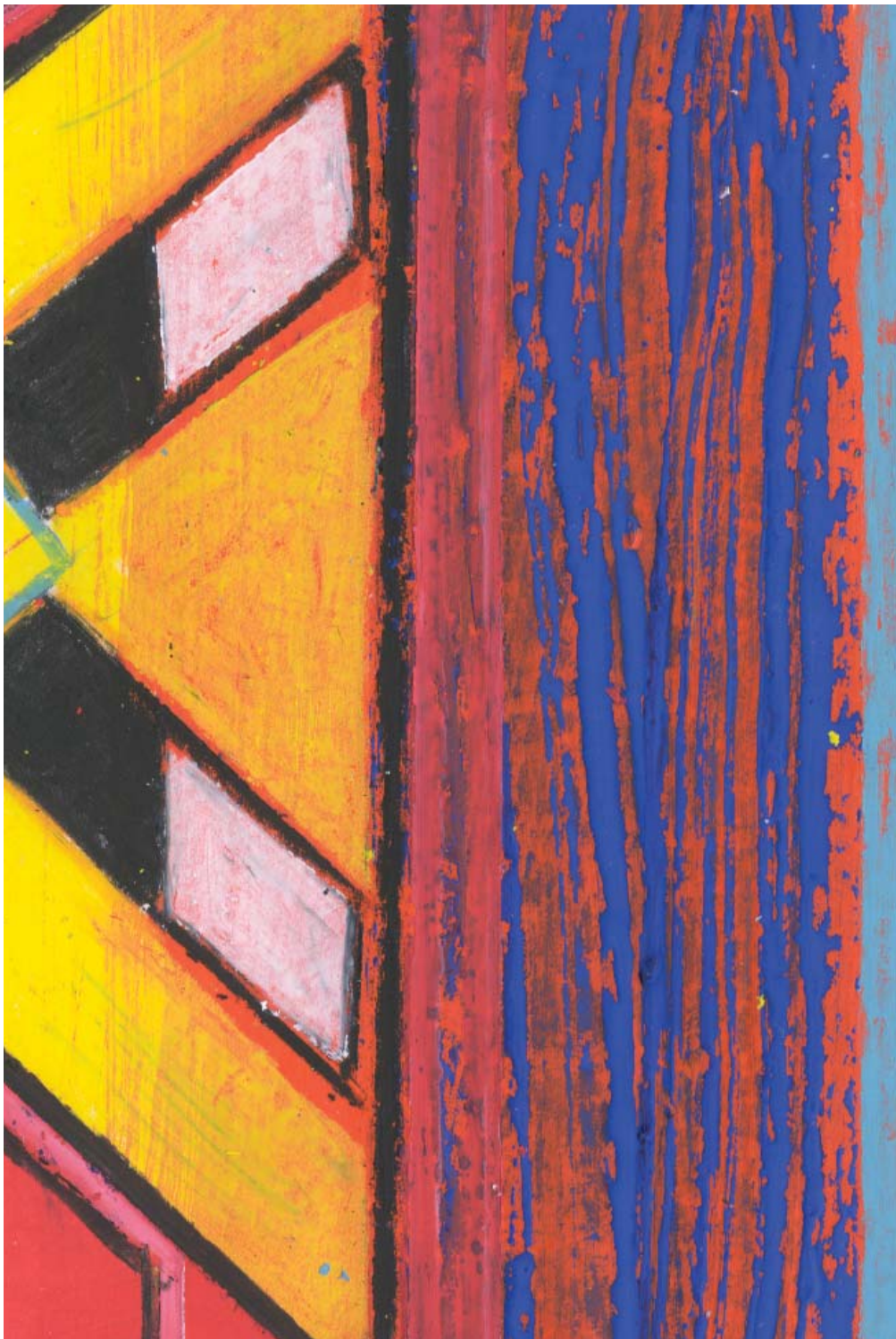
Migration Trends in Eastern Europe and Central Asia

2001-2002 Review



IOM International Organization for Migration

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IOM is committed to the principle that humane and orderly migration benefits migrants and society. As an intergovernmental body, IOM acts with its partners in the international community to: assist in meeting the operational challenges of migration; advance understanding of migration issues; encourage social and economic development through migration, and uphold the human dignity and well-being of migrants.

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Preface

This publication is the third in a series begun by the International Organization for Migration (IOM) in 1997 with the *CIS Migration Report 1996*, followed in 1999 by *Migration in the CIS 1997-98, The 1999 Edition*. This third report in the series maintains the same format as the two previous volumes. The 12 country chapters provide, as before, a statistical update of the recent migration flows concerning each country in question, with a brief narrative commenting on the figures and providing an account of the relevant political and historical developments that interact with population movements. The report was compiled and edited by Claire Messina and IOM's Research and Publications Division, relying on essentially the same network of national correspondents who provided country-specific information for the two previous reports.

Preceding the country chapters, two essays describe and analyse specific features of irregular migration in the EECA countries, many of which fall simultaneously into categories of sending, transit and destination countries, for many types of migration flows. Undocumented and illegal migration, trafficking in persons and smuggling of migrants are disturbing problems of global scale, and in the countries featured in this volume, the numerous unresolved economic, social, ethnic and environmental problems contribute to the growth of these destructive phenomena. As migration management and institutional reform are still in a developmental state in many of the countries studied, continued international cooperation is essential to build the necessary capacities. Through this volume IOM hopes to further support that process.

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It was compiled and supplemented by Claire Messina and edited by Tobi Dress and Heikki Mattila.

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Essay No. 2, "Irregular migration in the EECA region: trends and patterns", was drafted by Galina Sigizmundovna Vitkovskaya, Coordinator, Migration Research Programme, IOM Moscow Office with research assistance from Jessica Graf.

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In this report, population movements have been categorized according to the definitions contained in the Programme of Action adopted by the CIS Conference,[1] as follows:

Refugees[2] are persons who, owing to a well-founded fear of persecution for reasons of race, religion, nationality, membership of a particular social group or political opinion, are outside the country of their nationality and are unable or, owing to such fear, are unwilling to avail themselves of the protection of that country; or who, not having a nationality and being outside the country of their former habitual residence as a result of such events are unable or, owing to such fear, are unwilling to return to it.

Persons in refugee-like situations[3] are persons who fled their country of citizenship or, if they are stateless, the country of their permanent residence, as a consequence of armed conflicts because their lives, safety or freedom were threatened. These persons are in need of an international protection but may not all be covered by the 1951 Convention and its 1967 Protocol.

Internally displaced persons[4] are persons or groups of persons who have been forced to flee their homes or places of habitual residence suddenly or unexpectedly as a result of armed conflict, internal strife, systematic violations of human rights or natural or man-made disasters and who have not crossed an internationally recognized State border.

Repatriants are persons who, for economic, social or personal reasons, have voluntarily resettled in the country of their citizenship or origin for the purpose of permanent residence.

Formerly deported peoples are peoples who were deported from their historic homeland during the Soviet period. Some of the persons belonging to this category may be stateless.

Ecological migrants are persons who are obliged to leave their place of permanent residence and who move within their country, or across its borders, due to severe environmental degradation or ecological disasters.

Irregular migrants[5] are persons who are in an irregular situation, not fulfilling the requirements concerning entry, stay and exercise of an economic activity established by the State where they are present. The term "illegal migrants" is used without prejudice to refugee status determination.

NOTES

There is no standardized definition of the terms immigrant and emigrant for all EECA States. They are defined on a country-by-country basis in each country chapter.

1. The Regional Conference to address the problems of refugees, displaced persons, other forms of involuntary displacement and returnees in the countries of the Commonwealth of

Independent States and relevant neighbouring States was held in Geneva on 30-31 May 1996 under the auspices of UNHCR, IOM and OSCE. See Annex 2 of the Programme of Action, in CISCONF/1996/6 of 4 July 1996.

2. Article 1, paragraph A (2) of the Convention relating to the Status of Refugees (1951).
3. In some EECA countries, these persons are referred to in national legislation as “refugees”.
4. Working definition used by the Representative of the UN Secretary-General on Internally Displaced Persons (Document No. E/CN.4/1995/50 of 2 February 1995).
5. This definition is based on the Programme of Action of the International Conference on Population and Development (Document A/CONFERENCE.171/13, of 18 October 1994).

Executive Summary

MIGRATORY TRENDS

In 1998-2000 conditions in Eastern Europe and Central Asia (EECA)[1] remained unstable. Migration flows reacted swiftly to changes in the economic and political landscape, providing an indicator of their impact on the population. Cease-fires were largely respected in Trans-Dniestria (Moldova), Nagorno-Karabakh (Azerbaijan), Abkhazia (Georgia) and Tajikistan, but, with the exception of the latter, there were no political solutions to the original conflicts, and as a result the prospects for the refugee and IDP populations remained uncertain. The August 1998 financial crisis in Russia and the ensuing economic downturn significantly reduced the flows of repatriants and labour migrants into the country. Yet, as soon as the economy picked up again in 2000, labour migration resumed throughout the region. Following armed clashes at the Uzbek-Kyrgyz border during the autumn of 1999 and again in 2000, emigration from these two countries of Slavic repatriants, as well as ethnic Uzbeks and Kyrgyz, notably increased. Finally, the resumption of warfare in Chechnya in late 1999 led to a large outflow of IDPs and, in part, to a general decrease in immigration into Russia.

Officially recorded migration flows have continued decreasing. In 2000 they were 40 per cent lower than in 1997 within the EECA region, and 25-33 per cent lower with countries outside the region.[2] Clearly the EECA region, which in the Soviet era was a unified and self-contained migratory space, is becoming less and less so. On the one hand, EECA countries are taking increasingly diverse social, economic and political paths, leading, *inter alia*, to the dismantling of the previously unified economic system. They are consolidating on an ethnic basis, erecting state borders, and – purposefully or not – they are creating bureaucratic hindrances to the free movement of people. On the other hand, EECA country nationals are now able to migrate to other regions of the world.

At the same time, a number of factors reflecting continuity have remained. Russia continued to be by far the primary migration partner of all other EECA countries, followed at a distance by Ukraine, Kazakhstan and Belarus; Kazakhstan continued to generate the greatest flows of emigrants, while at the same time serving as a pole of attraction for Central Asian migrants, and the Caucasus countries,[3] Moldova, and Tajikistan continued to lose their population at significant rates. Russia and Belarus attracted migrants of all ethnic groups, whereas the other EECA countries (with the exception of Turkmenistan and Kazakhstan) lost migrants of all ethnic groups, even their own. More than two-thirds of migrants were of working age, and the proportion of pensioners and women was higher among emigrants, suggesting the existence of repatriation movements.

Russian, Ukrainian and Belarusian repatriants remained the main actors in regular migration flows within the region, numbering 787,290 between 1998 and 2000. While the share of Slavs remained high among emigrants, their number steadily decreased (by one-third during 1998-2000), due to the fact that their pool in host countries was dwindling. Indeed, in the Caucasus countries and Tajikistan, where the repatriation of Slavs started earlier and took place at a

quicker pace due to the armed conflicts of the early 1990s, relatively few Slavs emigrated between 1998-2000, suggesting that the repatriation process was almost complete. The other major repatriation process taking place in the region involved Kazakhs: between 1991 and 2001, 183,652 returned to Kazakhstan, around 60 per cent of whom were from EECA countries. A major problem encountered by repatriants was statelessness due to inadequate and/or conflicting citizenship legislation in their countries of origin and destination. This problem was particularly acute in Kazakhstan, where it impacted 160,000 persons, and Belarus, where 20,564 persons were affected.

TABLE 1

MAIN TYPES OF MIGRATION MOVEMENTS TAKING PLACE WITHIN, TO, THROUGH AND FROM THE EECA REGION

Countries of origin	Countries of destination	
	EECA countries	Western countries
EECA countries	- Labour migration - Repatriation - Refugee flows - Flows of internally displaced persons - Return of persons belonging to formerly deported peoples - Ecological migration	- Labour migration - Refugee flows
Developing countries	- Labour migration - Transit migration - Refugee flows	- Labour migration - Refugee flows

Officially recorded migration flows with non-EECA countries remained small and continued to decrease. While immigration for permanent residence was negligible, a significant number of nationals of non-EECA countries entered the region for short-term visits: in Russia alone, they were around 5 million every year. Emigration to non-EECA countries continued at low levels, directed mainly towards Germany, Israel and the USA. Among emigrants, Germans and Jews were gradually being supplanted by other ethnic groups, particularly Russians and Ukrainians.

Official statistics failed to record the impressive growth of irregular labour migration within and from the region, however. According to estimates, this type of flow involved around 10 million people per year within the EECA region and several millions outside the region.[4] The difficult socio-economic situation in EECA countries, characterized by mass unemployment, low living standards, rising poverty levels (particularly in the refugee and IDP populations, which are typically more mobile) and – in Moldova and the Caucasus countries – the lack of solutions to long-standing conflicts, all served as powerful stimuli for emigration. In the Caucasus countries, Moldova and Tajikistan, labour migration became a mass phenomenon,

with the remaining population heavily dependent upon remittances. According to estimates, every third household in Armenia and Moldova had one or more family members working abroad. The principal country of destination remained Russia, followed by Western European countries (mainly Germany and the Netherlands), Mediterranean countries (such as Turkey, Greece and Portugal), and the United Arab Emirates. As a rule, migrants entered their country of destination either freely (as in the case of EECA countries, most of which have visa-free agreements) or with tourist visas (in the case of Western countries), and overstayed. Without a residence or work permit, migrants lived in conditions of illegality and hence, vulnerability. Many migrated seasonally or for a limited period of time. Men found work mostly as construction workers or farm labourers, and women as domestic workers or in the 'sex industry'.

According to estimates, every year well over 100,000 women originating from EECA countries have been smuggled or trafficked to Turkey, the United Arab Emirates and South-East Asia for sexual exploitation.[5] Quantitatively smaller but also of serious concern, is the emigration of highly skilled workers, which has continued steadily, especially from Russia. Finally, the number of EECA country nationals who sought asylum in Western and Central European countries almost doubled between 1998 and 2000, increasing from 25,191 to 47,208. In 2000 roughly a third of such asylum seekers were nationals of Caucasus countries, another third were Russian, and around 12 per cent were Ukrainian. Over a quarter of the claims were filed in Belgium, around 19 per cent in Germany and roughly 8 per cent in the Netherlands. Most asylum seekers were rejected, and a small but growing number were deported back to their countries of origin.

As well as being a source of irregular migrants, the EECA region continued to be used by irregular migrants from developing countries, both as a destination and as a transit area. Its geographic location between Europe and Asia, its exceedingly long borders, the lack of meaningful border control, the weak institutional capacity of EECA governments to manage migration, the absence of appropriate legislation and the high level of corruption, have all contributed to making this region a convenient conduit for irregular migration. According to estimates, up to 3.5 million irregular migrants were living in the EECA countries at any given moment, representing more than 1 per cent of the total population of the region.[6] Approximately a third of them were Chinese, with the remainder being Afghans and migrants from South-East Asia (mainly from Viet Nam, India, Pakistan, Bangladesh and Sri Lanka). Many remained in the region to trade (particularly in the case of Chinese and Vietnamese migrants) or work (mainly in Russia and Ukraine). Others only transited through the region *en route* to Western Europe, often with the assistance of smugglers and traffickers. The main land route runs from Afghanistan to Tajikistan, Russia, Ukraine or Belarus, then the Baltic States or Poland. For those arriving in the region by air, the main hub remained Moscow's international airport. Only a tiny number of irregular migrants were apprehended by law enforcement authorities: according to incomplete data, during 1998-2000 some 31,000 persons were apprehended at the border and around 90,000 persons were deported or issued an order to leave; in 2000 around 175,000 persons were apprehended for being unlawfully present on the territory of EECA countries.

During the review period, the number of refugees and internally displaced persons remained largely stable, decreasing due to the repatriation and local integration of Tajik refugees and IDPs, and increasing again following renewed warfare in Chechnya. As of the end of 2000, the EECA countries hosted 549,797 refugees from within the region (23% less than in 1998), located mainly in Armenia (249,100 persons) and Azerbaijan (221,937 persons), and over

1.3 million IDPs (9% less than in 1998), 575,268 in Azerbaijan, 374,379 in Russia and 272,100 in Georgia. In Azerbaijan and Armenia, every tenth and twelfth person, respectively, was a refugee or IDP. While in 1998-2000 Armenia took steps to integrate the displaced in their current places of residence, in Azerbaijan and Georgia the displaced remained 'in limbo'. In effect, the conflicts that had forced them to flee remained unresolved, yet their governments were unwilling to let them integrate locally, fearing that it would weaken their hands at the negotiating table. This situation posed a dilemma to relief organizations, which could not continue assisting these populations indefinitely. In 1999 UNHCR and a number of NGOs started phasing out, intending to turn over their caseloads to development organizations; unfortunately, the latter were not ready to commit themselves to these responsibilities. As a result, the predicament of the displaced reached a critical juncture: their poverty level increased, yet humanitarian assistance declined dramatically and development assistance was not available. Faced with a total absence of options, a growing number of displaced persons emigrated abroad through illegal channels.

The number of refugees and asylum-seekers from outside the EECA region (primarily Afghans) dropped by half, from around 52,400 in 1998 to around 26,600 in 2000. Such a sharp drop was undoubtedly linked to the difficulties this population faced in obtaining protection in EECA countries. Indeed, UNHCR reported widespread protection concerns throughout the region. Refugees and asylum seekers were often left without any legal status even after having submitted an application, and were often subjected to police harassment. In those countries where refugee status determination was carried out by the government, asylum seekers faced great difficulties in registering their claims. Eligibility procedures were processed at a very slow pace, and rejection rates were extremely high owing to a broad application of the safe third country concept and a restrictive interpretation of the refugee definition (from the 1951 Convention on the Status of Refugees). The integration of refugees into local society was highly problematic as well.

The outflow of persons belonging to formerly deported peoples continued, albeit at a reduced pace, due to their dwindling numbers in host countries. While by the end of the decade most had returned to their ancestral homelands, formerly deported peoples still faced significant difficulties in integrating into local societies. Statelessness was a major concern, together with accommodation and employment. As of early 2001, 257,662 Crimean Tatars had returned to Crimea, and most had acquired Ukrainian citizenship. On the other hand, Meskhetians continued to find it difficult to obtain permission to return to Georgia.

