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USAID Grant CCN-0001-G-00-3026-00

Capacity Building Training

Central Asia and Armenia

**FINAL REPORT ON PROJECT ACTIVITY
AND FINANCIAL STATUS**

DECEMBER 1992 - MAY 1994

July 1994

Introduction

In February 1993, USAID granted IOM an amount of US \$ 346,000 for Capacity Building Training related to emergencies in Tajikistan, Kazakhstan, Kyrgyzstan and Uzbekistan. The AID Grant was based upon a programme proposal submitted by IOM in January 1993, which was prepared further to a joint UN / IOM assessment mission to Tajikistan in November 1992.

In August 1993, this Grant was amended to include two capacity building programmes for Armenia (Capacity Building Training and Winterization Programme), and to provide additional funds for activities related to Central Asia. As a result of this amendment, the overall Grant amount was increased to US \$ 817,775 (\$ 441,000 for Central Asia, \$ 199,900 for Capacity Building Armenia and \$ 176,875 for Winterization Armenia).

In December 1993, the original expiry date of the Grant (31 December 1993) was extended to 31 May 1994 at no additional cost.

CAPACITY BUILDING IN CENTRAL ASIA

1. TAJIKISTAN

1.1. Background

In November 1993, IOM submitted an interim activity and financial report covering all activities in Tajikistan from December 1992 up to 31 October 1993. This interim report is an integral part of this final report and is attached to this document for easier reference.

1.2. Objectives

The general objective of this programme was to develop the ability of governmental and non-governmental organization in the NIS target countries to manage their own programme of emergency and humanitarian assistance in response to man-made and natural emergencies.

In Tajikistan, after an initial period of training and the formation of a national trainers cadre, this objective was put in concrete terms through the development of the Emergency Management Training Strategy for Tajikistan.

This strategy was drawn up during a 'Training of Trainers' workshop held in Dushanbe in September 1993. It outlines, as a country programme, a number of training activities relevant for the Government of Tajikistan in its present handling of national emergencies and disasters. The purpose of the Strategy was to provide direction to the Government of Tajikistan and the local trainers in implementing the agreed training approach and to rationalize the use of resources. The immediate objective was to provide up-to-date training in Tajikistan in the field of disaster management in order to improve the country's preparedness for natural and man-made disasters, and to enhance its effectiveness in implementing its current activities targeted at refugees and internally displaced persons.

1.3. Activities

Prior to developing and implementing the country training strategy, IOM had organized two major training events in Tajikistan as described in the interim report. Based

on this Strategy two major events were organized in Tajikistan between October and December 1993. From 26 to 28 October 1993 a workshop on refugees and internally displaced persons was held in Shartooz, in southern Tajikistan. The goal of the workshop was to enable Ministry of Interior officials, local executive committee representatives and other persons involved in the repatriation of Tajiks to better plan and implement their repatriation activities. Workshop participants came from the Shartooz and Kabodiyon regions, and from the Khatlon oblast. UNHCR provided resource persons during the sessions.

The workshop objectives were to:

- work out measures to provide security of returnees and IDPs, including normal living and working conditions,
- initiate team building;
- review and improve the distribution of functions and coordination of activities;
- provide guidance on project development.

Group sessions focused on problem identification techniques applied to the repatriation and reintegration process and on the determination of returnees' living requirements. Based on the findings of these sessions assistance projects were developed thereafter. The workshop was concluded with the formulation of specific recommendations for the stabilization of the social and political environment in areas of return. Special attention was given to the protection of returnees' basic freedoms and rights during and after the repatriation process.

From 18 to 20 November, a workshop on repatriation was held in Dusti, the center of the Kumsangir region near the Nizhny Pyanj reception point. The participants of this workshop represented villages' executive committees, local legal authorities and militia, security forces, public prosecution, centers of migration and labour resources, and specialists on sanitation, physicians, and other specialists, all involved on a daily basis in the repatriation and resettlement process.

The objective of this workshop was to introduce needs assessment techniques with the aim to respond more effectively to refugee and IDP needs in the repatriation process. Furthermore, working groups were tasked with identifying impediments for a successful repatriation, and formulating recommendations to address the most important shortcomings in the repatriation process.

These two workshops stimulated active participation of Government officials and other personnel dealing with the repatriation of Tajik refugees from Afghanistan on a daily basis. By using the national trainers cadre, formed by IOM out of Ministry of Labour staff, the working sessions did not only provide new techniques and knowledge to the key personnel on the ground, but also helped establish a constructive dialogue between Government officials at the central and provincial level, creating a better understanding for each other tasks and problems.

The workshop on humanitarian assistance, originally planned for November 1993 as well, was postponed until January 1994.

Data base creation

The Ministry of Labour has been given the responsibility by the Government of Tajikistan of providing humanitarian assistance to the domestically displaced population as well as of ensuring the safe transportation of such people who voluntarily register for their return to home areas. In this capacity, the Ministry had requested IOM to provide the government with technical assistance to develop a monitoring system which can accurately

keep track of returnees and to more effectively distribute relief supplies. The requested equipment, computers, printers, fax and photo copy machines involved in the establishment of an effective database should enable the provincial monitoring offices in Dushanbe, Khujund, Kurgan-Tyube, Chorog and the Red Crescent office in Dushanbe to keep records on those returnees who register for return to their places of origin.

To facilitate the establishment of such a monitoring system, IOM purchased five computers plus printers and modems which were handed over to the Ministry of Labour in May. Due to the government's lack of access to developed software and necessary technical equipment training, IOM subcontracted local computer scientists to install and adjust provided software packages and to train staff in its use.

Based on IOM's extended Capacity Building Programme for Tajikistan, USAID granted IOM a separate amount of US \$ 250,000 for 1994. All programme activities after 1 January 1994 relating to Tajikistan are subject to separate reporting under the new grant for Tajikistan (CCN 0001-G-00-4017-00).

2. OTHER CENTRAL ASIAN REPUBLICS

2.1. Introduction

While Tajikistan provided the clearest case for the necessity of Capacity Building in Central Asia, it was deemed necessary to target also the neighbouring republics with well tailored emergency management programmes. The countries in question were Kazakhstan, Kyrgyzstan and Uzbekistan.

