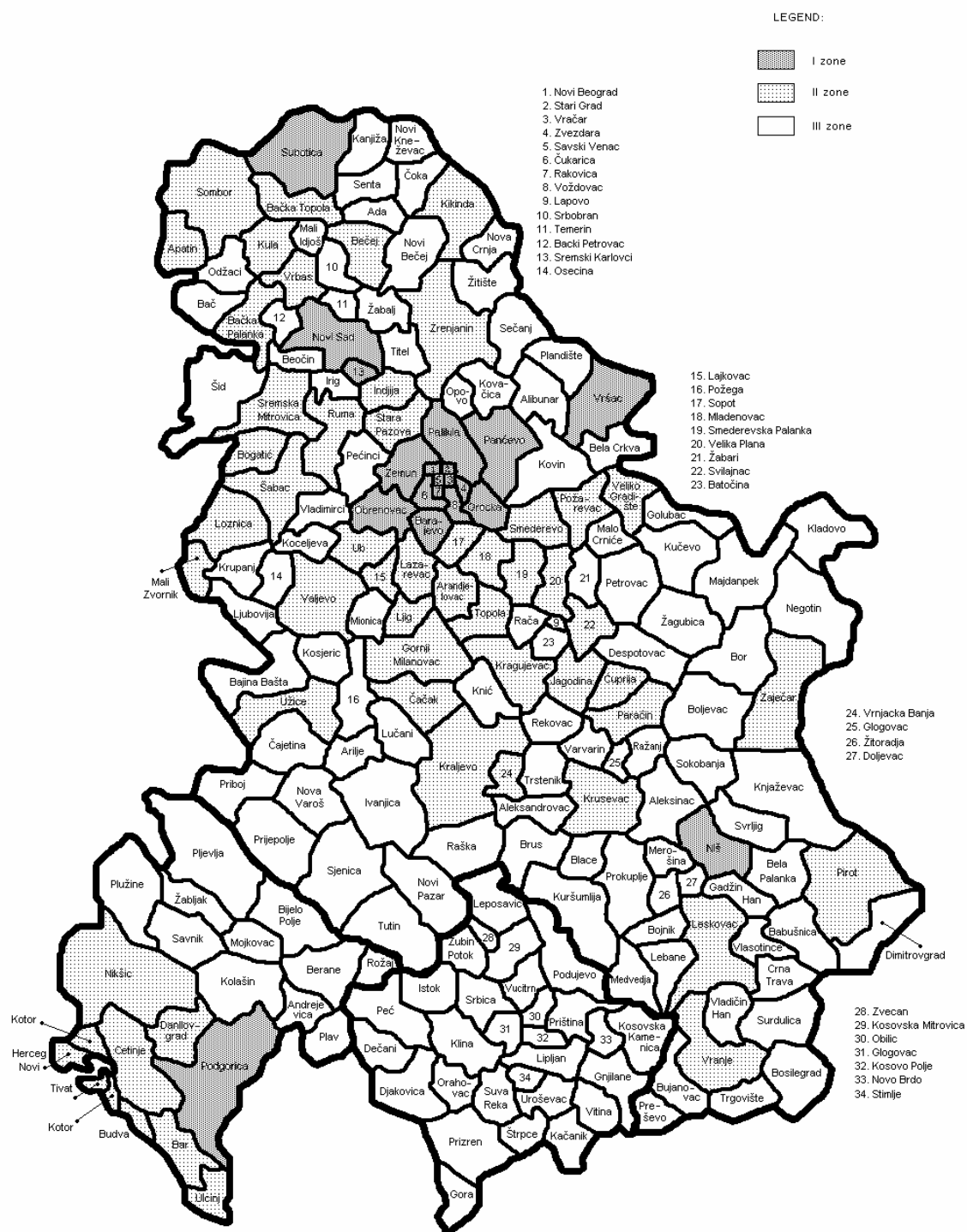
Zone III:

Aleksinac
 Bela Palanka
 Beocin
 Berane
 Bijelo Polje
 Blace
 Bujanovac
 Cicevac
 Doljevac
 Knic
 Knjazevac
 Kovin
 Kursumlija
 Lebane
 Malo Crnice
 Merosina
 Mionica
 Novi Pazar
 Petrovac
 Prokuplje
 Raska
 Surdulica
 Trstenik
 Vladicin Han
 Vladimirci
 Vlasotince
 (26)

Appendix XI

Map of the Zones

Map of the Zones



ICRC Mission Statement

The International Committee of the Red Cross (ICRC) is an impartial, neutral and independent organisation whose exclusive humanitarian mission is to protect the lives and dignity of victims of war and international violence and to provide them with assistance. It directs and coordinates the international relief activities conducted by the Movement in situations of conflict. It also endeavours to prevent suffering by promoting and strengthening humanitarian law and universal humanitarian principles. Established in 1863, the ICRC is at the origin of the International Red Cross and Red Crescent Movement.