Internal migration away from ecologically damaged areas continued throughout the EECA region. The humanitarian, social and economic consequences of long-standing ecological catastrophes (such as the Spitak earthquake, Chernobyl, the environmental degradation in the Aral Sea region and the Semipalatinsk nuclear test site) remained far from being resolved, mainly due to lack of funding.

All EECA countries continued – in varying degrees – to limit peoples' ability to choose their places of residence, with serious consequences for the integration of migrants. Whether with or without the agreement of the central governments, local authorities routinely refused to grant residence permits to migrants, thus precluding them from access to legal employment, housing, schooling and social services, thus *de facto* disenfranchising them. All types of migrants were affected, both internal and external. Such restrictive policies stemmed from the authorities' attempts to control migratory flows into major urban centres and crowded regions (such as the Stavropol and Krasnodar regions in southern Russia), which in certain cases were

undoubtedly disruptive. However, resorting to authoritarian methods of population control dating back to the Soviet era had only a limited effect in stemming the inflows, instead pushing people into illegality and promoting corruption.

POLICY DEVELOPMENTS

While during most of the 1990s the EECA region was a visa-free area with no clear border delimitations, in 1998-2000 there was a growing trend towards delimitating borders, tightening border controls and restricting the free movement of people across borders. Such restrictive practices addressed a growing concern among EECA governments about irregular migration, which was perceived as a security threat along with Islamic terrorism and the drug and arms trades. In Central Asia, the armed incursions of 1999 and 2000 at the Kyrgyz-Uzbek border and terrorist activities in Uzbekistan led to tighter border controls, as well as the establishment of visa and registration requirements for CIS nationals. In the western EECA countries, governments have been responding to European pressure for better control of what would soon become EU borders. By the end of the decade, the 1992 Bishkek agreement on visa-free movement of CIS citizens – the cornerstone of the open migration regime in the EECA region – was all but dead. Major countries such as Russia and Kazakhstan withdrew from it, preferring instead to negotiate bilaterally or sign agreements within the more restricted framework of the Euro-Asian Economic Community. EECA governments also became increasingly interested in labour migration, developing policies and programmes to regulate such flows, take advantage of remittances, make use of the experience of seasonal workers, protect the rights of labour migrants and establish links with diasporas abroad.

Some progress was made in strengthening institutional frameworks for managing migration, asylum and displacement issues. Almost all of the EECA governments welcomed international cooperation and demonstrated commitment to conform to international standards. Nonetheless, the capacity for change remained low due to frequent restructuring in government departments and changes in key staff, unwieldy and sometimes corrupt bureaucracies, lack of experienced personnel, and the scarcity of financial resources. Given that governmental migration bodies often remained weak, operational agencies such as Border Guards and Ministries of Interior began playing a greater role in migration management. In a number of countries, the Border Guards began transforming into civilian bodies and becoming more professional. With regard to asylum, according to UNHCR, "an inchoate and fragmented asylum system now exists which still fails to provide protection to more than a handful of refugees" (UNHCR, 2000b: 6). Moreover, coordination among government entities involved in migration management remained problematic.

In most EECA countries a wide range of legislation was adopted in the fields of migration, refugees and citizenship, although very little specifically concerned irregular migration and trafficking. Unfortunately, normative measures often failed to address the full range of migration issues or conflicted with each other. They were seldom accompanied by regulations detailing implementing mechanisms, were poorly understood by law enforcement personnel, who did not receive adequate training, were not implemented consistently, if at all, and were seldom enforced by the courts.

Cooperation among EECA countries on migration issues was widely considered as insufficient. This was particularly glaring with regard to citizenship, resulting in unnecessary

hardships for migrants, statelessness and widespread cheating.[7] In March 1998 an agreement on cooperation in combating irregular migration was signed within the CIS framework, but such agreements are seldom implemented. All of the EECA countries signed the 1951 Convention relating to the Status of Refugees and its 1967 Protocol, with the exceptions of Belarus, Moldova, Ukraine and Uzbekistan.[8] All (except for Armenia and Turkmenistan) signed the 2000 Convention against Transnational Organized Crime, and most signed its Protocols on trafficking in women and children and on the smuggling of migrants.

THE ROLE OF INTERNATIONAL ORGANIZATIONS

IOM continued implementing Capacity Building in Migration Management Programmes in all EECA countries, except for Moldova and Uzbekistan.[9] Through a combination of inter-ministerial working groups, international expert input, workshops and study visits these programmes contributed to policy and legislative developments and created capacity in terms of human resources in the migration sector. In 1998-2000 IOM shifted its focus to border management, combining training and legislative development with technological and infrastructure enhancement at airports and land borders. Border management projects proved to be an effective vehicle for achieving institutional change, as their immediate positive impact on border control induced the authorities to take broader measures to enhance overall migration management. IOM also carried out counter-trafficking projects; micro-enterprise development projects for refugees, IDPs and returnees; research on trafficking in women, children and migrants;[10] and migration sector NGO capacity-building activities.

UNHCR continued providing care and maintenance for IDPs; legal and material assistance to refugees, asylum-seekers and other persons of concern (mainly formerly deported peoples); technical assistance, legal advice and training to EECA governments on establishing and strengthening asylum systems, and material assistance to NGOs. UNHCR played an important role in reducing statelessness among Crimean Tatars in Ukraine through advocacy and awareness-raising campaigns. Unfortunately, its overall budget for the prevention of statelessness was not proportionate to the scale of the problem in the region. Due to lack of funding, in 2000 UNHCR was forced to scale down its programmes, refocusing on its core mandate and attempting to turn over its responsibilities in long-term displacement situations to development actors, with mixed success.

The CIS Conference follow-up process concluded in 2000, but was prolonged for another five years in a revised format. The level of commitment of the international community to assisting EECA countries to better manage migratory movements remained rather low. The follow-up activities were mainly credited for important gains in the NGO sector.

THE ROLE OF NON-GOVERNMENTAL ORGANIZATIONS

The operational environment in which NGOs work has become differentiated from country to country, with most EECA Governments adopting a relatively tolerant attitude towards them, but with a few countries (such as Belarus, Turkmenistan and Uzbekistan) displaying hostility towards them. In all EECA countries, cooperation between governments and NGOs took place

only in the capitals and seldom at the local level, and did not become institutionalized. Governments remained suspicious of NGOs because of their foreign funding sources and because of the absence of a tradition of independent sector activity in the region. Local corporate funding remained low; even in Russia, where 80 per cent of the funding for the NGO community originated from the corporate sector, the migration/refugee NGOs did not benefit from this funding.

The size and quality of the local migration NGO sector varied considerably from country to country, and was greatest in Russia, Georgia and Kyrgyzstan. Local NGOs were mainly involved in small-scale humanitarian assistance and integration activities, although in 1998-2000 they gradually started shifting from relief to longer-term development programmes. Most of them assisted their own nationals, and very few worked with asylum seekers from outside the EECA region; there were also few organizations created by displaced persons themselves. NGOs remained based primarily in the capitals, with little presence in areas populated by the displaced; their lack of direct contact with beneficiaries undermined their credibility and effectiveness. However, during 1998-2000 the professionalism and infrastructure of NGOs visibly improved. Cooperation among them also increased and their division of labour became more sophisticated. NGOs also started building coalitions at the sub-regional and regional levels.

International NGOs were present in most EECA countries and were especially numerous in emergency situations, such as in the Northern Caucasus, and in longer-term displacement situations in the Southern Caucasus countries. In the latter, the scaling down of UNHCR's programmes and the considerable drop in donor funding in 1998-2000 led to a drastic reduction in the number of international NGOs. The international NGO community was well represented in Russia and Ukraine.

The International Red Cross and Red Crescent Movement carried out a major relief operation for IDPs in and around Chechnya. In addition, the ICRC pursued its traditional activities of protecting detainees and vulnerable groups; promoting international humanitarian law through dissemination programmes for the authorities, the armed forces, security forces and youth, and implementing an ambitious programme to eradicate tuberculosis in prisons. In 1998 the IFRC launched a Population Movement Programme aimed to facilitate settlement of refugees and build the capacity of national societies to address population displacement issues. Activities included emergency relief distributions, health projects, psychosocial support, legal counselling and public awareness campaigns. The national Red Cross/Red Crescent Societies continued providing legal and material assistance to refugees and other vulnerable migrants.

NOTES

1. This region includes Armenia, Azerbaijan, Belarus, Georgia, Kazakhstan, Kyrgyzstan, the Republic of Moldova, the Russian Federation, Tajikistan, Turkmenistan, Ukraine and Uzbekistan.
2. They were 33 per cent lower with regard to immigrants and 25 per cent lower with regard to emigrants. The sources of all figures cited in this chapter can be found in the Country Chapters or in Annex 3.
3. These are Armenia, Azerbaijan and Georgia.
4. Estimates of the Independent Research Council on Migration in the CIS and Baltic States.
5. Estimate of the contributors to the country chapters.

6. Estimate of the contributors to the country chapters. According to the CIS Statistical Committee, as of the end of 2000 the population of the EECA countries was a total of 280.6 million persons.
7. Cheating was made possible by the fact that in some EECA countries Soviet passports were still valid along with national passports, which enabled some migrants to receive dual citizenship, which is forbidden in several EECA countries.
8. Belarus and Ukraine were preparing to accede in 2001.
9. In Moldova, IOM opened an office in January 2001, intending to focus on irregular migration and trafficking in migrants. IOM does not have a presence in Uzbekistan.
10. See Bibliography.

Part I
Thematic Essays

Migration Management Challenges in EECA Countries

The migration challenges faced by all governments – finding the right balance between facilitating legal migration flows to reap the economic and social benefits of trade and tourism, while exerting adequate immigration controls to protect national security and public safety – involve, for the EECA countries, an entirely new way of thinking. The following discussion of migration management challenges and the efforts of EECA countries to meet them, highlights successes, constraints and areas that need improvement in structural, legislative, and operational elements of migration management.

STRUCTURAL CHALLENGES

Since the break-up of the Soviet Union, four key changes have taken place in the EECA region within the migration sphere. First, the USSR administrative borders have become national borders, necessitating exact delimitation and higher levels of control. Second, there are far greater numbers of persons crossing these new borders, including an ever-growing number of persons from outside the region. Third, the role of border guards and law enforcement officials has changed dramatically, not only because of changes in the nature of migration flows, but also because of new obligations that EECA countries have undertaken by acceding to international refugee and human rights conventions. While in the Soviet era the main task of border guards was restraining movements *outward* and being a first line of military defence, today they are required to focus on assessing whom to let in. Fourth, these new challenges and tasks have led to the creation of new government agencies and the reorganization of old ones, and have heightened the need for coordination.

There are many ways to go about establishing government structures to handle migration challenges. Some governments assign most migration-related issues to a single agency. It is more common, however, to have functions shared between three or four different ministries, with one ministry or executive committee designated to perform a coordinating role. The EECA States are in different stages of their efforts to find workable, effective ways to coordinate multiple agencies. Historically, the Soviet Union had Border Guards under the security apparatus (KGB), with passport and registration functions handled by the Ministry of Interior and visa functions handled by the Ministry of Foreign Affairs. After the break-up of the Soviet Union, these centralized structures were disassembled, with some countries inheriting more trained personnel or better equipment than others. For example, Soviet Border Guard training academies existed in Ukraine and Kazakhstan, so these countries had an infrastructure for training new cadres of personnel, which many of the smaller states lacked.[1]

Most EECA countries have at least four or five government agencies involved in migration management, including the Border Guards and Ministries of Interior, Foreign Affairs, Justice and Labour. In addition, other government entities have become involved in migration-related issues, including some agencies which had not been involved in this field before, and others which, in fact, did not exist before. In effect, in order to cope with new types of population movements ranging from refugee and IDP flows to the return of repatriants and formerly deported peoples, in the mid-1990s most EECA countries – often with encouragement from international organizations – established new migration agencies. As a rule, these new bureaux and departments had limited portfolios for displacement and asylum issues, as well as for labour migration issues, which were not considered to fall within the purview of law enforcement entities such as the Border Guards or Interior Ministry. In other countries these functions were assigned to the Ministry of Labour or the Ministry of Social Welfare.

These new immigration agencies vary greatly in the scope of their mandate and goals; some are purely focused on protection issues, while others have ambitions to serve as the national coordinating agencies for migration policy and administration. They have all undergone a variety of growing pains, and are at different stages in their evolution.

To the extent that these new agencies have focused on protection and/or labour migration issues, they have been relatively successful in managing the admittedly small caseloads in these areas. Due to training and support from UNHCR, the senior staff of these agencies have a fair understanding of international refugee law and have relatively frequent contacts with their counterparts in other EECA countries. In many cases, such contacts were slow in developing, but were fostered by various workshops held by UNHCR, IOM, OSCE and the Council of Europe.[2]

However, to the extent that these new agencies have a broader mandate to coordinate migration management their success has been limited and they face serious obstacles. The multiplicity of ministries involved in this field, each battling for its own area of responsibility and its own share of the national budget, makes it difficult for relevant bodies to coordinate with each other. These fledgling migration agencies face the added obstacle of dealing with older, entrenched entities and being seen as newcomers. Their difficulties are exacerbated by the fact that law enforcement agencies – often referred to as the "power ministries"– are extremely reluctant to yield responsibility to bodies which, in their view, do not adequately appreciate the law enforcement mission.

One lesson to be drawn from the trials and tribulations of these fledgling bodies is that instead of creating entirely new agencies, perhaps a better option would have been to incorporate new functions within existing ministries. Although all sectors within EECA governments face intense budgetary pressures, the Ministries of Interior, Justice and Foreign Affairs often have existing infrastructures and experienced staff. Their ministers typically enjoy more access or influence with the Presidential Administration than new agency heads might. Although there are certainly disadvantages in terms of building a truly comprehensive approach to migration management, existing ministries may be better equipped to take on this challenge. It is interesting to note that in at least two cases – Russia and Kyrgyzstan – the migration agencies that had been established in the mid-1990s have since been abolished as independent services and incorporated into other ministries.[3]

Irrespective of which body acts as the focal point for migration management, greater coordination among all national entities involved is needed. The lack of effective coordination

has a negative impact on all aspects of migration management. In a context of meagre state budgets, each agency tries to find its own revenue sources – typically visa fees abroad, airport fees on arrival, or registration fees after arrival – without any comprehensive approach to apportioning fees to cover major areas in the migration system.[4] Thus, many EECA countries claim to have no funding with which to implement expulsions, despite the fact that they impose higher fees on tourists and business visitors than in many other parts of the world. More effective coordination could help ensure that all basic migration functions are covered from a uniform fee fairly imposed and rationally apportioned.

In most EECA countries, the first decade of the post-Soviet era has not been sufficient for building comprehensive national migration management structures. Given the former Soviet Union's military/control approach to migration management, adjusting policies and legislation to relax border regimes and facilitate trade and tourism will continue to be an ongoing challenge. In the past few years there have been a number of positive changes in this regard, from Ukraine's elimination of the registration requirement for foreign visitors to Kyrgyzstan's establishment of visa-free entry for nationals of one of its leading investor nations, Japan. Such initiatives are warmly welcomed by business travellers and tourists, who often feel that the visa and registration procedures are, in reality, state-sanctioned opportunities for harassment and bribery. Growing concerns about national security and terrorism, however, may lead to stricter visa and registration regimes, particularly in view of the events of 11 September 2001 in the United States.

THE CHALLENGE OF IRREGULAR MIGRATION

While until the mid-1990s the migration authorities of EECA countries focused mainly on forced population movements and repatriation flows within the region, in the past few years they have become increasingly aware of, and concerned with, irregular migration. These concerns stem from a number of sources. First, flows of irregular migrants within, into, through and from the region have been rapidly growing. Second, EECA governments increasingly view such flows from a security perspective, in light of their real or alleged links with problems such as terrorism and drug trafficking. Third, with the EU accession process leading to tightened border controls by Poland, the Czech Republic and other countries on the western border of the EECA region, increasing numbers of irregular migrants do not manage to reach Western Europe and remain stranded, particularly in Ukraine, Belarus and Russia. Fourth, EU and accession countries are pressuring the EECA countries to sign readmission agreements so that irregular migrants can be sent back across the border, particularly to Ukraine, Belarus and Moldova.

Unfortunately, the heightened interest in irregular migration has not been matched with commensurate progress at the policy or operational levels, which in most EECA countries remain critically weak. For too long, EECA governments have been lulled by the belief that irregular migrants were only transiting through the region, and hence that the best policy consisted in letting them move westward unhindered. In addition, EECA countries lack reliable and systematically compiled information on irregular migration flows, routes, means of transportation, forgery methods, etc., and this dearth of information makes it difficult to devise

meaningful policies.[5] Another major constraint whose scope, pervasiveness and impact on irregular migration flows are seldom acknowledged is the widespread corruption of consular, Border Guard, law enforcement and other state officials at all levels. Finally, the lack of co-operation among law enforcement and migration agencies within EECA countries and with neighbouring countries significantly limits the effectiveness of the measures adopted. Notwithstanding these major constraints, in recent years some EECA countries – most notably Ukraine – have started taking steps to enhance their capacities to address irregular migration.

On the legislative level, most EECA countries lack normative measures specifically addressing irregular migration and trafficking in migrants, as well as by-laws spelling out implementing mechanisms. In Russia – the principal country of origin, transit and destination of irregular migrants in the region – the legislative structure is particularly weak as compared to other EECA countries.[6] Conversely, Ukraine has the most well developed legislative structure with regard to these issues.