In October 1993, on the occasion of an IOM-organized seminar on citizenship in the CIS and Baltic States, contacts were established with Government officials from the three target countries, in preparation for an IOM assessment mission.

This mission took place from 29 November to 11 December 1993. The objectives of the mission were to analyze existing or imminent migration-related emergency issues which required and justified capacity building training by IOM. A copy of the mission report is attached for easier reference. Below is a summary of the mission's findings as well as a description of the activities stemming from it.

2.2. Kyrgyzstan

2.2.1. Assessment Mission

In Kyrgyzstan, the mission identified a mix of migration-related problems having the potential to jeopardize the socio-economic development of this newly emerging democracy. Kyrgyzstan is directly affected by developments in Tajikistan, not the least due to the influx of displaced persons from this latter country. It furthermore suffers immensely from the emigration of qualified nationals. Moreover, Kyrgyzstan is regularly witnessing natural disasters on a large scale. For these reasons, it was concluded that emergency management and capacity building training in this country was a priority as well.

2.2.1. Activities

During the assessment mission, IOM organized a one-day design workshop in Bishkek. This workshop was held with the aim to introduce basic emergency management principles to key Government staff. Although the workshop was organized at short notice, it was attended by representatives of the Ministries of Labour, Interior and Foreign Affairs, as

well as of the national Red Crescent society, the State Commission on Humanitarian Assistance and the Tchoui Oblast.

As one of the outcomes of this workshop and further to various discussions with Government officials, the Vice-Prime Minister of the Kyrgyz Republic officially requested further IOM assistance. A copy of this request is attached.

In May 1994, a three-day workshop on emergency management was held in Bishkek. It involved 29 key staff dealing with emergency management at the national and provincial level. Furthermore, it involved participants from international organizations present in Kyrgyzstan such as UNDP, UNICEF, UNESCO, WHO, and the World Bank. After introductory sessions on scope and impact of emergencies in Kyrgyzstan and on emergency management and the international assistance mechanism, working groups were tasked with determining the country's capacity to handle emergencies and then faced with a case study based on an actual flood event. The workshop was concluded by a follow-up meeting to review and finalize the workshop's recommendations.

The following needs were identified by the participants as deserving or requiring follow-up attention:

- additional interactive, country specific, problem-focused training sessions at the oblast and regional level;
- expanding the topics to the specifics of disaster mitigation and response at all levels;
- identification of ways and means to improve collaboration and cooperation with international bodies;
- addressing issues related to disorderly migration and ways and means to mitigate its negative effects.

2.3. Kazakhstan

2.3.1. Assessment Mission

In Kazakhstan, specific migration-related difficulties exist particularly with regard to the resettlement of ethnic Kazakhs mainly from Mongolia, as well as with regard to the outflow of qualified nationals to Russia and Germany. Given the lack of resources and adequate structures at Government level it was concluded that a well-tailored capacity building training would be beneficial to the Government staff and individuals concerned. However, in light of the ongoing emergency in Tajikistan and the more urgent situation in Kyrgyzstan and after discussions with the USAID Regional Representative in Almaty, it was decided not to give a high priority to Kazakhstan.

2.4. Uzbekistan

Uzbekistan did not show specific interest in the issue, and no assessment mission was carried out in this country.

2.5. Output / Accomplishments

In Tajikistan, and to a lesser degree also in Kyrgyzstan, the capacity building programme had, over the twelve months of its existence, considerable impact on the day to day work of the Government units in its dealing with local emergencies. IOM has been careful in making further training steps only when the basis for it was prepared and ripe. This approach ascertains a long term development effect which leads to an increased ownership of local trainers in the programme goals and objectives with a decreasing outside active involvement by IOM.

In particular the programme has resulted in the following:

- a) increasing awareness of advanced emergency management principles at the central as well as the local level;
- b) creation and improvement of communication, dialogue and cooperation between competent Government authorities and non-governmental organizations in their internal and external dealing with emergencies;
- c) formation and training of a local capacity building trainers cadre who has gained competence to promote emergency management training at all levels;
- d) through a combination of a) to c) an increase in the government's capability to apply advanced emergency management techniques, a readiness to foster inter-ministerial and inter-institutional cooperation, communication and planning, a more effective use of limited resources and a growing self-confidence of emergency management experts at the mid and bottom level to participate more actively in the day-to-day emergency management.

2.6. Conclusion

Due to the difficult situation in Tajikistan during the first months of 1993, when the implementation of an emergency management training programme and the establishment of an IOM presence proved to be a very complex and time-consuming task, the programme implementation in other Central Asian republics had to be put on hold. This situation was aggravated by the premature departure of IOM's programme officer from Dushanbe in June 1993. In addition and as a general problem, all programme activities in Central Asia require several weeks of preparation and intensive communication, as well as close follow-up with relevant authorities. At the same time, communication systems are barely functioning and flight connections between capitals in the region hardly exist. For this reason, it appeared to be impossible to start and manage capacity building training in more than two Central Asian republics simultaneously as long as there are not IOM contact offices in each location. For these reasons, IOM had to look at available resources and focus on the identified priorities.

3. TRAINING MODULE

In addition to the actual training work and the setting up of a necessary IOM infrastructure in Dushanbe, the Grant provided funds for the development of relevant training material. During 1993, the IOM Emergency Migration Management Module was developed by InterWorks, of Madison, Wisconsin, in collaboration with IOM. The training material consists of a training module and a trainer's guide. The module addresses, among others, principles of emergency migration management, policy dilemmas, need and resource assessment, techniques to develop a plan of action and to implement it. The trainers guide leads through the module and makes recommendations for the presentation of chapters. It also provides suggestions for the use of overheads.

The module has been field-tested in draft in Central Asia and Armenia. This has resulted in further improvements of the material in the finalization process. Chapters of it have been translated into Russian, and made available to Government institutions and individuals dealing with emergencies. A copy of the module and of the trainer's guide is attached.