The cornerstone of regional cooperation in the field of irregular migration is the Agreement on Cooperation of CIS Member-States in Combating Illegal Migration, signed on 6 March 1998 by all EECA countries, with the exception of Turkmenistan. This agreement covers co-operation and coordination in the fields of immigration control, harmonization of legislation, harmonization of deportation procedures and staff training, as well as exchange of information on identity documents, irregular migration routes, national migration legislation, and agreements signed with third parties. On 25 January 2000 the State-parties to the 1998 pact agreed to create a common database of illegal migrants and other "unwanted" persons, to be developed and maintained by Russia. The types of information to be exchanged were identified together with concrete ways and means to proceed with such an exchange. Unfortunately, the prospects of these promising agreements are rather grim, partly because of the poor records of EECA countries in implementing regional instruments. Moreover, the lack of a standardized definition of irregular migration in national legislation throughout the region seriously impedes information exchange and comparability of data.

The international community has provided assistance to several EECA countries (primarily the western-most countries) with a view towards enabling them to better address irregular migration challenges. The priorities of Western donors do not always coincide with those of EECA governments, however. In effect, while donors are interested in strengthening the western borders of EECA countries in order to prevent migrants from moving further west, the priority of EECA governments is to stem the flow of irregular migrants entering the region through their eastern borders. This clash of priorities is particularly evident in Russia, which is both an entry and exit point into and from the region. Western countries have also been particularly active in coaxing EECA countries to sign readmission agreements. Russia is the only Eastern European country, other than Albania, which has not signed such bilateral agreements. Russia systematically refuses to readmit citizens from non-EECA countries, including asylum-seekers and migrants claiming to be Russian citizens but lacking sufficient proof. Notwithstanding previous transit or stay in Russia, persons without a valid Russian visa will not be readmitted.

All EECA countries with the exception of Armenia and Turkmenistan have signed the 2000 UN Convention against Transnational Organized Crime, and most have also signed its Protocols on combating smuggling and on trafficking of human beings.

IOM'S PROGRAMME FOR CAPACITY-BUILDING IN MIGRATION MANAGEMENT

For the past four to five years, IOM programmes for Capacity-Building in Migration Management (CBMMPs) have encompassed IOM's principal support activities for most EECA countries. These have been relatively modest programmes in some countries, but with substantial potential for expansion, as the CBMMPs seek to bring together all elements of the migration management systems. Each programme takes into account the unique conditions and priorities of the host country: hence the great degree of variation in implementation at the country level. A cross-border pilot project between Ukraine and its neighbours has met with particular success and has inspired other countries to pursue a similar approach. This project pulls together all relevant agencies in two neighbouring countries to improve border management along a selected segment of their joint border, and fosters the sharing of communications equipment and other border facilities. Cross-border projects aim to stimulate the creation of coordinating bodies in each country to oversee all elements of migration management – legislative and regulatory frameworks, visa and entry procedures, technology and information systems development, and operational issues in the pilot border segment.

In some countries, the CBMMPs focus on the development of information systems, policies and legislation, among other issues. Such specific projects are instrumental in the development of other areas of migration management. For instance, in the course of the deployment of the Border Data System in Georgia, IOM also examined and made recommendations on other infrastructure, communications, and procedural issues at the checkpoints where the system was being established.

From the outset, improving inter-ministerial coordination has been a core element of these programmes, though this goal has met with mixed success. No single factor explains the disparate results, but it does seem that coordination works better in smaller countries, where the migration challenges are more manageable and less is at stake in terms of budget and conflicting areas of authority.

IOM programmes are uniquely suited to complement bilateral assistance provided by donor countries. In effect, Western countries provide substantial assistance to EECA migration bodies, but because they lack a field presence with migration expertise, they do not always have an accurate view of the needs or absorption capacities of such bodies. In addition, while donors like to provide technology and equipment, often they do not adequately monitor whether or how such equipment is being used. As a result, donated equipment often remains unused because local staff has not been sufficiently trained to use it, or is diverted for personal use. In contrast, over its five years in the region IOM has developed relationships with officials at all levels, and as a result is often better situated to assess the needs and capacities of various entities. Moreover, IOM programmes are flexible enough to allow their components to be coordinated with donor country activities, in order to have greater impact.

For example, while providing new radio communications equipment for the Georgian Border Guards, the US Embassy staff realized that in addition to specific training on the new equipment, basic computer training would also be needed. Since training is an integral element of the CBMMP in Georgia, IOM was able to assist in developing a course to fill the identified need.

Training is increasingly a focus of the CBMMPs throughout the region. While in the first few years IOM tended to focus on policy and legislative development, the need for training has become more and more apparent. Some topics, such as English language training for migration officials, and fraudulent document detection, have been developed by IOM as discreet training blocks. Other topics require a longer-term cooperative approach to curriculum development in conjunction with relevant government entities. While all EECA governments acknowledge the need for more training for their staff, some countries have gone further in making commitments to meet these training needs. The most notable example is Azerbaijan, which renovated a training centre and set up a three-month training programme for Border Guards. Such training and curriculum development initiatives are key areas for potential complementary activities between IOM and bilateral donors.

In their first five years of existence, the CBMMPs have been useful vehicles for pulling all relevant government entities together to confront the migration management challenge. At the same time, the CBMMP was not designed to provide the levels of support needed to address some of the most intractable problems. For instance, detention and expulsion capacity is a prime example of a necessary element of migration management which is beyond the capacity of the CBMMP, but which IOM, in concert with donor countries, could help EECA States address. All in all, the efforts of IOM, with donor support primarily from the United States, Switzerland, and Sweden, have fostered greater understanding of international practices among EECA governments and better cooperation with neighbouring states on migration issues.

NOTES

1. Although inheriting a training infrastructure certainly puts some EECA countries a step ahead of their neighbours, these academies may also inhibit progress, as they have not adapted to suit current needs. In effect, these academies usually provide military training, with little focus on specific migration issues.
2. This is particularly effective in the Central Asia area, where the Regional Centre for Migration and Refugee Issues (formerly the Bishkek Migration Management Centre) organizes regional meetings of agency heads (as well as of Border Guard and Ministry of Foreign Affairs officials) two to three times per year. Such meetings are regularly attended by officials from Kazakhstan, Kyrgyzstan and Tajikistan, and occasionally joined by their counterparts from Turkmenistan.
3. At the time of writing, another restructuring had just been announced by the Russian Government, eliminating the Ministry of Federation, Nationalities and Migration Policy, and moving the migration functions to the Ministry of Interior. This move has been initially interpreted as a sign of a renewed focus on control and restrictions on migration, but it is premature to assess what the changes will actually mean.
4. A proprietary interest in keeping such fees for one's agency is one factor inhibiting greater coordination, but an equally important inhibitor is the corruption that remains prevalent throughout the EECA region.
5. For example, tightening visa-screening procedures will have no impact on stopping illegal migrants who sneak across land borders or enter with the assistance of migrant smugglers. The problem for many EECA countries comes not from persons arriving by air, but from those crossing their porous borders. In such a case, improved border patrolling and surveillance is a more relevant response than tightening visa requirements.
6. Russia does not even have a law on aliens. As a result, several constitutive regions and republics have adopted their own normative acts in this field to palliate the absence of federal legislation.

Irregular Migration in the EECA Region: Trends and Patterns

Irregular migration is a complex and multifaceted phenomenon, which over the past decade has spread throughout the EECA region and created many new migration challenges for authorities in the EECA countries. The fact that irregular migration is so widespread in EECA countries should come as no surprise. Irregular migration can be characterised as the result of an incongruity between migration flows and the normative basis regulating them. In EECA countries migration legislation is often weak, absent, or ill-adapted to existing migratory movements. Hence the flourishing of all possible types of irregular movements, which pose a range of problems both to the EECA countries and to the migrants themselves.

Irregular migration is accompanied by increased criminalization of all spheres of society: it promotes corruption among state officials; it stimulates the growth of the informal economy, with migrants working without permits and without paying taxes, and it spurs the development of organized crime, with illegal networks providing assistance to migrants at every step of their journey. Two forms of criminal activities of increasing concern to EECA governments are smuggling and trafficking in migrants.[1] While trafficking concerns smaller numbers of migrants than smuggling, its occurrence is of particular concern because it involves the use of coercion, exploitation and deception of trafficked persons, who are overwhelmingly women. In all its forms, irregular migration is indeed a risky undertaking for migrants. Since their status engenders vulnerability, they are often harassed by law enforcement agencies, exploited by employers, and routinely deceived.

As in all types of population movements, there is a direct linkage between the scope of irregular migration and migration regimes, with the latter defining the space in which the former develops. More specifically, the lack of normative measures regulating migratory movements shrinks the space available for legal migration and increases the space available for irregular flows. Hence, government intervention can have a major impact not only in reducing the flows of irregular migrants through repressive measures, but also in transforming them into regular flows through regulatory measures. For instance, irregular migration within the region would be greatly reduced if EECA countries adopted legislation regulating the work of aliens, developed refugee status determination procedures and implemented existing legislation on the registration of migrants.

Unfortunately, rather than focusing on regulatory measures to address irregular migration, EECA governments have concentrated their attention on repressive measures. This stems from a superficial reading of irregular migration strictly as a law enforcement problem, a reading motivated by the real and perceived linkages between such phenomena and organized crime, Islamic terrorism, and the arms and drugs trades. Irregular migration, however, has taken on such enormous proportions and has become so pervasive in EECA countries that

it escapes unidirectional solutions and calls for a broad, multifaceted approach both by individual EECA countries and by the international community as a whole.

CONTRIBUTING AND FACILITATING FACTORS

Irregular labour migration in the EECA region arises, from the social dislocation brought about by armed conflicts in places such as Afghanistan, Sri Lanka, and Chechnya; by the delicate post-conflict transitions in Tajikistan, Moldova and the Caucasus countries,[2] in the latter coupled with deadlocks over long-standing conflicts; and by the depressed economic environments in both developing and EECA countries, characterized by widespread poverty, high unemployment, low living standards and the absence of options for self-improvement. In addition, overpopulation and the ensuing imbalance between the population and available natural resources in China have caused many Chinese to migrate to neighbouring countries, placing enormous demographic pressures on bordering EECA countries such as Russia and Kazakhstan, where the population density is much lower.[3]

Irregular migration to and through the EECA region is greatly facilitated by its geographical location between Europe and Asia and its placement between developed and developing countries, which makes it a natural conduit for migrants from Asia, including Afghanistan, Iran and Pakistan, among others. The Central Asian states and the Russian Far East have become the entry points for irregular migrants into the region, while Belarus, Ukraine, Moldova and the north-western region of Russia are the primary exit points.

The vastness of the borders – in particular those between Russia and Kazakhstan, and Russia and Ukraine – and the lack of meaningful controls at most of them, also facilitate irregular migration into and within the region. The border between Russia and Kazakhstan, which is 7,600 kilometres long, is not adequately patrolled, and serves as a conduit for the overwhelming majority of irregular migrants. Further, because of budget shortages since their independence, EECA countries have reduced their investments in physical and technical infrastructure at border posts, as well as in the hiring and training of Border Guards staff. Finally, a number of EECA countries grant free or simplified access to some non-EECA country nationals, who once in the region are able to move freely due to the visa-free regime in force within most of these countries.[4]

Another set of facilitating factors relates to the weak institutional capacity of EECA countries to address irregular migration, and the lack of appropriate legislation. Corruption of consular, Border Guard, law enforcement and other state officials at all levels is also a major problem. Finally, the lack of coordination among EECA countries, particularly as concerns legislation on the status of aliens and visa regimes, creates a number of legal 'loopholes' that can be exploited by illegal migrants.

QUANTITATIVE ASSESSMENT

Assessing the scope of irregular migration in the EECA region is quite difficult, as data are either lacking, unreliable, incomplete, contradictory or unavailable. Furthermore, as in many

other parts of the world, there is no clear or universally accepted definition of irregular migration (Gosh, 1998). While gathering information on a phenomenon situated at the margins of legality is intrinsically difficult, weaknesses in the government bodies responsible for collecting such data also play a significant role.[5] Within the same country such bodies often use incompatible data collection methods, categories, reporting formats, etc., fail to adequately share information with each other, and sometimes subordinate accuracy to vested interests.[6] Finally, information collected by the Ministries of Interior and Defence, State Security Services and similar organs is often secret; in Kazakhstan, even the Agency for Migration does not usually publish its data.

TABLE 2

ESTIMATE OF ALIENS LIVING IRREGULARLY IN EECA COUNTRIES
(persons)

Country	1998	1999	2000
Armenia	n/a	n/a	n/a
Azerbaijan	n/a	n/a	n/a
Belarus	50,000-150,000	50,000-150,000	50,000-150,000
Georgia	n/a	n/a	n/a
Kazakhstan	n/a	n/a	200,000
Kyrgyzstan	30,000	n/a	n/a
Republic of Moldova	n/a	n/a	n/a
Russian Federation	1,300,000-1,500,000	1,300,000-1,500,000	1,300,000-1,500,000
Tajikistan	n/a	n/a	20,000
Turkmenistan	n/a	n/a	n/a
Ukraine	n/a	n/a	1,600,000
Uzbekistan	30,000	30,000	30,000

Sources: President of the Committee on Migration at the Ministry of Labour (for Belarus), Elena Sadovskaya, contributor to the Kazakhstan country chapter (for Kazakhstan), Ministry of Interior, as of early 1998 (for Kyrgyzstan), Ministry for Federal Affairs, Nationalities and Migration Policy (for the Russian Federation), Ministry of Interior (for Tajikistan), estimate mentioned during the parliamentary discussion of the draft law "On Immigration" (for Ukraine, UNHCR, 2000: 23), local UNHCR office (for Uzbekistan, Aman, 2000: 90).

Hence, in order to assess the scope of irregular migration in EECA countries, it is necessary to look at several sets of estimates and indirect indicators, realizing that each of them would be unsatisfactory in and of itself. The local estimates of the total number of aliens living irregularly in EECA countries vary between 0.5 and 1 per cent of the total population of these countries (Table 2). It is not clear, however, how these estimates were obtained, and the fact that some have remained unchanged for several years makes them highly suspect.[7]

The data originating from the Border Guards of EECA countries appear more reliable. Unfortunately these data are incomplete because they are comprised only of persons who were not allowed to cross the border, and who were apprehended or refused entry at border control posts. Border apprehension data refer to the number of apprehensions rather than the number of persons attempting illegal entry, as the same person may make one or more attempts at illegal entry. Moreover, border apprehension figures tend to vary according to the amount of resources invested in border control. Greater efforts at border control may lead to an increase

TABLE 3

PERSONS REFUSED ENTRY AT THE BORDERS OF EECA COUNTRIES
(persons)

Country	1996	1997	1998	1999	2000
Armenia	n/a	n/a	n/a	n/a	n/a
Azerbaijan	n/a	n/a	n/a	n/a	n/a
Belarus	10,500	12,800	14,800	n/a	n/a
Georgia	n/a	n/a	n/a	n/a	n/a
Kazakhstan	n/a	n/a	n/a	n/a	n/a
Kyrgyzstan	n/a	n/a	n/a	112[a]	196
Republic of Moldova	n/a	n/a	n/a	n/a	n/a
Russian Federation	35,170	36,772	37,423	41,547	over 75,500[b]
Tajikistan	n/a	n/a	n/a	n/a	198
Turkmenistan	n/a	n/a	n/a	n/a	n/a
Ukraine	n/a	n/a	n/a	n/a	n/a
Uzbekistan	n/a	n/a	n/a	n/a	n/a

Notes: a) These data concern only the August-December period, as the Central Border Control Department of the National Security Service of Kyrgyzstan started patrolling Kyrgyzstan's borders and collecting statistics only in August 1999 (they were previously patrolled by the Russian Border Guards); b) Of these, 55,385 were not Russian citizens, and more than 53,000 were not allowed to enter Russia.

Sources: State Committee of Border Guards (for Belarus), Central Border Control Department of the National Security Service (for Kyrgyzstan), Ministry for Federal Affairs, Nationalities and Migration Policy and Federal Border Service (for the Russian Federation) and Ministry of Interior (for Tajikistan).

in apprehensions and have the effect of making a longstanding problem more visible. In addition, a significant number of irregular migrants do not enter the EECA countries through such posts. Nonetheless, the number of persons who were not allowed to cross the border is a useful indicator of trends in irregular migration and of the profile of irregular migrants (Table 3). The majority of persons who were not allowed to cross the border were not allowed to enter the country (as opposed to exiting), and were primarily from non-EECA countries. Those who were not allowed to exit the country were overwhelmingly nationals of the countries they were attempting to leave. In Russia and Belarus, where data are better, a growing trend is visible; in Russia, for instance, the number of persons who were not allowed to cross the border doubled in five years. This may be attributed on one hand to increased border control, and on the other, to an increase in the number of irregular migrants trying to enter these countries.[8]

A set of data which is available in almost all EECA countries and which augments the information presented thus far is the statistical information originating from the Border Guards on persons apprehended at the border (Table 4). These data also provide details on the countries of origin and the demographic composition of migrants, their routes, etc., since once migrants are apprehended a legal case is filed against them. The number of persons apprehended varies greatly from year to year, but overall has tended to increase (see Table 4).

These data are incomplete, however. For instance, in Russia the figures do not include persons apprehended at the borders with Ukraine and Kazakhstan, as these persons are not considered legally apprehended since the border has not yet been formally delimited. In addition, the majority of irregular migrants are not apprehended at the borders by Border Guards, but rather within the EECA countries by other state bodies such as the Ministry of Interior or the national

TABLE 4
PERSONS APPREHENDED AT THE BORDERS OF EECA COUNTRIES
(persons)

Country	1998			1999			2000		
	Immigrants	Emigrants	Total	Immigrants	Emigrants	Total	Immigrants	Emigrants	Total
Armenia	19	n/a	n/a	29	n/a	n/a	35	125	160[a]
Azerbaijan	n/a	n/a	1,306	n/a	n/a	2,461	n/a	n/a	1,450
Belarus	n/a	n/a	n/a	n/a	n/a	707	n/a	n/a	376
Georgia	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	600[b]
Kazakhstan	n/a	n/a	366	n/a	n/a	351	n/a	n/a	348
Kyrgyzstan	n/a	141[c]	n/a	n/a	338	n/a	n/a		
Republic of Moldova[d]	n/a	n/a	92	n/a	n/a	172	n/a	n/a	170
Russian Federation[e]	2,649	1,928	4,577	2,282	2,018	4,300	3,997	2,804	6,801
Tajikistan	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	61
Turkmenistan	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Ukraine	5,781	5,963	11,744	4,245	10,401	14,646	763	4,659	5,422
Uzbekistan	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a

Notes: a) These are only foreigners, from Sri Lanka, India, Pakistan and Iraq; b) This is the total number of persons apprehended up to end 2000; c) These data concern only the August-December period, as the Central Border Control Department of the National Security Service of Kyrgyzstan started patrolling Kyrgyzstan's borders and collecting statistics only in August 1999 (they were previously patrolled by the Russian Border Guards); d) These data refer to persons apprehended only at the border with Romania; e) This is the number of persons apprehended during a given year at the borders of both the Russian Federation and those EECA countries whose borders were protected by the Russian Federal Border Service. These persons attempted to enter these countries either outside the border post or without appropriate documents

Sources: Russian Federal Border Service located in Armenia (for Armenia), Ministry of National Security (for Azerbaijan), State Committee of Border Guards (for Belarus), Department of State Border Defence (for Georgia), Committee for National Security (for Kazakhstan), Central Border Control Department of the National Security Service (for Kyrgyzstan), Border Protection Department (for Moldova), Federal Border Service (for the Russian Federation), Russian Federal Border Service located in Tajikistan (for Tajikistan), State Border Security Committee (for Ukraine).

security agencies. In effect, the majority of irregular migrants enter the EECA countries legally and become irregular only thereafter. Table 5 provides figures on the size of the population living or working illegally in the EECA region.

These persons were apprehended for a range of reasons which vary from country to country, but all of which include entering the country irregularly, lacking identity documents or holding forged or invalid documents, lacking a residence permit (registration), overstaying the visa period or residence permit, and working without a work permit. The shortcoming of this type of data is the inconsistency in data collection methodologies, not only among different countries, but even by different state organs within the same country. For example, according to the

TABLE 5

PERSONS APPREHENDED FOR BEING UNLAWFULLY PRESENT
ON THE TERRITORY OF EECA COUNTRIES
(persons)

Country	1998	1999	2000
Armenia[a]	n/a	110	39
Azerbaijan	n/a	n/a	n/a
Belarus	n/a	n/a	n/a
Georgia	n/a	n/a	n/a
Kazakhstan	97	32	87
Kyrgyzstan[b]	568	657	694
Republic of Moldova	n/a	n/a	n/a
Russian Federation	n/a	n/a	150,000[c]
Tajikistan	n/a	n/a	n/a
Turkmenistan	n/a	n/a	n/a
Ukraine	n/a[d]	n/a	24,000
Uzbekistan	n/a	n/a	n/a

Notes: a) These are persons who during a given year were issued deportation orders for being unlawfully present in Armenia; b) These are persons who were fined for having expired visas; c) These are persons who were fined for having expired visas; d) In 1991-1999 80,000 persons were apprehended for being unlawfully present on the territory of Ukraine: see UNHCR, 2000a: 23).

Sources: Passport-Visa Department of the Ministry of Interior (for Armenia), Committee for National Security (for Kazakhstan), Ministry of Interior (for Kyrgyzstan), Ministry of Interior (for the Russian Federation), Ministry of Interior (for Ukraine).

TABLE 6

PERSONS EXPELLED FROM EECA COUNTRIES
(persons)

Country	1998	1999	2000
Armenia	n/a	95	39
Azerbaijan	n/a	n/a	n/a
Belarus	486	859	264
Georgia	n/a	n/a	n/a
Kazakhstan	423	243	426[a]
Kyrgyzstan	81	160	359
Republic of Moldova	n/a	n/a	n/a
Russian Federation	24,900[b]	24,300[c]	21,100[d]
Tajikistan	n/a	n/a	n/a
Turkmenistan	n/a	n/a	n/a
Ukraine	n/a	1,649	12,700
Uzbekistan	n/a	n/a	n/a

Notes: a) According to the Ministry of Interior however, in 2000 2,273 persons were expelled from the country for violating the rules of stay; b) Of these, 4,000 persons were deported under escort; c) Of these, 3,400 persons were deported under escort; d) Of these, 2,700 persons were deported under escort.

Sources: Passport-Visa Department of the Ministry of Interior (for Armenia), Ministry of Interior (for Belarus), Committee for National Security (for Kazakhstan), Ministry of Interior (for Kyrgyzstan), Federal Border Service (for the Russian Federation), State Border Security Committee (for Ukraine).

Committee for National Security of Kazakhstan, in 2000 only 87 persons were apprehended for being unlawfully present on the territory (see Table 5). According to the Kazakh Ministry of Interior however, 17,736 persons were fined for violating the rules of stay in the country.

Data on the number of persons expelled from EECA countries offer a glimpse not so much of the scale of irregular migration, but rather of the capacity of these countries to carry out such measures, which is an essential component of an effective migration policy (Table 6). As a rule, the main grounds for expulsion are lack of documents allowing entry into the country or lack of a visa for the country of destination (in more than half of the cases), lack of travel documents, forged or invalid documents, and violation of the rules of stay in the country. Since the grounds for expulsion are not uniform throughout the region, data are not always comparable.

In sum, existing information does not provide an adequate basis for a well-founded assessment of the scope of irregular migration in the EECA region. Further research is warranted, preferably making use of a wide range of methodologies.

IRREGULAR MIGRANTS FROM OUTSIDE THE EECA REGION

The EECA region is used by irregular labour migrants from developing countries both as a destination and as a transit area. Approximately a third of the persons apprehended at the borders and within EECA countries are Chinese, while the rest are Afghans and migrants from South and South-East Asia (mainly from Viet Nam, India, Pakistan, Bangladesh and Sri Lanka). In Central Asia, irregular migrants are mainly Afghans, whereas in the Caucasus they are mostly Indians, Pakistanis and Sri Lankans. Azerbaijan is also used as a transit country by Afghans and Iranian Kurds. Afghans are the largest group of transit migrants in Russia, Ukraine and Belarus. In Kazakhstan, Kyrgyzstan and Russia, migrants living irregularly in the country are mainly Chinese, followed – in Russia – by Vietnamese and North Koreans.

While most irregular migrants arrive in the region through third countries, those originating from neighbouring countries enter EECA countries directly (Afghans enter through Turkmenistan, Uzbekistan and Tajikistan; Chinese enter through Russia, Kazakhstan and Kyrgyzstan; Mongolians and North Koreans enter through Russia). Approximately a quarter of Afghans arrive in Central Asia through Iran and Pakistan, with a small proportion entering through India.9 Irregular migrants enter the EECA region through the Central Asian States and the Russian Far East and leave through Belarus, Ukraine, Moldova and the north-western region of Russia. Russia thus finds itself at both the receiving and sending ends of irregular migration, and the Russian territory has become a convenient transit area for irregular migrants. Most migrants travel in groups, and for those arriving in the region by air, the main hub is Moscow's international airport. Although routes change frequently in keeping with increased border control, the primary routes remain the following (Map 1, page 188):

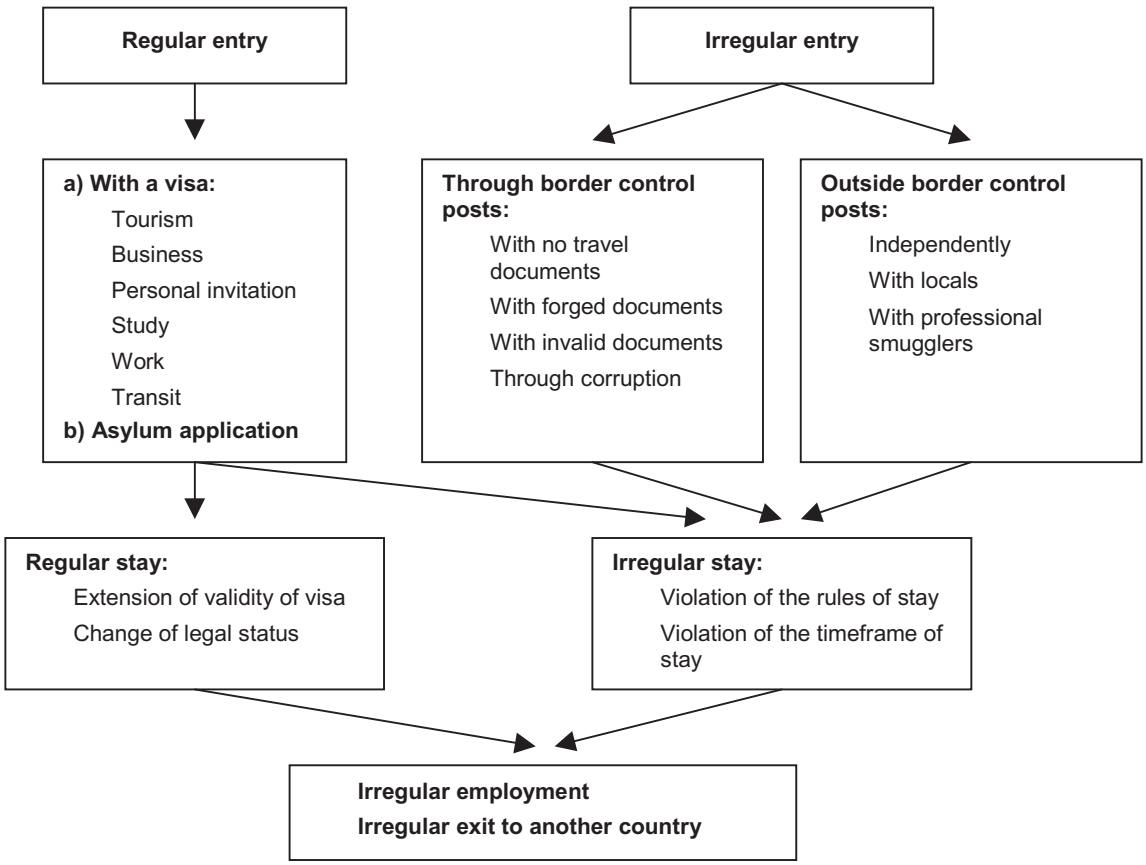
- Moscow – Murmansk (Russia) – Norway
- Georgia/Armenia/Azerbaijan – Moscow – Saint-Petersburg – Estonia/Latvia – Poland
- Afghanistan – Turkmenistan – Gur'ev (Kazakhstan) – Volgograd (Russia) – Ukraine/Belarus – Poland – Germany

- Atyrau (Kazakhstan) – Astrakhan' (Russia) – Krasnodar (Russia) – Stavropol (Russia) – Ukraine/Belarus – Poland – Germany
- Afghanistan – Tajikistan – Tashkent (Uzbekistan) – Chimkent (Kazakhstan) – Aktyubinsk (Kazakhstan) – Russia
- Afghanistan – Tajikistan – Bishkek (Kyrgyzstan) – Alma-Aty (Kazakhstan) – Aktyubinsk (Kazakhstan) – Ural'sk (Kazakhstan) – Saratov (Russia) – Samara (Russia) – Saint-Petersburg – Scandinavia
- Afghanistan – Tajikistan – Bishkek (Kyrgyzstan) – Pavlodar (Kazakhstan) – Russia
- Central Asia – Russia – Ukraine – Moldova – Romania – Hungary – EU countries[10]
- Middle East/South-East Asia – Turkey – Ukraine/Belarus – Poland – Germany[11]

The overwhelming majority of irregular migrants enter the EECA countries regularly, with a visa (mainly for tourism, personal reasons, transit, business, study and work) issued on the

FIGURE 1

MODALITIES OF IRREGULAR MIGRATION INTO THE EECA REGION



basis of an invitation from a travel agency, firm, or even a state entity, or by claiming asylum (Figure 1).[12] Irregular entry may consist of either crossing the border outside border control posts (either independently or with the help of locals or professional smugglers),[13] or going through these posts with forged or invalid travel documents (i.e., with expired documents or documents belonging to others, forged or invalid visas, forged invitations, etc.), with no documents at all, or through corruption.[14] Passports may be forged, or false data may be printed on legal blank passports. The traffic of passports is notably eased by the fact that the Russian Government has not yet printed a sufficient number of national passports, and hence has prolonged the validity of Soviet passports until 2005.[15] Usually visas are not forged, but the data contained therein (especially the expiration date) may be falsified. In Kyrgyzstan forged visas are the most common type of violation.[16] In Tajikistan forged visas may also be found, but most often irregular migrants use forged Tajik and Kyrgyz passports. Chinese, Indian and Sri Lankan migrants reportedly purchase forged passports in Singapore and Hong Kong, where the market for such documents is flourishing. Middle Eastern migrants often purchase forged documents in Lebanon and Turkey. Since until recently there were no foreign consulates in Afghanistan, Afghans obtained visas to Tajikistan and Russia in Iran, Pakistan and Saudi Arabia. Finally, in Moscow there is a growing market for forged passports with legal Russian, Belarusian and Ukrainian visas.

Many irregular migrants remain in EECA countries to trade (this is particularly the case for Chinese and Vietnamese migrants) or work (mainly in Russia and Ukraine), concentrating in capitals or major towns.[17] Many others attempt to leave the region irregularly and migrate west. The latter tend to spend some time in the EECA countries to prepare for their onward travel, purchase forged documents, wait to be joined by other migrants, etc. Once in the EECA countries, most migrants become irregular either by exceeding the time allowed (i.e., overstaying their visas or residence permits), or – most frequently – by violating the rules of stay (i.e., by working with a non-work visa or without a work permit).[18] Those migrants who enter the EECA countries regularly may remain in a regular situation by prolonging their visa period or changing their legal status (i.e., through enrolment in an educational institution or through an arranged marriage or asylum application).

Irregular migrants tend to rely on the assistance of compatriots who are already living in EECA countries to arrange their journey and sojourn in the region. In recent years mutual assistance associations for migrants have sprung up throughout the region, and assist compatriots (both regular and irregular) in finding housing and work, through providing loans, etc.

IRREGULAR MIGRANTS FROM EECA COUNTRIES

The EECA is itself a major source region for irregular migrants. While until recently irregular labour migrants from EECA countries sought work primarily in Russia and other EECA countries, in the aftermath of the August 1998 financial crisis in Russia and the Chechnya war, they increasingly migrated to western European countries, also due to the experiences of their compatriots and the establishment of diasporas.[19] Irregular migrants originate mainly from the Caucasus countries, Moldova, Russia, Ukraine and Belarus; their principal country of destination remains Russia, followed by Ukraine and Kazakhstan, as well as western European countries such as Germany, Belgium and the Netherlands, Mediterranean countries (primarily Italy, Turkey, Greece and Portugal), and the United Arab Emirates.

According to estimates, every year more than 3 million labour migrants from EECA countries work in Russia, only 100,000 with work permits.[20] Between 1.5 and 2 million Russians reportedly work in non-EECA countries, most of them irregularly.[21] More than 500,000 Moldovans are estimated to work abroad irregularly, half of whom are in EECA countries (mainly Russia). Of the other 250,000, one-third work in Western Europe (mainly Germany, Italy and Portugal), one-third in Central Europe and one-third in Israel. During 1998-99 more than 10,000 Moldovan citizens were expelled from Italy, Spain, Portugal, Turkey and Israel;[22] in 2000 alone Turkey deported 6,610 Moldovans, Germany 654, Greece 317 and Italy 232.[23]

Out of the 369,700 persons who applied to live in Spain under a Spanish regularization programme during 1998-1999, 9,800 were Ukrainian, 7,500 were Georgian and 4,400 Moldovan. In Portugal, a third of the 90,700 irregular migrants who received work permits within the framework of an earned-legalization programme were Ukrainian, and 20 per cent were Moldovan, Romanian or Russian (Globe and Mail, 7 July 2001; Los Angeles Times, 26 August 2001). In Greece, 9 per cent of the 243,000 irregular migrants who applied for regularization as of July 2001 were Russian and Ukrainian (Thesis.com, 23 July 2001). Many migrants work abroad seasonally or for a limited period of time. Males are mostly employed in the construction, agriculture and services sectors, while women work as domestic workers or prostitutes.

The majority of irregular migrants from EECA countries migrate to their countries of destination regularly, either freely (in the case of EECA countries, most of which have a visa-free agreement), or with a visa for tourism or personal reasons (in the case of Western countries[24]), and become irregular only once they overstay their visas and begin working without a permit. Many migrants obtain a visa in Moscow, where most consular offices of Western countries are located. In 2000, the German consulate in Moscow issued almost 2 million short-term visas and more than 600,000 other types of visas, with a rejection rate of almost 7 per cent; the Finnish consulate issued 330,000 visas, with a rejection rate of less than 1 per cent. The Italian consulate issued 145,000 visas, 80 per cent of which were for tourism, with the rest for business, study, health or family reunification; the average rejection rate was 2 per cent, mainly due to the presentation of forged documents or unreliable information about the purpose of the trip. The British consulate issued 61,630 visas, 12 per cent more than in 1999, and its rejection rate increased from 2 per cent in 1999 to 3 per cent in early 2001. Cyprus and Greece do not require visas for Russian citizens, but their consular offices each issue about 1,000 visas per year for other EECA country nationals.

Between 1998 and 2000 the number of EECA country nationals who sought asylum in Western and Central European countries almost doubled, increasing from 25,191 in 1998 to 38,441 in 1999 and to 47,208 in 2000 (Part III, Asylum-Seekers from EECA Countries in Europe, Tables 76 to 79). With 14,332 applications in 2000, Russians constituted the sixth largest national group seeking asylum in Europe. They were followed – at a distance – by Armenians (7,303 applications), Ukrainians (6,279 applications), Azerbaijanis (3,982 applications), Georgians (3,905 applications) and Moldovans (3,698 applications). Claims were filed mainly in Belgium, Germany and the Netherlands, and – starting 2000 – in the Czech Republic. While a small proportion of these persons are genuine asylum seekers, the majority are likely to be economic migrants who avail themselves of asylum channels to obtain a legal status in Western countries. Most asylum applications from EECA nationals are rejected, and a small but growing number are returned to their countries of origin.