4. FINANCIAL REPORT

4.1. Expenditures

Line Item	Total
Salaries	23,003
Consultants	96,443
Travel	48,883
Per diem	55,939
Other direct costs	77,099
Total	301,367

4.2. Balance

Line Item	Budget	Expenditures	Balance	%
Salaries	24,000	23,003	997	95.9 %
Consultants	119,000	96,443	22,557	81.1 %
Travel and per diem	166,200	104,822	61,378	63.1 %
Other direct costs	107,800	77,099	30,701	80.0 %
Total	417,000	301,367	115,633	80.0 %
Indirect costs	24,000	19,200	4,800	80.0 %
Grand Total	441,000	320,567	120,433	80.0 %

IOM's programme expenditures, amounting to 320,567 USD, covered 80% of the grant budget.

4.3. Final Balance

Cash advance	243,000
Total expenditures	320,567
Balance	-77,567

IOM's programme expenditures exceed USAID's cash advance by USD 77,567. A further transfer of funds in that amount from USAID to IOM is therefore required.

CAPACITY BUILDING IN ARMENIA

1. Background

In January 1993, IOM sent an Assessment Mission to the Republic of Armenia to gauge the capability of the Government of Armenia to administer humanitarian aid, and to assess the possible scope of IOM involvement in the country.

In March 1993, IOM submitted a Project Proposal for Emergency Management Training and capacity building in Armenia, to cover a nine-month period.

2. Objectives

The development objective of the proposal was to enhance the capacity of the Armenian authorities to manage programmes of emergency humanitarian assistance and to deal with migration and migration-related issues.

The immediate objective was to reinforce and develop, through the provision of training and technical assistance, the governmental structures dealing with migration and population displacement.

3. Activities

3.1. In late May 1993, two IOM officials travelled to Erevan, where they held a two-day series of Strategic Planning Workshop sessions with 28 government planning officers from 25 different Ministries and State Departments involved in humanitarian relief efforts. These sessions helped establish priorities within the Government of Armenia, as concerned training needs. The Government requested IOM to place an official within the Department of International Organizations (DIO), at the Ministry of Economy. The DIO was at that time responsible for coordinating and processing information related to the delivery of emergency humanitarian assistance. USAID concurred with this targeted placement.

3.2. In July 1993, an inter-disciplinary team of four experts was sent to Armenia. The team made a thorough on-site assessment and reviewed the Government of Armenia 1993 Winter Operations Plan. In August, a report, "Emergency Mission to Armenia, July 1993" was prepared, translated, and submitted to the Government of Armenia, USAID, and international organisations concerned.

3.3. In July 1993, IOM placed a Training Officer (Mr. Robert Dira, USA) in the DIO. The Training Officer worked directly with the DIO staff in strengthening their human and material resource base, focusing in particular on:

- developing a new organizational structure, and introducing operational procedures within the Department;
- assisting the DIO in identifying and defining Department objectives and priorities;
- redefining the role of the staff, setting workloads and schedules, and establishing areas of responsibility;

- introducing office management skills, different types of record-keeping, systems for tracking and monitoring humanitarian assistance;
- increasing the capacity of the DIO to manage information, introducing methods of computerized data collection;
- establishing and developing an information database for record-keeping and the planning of humanitarian assistance;
- assisting the DIO with purchases and setting-up of computer hardware and software;
- training the DIO staff in the drafting of emergency plans and technical funding proposals.

3.4. On 5-8 October 1993, a workshop on "Winter Emergency 1993-1994 Planning" was organized in Tsaghkadzor. The workshop was attended by 23 government planning officers from 11 Ministries and State Departments involved in humanitarian assistance.

3.5. On 18-21 April 1994, a workshop on "Lessons Learned in Winter 1993-1994 and Plan of Action for Winter 1994-1995" was organized in Tsaghkadzor. Most of the participants had already taken part in the October workshop.

3.6. In April 1994, an IOM computer expert was dispatched to Erevan to assist the DIO in further computer network development (upgrading of computer software systems and hardware improvements).

3.7. In April 1994, an IOM official reviewed the 1994 Government of Armenia Appeal for Emergency Humanitarian Assistance, and assisted the DIO in editing and revising it prior to issue.

4. Output / Accomplishments

IOM successfully implemented an initial cycle of capacity building training in Armenia. The output of the project can be summarized as follows:

- 4.1. Key staff within the DIO and other governmental bodies involved in humanitarian relief activities trained in basic emergency management.
- 4.2. A new DIO organizational structure developed.
- 4.3. An information management system developed within the DIO (equipment, software and staff training).
- 4.4. Specific training and self-training materials in emergency management topics applicable to Armenia developed and translated for use by the Armenian authorities.
- 4.5. The 1994 Government of Armenia Appeal for Emergency Humanitarian Assistance edited and revised prior to issue.

5. Evaluation

In March 1994, an IOM assessment mission dispatched to Erevan found the Armenian Government cognizant and appreciative of IOM activities to date, as well as of the prospects for further IOM involvement in Armenia.

The Ministry of Economy noted with satisfaction the positive and constructive results achieved by IOM with respect to the development of the capacity of the DIO to manage, coordinate and plan emergency humanitarian assistance.

6. Conclusion

The close working relationship established between IOM and the Government of Armenia allowed for the high level of success of the capacity building activities undertaken by IOM in 1993 and 1994. All activities were undertaken with the goal of developing and reinforcing the ability of the Government of Armenia to better assess and cope with emergency situations involving mass displacements of people.

IOM capacity building activities in Armenia consisted, on the one hand, of a series of relevant training events for key government planning officials involved in humanitarian relief activities; on the other hand, of direct assistance to the DIO in strengthening its organizational structure. The development of a data management system within the DIO significantly enhanced the Department's capacity to manage and process information, and must be considered IOM's main achievement.

As a result of IOM capacity building activities, the DIO's level and capacity for management and coordination of emergency humanitarian assistance increased significantly. IOM's assistance allowed the Department to develop and operate more effectively in managing, coordinating, and planning humanitarian relief efforts.

The 1994 Government of Armenia Appeal for Emergency Humanitarian Assistance is a clear indication of the increased capacity of the Government of Armenia to produce pertinent statistics and to frame such data into a coherent and credible appeal.

An important indicator of the Government of Armenia's recognition of IOM's contribution was the request of State Minister Bagoyan that IOM extend the 1993-1994 project to set up training and management assistance to a more inclusive group of Government bodies dealing with emergency management, including his own office. The letter is attached for easy reference.

IOM fulfilled the USAID Grant objectives.