FEMALE IRREGULAR MIGRANTS FROM EECA COUNTRIES

Women appear to constitute a majority of the irregular labour migrants from EECA countries working in Western Europe. In Greece, 6,300 of the 11,000 Russians who were granted residence permits in 1998 were women. Women constituted 79 per cent of the 9,800 Ukrainians who applied under a Spanish regularization programme in 1998-1999, 62 per cent of the 7,500 Georgians, and 72 per cent of the 4,400 Moldovans. Of the 6,610 Moldovans deported by Turkey in 2000, more than 70 per cent were young women.[25] According to the Turkish Embassy in Tbilisi, in 2000, 80 per cent of visa applicants were women. About half were reportedly engaged in small-scale shuttle trade, while the others (around 5,600 women) were believed to be working in the entertainment sector in border districts of Turkey. Many women work on short-term visas, and the rate of overstay is not very high. Unfortunately, information on female irregular labour migration from EECA countries is scarce, and does not provide a detailed picture of this phenomenon.

The predicament of female irregular labour migrants from EECA countries is considerably harsher than that of men, as the opportunities available to them in the labour markets of Western countries are more limited. In effect, while some women may be found in the agricultural and services sectors, most find employment only as domestic workers or as prostitutes. Female irregular migration from EECA countries may entail extremely different experiences, ranging from those of women working as domestic workers to those of women abroad in the sex industry, women putting their fate in the hands of smugglers with varying degrees of awareness that this will lead to prostitution, and women trafficked for sexual exploitation.

Irregular migration of women and girls from EECA countries for prostitution is a growing phenomenon, involving – according to estimates – well over 100,000 persons per year.[26] While Russian, Ukrainian and Moldovan women were the first to engage in this type of activity, women from the Caucasus and Central Asia are increasingly being lured into it. Within Russia itself, there has been an extremely rapid geographical expansion of recruitment pools beyond traditional ones (in Moscow, St. Petersburg, Vladivostok and surrounding areas) to provincial areas. Russian women are known to be involved in the sex industry in 50 different countries, mainly Turkey, Israel, Western European countries (Italy, Germany, Austria, Finland, Sweden, Greece), China and Cyprus.[27] Around 50,000 Russian women reportedly work as prostitutes in Western countries (BBC News, May 2001), while 50,000 are in China and South-East Asia (AFP, 14 July 2001). In Ukraine, the authorities uncovered 2,804 cases of trafficking in women in 1999 and 3,298 in 2000 (ICMPD, 2001a: 22). In Germany in year 2000, official policy figures indicate that 37.5 per cent of cases of trafficking involved women from Russia and Ukraine (German Federal Criminal Police, 2000). In 2000, Turkey deported 6,610 Moldovan citizens, more than 70 per cent of whom were women and girls. In 2000, 200 prostitutes were deported back to Belarus.[28] In 2000, IOM repatriated several hundred Ukrainian and Moldovan women from the Balkans and Western Europe.[29]

In the Caucasus, women are smuggled or trafficked mostly to Russia, Turkey and the United Arab Emirates. In addition to being source countries, Georgia and Azerbaijan also serve as transit countries for women trafficked from Russia, Ukraine and Central Asia on their way to Turkey and Greece. Central Asian women mostly work as prostitutes in Russia, the United Arab Emirates, the Middle East, Turkey and Greece. In Tajikistan, it is estimated that in 2000 around 1,000 women were smuggled or trafficked abroad for sexual or domestic servitude, mostly to the United Arab Emirates and Russia, but also to Pakistan, Hungary and Turkey

(IOM, 2001f). IOM estimates that approximately 4,000 women and children were trafficked from Kyrgyzstan in 1999 and around 5,000 women were trafficked from Kazakhstan in 2000 (IOM, 2001e, 2000f).

In addition to being a sending country, Russia has become a destination country for women from the EECA region and beyond, and the main hub for those in transit to the West.[30] According to law enforcement agencies, roughly half of the prostitutes working in major Russian cities are Russian, while the other half originate from other EECA countries (mainly Ukraine and Moldova, but also from Central Asia and the Caucasus).[31] The Leningrad region, bordering Finland, and the cities of Vyborg, Petrozavodsk and Murmansk, bordering Norway, increasingly attract prostitution tourism from Western Europe.

The profile of women who engage in prostitution abroad varies widely. As in the case of other migrants, the primary motivating factors are poverty and unemployment, but also the desire to improve one's living conditions. Furthermore, in a context of social breakdown, an increasing number of women and girls have become vulnerable: these range from single or divorced women and female heads of household, to former inmates or residents of orphanages and so-called social orphans (homeless children running away from violent or alcoholic families). It should also be noted that in the large cities of the western EECA countries prostitution is widely tolerated, if not glamorized in the media, and does not carry a heavy moral and social stigma.

Irregular migration of women and girls for prostitution from EECA countries takes place overwhelmingly through intermediaries who may be acquaintances, modelling agencies, travel agencies, smugglers or traffickers. While women in large cities and in western EECA countries have been exposed to this phenomenon for some time and are therefore often aware that female irregular migration almost always entails prostitution, most women from more remote areas, as well as from the Caucasus and Central Asia, are not aware of this. Moreover, even those women who are aware of what awaits them are often unaware of the levels of violence and exploitation to which they will be subjected. The fate of trafficked women is of special concern. Trafficked women are lured through job offers for models, au pairs, domestic workers, barmaids and dancers, and are deceived about the real nature of the job awaiting them. Once in the countries of destination, their documents are taken from them and they are subjected to threats, blackmail, violence and rape unless they comply with the demands made. Their movements are restricted, their living conditions are dismal and they are moved repeatedly from one location to another (All-Russian Research Institute of the Ministry of the Interior of the Russian Federation, 2000).

INTERMEDIARIES

At every step of the journey, a cadre of intermediaries, ranging from individuals and informal networks to visa brokers, travel agencies, job placement centres, modelling agencies, marriage and other service agencies and criminal gangs of smugglers and traffickers, offer migrants assistance, for a fee. Some of these intermediaries are legitimate and work legally; others are legal but may perform illegal services; others are illegal but also perform legal services, and still others are entirely illegal in their status and activities. While the extent to which irregular migrants avail themselves of these services varies greatly depending on where they come from, where they are and where they want to go, most of them do make use of intermediaries.

As a rule individual intermediaries and informal networks consist of relatives, acquaintances or other compatriots living in countries of transit or destination, whom migrants tend to trust more than agencies, not always to good effect. In recent years agencies offering assistance to migrants have rapidly developed and diversified in EECA countries – and particularly in Russia – as EECA nationals have become increasingly mobile and able to afford their services. Irrespective of their legal or illegal status, these agencies advertise freely and actively in newspapers and specialized magazines. Some agencies specialize in legally procuring national documents such as passports, workbooks and temporary and permanent residence permits, relying on good connections, and possibly bribes, to cut through the unwieldy bureaucracy of EECA countries. Others obtain such documents illegally or provide migrants with forged documents.[32] Some agencies, including most medium-sized and large travel agencies, legally provide travel documents such as visas, invitations abroad, etc. In Moscow, several of them are formally registered with Western consular offices. These agencies can procure western European visas in an average of one to two weeks for a cost of US$150 (US$ 250 for France and Germany). A voucher for the Czech Republic takes, on average, two to three weeks and costs US$ 75.

Furthermore, many job placement agencies are officially licensed for foreign labour migration; in 1999 there were 250 such agencies in Russia alone (Krassinets, forthcoming).[33] These agencies propose mostly low-skilled jobs, trying to attract as many clients as possible. Since obtaining employment visas to Western countries is extremely difficult, however, most agencies only offer tourist visas and contacts in the destination country that might help migrants locate work. Their fees range from US$ 700 to 8,000. Modelling and marriage agencies are often merely legal covers for trafficking businesses. Finally, there are scores of service agencies which do not specialize in one particular type of activity, but which provide a range of legal and often illegal services to migrants. Many such agencies have had their licenses revoked or suspended, and criminal proceedings have been initiated against some of them because they either deceived clients or engaged in migrant smuggling.[34] In Russia, where the market for this type of service is most highly developed, illegal businesses are gradually supplanting legal ones.

Criminal organizations have also taken over a large share of migrant smuggling and trafficking. Both activities have become highly sophisticated and profitable businesses, availing themselves of organized networks, well developed infrastructures and modern means of communication. These organizations are based mostly in transit countries such as Kazakhstan, Tajikistan, Belarus, Russia and Ukraine.[35] They range from small groups of two to three smugglers operating locally in border areas, to service agencies with a personal relationship with recruiters in the countries of origin and intermediaries abroad (these are often compatriots), to large-scale criminal networks with a high degree of specialization and a high volume of activity. Such sophisticated networks operate throughout the EECA region, control a series of legal and illegal agencies, maintain permanent contacts in countries of origin, transit and destination, and have the capacity to arrange for both irregular and regular crossing of borders. Larger groups often sub-contract segments of the business to small-scale recruiters and traffickers. Many criminal groups are organized along ethnic lines, particularly within the Northern and Southern Caucasus communities.

In addition, some of the criminal groups which are active in migrant smuggling and trafficking are also involved in drug trafficking, especially in Central Asia where the routes coincide. Yet irregular migrants seldom carry drugs themselves, as narco-traffickers prefer to rely on dedicated carriers. [36]

CONCLUSION

As this essay attempts to demonstrate, irregular migration within, to, through, and from the EECA region defies simplistic description. Unfortunately, the information currently available is grossly inadequate and does not permit complete analysis of the many facets and ramifications of this phenomenon. Further research, and agreement on common definitions and concepts, is needed, both in individual EECA countries and at the regional level, in order to obtain a more complete picture of irregular migration patterns and trends.

NOTES

1. In the Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the 2000 UN Convention against Transnational Organized Crime, smuggling of migrants is defined as, "the procurement, in order to obtain, directly or indirectly, a financial or other material benefit, of the illegal entry of a person into a State Party of which the person is not a national or a permanent resident". In the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the same Convention, trafficking in persons is defined as "the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs."
2. These are Armenia, Azerbaijan and Georgia.
3. Around 5 million people live in the southern part of the Russian Far East, while 102 million people (of whom 7-8 million are unemployed), live in the three north-eastern Chinese provinces bordering Russia. In Russian regions bordering China the population density is 15 to 30 times lower than in Chinese regions bordering Russia.
4. Kyrgyzstan and Russia have a visa-free agreement with China, which is the main country of origin of irregular migrants in the region. The 1992 agreement on simplified movement of tourists between Russia and China provided that tourists may sojourn in the other country for up to three months with a group visa. In 2000 a new agreement was signed, limiting the duration of the stay to one month.
5. These entities are as a rule underfunded, under- (and poorly-) staffed and subjected to periodic reorganizations. In addition, the Moldovan Government does not control the border between Moldova and Ukraine, nor does Georgia control part of its border with Russia, owing to the existence of separatist enclaves. Kyrgyzstan's Central Border Control Department of the National Security Service started patrolling Kyrgyzstan's borders and collecting statistics only in August 1999 (they were previously patrolled by the Russian Border Guards), and started systematically counting all foreigners crossing the border only in June 2000. Similar dysfunctions in data collection may be found in all EECA countries.
6. For instance, in Kazakhstan the data of the Ministry of Interior seldom coincide with those of the Agency for Statistics, the Ministry of Labour and Social Protection, the Committee for National Security and the Agency for Migration and Demography.
7. Estimates may be based on border control da0ta, administrative files on foreigners, entry and exit statistics, visa statistics, statistics on refused visas, asylum claims, residence and work permits, infraction statistics related to entry, stay and work, and illegal migrant regularization statistics.
8. This second possibility is corroborated by the fact that while border control increased only at some border points, the number of persons who were not allowed to cross the border increased at all border points.

9. Data of the Russian Ministry for Federal Affairs, Nationalities and Migration Policy.
10. This route is less frequently used due to greater border control in Ukraine.
11. This route is more recent.
12. In Russia the tourist and study visas are the ones most used by irregular migrants, especially Chinese. According to the Russian Ministry for Federal Affairs, Nationalities and Migration Policy, 50 per cent of the foreign students living in the Irkutsk region are Chinese. Almost all of them work in the wood processing industry or trade. In Ukraine 23.9 per cent of the persons apprehended for violating the legislation on the legal status of foreigners had a visa for personal reasons, 22.6 per cent had a study visa, 13.4 per cent had a visa for official business, 12.3 per cent had a labour contract according to intergovernmental agreements, 6.5 per cent had a work permit delivered by the Ministry of Labour, 5.9 per cent were refugees, 5.8 per cent were permanent residents, 4.1 per cent were tourists and 2.8 per cent belonged to a religious order.
13. In Ukraine the number of irregular migrants apprehended in 2000 at the Russian-Ukrainian border outside border control posts increased by 120 per cent as compared to 1999, and the number of those apprehended at the Ukrainian-Belarussian border increased by 140 per cent.
14. Invalid visas usually have a forged expiration date, a forged photograph, or are expired. Migrants overwhelmingly use forged or other people's passports upon entering EECA countries. The Ukrainian authorities apprehended 773 persons with forged or other people's passports in 1998, 956 in 1999 and 692 in 2000. In Kyrgyzstan from August 1999 to December 2000 479 persons with forged or other people's passports were apprehended. Every year the Belarussian Border Guards apprehend some 25,000-35,000 persons with invalid documents and 400 persons with forged or other people's passports. In Russia more than 1,000 persons were apprehended in 2000 while attempting to exit the country towards Western countries with forged documents. Of these 184 were Bangladeshi, 154 Turk, 151 Sri Lankan, 141 Indian, 49 Pakistani, and 49 Chinese. In Central Asia irregular migrants often attempt to cross the border mingling with a group of compatriots who are crossing legally.
15. Since the introduction of new Russian passports in October 1997, only 17 per cent of Russian citizens have been granted one (RFE/RL, 19 April 2001; RFE/RL, 20 April 2001).
16. In 2000 out of the 115 persons apprehended at the border 103 had forged visas (of these, 44 were Russians, 44 Kazakhs, and 11 Kyrgyz).
17. In Ukraine, 5.3 per cent of the foreigners living in the country and 17 per cent of those living in Kyiv were estimated to be in an irregular situation. According to the Head of Moscow's Migration Service, in 2000 more than 2 million people were apprehended in Moscow for lacking a residence or work permit.
18. In Ukraine the majority of the persons apprehended for violating the legislation on the legal status of foreigners held an expired visa. In Armenia, almost all the foreigners apprehended for being unlawfully present in the country held an expired visa. In Russia 170,000 foreigners with expired visas were apprehended in 2000; 90 per cent of them were fined. In Kazakhstan 32,000 Chinese nationals with expired visas were apprehended in 2000.
19. The main regularization programmes that took place up to 1998 in France, Greece, Italy, Portugal and Spain confirm that until very recently there were few irregular migrants from the EECA region living in these countries.
20. Estimate of the Independent Research Council on Migration in the CIS and Baltic States. In 1998, 115,940 citizens of EECA countries received a work permit in Russia; they were 99,116 in 1999 and 96,000 in 2000. Data of the Russian Federal Migration Service for 1998 and 1999, and of the Russian Ministry for Federal Affairs, Nationalities and Migration Policy for 2000.
21. Estimate of the Independent Research Council on Migration in the CIS and Baltic States. See also "Migration in Russia", Part II, Moscow, 2001, p. 21. Of these migrants, only 45,800 had work permits in 2000. Data of the Ministry for Federal Affairs, Nationalities and Migration Policy.
22. Data of the Moldovan Service of Information and Security.
23. Data of the Moldovan Ministry of Interior. (*Moldova Suverana*, 3 April 2001).
24. Often migrants apply for a visa from the Shenghen country with the least strict requirements and, once there, they move on to another Shenghen country.
25. Data of the Moldovan Ministry of Interior. (*Moldova Suverana*, 3 April 2001).
26. Estimate of the contributors to the country chapters. According to the US Department of State, every year 100,000 EECA countries citizens are victim of trafficking. According to the Hot

Line for Migrant Workers in Tel Aviv, every year 2,000-3,000 women from EECA countries are trafficked to Israel, notably thanks to Russian organized crime connections in this country. While until recently these women arrived by plane and boat, they now enter the country irregularly through the Sinai desert (UTC, 2001). In Germany, out of 840 victims of trafficking recorded in 1998 14 per cent were Ukrainian and 9 per cent were Russian; in 1999, out of 801 victims 22 per cent were Ukrainian and 11 per cent Russian. In 22 per cent of the cases, the women had been recruited professionally, i.e., through agencies or newspaper advertisements; 60 per cent said they had been misled about their future job whereas 28 per cent said they had agreed to work as prostitutes; 37 per cent entered Germany illegally, while 34 per cent entered legally (53 per cent by car, 32 per cent by bus or train and 9 per cent by air) (German Federal Criminal Police, 1998, 1999).

27. Data of the Global Survival Network. In 1998 the Russian Intelligence Service recorded 200 cases of sexual exploitation of Russian women in Germany, Belgium, Turkey, Greece, South Korea and Japan. Over the past two years the Russian Border Guards have apprehended more than 5,000 Russian women attempting to leave Russia with invalid documents. Their intended countries of destination were mainly Turkey, Italy, Germany, Bulgaria and Finland. Destination countries vary from year to year: while Cyprus was a popular destination one or two years ago, now it is Spain's turn. While Western Europe is the final destination for many trafficking and smuggling routes, growing numbers of women are trafficked first for some period of time to the Balkans and EU accession states.
28. Data of the Ministry of Interior.
29. From mid-1999 until mid-2001, IOM assisted almost 350 women to return from Bosnia, where they were forced to work as prostitutes, to their country of origin. Most of them were from Moldova and Romania, but also from Belarus, Hungary, Kazakhstan, Russia, Ukraine and Yugoslavia.
30. Hundreds of Mongolian women are reportedly trafficked to Russia each year, as well as to China, Japan, Germany and the UK (*Transition On-Line*, 21 August 2001d).
31. According to the Trans-national Centre on Crime and Corruption, 44 per cent of the 68,000 women detained for prostitution in St. Petersburg in 1999 were from EECA countries (mainly Ukraine and Moldova, but also Georgia and Tajikistan).
32. Often such agencies provide unemployed migrants with fake letters from employers, including state entities, stating that the person is employed by them and that s/he is travelling for an official purpose.
33. According to the Head of Moscow's Migration Service, 60 job placement firms operating illegally were uncovered in 1998 and 80 in 1999.
34. In Russia 16,200 travel agencies were fined in 1998, 6,300 in 1999 and 7,100 in 2000. Data of the Russian Ministry of Interior. According to the Moscow municipal police, during the first ten months of 2000 alone some 700 firms issuing invitations to foreigners were found to be operating without licence or were deprived of their licence due to irregularities in their functioning.
35. At a EU Conference on immigration held in Paris in July 2000, Russia was cited alongside Albania and Turkey as one of the main sources of human smuggling and trafficking. In Russia around 400 organized groups of traffickers were apprehended in 1999-2000. In Belarus, 40 criminal groups involved in trafficking in women were disbanded in 1999 and 140 in 2000; 34 traffickers were arrested in 1999 and 36 in 2000. In Ukraine 3,223 traffickers were arrested in 1999 and 3,739 in 2000 (ICMPD, 2001a).
36. Tajiks reportedly constituted 65 per cent of the narco-traffickers in the Central Asian region (Brill Olcott and Udalova-Zvart, 2000: 11).