7. Financial report

7.1. Expenditures

Line Item	Winterization			Capacity-Building			Total
	1993	1994	Total	1993	1994	Total	
Salaries	0	0	0	48,529	24,409	72,938	72,938
Consultants	78,136	12,600*	90,736	11,720	26,265	37,985	128,721
Travel and per diem	15,174	3,010*	18,184	36,202	25,716	61,918	80,102
Other direct costs	1,514	0	1,514	24,937	11,047	35,984	37,498
Total	94,824	15,610	110,434	121,388	83,437	208,825	319,259

* These expenditures refers to a consultancy which took place in 1993.

7.2 Balance

Line Item	Budget	Expenditures	Balance	%
Salaries	35,100	72,938	-37,838	207 %
Consultants	103,200	128,721	-25,521	124 %
Travel and per diem	129,080	80,102	48,978	62 %
Other direct costs	86,400	37,498	48,902	43 %
Total	353,780	319,259	34,521	90 %
Indirect costs	22,995	20,696	2,299	90 %
Grand Total	376,775	339,995	36,780	90 %

IOM's programme expenditures, amounting to 339,995 USD, covered 90% of the grant budget.

7.3. Final Balance

Cash advance	203,000
Total expenditures	339,995
Balance	-136,995

IOM's programme expenditures exceed USAID's cash advance by USD 136,995. A further transfer of funds in that amount from USAID to IOM is therefore required.

No.	EVENTS	DATE	OBJECTIVES	PARTICIPANTS	LOCATION	REF PER
1.	Shaartuz workshop on Refugees and IDPs	end of October, 1993	To facilitate reintegration & voluntary repatriation processes	Ministry of Interior, local & regional staff, including executive committees, heads of kolkhoses & village soviets, refugees, UNHCR	Shaartuz or Kabodion	Mini KNE
2.	Nizhny Pyanj workshop on Repatriation	beginning of November, 1993	Improvement of working methods & facilitating repatriation processes	Staff from reception centre, border check point, Kumsangir labour center	Nizhny Pyanj	Migr of D Khal
3.	Workshop on Humanitarian Assistance	November, 1993	Assessment of current strategy & agreement of programme orientation	Red Crescent Society, Council of Ministers, Ministry of Health, Trade-Unions, MOL, Executive Committr IOs	Dushanbe	Cour MOL Soci
4.	Workshop on- Disaster Management (for high level officials)	February, 1994	Awareness Raising for decision making	Council of Ministers, State Commission for Emergencies	Dushanbe	Outs expe
5.	Disaster Preparedness	March, 1994	Planning for local preparedness	Regional Commissions for Emergencies	Yavan or Tursun-Zade	State for E
6.	Regional workshop on Coordination		To reach joint regional agreement on repatriation issues/procedures	Representatives of Afghanistan, Tadjikistan, Uzbekistan, Russia, UNHCR	Termez	Cour tative
7.	The UN Disaster Management Training Programme	February, 1994	To expose senior officials to a broad range of disaster management issues & the international community's experience	High-level officials, IOs, NGOs	Dushanbe	Outsi
8.	International symposium: "From Disaster to Development"	First half of 1994		Broad range of state & private entities	Khujand	IOs (Bank),
9.	TV Program "Bozgasht" ("Return")		Presenting the process of repatriation with a view to decreasing of tension between returnees & local population			

RESOURCE PERSONS	EXPENSES	LEAD RESPONSIBILITY
Ministry of Interior, KNB, MOL, UNHCR	USD 250	MOL (Davlatov, Latifov*)
Migration Services of Dushanbe & Khatlon oblast, UNHCR	USD 150	MOL (Davlatov, Latifov*)
Council of Ministers, MOL, Red Crescent Society, IOs	USD 800	Council of Ministers (Mr. Ubaidullaev), MOL (Davlatov, Latifov*)
Outside international expert	USD 100	State Commission for Emergencies, (Nazriev, Tursunov*)
le State Commission for Emergencies	USD 100	State Commission for Emergencies, (Nazriev, Tursunov*)
Country Representatives, IOs	USD 12 000	MFA, MOL (Davlatov, Latifov*)
Outside Experts		State Commission for Emergencies (Nazriev, Tursunov*)
IOs (UNDP, World Bank), embassies		Council of Ministers, MOL
		State Broadcasting Committee, MOL. Press-Center

* focal points

Capacity Building Training Central Asia
Project Activity and Financial Report
December 1992 - 31 October 1993

1. Background

In February 1993 USAID granted to IOM an initial amount of US \$ 346,000 (later amended to US \$ 441,000) for the purpose of Capacity Building Training in Tajikistan and three other Central Asian Republics of the former Soviet Union. The Grant responded to a project proposal from IOM of January 1993, which had been prepared and submitted by IOM primarily in light of the civil conflict in Tajikistan and the resulting mass movement of people. As such, the proposal was included into the UN Consolidated Appeal for Tajikistan of January 1993. In addition to the specific emergency situation in Tajikistan, it took into account the general need for capacity building training in Central Asia with a view toward political and social developments after the collapse of the Soviet Union, including as well the potential for natural emergencies in this region.

The proposal's objective was 'to develop, through the provision of training and technical assistance, the ability of the governmental and non-governmental organizations in the N.I.S. to manage their own programmes of emergency and humanitarian assistance in response to man-made and natural emergencies or disasters including the mass movement of people; and to reduce or replace, over time, the need for direct donor government intervention.'

2. Activities in Tajikistan

Starting in December 1992, IOM has conducted a sequence of activities to raise emergency management capacity in the country, to help the different parties to develop a basis for co-operation, to find solutions to specific problems and to promote self-reliance. Those activities can be summarized as follows:

a. A first workshop was organized in early December 1992 in Dushanbe when fighting was ongoing and when Tajikistan witnessed hundred of thousands of displaced persons. The workshop served to introduce the Ministry of Labour and the Red Crescent to the principles involved in conceptualising and managing a large-scale emergency relief effort and in how to cooperate with the international community. Outputs included the creation of a planning capability and the design by the participants of what was to become a large-scale reconstruction programme.

b. A large scale workshop in emergency migration management was run in April/May 1993 for 60 participants from different institutions and different parts of the country, and included international organizations working in Tajikistan as well. The workshop focussed on team building, problem analysis and problem solving. Two smaller workshops followed immediately, which aimed to clarify managerial roles and to introduce to participants the principles and skills of planning, managing and delivering training for emergency action.

c. A Training of Trainers (Part I) workshop was conducted from 17 - 22 September 1993 in order to equip three key institutions (Ministry of Labour, Red Crescent Society and the State Commission for Disasters) with the basic skills to organize their own emergency management training. As the practical and immediate application of this event, a workshop in Kurgan Tybe was organized immediately afterwards. This latter workshop was run by a team of selected Government trainers, and addressed 20 participants occupying key positions in the refugee and IDP operation in the South of the country. IOM provided occasional guidance where necessary, but found the level of ability of a core group of trained trainers satisfying.

d. The Training of Trainers (Part II) took place on 28 and 29 September, with the primary objective to analyse the Kurgan Tybe workshop. Equally significant was the drawing up of a detailed 'Emergency Management Training Strategy for Tajikistan' by the participants themselves. As a first result a workshop was held in

Shartuuz from 25 to 29 October, organized by the Ministry of Labour and supported by IOM Dushanbe in terms of logistics. This workshop addressed questions relating to the return and reintegration of refugees and IDPs.

e. As a part of the technical support to entities dealing with emergency situations in Tajikistan IOM has provided the Ministry of Labour and the Red Crescent with five personal computers, printers and modems as well as with suitable software specially designed for this use and translated into Russian. Key local staff have been trained on the equipment and software. The equipment has been distributed to four locations in the field and installed where it will be used to register and exchange data on displaced populations and distributed relief goods. It is foreseen to enable international organizations to have access to this network as well.

3. Output

With the above mentioned activities IOM has implemented and concluded an initial cycle of capacity building training in Tajikistan. The IOM project has been well received by the Government of Tajikistan as well as by international organizations. The output of the 10 months programme could be summarized as follows:

- basic emergency management awareness in three key institutions dealing with emergencies;
- basic training of highly motivated key staff of these institutions as emergency management trainers;
- establishment of a pilot emergency management data network with trained local staff;
- improved dialogue and co-operation within government institutions and between the Government and international organizations.

4. Other Central Asian Republics

For various reasons, including the unanticipated early departure of an IOM official from Dushanbe for personal reasons, only in late October IOM has been able to lay the necessary groundwork with the Governments of Kazakhstan, Kyrgyzstan and Uzbekistan in order to introduce the project concept and its objectives. From discussions with those governments, Kazakhstan and Kyrgyzstan will be the next target recipients of capacity building training. Uzbekistan may consider the project concept at a later stage.

5. The Training Module

A first draft of IOM's migration management training module has been developed and is in the process of being revised. The revised draft will be used as the basis for the upcoming capacity building training in Kazakhstan and Kyrgyzstan, a first field testing.

6. Planned activities

As indicated above IOM is proceeding with the implementation of the capacity building training in Central Asia, i.e. Kazakhstan and Kyrgyzstan in late November/early December. Uzbekistan will be approached again at an appropriate moment.

As far as Tajikistan is concerned IOM is proposing a separate project extension proposal as an essential continuation of its capacity building training in this country. The overall situation in Tajikistan and the obvious difficulty of the authorities concerned at all levels to effectively manage relief, repatriation and other migration related activities, and to constructively cooperate with international organizations, is evident. While there is a nascent recognition and appreciation of basic principles among a relatively narrow sector of the relief

delivery sector, this fragile capacity may not survive if not nurtured and developed. There is a core of enthusiastic and capable staff in the target entities, who are ready and willing to take the risks to continue this process. However, they require advice, direction and support from IOM on an ongoing and engaged basis to ensure that progress achieved to date is not lost.

7. Tentative expenditure report (01.12.1992 to 31.10.1993)

It may be recalled that the IOM project proposed US \$161,000 as financial requirements for Tajikistan and US \$70,000 for each of the remaining Central Asian Republics. The module development was expected to cost US \$70,000 as well.

Line item	Grant Budget	Expenditures
Salaries	24,000	16,600
Consultants	119,000	36,467
Travel (and)		19,200
Per Diem	166,200	32,000
ODC	107,800	21,500
Ind. Costs	24,000	8,000
Total:	441,000	133,767

Almost all of the above listed expenditures relate to the capacity building training for Tajikistan. This would leave a balance of approximately US \$26,000 for Tajikistan and US \$70,000 for each of the remaining Central Asian Republics and US \$70,000 for the module development most of which already has been obligated.

Summary Report

IOM Assessment Mission to Kyrgyzstan and Kazakhstan
from 27 November to 11 December 1993

In conjunction with the USAID funded IOM Capacity Building Programme for Central Asia an assessment mission was carried out in order to

- a) establish contacts with the Governments of Kyrgyzstan and Kazakhstan,
- b) assess the Government's capacity to manage current and possible future emergencies;
- c) identify other migration issues in those countries;
- d) introduce IOM's Capacity Building concept to relevant governmental and non-governmental institutions.

The mission was carried out by Karl Lorenz, IOM Geneva, Mr. Stephen Webster, Consultant, INTERWORKS, Wisconsin and Ms Guolsara Pulatova, Programme Assistant, IOM Dushanbe.

In Kyrgyzstan, the mission has identified certain migration issues which, in combination, have the potential to endanger the socio-economic and political stability and development of this country. Kyrgyzstan faces the influx of displaced Tajiks (predominantly of Kyrgyz origin), the large scale emigration of qualified non-Kyrgyz nationals (Russians and Germans) and a deteriorating economy with growing unemployment, which serves as an additional push factor for the emigration of the most qualified and talented. The Government of Kyrgyzstan acknowledged their lack of capacity to deal with those issues and seek assistance in emergency management training, project design, drafting legislation in all areas, development of a labour migration policy and strategy including training of migrant workers and identification of potential markets for migrant workers. Since some of these issues go beyond the scope of the USAID 'Emergency Management Capacity Building' project, IOM has designed a more general project proposal for migration management which has been submitted to the EC / TACIS for funding.

Finally, outside the IOM Capacity Building Programme, IOM had interesting discussions with the German Ambassador in Bishkek and the Vice President of the German Bundesverwaltungsamt on the issue of ethnic Germans migrating to Germany. IOM's involvement into this issue is subject of follow up discussions with the Bundesverwaltungsamt.