Part II
Country Chapters

Armenia

TABLE 7

SUMMARY TABLE OF MIGRATION FLOWS AND STOCKS 1998-2000
(persons)

	1998	1999	2000
Total population[a]	3,798,238	3,803,395	3,802,400
Citizens	Not available	Not available	Not available
Aliens	Not available	1,179[b]	1,016[c]
Stateless persons	Not available	Not available	2,831[d]
Immigrants[e]	1,636	1,829	1,596
Emigrants[f]	8,837	8,483	12,474
Refugees and persons in refugee-like situations from EECA countries	310,000[g]	310,000[h]	249,100[i]
Refugees and persons in refugee-like situations from non-EECA countries[j]	14	24	17
Internally displaced persons	Not available	72,000[k]	
Repatriants[l]	1,261	1,560	1,383
Movements of persons belonging to formerly deported peoples	Not applicable	Not applicable	Not applicable
Irregular migrants	Not available	Not available	Not available
Persons apprehended at the border[m]	19	29	35
Persons apprehended for being unlawfully present on the territory	Not available	110[n]	39[o]
Persons deported from the country[p]	Not available	95	39
Ecological migrants	Not available	Not available	120,000[q]

Notes: a) Data of the Ministry of Statistics, State Registry and Analysis as of 31 December; b) Data of the Ministry of Interior as of 31 December 1999. This is the number of foreigners who were granted visas or residence permits for a duration longer than 6 months; c) Data of the Ministries of Interior and Foreign Affairs as of 31 December 2000. This is the number of persons with diplomatic status (265 persons) and foreign students (751 persons) residing in the country; d) Data of the Department for Migration and Refugees as of end 2000; e) Data of the Ministry of Statistics, State Registry and Analysis. This is the total number of persons who moved to Armenia during a given year; f) Data of the Ministry of Statistics, State Registry and Analysis. This is the total number of persons who left Armenia during a given year; g) Data of the Department for Migration and Refugees. This is the total number of refugees from Azerbaijan as of end 1998; h) Data of the Department for Migration and Refugees. This is the total number of refugees from Azerbaijan as of end 1999. According to UNHCR, there were 296,200 refugees at year end; i) Data of the Department for Migration and Refugees. This is the total number of refugees from Azerbaijan as of end 2000 (238,100 persons), as well as of persons in refugee-like situations from Abkhazia, Georgia (8,000 persons) and Chechnya, Russian Federation (3,000 persons). According to UNHCR, there were a total of 280,591 refugees at year end; j) Data of the Department for Migration and Refugees. This is the total number of persons at year end; k) Data of the Department for Migration and Refugees. This is the total number of persons at year end; l) Data of the Ministry of Statistics, State Registry and Analysis. This is the number of ethnic Armenians who moved from EECA and Baltic States to Armenia during a given year; m) Data of the Federal Border Service of the Russian Federation, which is responsible for patrolling the Armenian border. These are persons who were apprehended during a given year while attempting to enter Armenia irregularly at the Armenian-Turkish border; n) Data of the Passport-Visa Department of the Ministry of Interior. These are persons who during a given year were issued deportation orders for being unlawfully present in Armenia. All were from outside the EECA region; 48 were Indian, 37 were Sri Lankan, 14 were Pakistani, 7 were Iraqi and 4 were Iranian; o) Data of the Passport-Visa Department of the Ministry of Interior. These are persons who during a given year were issued deportation orders for being unlawfully present in Armenia. All were from outside the EECA region; 34 were Indian, 3 were Iranian and 2 were Syrian; p) Data of the Passport-Visa Department of the Ministry of Interior. These are persons who were issued deportation orders during a given year; q) Data of the Department for Migration and Refugees. This is the total number of ecological migrants as of end 2000. It includes 100,000 ecological migrants from the 1988 Spitak earthquake who were still in need of resettlement and 20,000 persons who were displaced in 2000 in the wake of landslides in the Kotaik and Tavush Vaiots regions.

ARMENIA

The difficult socio-economic situation in Armenia, stemming from the Nagorno-Karabakh conflict and the persisting state of "neither war nor peace", continued to generate mass emigration, mainly for labour purposes but also for family reunification. According to estimates, in the past ten years 800,000-900,000 people – almost a quarter of the total population – left Armenia; 620,000 went to Russia, 80,000 to Ukraine, 15,000 to Belarus, 100,000 to the USA and 20,000 to Western Europe.[1] During 1998-2000 the socio-economic situation somewhat stabilized and living standards improved, due in part to emigrant remittances. Nonetheless, emigration continued unabated and even markedly increased in 2000. Surveys indicate that every third household in Armenia has one or more family members working abroad, mostly in Russia.[2] Several thousand Armenians sought asylum in Western Europe (6,407 in 1998, 9,398 in 1999 and 7,303 in 2000), primarily in Belgium, Germany, the Netherlands and Poland (Tables 76-79). Most applications were rejected and Armenians either voluntarily returned home or were deported. An average of 3-4,000 Armenians are deported each year from European countries, mainly from Germany, Belgium and the Netherlands; in 1999 more than 2,000 were deported.[3]

According to Armenian statistics, in 1998-2000 the net migration figure with other EECA and Baltic States was -22,667 persons; however, according to statistics provided by other EECA countries, the figure was -45,752 persons.[4] The flows were directed mainly towards Russia (87.7%), and – to a smaller extent – Ukraine (7.2%) and Belarus (4.5%; Table 8). Officially recorded emigration to countries outside the EECA and Baltic region was negligible: it involved 723 persons in 1998, 981 persons in 1999 and 455 persons in 2000 (in the latter year, 410 persons went to the USA, 20 to Germany, 15 to Israel and 10 to France).[5] The overwhelming majority of migrants were Armenian; the rest were Russian and Kurd (3.6 and 2.8 per cent of net migration in 1998-2000, respectively; Table 9).

The Armenian diaspora is currently 5.5 million persons strong, one and a half times Armenia's population. Roughly half is settled in EECA and Baltic States, while the rest live in the USA (1.2 million persons), France (450,000 persons), the Middle East, Turkey and Iran (472,000 persons altogether), Argentina (130,000 persons) and Poland (100,000 persons; Table 10). The existence of such a sizeable and scattered diaspora has greatly facilitated the emigration of Armenian nationals.

As of the end of 2000, Armenia hosted 238,100 refugees from Azerbaijan and 72,000 IDPs who were forced to leave their homes in the wake of the Nagorno-Karabagh conflict.[6] In addition, Armenia offered temporary protection to 8,000 refugees from Abkhazia (Georgia) and 3,000 from Chechnya (Russian Federation). In the 1998-2000 period, substantial headway was made in integrating refugees. The Government began promoting the naturalization of refugees, simplifying administrative procedures and carrying out information campaigns. Many refugees, aware that their rights are equivalent to those of citizens, were unwilling to apply, fearing the loss of refugee benefits and of possible compensation for lost property, as well as conscription into the army. Around 26,300 refugees have received Armenian citizenship so far.[7]

Armenia is not only a source country, but is also – to a lesser extent – a transit country for irregular migrants from the Middle East, Africa and South Asia. Very few, however, were apprehended between 1998 and 2000. During this period the authorities apprehended only 83

persons at the Armenian-Turkish border, and in 1999-2000, 149 persons (mostly Indians, Pakistanis and Sri-Lankans) were issued deportation orders for violating the rules of stay in the country. Trafficking in Armenian women for sexual exploitation is a statistically small but growing problem, with primary destination countries being the United Arab Emirates and Turkey (IOM, 2001h).

Also during this time period, around 100,000 ecological migrants from the 1988 Spitak earthquake were still in need of resettlement, and an additional 20,000 persons were displaced in 2000 in the wake of landslides in the Kotaik and Tavush Vaiots regions.

The high rate of emigration has emerged as one of the major issues facing the country. In late 2000, the Government adopted a migration policy concept paper, which listed as priorities: establishing a migration information system; promoting the return of Armenian migrants; regulating and promoting overseas employment; controlling immigration flows; integrating refugees and IDPs; ensuring early warning and preparedness for displacement flows; promoting relations with the Armenian diaspora, and developing programmes for reducing emigration flows. The focal point for migration policy development and coordination is the Department for Migration and Refugees, established in 1999, which is also responsible for assisting refugees and regulating labour migration. Coordination among the six governmental entities involved in immigration control and border management has remained a major challenge.

While Armenia has adopted several legislative measures on migration issues, it still does not have a consolidated migration law, nor legislation specifically addressing migrant trafficking. However, a law on refugees was adopted in March 1999, and amendments to the National Election Code adopted in April 2000 enable refugees to participate in local elections. To encourage refugees to naturalize, a law was adopted in December 2000, On rights and socio-economic guarantees of persons who were forced to move from Azerbaijan in 1988-1992 and who have received Armenian citizenship. Also in 2000, legislative measures were initiated on overseas employment and on entry and exit.

Since 1996, IOM has been implementing a Programme on Capacity-building in Migration Management in Armenia. Through a combination of inter-ministerial working groups, international expert input, workshops and study visits, this programme has contributed to conceptual, policy and legislative developments in migration management in the country and has increased capacity in terms of human resources in the migration sector. IOM activities have focused on border management and migration information systems; labour migration; research on trafficking in women, children and migrants (IOM, 2001h); micro-enterprise development for refugees, IDPs and returnees, and migration sector NGO capacity-building.

UNHCR provided assistance to refugees; promoted local integration by improving housing and social infrastructures; assisted national authorities to process asylum claims; established a reception centre for asylum-seekers; conducted information campaigns, and provided legal counselling for naturalization. UNHCR has also begun the process of handing over its responsibilities to development actors, although the latter have not been as receptive as had been hoped.

While the NGO sector was thriving, due in part to diaspora funding, not many local NGOs were involved in migration issues. Most of them worked out of the capital, Yerevan, and were just beginning to establish a presence in refugee/IDP areas. During 1998-2000, migration NGOs were mainly involved in small-scale integration and humanitarian assistance pro-

grammes, and were gradually moving from relief to integration programmes. Regional links were developed between migration sector NGOs in the three Caucasus countries.

NOTES

1. Estimate of the Department for Migration and Refugees on the basis of the entry and exit data of Yerevan airport, the main port of entry/exit in the country. While according to the Ministry of Statistics, State Registry and Analysis the population of Armenia is 3.8 million people, the actual number is around 3 million, if one takes into account the number of emigrants mentioned above.
2. Surveys carried out by Lyudmila Harutyunyan, the contributor of this chapter.
3. Data of the Ministry of Foreign Affairs. Of the Armenian citizens deported back home in 2000, 56 per cent were deported from Germany, 20 per cent from Belgium, 10 per cent from the Netherlands, 4 per cent from Hungary, 2.5 per cent from the Baltic States, 1.4 per cent from Austria, 1.1 per cent from the Czech Republic, and 0.5 per cent each from Switzerland and the UK.
4. According to the Department for Migration and Refugees, which in 2000 started keeping records of border crossings, in the year 2000 alone net migration was of -57,500 persons.
5. Ministry of Interior data.
6. Following a recount, the number of refugees decreased by 23.2 per cent, probably due to the emigration of refugees. According to UNHCR, as of end of 2000 there were 280,591 refugees, of whom 54.2 per cent were women, 45.4 per cent were of working age and 44.2 per cent were pensioners.
7. Data of the Passport-Visa Service of the Ministry of Interior.

TABLE 8

MIGRATION FLOWS WITH EECA AND BALTIC STATES, BY COUNTRY 1998-2000
(persons and per cent)

Country	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
EECA countries	1,589	99.81	8,102	99.85	-6,513	1,470	82.31	6,879	91.7	-5,409	1,193	75.03	11,519	95.84	-10,326
AZE	312	19.6	249	3.07	63	151	8.45	231	3.08	-80	113	7.11	31	0.26	82
BLR	17	1.07	159	1.96	-142	11	0.62	96	1.28	-85	123	7.74	909	7.56	-786
GEO	210	13.19	111	1.37	99	286	16.01	73	0.97	213	8	0.50	153	1.27	-145
KAZ	18	1.13	40	0.49	-22	11	0.62	28	0.37	-17	222	13.96	66	0.55	156
KGZ	1	0.06	2	0.03	-1	–	–	–	–	–	14	0.88	47	0.39	-33
MDA	5	0.31	35	0.43	-30	6	0.33	16	0.21	-10	1	0.06	–	–	1
RUS	833	52.32	6,756	83.26	-5,923	817	45.75	5,727	76.36	-4,910	578	36.35	9,632	80.14	-9,054
TJK	1	0.06	3	0.04	-2	7	0.39	1	0.01	6	4	0.25	–	–	4
TKM	23	1.45	8	0.1	15	20	1.12	21	0.28	-1	13	0.82	6	0.05	7
UKR	151	9.49	720	8.87	-569	138	7.73	656	8.74	-518	101	6.35	654	5.44	-553
UZB	18	1.13	19	0.23	-1	23	1.29	30	0.40	-7	16	1.01	21	0.18	-5
Baltic States	3	0.19	12	0.15	-9	–	–	8	0.1	-8	–	–	4	0.03	-4
Not specified	–	–	–	–	–	316	17.69	615	8.2	-299	397	24.97	496	4.13	-99
Total	1,592	100	8,114	100	-6,522	1,786	100	7,502	100	-5,716	1,590	100	12,019	100	-10,429

Source: Ministry of Statistics, State Registry and Analysis.

TABLE 9

MIGRATION FLOWS WITH EECA AND BALTIC STATES, BY ETHNIC GROUP 1998-2000

(persons and per cent)

Ethnic group	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
Armenians	1,261	79.21	7,090	87.38	-5,829	1,560	87.35	6,775	90.31	-5,215	1,383	86.99	11,159	92.85	-9,776
Kurds	108	6.78	304	3.75	-196	82	4.59	250	3.33	-168	59	3.71	337	2.80	-278
Russians	131	8.23	457	5.63	-326	72	4.03	300	4.00	-228	94	5.91	352	2.93	-258
Ukrainians	21	1.32	98	1.21	-77	19	1.06	90	1.20	-71	11	0.69	58	0.48	-47
Others	71	4.46	165	2.03	-94	53	2.97	87	1.16	-34	43	2.70	113	0.94	-70
Total	1,592	100	8,114	100	-6,522	1,786	100	7,502	100	-5,716	1,590	100	12,019	100	-10,429

Source: Ministry of Statistics, State Registry and Analysis.

TABLE 10

ARMENIAN DIASPORA
OUTSIDE THE EECA AND BALTIC REGIONS
(persons)

Country	Persons
Africa	
Egypt	15,000
Sudan	1,000
Others	650
Americas	
Argentina	130,000
Brazil	20,000
Canada	50,000
Uruguay	19,000
USA	1,200,000
Others	4,100
Asia and the Middle East	
Iran	150,000
Lebanon	130,000
Syria	100,000
Turkey	92,000
Others	15,350
Europe	
Belgium	5,000
Bulgaria	30,000-40,000
Czech Republic	10,000
France	450,000
Germany	40,000
Greece	20,000-30,000
Hungary	10,000
Poland	100,000
Romania	10,000
Scandinavia	16,000
UK	12,000
Yugoslavia	10,000
Others	6,500
Oceania	
Australia	45,000
New Zealand	600
Total	2,720,540

Source: Ministry of Foreign Affairs.