In Kazakhstan the mission has not been able to identify current emergencies but concluded that the potential for emergencies exists especially with regard to natural and ecological disasters. Concerning the latter the Government repeatedly referred to the Aral Lake and Caspian Sea problems (decreasing and rising sea levels respectively) and their relatively unsuccessful initiatives to at least assist the affected local population. The mission identified also migration issues which are of humanitarian concern like the (desired) immigration of ethnic Kazakhs from

neighbouring countries as well as the fate of stranded students from developing countries. These issues seem to exhaust the Government's management capacity, resulting in hardship for the individuals concerned. With regard to the immigration of national Kazakhs from Mongolia the Government voiced strong interest in technical assistance including training and the possibility to study immigration projects in other countries, namely Israel, Germany and the U.S.

In a meeting with the Ministry of Foreign Affairs it was confirmed that Kazakhstan was considering to apply for observership with IOM and that a respective request could be expected for the next council session.

It can be concluded that the Capacity Building Project is targeted at acute and important problems in this region, that the Governments are becoming more and more interested in the topics and more and more aware of the need to improve their capacity to deal with emergencies and migration issues in general.

24 January 1994

Karl Lorenz

coord. (in draft): S. Webster

cc: DGO (2 copies)

Assessment visit to Kyrgyzstan
(29 November to 4 December 1993)

1. General Background

Kyrgyzstan's economic and social problems are very similar to those of almost all of the Central Asian Republics. The centralized system of the former Soviet Union did not allow for the creation of independent economic and political structures which are badly needed at a time when the political and economic changes and transitions have already seriously affected this agricultural state. Kyrgyzstan, on advice of the World Bank, was the first of the CAR to introduce its own currency in 1992 which caused its Central Asian neighbours to impose trade sanctions. Additionally, Kyrgyzstan has been affected negatively by the civil war in Tajikistan through the disruption of trade links as well as through the influx of displaced persons.

2. Meetings with the Government

The visit to Bishkek was organized and facilitated by the Ministry of Foreign Affairs. At the Government level following persons were met:

a. Ministry of Foreign Affairs

Mr. A. Anarbaev, International Organizations Department;
Mr. A. Aitmatov, Vice Minister

b. Ministry of Labour

Mr. K. Assanov, Minister;
Mr. M. Shamshabaev, Department of Migration;

c. Supreme Soviet

Mr. K. Shaembetov, Chairman, Subcommittee Human Rights,
Defence, Security, Criminal Law;
Mr. T. Kakshibeev, Senior Consultant;

d. Others

Prof. T. Koichuiev, Vice Prime Minister
Col. T. Moldobaev, Deputy Chmn, State Commission of Defense;

3. Non Government meetings

Ambassador E. Hurwitz and Mr. B. Tua, US Embassy;
Ambassador Dr. J. Scheller, German Embassy;
Dr. E. Liesner, Vice President, Bundesverwaltungsamt,
Cologne;
Mr. T. Unwin, EC TACIS, Team Leader.

4. Design Workshop

In addition to the regular meetings that were held, a one-day design workshop was organized by the mission. It was attended by 13 representatives from the Ministry of Labour, Ministry of Interior, Ministry of Foreign Affairs, the Red Crescent Society, the State Commission on Humanitarian Assistance and the Tchoui Oblast. This workshop meant to introduce migration management terms and concepts and to relate them to the Kyrgyz realities. Another objective was to introduce the problem identification and solution finding method through working groups.

Worth noting is the level of enthusiasm on the side of the indeed mixed group of participants. Three working groups were formed and tasked with the formulation of country priorities, training needs and project ideas. The participants rated this workshop with 4.7 on a 5 points scale and requested IOM to continue this kind of training. The list of participants as well as the workshop agenda are attached to this report.

5. Migration issues

There are basically three different migration issues which were mentioned by Government officials in the meetings. These are a) the influx of displaced Tajiks into Kyrgyzstan, b) the emigration of non-Kyrgyz nationals who represent Kyrgyzstan's qualified workforce and c) the desire to promote labour migration to fight the growing unemployment.

a. The GOK is facing ongoing problems resulting from the conflict in Tajikistan. Estimates of the total number of refugees from Tajikistan range between 5 - 6,000. This influx has been a new experience for the Government. The matter is complicated by the fact that the large majority of these individuals are of Kyrgyz ethnic origin. For this reason, and in accordance with the national law on refugees and displaced persons, the GOK considers these persons as Kyrgyz nationals who are entitled to permanent settlement. A project document, signed with UNHCR in July 1993 aiming at the integration of these persons, has never been implemented. The GOK has no mechanism in place to register and effectively support these refugees. It is not prepared structurally for a possible, increased flow of refugees from Tajikistan. Several Ministries and other bodies are concerned with assisting the refugees but responsibilities are not clearly assigned and coordination mechanisms are not in place. IOM's Capacity Building Project can be useful in this respect, covering a wide range of emergency management tasks. The GOK is aware of these deficits and has requested IOM's support at the end of the design workshop.

b) The second major issue is the significant emigration of qualified minorities, especially Russians and Germans. The GOK noted that ethnic Russians and Germans represent app. 90 % of the skilled work force in the country but only app. 20 % of the total population. Their ongoing departure is beginning to seriously affect certain sectors of the economy. There are probably several reasons for this process. One may be the deteriorating economic situation in the country and the lack of career prospects. At the same time growing tendencies of nationalism in the region, expressed for example by the introduction of new state languages, not spoken by these groups, may be factors influencing this process. On the other hand it was the missions impression that at the Government level there was genuine concern about the negative consequences for the country's development and stability. The Government is considering initiatives to encourage qualified individuals or groups to stay or to encourage some of them to return.

c) The growing lack of employment opportunities for workers was another issue which was mentioned repeatedly. Here, the GOK seeks to implement labour migration programmes. Some contacts have been established with Turkey and the United Arab Emirates in order

to promote labour migration. What is missing is an overall strategy to effectively target the international labour market. No needs analysis of this market has been done and no evaluation of the domestic work force has been carried out. Without some basic knowledge about these two elements and a certain strategy to promote Kyrgys labour migration abroad the GOK will not be competitive in this field.

With regard to the USAID funded Capacity Building Programme, the mission has concluded that these issues have the potential to endanger the country's stability. In helping the GOK to improve its own emergency response and strategic planning capacity in those migration areas an important contribution towards the stabilisation of the -so far- only democratic system in the region could be provided. It is in this light that the IOM team recommends that Kyrgysztan remains an integral part of the current USAID funded project for Central Asia.

Looking beyond the scope of the USAID Capacity Building Project it will be necessary to provide technical assistance to the GoK in the future as well which could in fact build upon the management awareness and capacity created by the AID project. In this context the mission formulated a draft proposal which has been submitted to the EC TACIS. The proposal aims at increasing the Government's capacity to

- carry out studies on the emigration of qualified citizens;
- design effective programmes which may encourage qualified citizens to stay or return;
- evaluate domestic labour force and international labour markets and establish effective labour migration structures in order to be competitive in labour migration.

In meetings with the German Ambassador and, later on, the Vice President of the Bundesverwaltungsamtsamt, the issue of ethnic Germans migrating to Germany was discussed. There are app. 90,000 ethnic Germans in Kyrgysztan, more than 2 million in Kazakhstan and smaller numbers in Tajikistan, Uzbekistan and Turkmenistan. From January to October 1993 almost 100,000 applications for immigration to Germany have been registered from Kazakhstan, about 10,000 from Kyrgysztan and roughly 8,000 from the other CARs. It takes an average of 3 years from the application to the final immigration. About 90 per cent of the applications are approved by Germany. The German Ambassador in Bishkek estimated that eventually virtually all ethnic Germans in the region will decide to leave, despite the numerous German funded projects in the region aiming at improving local living conditions. There is growing dissatisfaction in Germany with the way the transport of these migrants is handled. The Ministry of Interior had entrusted German travel agencies with making the transport arrangements. There are indications that at least at the local level these agencies are exploiting the fact that there are more travel-ready migrants than free tickets provided by the Ministry of Interior. One of the major points of concern was the suspicion that seats are being 'sold' to migrants against a 'fee' in order to move them up on the wait list. In fact, the Ambassador was quite blunt in criticising the present arrangements. IOM will follow up with the Bundesverwaltungsamtsamt which is now in charge of the whole question of ethnic Germans from Eastern Europe and the former Soviet Union.

Assessment visit to Kazakhstan
(5 to 11 December 1993)

1. General Background

Kazakhstan is by far the largest and, potentially, wealthiest country in Central Asia. It has vast natural resources which make it attractive for foreign investment. Key installations of the Russian military industrial complex such as the nuclear test site in Semipalatinsk and the Baikonur space station are located in Kazakhstan as well which makes the country an important factor in Russian foreign policy. The exploitation of the natural resources is hampered by the lack of national relevant industrial structures such as refinery installations. As an example of the previous Soviet industrial system Russian oil was refined in Kazakhstan whereas Kazakh oil, which is of a different quality, was refined in Russia. For the time being, until Kazakhstan has its own refinery and other necessary national industrial capacity, independence has a relative meaning, at least in economic terms. In regional terms, Kazakhstan has not been affected by the war in Tajikistan, thus it has not experienced any influx of refugees. In general and unlike the Kyrgyzstan experience it was the mission's impression that the GOK is fully occupied with the economic and political development of an independent, strong Kazakhstan. Therefore, humanitarian issues, although clearly existing, do not seem to receive the attention they deserve. This impression was shared by the UN Deputy Representative who complained about his difficulties in communicating with his Government counterparts. In a way, this impression may be completed by the very visible, endless number of representatives of western companies, western cars and modern communication equipment in Almaty, as opposed to the number of international aid agencies in Tajikistan and Kyrgyzstan.

The mission coincided with a constitutional crisis in Kazakhstan which made the scheduling of meetings difficult. The scenario which caused the crisis had some similarities with the Russian parliament crisis. A number of (progressive) members of the Kazakh Supreme Soviet had called for its dissolution in order to schedule general, democratic elections. This move was opposed by a strong conservative minority of members on the ground that an early dissolution of the Supreme Soviet was unconstitutional. A compromise solution was found however, according to which there will be general elections held in March 1994. As a result it can be expected that some of the individuals the mission was able to meet will not remain in power after that date.

2. Meetings with the Government

The visit to Almaty was facilitated by the Committee on External Relations of the Supreme Soviet. Following meetings were held with the Government:

a. Supreme Soviet

M. Izbanov, Deputy Chairman, Committee on External Relations;
M. Raev, Chairman of Committee on Human Rights;

b. Ministry of Foreign Affairs

K. Tokaev, First Deputy Minister;

c. Ministry of Labour
G. Esmukanov, Head of Department for Migration;

d. Kazakhstan Institute for Strategic Studies
Dr. E. Arynov, First Deputy Director;

3. Non Government meetings

a. USAID
C. Buck, Director, Regional Office for Central Asia;
P. Feeney, General Development Officer;

b. United Nations
J. de Wette, Deputy Representative, UNIO Kazakhstan;

c. European Community
O. de Baer, Senior Advisor, EC TACIS Coordinating Unit
Kazakhstan;

d. IFRC
T. Planting, Head of the Delegation;

4. Migration issues

a. Emergency migration

Unlike Kyrgyzstan, Kazakhstan does not face acute emergency migration problems. However, from a national as well as from a regional perspective, the potential for such emergency migration problems does exist.

First, Kazakhstan is facing three major environmental disasters which are seriously affecting the economic and social stability in these particular regions. The one which is least referred to but which is probably the most serious is the contamination of the region around the nuclear test site near Semipalatinsk. The mission was not able to address this issue. It seems likely that the Russian and Kazakh military are handling this problem. The other issues are the diminution of the Aral Lake and the rising level of the Caspian Sea. Both issues are addressed by several international projects and initiatives. The GOK complained that there was no coordinated approach, that international help was far too little, that Kazakh expertise was not used by foreign donors and that assessment missions resulted only in little follow up.

In the case of the Aral Lake, the Government is trying to resettle residents from the affected area. At the same time it has implemented support programmes in order to provide the residents with food and fresh water. The resettlement programme, according to the Government, is carried out on a voluntary basis and does not seem to be happening on a large scale. No figures were made available.