Azerbaijan


100 km
Russian Federation
Georgia
Caspian Sea
Armenia
Azerbaijan
Baku
Turkey
Iran

TABLE 11

SUMMARY TABLE OF MIGRATION FLOWS AND STOCKS 1998-2000
(persons)

	1998	1999	2000
Total population	7,713,732[a]	8,016,200[b]	8,081,000[c]
Citizens[d]	7,931,370	7,791,550	7,853,870
Aliens[e]	6,024	4,652	7,986
Stateless persons[f]	233,682	219,998	219,144
Immigrants[g]	5,404	4,806	4,361
Emigrants[h]	10,498	9,142	9,947
Refugees and persons in refugee-like situations from EECA countries	233,682[i]	219,998[j]	221,937[k]
Refugees and persons in refugee-like situations from non-EECA countries	Not applicable	Not applicable	843[l]
Internally displaced persons	616,546[m]	568,352[n]	575,268[o]
Repatriants[p]	3,512	3,138	2,860
Movements of persons belonging to formerly deported peoples[q]	29,015	25,130	24,492[r]
Irregular migrants	Not available	Not available	Not available
Persons apprehended at the border[s]	1,306	2,461	1,450
Persons apprehended for being unlawfully present on the territory	Not available	Not available	Not available
Persons deported from the country	Not available	Not available	Not available
Ecological migrants	4,500[t]	Not available	Not available

Notes: a) Data from the census of 27 January 1999; b) Data of the State Committee on Statistics as of 31 December 1999; c) Data of the State Committee on Statistics as of 31 December 2000; d) Data of the State Committee on Statistics as of 31 December of a given year; e) Data of the Ministry of Interior at year end; f) Data of the State Committee on Statistics at year end. These are refugees; g) Data of the State Committee on Statistics. This is the total number of persons who moved to Azerbaijan during a given year; h) Data of the State Committee on Statistics. This is the total number of persons who left Azerbaijan during a given year; i) Data of the State Committee on Statistics. This is the total number of persons at year end. According to UNHCR, they totalled 221,600; j) Data of the State Committee on Statistics. This is the total number of persons at year end. According to UNHCR, they totalled 221,600; k) This figure includes the refugees registered by the State Committee on Statistics (219,124 persons), 287 persons granted refugee status by UNHCR and 2,526 asylum seekers, mostly Chechens (2,462), whose cases were pending with UNHCR; l) These are Afghan asylum seekers whose cases were pending with UNHCR; m) Data of the State Committee on Statistics as of 31 December 1998. According to UNHCR they totalled 576,300; n) Data of the State Committee on Statistics as of 31 December 1999. According to UNHCR they totalled 569,550; o) Data of the State Committee on Statistics as of 31 December 2000. According to UNHCR they totalled 572,451; p) Data of the State Committee on Statistics as of 31 December of a given year. This is the number of ethnic Azeris who moved to Azerbaijan from EECA and Baltic States in a given year; q) Data of the State Committee on Statistics. This is the total number of Meskhetians who moved from Uzbekistan to Azerbaijan in 1989-1998, and who were living in the country at year end. They are also included in the refugee figure; r) Data of the State Committee on Statistics. This is the total number of Meskhetians who moved from Uzbekistan to Azerbaijan in 1989-1998, and who were living in the country as of end 2000. They are also included in the refugee figure. According to UNHCR, there were 51,649 Meskhetians living in the country at year end; s) Data of the Ministry of National Security; t) Figure quoted in the State Migration Policy Concept of December 1998. Among these, 3,000 persons were forced to relocate owing to the rise of the Caspian sea.

AZERBAIJAN

While in the late 1980s and the first half of the 1990s migration flows in Azerbaijan resulted mostly from the Nagorno-Karabakh conflict and political instability in the country, since 1996, and particularly since 1998, economic factors have become predominant. The rising poverty level of the refugee and IDP populations, coupled with the low living standards and mass unemployment of the population as a whole, spurred significant rural-to-urban migration and emigration for labour purposes. In 1998-2000, net migration with other EECA and Baltic States was -13,912 persons according to Azerbaijani statistics (Table 12), but -44,178 persons according to statistics provided by other EECA countries (including 19,049 in 1998, 12,917 in 1999 and 12,212 in 2000).[1] Emigration flows were overwhelmingly directed towards Russia; in 1998-2000, net migration with this country was -16,198 persons (-42,069 persons according to Russian data). In 1999-2000 such flows decreased notably, due to military operations in Chechnya and the August, 1998 economic crisis in Russia. The majority of emigrants were ethnic Azeri (67.3% in 2000), followed by Russians (Table 13). The share of Russians has steadily decreased (from 30.3 per cent in 1998 to 21.6 per cent in 2000), indicating that the repatriation of Russians from Azerbaijan is almost complete. In 1998-2000, 3,933 Azerbaijani citizens (mainly ethnic Russians) moved to Russia, where they obtained the status of "forced migrant" (3,815 persons) or refugee (118 persons).[2] As of early 2001, Russia hosted a total of 37,478 refugees and "forced migrants" from Azerbaijan.[3] Unregistered emigration was significantly higher: according to government sources, around 600,000 Azerbaijanis in 1998 and around 800,000 in 1999 (i.e., a full tenth of the population of Azerbaijan) lived in Russia.[4]

In 1998-2000 1,345 persons (mostly ethnic Azeris and Russians) emigrated outside the EECA and Baltic regions for permanent residence (Tables 14 and 15). In addition, several thousand Azerbaijanis went to work irregularly in Turkey and Western Europe. According to estimates, in 2000, up to 10,000 Azerbaijanis lived irregularly in Germany (mainly in Leipzig, Berlin and Koln) with 5,000 in the Netherlands (mainly in the Hague and Amsterdam).[5] Some of them applied for asylum in European countries (3,297 in 1998; 6,216 in 1999, and 3,982 in 2000), mainly in Germany and the Netherlands (Tables 76-79).

The status of the refugee and IDP populations remained uncertain since no resolution was reached regarding the status of Nagorno-Karabakh. Altogether they numbered 798,392, representing almost 10 per cent of the total population of the country, the highest rate in the EECA region. The number of refugees remained stable, decreasing slightly because of emigration (233,682 in 1998 and 219,124 in 2000. See Table 16). This caseload was comprised mainly of ethnic Azeris who fled Armenia during 1988-1991, together with Kurds and Russians, as well as formerly deported Meskhetian Turks who fled Uzbekistan in 1989 and refused to apply for Azerbaijani citizenship in hopes of returning someday to their homeland in Georgia.[6] All of them remained stateless. In addition, in 2000, Azerbaijan hosted 2,462 refugees from Chechnya, without, however, granting them residence permits which would allow them to work, access social services and send their children to school.[7] The number of IDPs decreased by 9.3 per cent between 1998 and 2000; as of end of 2000, they totalled 575,268.[8] The predicament of refugees and IDPs reached a critical juncture: their poverty level increased, yet humanitarian assistance dropped dramatically, especially beginning in 1999, and development assistance did not increase accordingly. Thus, refugees and IDPs are among the poorest people in the country. More than half of them have been living in temporary accommodations – including tent camps, public buildings and railway wagons – for almost a decade, with little

hope of returning to their homes. Since permanent settlement was discouraged, a growing number of them have emigrated in search of work opportunities.

During this period, Azerbaijan also continued being widely used as a transit country for irregular migrants, especially Afghans and Iranian Kurds. During 1998-2000, a total of 5,217 persons were apprehended at the border. Trafficking in women also became a growing phenomenon; the principal destinations have been Russia, Turkey and the United Arab Emirates. In addition to being a source country, Azerbaijan also served as a transit country for women trafficked from Russia, Ukraine and Central Asia on their way to Turkey and Greece.

Government priorities in the migration sphere have included regulating labour migration, facilitating remittances and encouraging the creation of a diaspora; improving border controls in order to stem irregular migration and trafficking, and registering the population in order to better control internal migration. Migration issues are dealt with by a number of bodies, and would benefit from greater coordination. The State Committee for Refugees and IDPs, headed by the Deputy Prime Minister, coordinates all humanitarian assistance to IDPs. In 1999 a new department for Refugee and IDP Problems, Migration and International Humanitarian Organizations was created within the Cabinet of Ministers, also headed by the Deputy Prime Minister. In May 2000, the National Border Control Oversight Commission, also headed by the Deputy Prime Minister, was established to enhance border management. While the Government welcomed international cooperation and demonstrated a high-level of commitment to conformity with international standards, the capacity for change remained low due to the lack of qualified staff, the high level of informal payments and the unwieldy bureaucracy.

On the legislative front, a law on citizenship was adopted in October 1998, as a result of which some 200,000 Azeri refugees from Armenia obtained citizenship. In addition, a law on immigration was passed in December 1998; a law On the Status of Refugees and IDPs was adopted in April 1999; a measure On Social Protection of Internally Displaced Persons and Persons in Similar Situations was adopted in May of 1999, a law on labour migration was adopted in January 2000, and a measure regulating the legal status of NGOs was passed in October 2000. Finally, in December 2000, Azerbaijan signed the UN Convention against Transnational Organized Crime and its two Protocols.

Unfortunately, normative acts are often inadequate, inconsistent with each other or inconsistently enforced; they are not always complemented by implementing mechanisms, are not always well understood by law enforcement agencies, and are not always applied by the courts.

Since 1997, IOM has been carrying out a programme on Capacity-Building in Migration Management in Azerbaijan, under which it provides technical support to improve migration procedures and border management at the Baku airport; offers training for Border Guards and other migration officials, and has provided assistance for the establishment of a border management training centre. IOM also implemented a migration sector NGO capacity-building programme, supporting the creation of FANGOM, an umbrella organization of 26 local NGOs; carried out a study on irregular migration (IOM, 2000d), and provided micro-credit for community development in Nakhichevan.

UNHCR programmes focused on care and maintenance of IDPs; capacity-building for government entities; development of NGO and citizenship legislation, and protection and assist-

ance of refugees and asylum seekers. In 1999 UNHCR started gradually handing over its IDP caseload to development organizations such as UNDP and the World Bank.

Scores of local NGOs are registered in Azerbaijan, but many lack experience or the necessary independence from government or social networks. Most of them have been working out of the capital, Baku, and were only slowly establishing a presence in refugee/IDP areas. While some NGOs started shifting from relief to integration and long-term development programmes, a disproportionate number of them remained focused on humanitarian assistance. Because of reduced funding, in recent years the number of international NGOs has decreased significantly, to less than 40. Regional links were developed between migration sector NGOs in the three Caucasus countries. The IFRC and the Azerbaijani Red Crescent Society continue to provide relief services at IDP camps.

NOTES

1. Emigration in 1998-2000 was of 29,587 persons according to national statistics and of 58,492 persons according to EECA countries' statistics (including 24,379 in 1998, 17,668 in 1999 and 15,445 in 2000).
2. Data of the Russian Federal Migration Service for 1998 and 1999, and of the Russian Ministry for Federal Affairs, Nationalities and Migration Policy for 2000.
3. Of these, 36,698 were "forced migrants" and 780 were refugees. Data of the Russian Federal Migration Service for 1998 and 1999, and of the Russian Ministry for Federal Affairs, Nationalities and Migration Policy for 2000.
4. For the 1998 figure, see the State Migration Policy Concept adopted by the State Commission for Unified Migration Management in December 1998. For the 1999 figure, see the newspaper 525-ya gazeta, published in Baku, on 7 October 1999, which quotes the President of the Parliamentary Commission on Social Questions, Khady Radjabov. According to the newspaper Zerkalo, published in Baku on 26 October 1999, only 21,000 out of the 400,000 Azerbaijanis reportedly living in Moscow in late 1999 were officially registered.
5. Estimate of the contributor to this chapter, Arif Yunusov.
6. According to the State Committee on Statistics, as of end of 2000 24,492 Meskhetians who moved from Uzbekistan to Azerbaijan in 1989-1998 were living in the country; according to UNHCR, they totalled 51,649.
7. UNHCR data. According to the Chechen representative in Azerbaijan, Ali Asaev, by early April 2001 his office had registered 7,180 refugees from Chechnya (quoted in the Newspaper *Zerkalo*, published in Baku, on 8 April 2001).
8. According to UNHCR they totalled 572,451, of whom 53.3 per cent were women, 51.4 per cent were of working age, 21.4 per cent were aged 5 to 17, 14 per cent were pensioners and 13.1 per cent were under five years of age.

TABLE 12

MIGRATION FLOWS WITH EECA AND BALTIC STATES, BY COUNTRY 1998-2000
(persons and per cent)

Country	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
EECA countries	5,330	99.63	10,061	99.98	-4,731	4,751	99.4	8,648	99.89	-3,897	4,233	99.6	9,517	99.96	-5,284
ARM															
BLR	25	0.48	65	0.65	-40	37	0.77	132	1.52	-95	29	0.68	148	1.55	-119
GEO	496	9.27	81	0.8	415	354	7.41	129	1.49	225	307	7.22	97	1.02	210
KAZ	306	5.72	156	1.55	150	183	3.83	153	1.77	30	150	3.53	174	1.83	-24
KGZ	29	0.54	18	0.18	11	35	0.73	30	0.35	5	35	0.82	31	0.33	4
MDA	18	0.34	5	0.05	13	10	0.21	8	0.09	2	2	0.05	7	0.07	-5
RUS	2,826	52.81	9,175	91.17	-6,349	2,952	61.67	7,118	82.21	-4,166	2,710	63.77	8,393	88.16	-5,683
TJK	24	0.45	1	0.01	23	9	0.19	6	0.07	3	6	0.14	3	0.03	3
TKM	187	3.5	37	0.37	150	137	2.87	187	2.16	-50	175	4.12	63	0.66	112
UKR	390	7.29	381	3.79	9	300	6.28	655	7.57	-355	291	6.85	513	5.39	-222
UZB	248	4.63	45	0.45	203	146	3.05	103	1.19	43	142	3.34	46	0.48	96
Baltic States	20	0.37	2	0.02	18	29	0.6	10	0.11	19	17	0.4	4	0.04	13
Not specified	781	14.6	97	0.96	684	588	12.3	127	1.47	461	386	9.08	42	0.44	344
Total	5,350	100	10,063	100	-4,713	4,780	100	8,658	100	-3,878	4,250	100	9,521	100	-5,271

Source: State Committee on Statistics.

TABLE 13

MIGRATION FLOWS WITH EECA AND BALTIC STATES, BY ETHNIC GROUP 1998-2000

(persons and per cent)

Ethnic group	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
Azeris	3,512	65.65	5,015	49.84	-1,503	3,138	65.65	5,062	58.47	-1,924	2,860	67.29	5,992	62.93	-3,132
Jews	5	0.09	31	0.31	-26	1	0.02	31	0.36	-30	3	0.07	36	0.38	-33
Russians	299	5.59	3,045	30.26	-2,746	266	5.56	1,995	23.04	-1,729	217	5.11	2,060	21.64	-1,843
Tatars	33	0.62	230	2.28	-197	32	0.67	182	2.1	-150	48	1.13	136	1.43	-88
Ukrainians	36	0.67	154	1.53	-118	20	0.42	120	1.38	-100	16	0.38	84	0.88	-68
Others	1,465	27.38	1,588	15.78	-123	1,323	27.68	1,268	14.65	55	1,106	26.02	1,213	12.74	-107
Total	5,350	100	10,063	100	-4,713	4,780	100	8,658	100	-3,878	4,250	100	9,521	100	-5,271

Source: State Committee on Statistics.

TABLE 14

MIGRATION FLOWS WITH COUNTRIES OUTSIDE THE EECA AND BALTIC REGIONS, BY COUNTRY 1998-2000

(persons and per cent)

Country	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
Germany	–	–	120	27.6	-120	–	–	127	26.2	-127	2	1.8	62	14.6	-60
Iran	14	25.9	10	2.3	4	9	34.6	6	1.2	3	44	39.7	24	5.6	20
Israel	4	7.4	153	35.2	-149	–	–	179	37.0	-179	25	22.5	199	46.7	-174
Turkey	6	11.1	39	8.9	-33	3	11.5	56	11.6	-53	17	15.3	23	5.4	-6
USA	–	–	103	23.7	-103	–	–	92	19.0	-92	5	4.5	103	24.2	-98
Others	30	55.6	10	2.3	20	14	53.9	24	5.0	-10	18	16.2	15	3.5	3
Total	54	100	435	100	-381	26	100	484	100	-458	111	100	426	100	-315

Source: State Committee on Statistics.

TABLE 15

MIGRATION FLOWS WITH COUNTRIES OUTSIDE THE EECA AND BALTIC REGIONS, BY ETHNIC GROUP 1998-2000

(persons and per cent)

Ethnic group	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
Azeris	25	46.3	119	27.4	-94	19	73.1	164	33.9	-145	63	56.8	129	30.3	-66
Jews	4	7.4	90	20.7	-86	5	19.2	77	15.9	-72	1	0.9	82	19.2	-81
Russians	3	5.6	102	23.4	-99	–	–	120	24.8	-120	3	2.7	114	26.8	-111
Others	22	40.7	124	28.5	-102	2	7.7	123	25.4	-121	44	39.6	101	23.7	-57
Total	54	100	435	100	-381	26	100	484	100	-458	111	100	426	100	-315

Source: State Committee on Statistics.

TABLE 16

REFUGEES AND PERSONS IN REFUGEE-LIKE SITUATIONS,
BY COUNTRY OF ORIGIN 1998-2000
(persons and per cent)

Country of origin	1998		1999		2000	
	Persons	%	Persons	%	Persons	%
Armenia	201,069	86.0	192,125	87.3	192,121	87.7
Kazakhstan	1,624	0.7	1,597	0.7	1,551	0.7
Russian Federation	1,974	0.8	1,146	0.5	960	0.4
Uzbekistan	29,015	12.5	25,130	11.5	24,492	11.2
Total	233,682	100	219,998	100	219,124	100

Source: State Committee on Statistics.

Belarus


Latvia
Russian Federation
Lithuania
Minsk
Belarus
Poland
Ukraine
100 km

TABLE 17

SUMMARY TABLE OF MIGRATION FLOWS AND STOCKS 1998-2000
(persons)

	1998	1999	2000
Total population[a]	10,050,940	10,019,480	9,990,435
Citizens	9,968,662[b]	9,917,167[c]	9,875,301[d]
Foreigners[e]	61,241	80,845	94,570
Stateless persons[f]	21,037	21,468	20,564
Immigrants[g]	33,182	30,830	25,943
Emigrants[h]	13,247	13,238	13,812
Refugees and persons in refugee-like situations from EECA countries[i]	–	46	66
Refugees and persons in refugee-like situations from non-EECA countries[j]	79	223	403
Internally displaced persons	Not applicable	Not applicable	Not applicable
Repatriants[k]	13,232	11,983	9,284
Movements of persons belonging to formerly deported peoples	Not applicable	Not applicable	Not applicable
Irregular migrants[l]	50,000-150,000	50,000-150,000	50,000-150,000
Persons apprehended at the border[m]	Not available	707	376
Persons apprehended for being unlawfully present on the territory	Not available	Not available	Not available
Persons deported from the country[n]	486	859	264
Ecological migrants[o]	689	364	547

Notes: a) Data of the Ministry of Statistics and Analysis at year end; b) Data from the census of 16 February 1999; c) Data of the Ministry of Statistics and Analysis at year end; d) Data of the Ministry of Statistics and Analysis at year end; e) Data of the Ministry of Interior as of 31 December of a given year; f) Data of the Ministry of Interior as of 31 December of a given year; g) Data of the Ministry of Statistics and Analysis. This is the total number of persons who moved to Belarus during a given year; h) Data of the Ministry of Statistics and Analysis. This is the total number of persons who left Belarus during a given year; i) Data of the Committee on Migration at the Ministry of Labour, at year end; j) Data of the Committee on Migration at the Ministry of Labour, at year end; k) Data of the Ministry of Statistics and Analysis. This is the total number of ethnic Belarusians who moved to Belarus from EECA and Baltic States in a given year; l) Estimate of the President of the Committee on Migration at the Ministry of Labour. According to the Head of the Department of Supervision of Legality and National Security of the Public Prosecutor's Office, there were between 100,000 and 150,000 irregular migrants living in the country. See Proceedings of the international seminar "Main directions and ways to develop cooperation of Border Guards of the CIS, UNHCR and IOM against irregular migration and for protection of the rights of refugees", Minsk, 2001; m) Data of the State Committee of Border Guards; n) Data of the Ministry of Interior. This is the number of persons deported from Belarus during a given year; o) Data of the Ministry of Statistics and Analysis. This is the number of persons resettled in a given year from the areas affected by the Chernobyl catastrophe.