In the case of the Caspian Sea there are resettlement and housing projects under way in order to reallocate the affected population away from the flooded coast strip. For this purpose UNDP has raised funds from private oil companies which are seeking to explore the Caspian Sea reserves.

Secondly, Kazakhstan is subject to general natural disasters such as earthquakes, floods and landslides. The mission has not been able to properly assess the existing emergency structures due to the absence of the Head of the State Commission for Emergencies. The fact that only the Commission's Head seemed to be a competent partner for discussions does not suggest a very developed system of shared responsibilities in this Commission. It would be important to follow up with the State Commission on another occasion, may be in connection with a workshop in Kyrgysztan in early 1994

b. Other migration

Of major concern to the GoK is the resettlement of Kazakh nationals from abroad. Although the history of these groups, mainly from Afghanistan and Mongolia, is somewhat complex, the GoK considers all these individuals as refugees since they (or their ancestors) were forced to leave Kazakhstan and are invited to return. Two different groups were identified. The first group are some 5,000 individuals who have fled Afghanistan where they lived for some time. These individuals stayed in Turkey and Iran for a number of years and are now being resettled by the GoK. The GoK is negotiating with UNHCR for an agreement in order to receive funds for their resettlement. (The Ministry of Labour shared with the mission the supporting documents it had compiled to support its claim. They consisted of an endless number of handwritten lists of items which were provided to the migrants)

More compelling is the return and resettlement of Kazakhs from Mongolia. Of the some 150,000 Kazakh nationals in western Mongolia between 25,000 and 60,000 migrated to Kazakhstan during 1993. The GoK is expecting the resettlement of most of the remaining caseload in the coming years. The mission received conflicting data from the Government on numbers, status and living conditions of those who had returned. Unclear was also the range of assistance actually provided to these individuals. The more credible of the reports suggest problems deserving of international concern. According to this information source resettlement programmes are minimal and inefficient, resulting in hardship, in particular in terms of effective integration, housing, employment, health and sanitation.

The issue of emigrating qualified nationals of non-Kazakh origin appears to be only of minor concern to the Government. It was acknowledged that this emigration was taking place but, in contrast to the Government of Kyrgysztan, none of the officials seemed to be of the opinion that this emigration could create any major problems for the country's development. A research done by the Institute for Strategic Studies among a large sample of Russians (and Ukrainians) living in Kazakhstan indicated not only a significant interest on the part of Russians in leaving but, more of concern to the authorities, the perception of a certain percentage that armed resistance may be used against any deprivation of common social and economic rights. This perception may materialise if these groups are excluded from Kazakh citizenship. Regarding the emigration the survey suggested that it is mainly the younger part of this population which is prepared to leave. This may be one of the reasons why the Government is not really concerned since this trend would not deprive the country of the more qualified, experienced workforce in the near future.

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Apart from the economic difficulties that Kazakhstan may face if this emigration accelerates, this issue has thrown a shadow on bilateral relations with Russia. Kazakhstan, unlike Turkmenistan, refuses to accept Russian demands for dual citizenship for this app. 40 % of its population. It should be noted that the majority of the non-Kazakh population is living in the industrialized, northern part of the country which borders Russia. The underlying fear of an annexation of this part by Russia may explain to some extent the obvious reluctance on the Government's part to encourage Russians to stay. As a preliminary measure in order to defuse existing tensions the Government is considering to extend the dead line for applications for Kazakh citizenship of non-Kazakh nationals.

A small but significant humanitarian migration problem was raised by the UN office. Approximately 1,500 students and trainees from developing countries, who had come to the then Soviet-Union under bilateral agreements, are in dire need of assistance. The nationalities mentioned by the UN are Afghans, Angolans, Ethiopians and Sierra Leoneans. Although the GoK honours the former bilateral agreements with these developing countries the assistance it provides to the individuals (app. US 2 per month plus accomodation) is totally insufficient. Most of these individuals want to finalize their studies without having the means to do so. Not all of them want or can return to their home countries, e.g. Afghans and Angolans. IOM HQs will follow up with the UN office in Almaty in order to provide them with information about the EHRP conditions and to identify other ways and means to assist those students in their attempt to finalize their studies.

5. Institutional Capacity

The competent Government authority for migration issues and programmes, especially the resettlement of Kazakh nationals is the Department of Migration of the Ministry of Labour. This department was established one year ago and is relatively small. It appears to be lacking the necessary skills, resources and expertise to plan and implement effective resettlement programmes and procedures. The Head of the Department, despite being positive about the effectiveness of his resettlement programmes showed keen interest in studying examples of similar efforts in other countries. In particular, he referred to resettlement programmes in Israel, Germany and the US. The mission concluded that this was an area where IOM could be of direct assistance. The respective IOM member states might be interested in either inviting a team from Kazakhstan or in seconding experienced personnel for a limited period of time. In particular the competent authorities of Israel may be interested in such a cooperation, in light of Israel's already existing economic cooperation with Kazakhstan on the one hand and its interest in broadening its cooperation with IOM on the other.

The Institute for Strategic Studies appears to be well equipped with highly qualified researchers and specialists of all kinds. The institute covers a wide range of subjects and acts as a think-tank for the President's office to which it exclusively reports. It may be noted that the President is not part of the Government. As a result, Government bodies concerned do not necessarily benefit from the excellent work that is done in this

institute. Likewise, ministries do not seem to consult the Institute for advice. For IOM the Institute may become an interesting partner when the Capacity Building and other projects are implemented in Kazakhstan for the wide range of information which is available at this Institute as well as for its connections with the top level scientists in this country. The mission was told that, in order to strengthen this connection, the Kazakh Academy of Management will be merged with the Institute.

Meetings were held with USAID Almaty on the current IOM AID Grant for Central Asia as well as on the results of this mission. AID Almaty was provided with preliminary summary reports of this mission.

Geneva, 24 January 1994


Karl Lorenz

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cc: DGO, PCO, REL, RAO, REA, RAF, PRE, DMF, ERU
IOM MOSCOW, IOM DUSHANBE, IOM BONN, IOM WASHINGTON;
D. ELLER, USAID WASHINGTON;
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