BELARUS

Belarus is the only EECA country that in 1998-2000 had a positive migration balance with all EECA and Baltic States. Immigration to Belarus was almost four times higher than emigration, the highest rate in the region. While the direction of the flows did not change as compared to previous years, their intensity decreased by about 25 per cent. Migration exchanges took place mostly with Russia (around 60 per cent of immigrants to Belarus and more than 75 per cent of emigrants), followed by Ukraine (around 15 per cent of both flows) and Kazakhstan (15 per cent of immigrants; Table 18). The flows were comprised in equal parts by Belarusians and Russians, and – to a smaller extent – Ukrainians (Table 19). Belarusians repatriated mainly from Russia, Ukraine, Kazakhstan and Latvia (Table 20), and migration flows were balanced with regard to gender and age groups (Table 22). Among immigrants, 20,564 persons remained stateless, since they renounced the citizenship of their country of origin but were unable to obtain Belarusian citizenship.

Conversely, in 1998-2000 net migration was negative with all the countries outside of the EECA and Baltic regions except for China and Lebanon; overall, this figure included 13,381 persons (Table 21). Israel, the USA and Germany remained the primary countries of destination; among emigrants, the number of Belarusians exceeded the number of Jews and Russians (Belarusians accounted for 27.8 per cent of emigrants in 1997 and 34.4 per cent in 2000; Jews accounted for 30.7 per cent in 1997 and 19.3 per cent in 2000, Russians accounted for 15.2 per cent in 1997 and 10.9 per cent in 2000).[1] In 2000 almost 5,000 Belarusians emigrated with short-term work contracts (31% to Russia, 29% to the USA, 11% to Ukraine and 10% to Uzbekistan).[2] In addition, several thousand Belarusians went to work abroad through irregular channels. Within this group, some (678 in 1998, 1,434 in 1999 and 2,502 in 2000) sought asylum in Western Europe, mainly in Germany and Belgium (Tables 76-79). The largest Belarusian diasporas are located in Poland (around 165,000 persons) and in the USA (around 20,000 persons) (Bruk, 1986).

Because of its location at the crossroads between the EECA region and Western Europe, Belarus has been extensively used as a transit country by irregular migrants from EECA countries, Asia, Africa and the Middle East, as well as for trafficking in migrants, drugs and arms. Migrants originate mainly from Afghanistan, Viet Nam, China, Pakistan, India, Sri Lanka and Bangladesh; their total number has been estimated at between 50,000 and 150,000. Only a handful, however, (1,803 in 1999-2000), were apprehended at the border. Unable to move west, return home or legalize their stay in Belarus, many transit migrants remained stranded. According to a survey of detained irregular migrants, 65 per cent intended to migrate to Germany, 15 per cent to the USA and Canada, 9 per cent to France, 6 per cent to Belgium and 5 per cent to the Netherlands.[3] In 1998-2000 Belarus deported a total of 1,609 persons. In addition, trafficking in women and the professionalism of traffickers have notably increased in recent years. In 2000 alone, 200 prostitutes were deported back to Belarus.[4] Law enforcement agencies disbanded 40 criminal groups involved in trafficking in women in 1999 and 140 in 2000, and arrested 34 traffickers in 1999 and 36 in 2000.[5]

As of the end of 2000, Belarus had registered 469 refugees, mainly Afghans. Of these, 421 were registered between 1998 and 2000 (Table 23). Almost two-thirds (60.9%) were men; 62.6 per cent were of working age, 32.8 per cent were children and 4.6 per cent were pen-

sioners.[6] A third had (secondary or higher) specialized education, 28.7 per cent had secondary education and 38.2 per cent had no education at all. Refugees lived mostly in Minsk, the Minsk region and the Gomel region, and faced significant difficulties in integrating into the country, and particularly in obtaining residence permits. With regard to asylum-seekers, only about 40 per cent of their applications were registered as admissible, and a significant number of claims were rejected on the basis of formal grounds (mainly the safe third country rule).[7] The situation of rejected asylum-seekers from Afghanistan was of particular concern, since they could not return home and remained in an uncertain legal status.

Resettlement from the Chernobyl zone continued, albeit involving smaller numbers of persons than previously. Managing the humanitarian consequences of the catastrophe has remained problematic, even 15 years after the event, due to the lack of adequate funding.

The Government's priorities in the field of migration have been stemming the flow of irregular migrants into the country, managing labour migration, and addressing ecological migration. The Government introduced a licensing system for labour migrants, and began developing bilateral agreements with countries of destination. In addition, a State migration programme for 1998-2000 was devised. The international isolation of the country hampered progress, however, as funding was not made available by major donors. The main focal point for migration issues within the government is the Committee on Migration at the Ministry of Labour. An inter-ministerial commission, established in 1997 under the Council of Ministers, is responsible for coordinating the other bodies involved in migration management, including the State Committee of Border Guards, the Ministry of Foreign Affairs and the Ministry of Interior.

On the legislative front, in 1998 several measures on immigration and labour migration were adopted. The 1995 refugee law was amended in 1999, and in 2001 Belarus was preparing to sign the 1951 UN Convention relating to the Status of Refugees. Belarus also signed an agreement on visa-free movement within the framework of the Euro-Asian Economic Community, and in December 2000 Belarus signed the UN Convention against Transnational Organized Crime and its two Protocols.

Since 1999, IOM has implemented a programme on Capacity-Building in Migration Management in Belarus, organizing workshops on border management, labour migration and irregular migration, and implementing a cross-border project with Ukraine to enhance border management.

UNHCR activities focused on promoting accession to the 1951 Convention; strengthening the capacity of the government to process asylum-seekers, and providing legal and material assistance to refugees and asylum-seekers.

In light of difficult working conditions for NGOs and the lack of international funding, there were few local NGOs in Belarus and no international NGOs present. A small number of local organizations, supported by UNHCR, provided legal and material assistance to refugees and asylum-seekers and conducted awareness-raising activities. The Belarus Red Cross Society was among these, and also provided humanitarian assistance to people living in the area affected by the Chernobyl catastrophe.

NOTES

1. Data of the Ministry of Statistics and Analysis.
2. Data of the Ministry of Labour.
3. Survey conducted by the State Committee of Border Guards.
4. Data of the Ministry of Interior.
5. The data on the groups involved in trafficking in women are from the Ministry of Interior, whereas those on the arrested traffickers are from the State Committee of Border Guards (ICMPD, 2001a). The data for 2000 are until November only.
6. Data of the Committee on Migration of the Ministry of Labour.
7. UNHCR data.

TABLE 18

MIGRATION FLOWS WITH EECA AND BALTIC STATES, BY COUNTRY 1998-2000
(persons and per cent)

Country	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
EECA countries	30,355	96.1	7,195	96.46	23,160	28,372	97.38	6,811	96.79	21,561	23,492	96.96	7,249	97.72	16,243
ARM	164	0.52	27	0.36	137	153	0.53	15	0.21	138	126	0.52	15	0.2	111
AZE	238	0.75	24	0.32	214	186	0.64	30	0.43	156	197	0.81	23	0.31	174
GEO	162	0.51	13	0.18	149	179	0.61	11	0.16	168	208	0.86	5	0.07	203
KAZ	4,242	13.43	112	1.5	4,130	3,620	12.42	95	1.35	3,525	3,590	14.82	110	1.48	3,480
KGZ	145	0.46	10	0.14	135	103	0.35	16	0.23	87	132	0.55	6	0.08	126
MDA	346	1.1	63	0.85	283	332	1.14	31	0.44	301	391	1.61	37	0.5	354
RUS	18,607	58.91	5,715	76.63	12,892	18,384	63.09	5,282	75.06	13,102	14,424	59.53	5,854	78.91	8,570
TJK	203	0.64	10	0.1	193	147	0.51	7	0.1	140	136	0.56	4	0.05	132
TKM	331	1.05	28	0.38	303	212	0.73	206	2.93	6	295	1.22	36	0.49	259
UKR	5,448	17.25	1,158	15.53	4,290	4,643	15.94	1,084	15.4	3,559	3,546	14.64	1,137	15.33	2,409
UZB	469	1.48	35	0.47	434	413	1.42	34	0.48	379	447	1.84	22	0.3	425
Baltic States	1,233	3.9	264	3.54	969	764	2.62	226	3.21	538	737	3.04	169	2.28	568
EST	113	0.35	9	0.12	104	86	0.3	9	0.13	77	62	0.25	10	0.14	52
LVA	755	2.39	61	0.82	694	395	1.35	60	0.85	335	291	1.2	50	0.67	241
LTU	365	1.16	194	2.6	171	283	0.97	157	2.23	126	384	1.59	109	1.47	275
Total	31,588	100	7,459	100	24,129	29,136	100	7,037	100	22,099	24,229	100	7,418	100	16,811

Source: Ministry of Statistics and Analysis.

TABLE 19

MIGRATION FLOWS WITH EECA AND BALTIC STATES, BY ETHNIC GROUP 1998-2000
(persons and per cent)

Ethnic group	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
EECA countries groups	29,345	92.9	6,796	91.1	22,549	27,091	93.0	6,345	90.2	20,746	21,916	90.5	6,529	88.0	15,387
Armenians	196	0.6	40	0.5	156	227	0.8	47	0.7	180	164	0.7	24	0.3	140
Azeris	111	0.4	31	0.4	80	243	0.8	37	0.5	206	189	0.8	29	0.4	160
Belarusians	13,232	41.9	2,511	33.7	10,721	11,983	41.1	2,305	32.8	9,678	9,284	38.3	2,502	33.7	6,782
Georgians	48	0.2	14	0.2	34	79	0.3	5	0.1	74	87	0.4	8	0.1	79
Kazakhs	56	0.2	2	–	54	40	0.1	12	0.2	28	41	0.2	3	–	38
Kyrgyz	–	–	–	–	–	4	–	1	–	3	2	–	2	–	0
Moldovans	165	0.5	32	0.4	133	138	0.5	10	0.1	128	95	0.4	11	0.1	84
Russians	11,792	37.3	3,359	45.0	8,433	11,067	38.0	3,067	43.6	8,000	9,351	38.6	3,231	43.6	6,120
Tajiks	38	0.1	6	0.1	32	27	0.1	3	–	24	56	0.2	7	0.1	49
Turkmens	89	0.3	19	0.3	70	60	0.2	150	2.1	-90	102	0.4	20	0.3	82
Ukrainians	3,582	11.3	775	10.4	2,807	3,189	11.0	689	9.8	2,500	2,506	10.3	688	9.3	1,818
Uzbeks	36	0.1	7	0.1	29	34	0.1	19	0.3	15	39	0.2	4	0.1	35
Baltic groups	102	0.3	16	0.2	86	71	0.2	30	0.4	41	70	0.3	15	0.2	55
Estonians	8	–	1	–	7	2	–	–	–	2	4	–	2	–	2
Latvians	35	0.1	2	–	33	20	0.1	8	0.1	12	16	0.1	5	0.1	11
Lithuanians	59	0.2	13	0.2	46	49	0.1	22	0.3	27	50	0.2	8	0.1	42
Others	2,141	6.8	647	8.7	1,494	1,974	6.8	662	9.4	1,312	2,243	9.2	874	11.8	1,369
Germans	239	0.8	10	0.1	229	9	–	6	0.1	3	191	0.8	12	0.2	179
Poles	446	1.4	97	1.3	349	34	0.1	70	1.0	-36	316	1.3	80	1.1	236
Tatars	180	0.6	51	0.7	129	17	0.1	54	0.8	-37	147	0.6	57	0.8	90
Total	31,588	100	7,459	100	24,129	29,136	100	7,037	100	22,099	24,229	100	7,418	100	16,811

Source: Ministry of Statistics and Analysis.

TABLE 20

MIGRATION FLOWS OF ETHNIC BELARUSIANS WITH EECA AND BALTIC STATES, BY COUNTRY 1998-2000
(persons and per cent)

Country	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
EECA countries	12,605	95.3	2,386	95.0	10,219	11,612	96.9	2,210	95.9	9,402	8,934	96.2	2,432	97.2	6,502
ARM	28	0.2	–	–	28	10	0.1	1	0.0	9	9	0.1	1	0.0	8
AZE	55	0.4	–	–	55	20	0.2	2	0.1	18	17	0.2	–	–	17
GEO	42	0.3	1	0.0	41	39	0.3	1	0.0	38	20	0.2	1	0.0	19
KAZ	1,614	12.2	35	1.5	1,579	1,360	11.4	26	1.1	1,334	1,219	13.2	29	1.2	1,190
KGZ	35	0.3	1	0.0	34	17	0.1	–	–	17	31	0.3	1	0.0	30
MDA	121	0.9	24	0.9	97	120	1.0	12	0.5	108	122	1.3	11	0.4	111
RUS	8,243	62.3	1,989	79.2	6,254	8,029	67.0	1,846	80.2	6,183	6,010	64.8	2,034	81.4	3,976
TJK	44	0.4	1	0.0	43	16	0.1	–	–	16	12	0.1	–	–	12
TKM	57	0.5	1	0.0	56	45	0.4	2	0.1	43	47	0,.5	2	0.1	45
UKR	2,254	17.0	327	13.1	1,927	1,855	15.5	314	13.6	1,541	1,340	14.4	345	13.8	995
UZB	112	0.8	7	0.3	105	101	0.8	6	0.3	95	107	1.1	8	0.3	99
Baltic states	627	4.7	125	5.0	502	371	3.1	95	4.1	276	350	3.8	70	2.8	280
EST	65	0.5	3	0.1	62	50	0.4	1	0.0	49	34	0.4	5	0.2	29
LVA	384	2.9	25	1.0	359	190	1.6	27	1.2	163	150	1.6	30	1.2	120
LTU	178	1.3	97	3.9	81	131	1.1	67	2.9	64	166	1.8	35	1.4	131
Total	13,232	100	2,511	100	10,721	11,983	100	2,305	100	9,678	9,284	100	2,502	100	6,782

Source: Ministry of Statistics and Analysis.

TABLE 21

MIGRATION FLOWS WITH COUNTRIES OUTSIDE THE EECA AND BALTIC REGIONS, BY COUNTRY 1998-2000
(persons and per cent)

Country	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
China	262	16.4	136	2.3	126	472	27.9	136	2.2	336	348	20.3	242	3.8	106
Germany	57	3.6	581	10.0	-524	48	2.8	779	12.5	-731	57	3.3	918	14.3	-861
Israel	230	14.4	2,195	37.9	-1,965	214	12.6	2,785	44.9	-2,571	198	11.6	2,500	39.1	-2,302
Lebanon	153	9.6	92	1.6	61	107	6.3	80	1.3	27	203	11.8	103	1.6	100
Poland	51	3.2	194	3.4	-143	54	3.2	105	1.7	-51	42	2.5	81	1.3	-39
USA	69	4.3	1,740	30.1	-1,671	106	6.3	1,400	22.6	-1,294	62	3.6	1,560	24.4	-1,498
Others	772	48.5	850	14.7	-78	693	40.9	916	14.8	-223	804	46.9	990	15.5	-186
Total	1,594	100	5,788	100	-4,194	1,694	100	6,201	100	-4,507	1,714	100	6,394	100	-4,680

Source: Ministry of Statistics and Analysis.

TABLE 22

MIGRATION FLOWS, BY GENDER AND AGE GROUP 1998-2000
(persons and per cent)

Age group/ gender	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
Children[a]	7,727	23.3	2,612	19.7	5,115	6,790	22.0	2,524	19.1	4,266	5,264	20.3	2,852	20.6	2,412
Persons of working age[b]	21,424	64.6	8,597	64.9	12,827	20,351	66.0	8,589	64.8	11,762	17,095	65.9	8,847	64.1	8,248
Pensioners[c]	4,031	12.1	2,038	15.4	1,993	3,689	12.0	2,125	16.1	1,564	3,584	13.8	2,113	15.3	1,471
Total	33,182	100	13,247	100	19,935	30,830	100	13,238	100	17,592	25,943	100	13,812	100	12,131
Women	16,584	50.0	6,704	50.6	9,880	15,433	50.1	6,836	51.6	8,597	12,905	49.7	7,302	52.9	5,603

Notes: a). This category is comprised of children up to 15 years of age; b) This category is comprised of women aged 16 to 54, and men aged 16 to 59; c) This category is comprised of women aged 55 and older, and men aged 60 and older.

Source: Ministry of Statistics and Analysis.

TABLE 23

REFUGEES AND ASYLUM-SEEKERS,[a] BY COUNTRY OF ORIGIN 1998-2000
(persons)

Country of origin	1998	1999	2000
Refugees from EECA countries	–	46	20
Azerbaijan	–	3	11
Georgia	–	31	4
Tajikistan	–	12	5
Refugees from non-EECA countries	31	144	180
Afghanistan	27	141	171
Others	4	3	9
Asylum seekers from EECA countries	48	23	55
Armenia	–	–	1
Azerbaijan	4	14	7
Georgia	33	4	28
Tajikistan	11	5	19
Asylum seekers from non-EECA countries	218	316	112
Afghanistan	208	264	91
African countries	7	21	15
Former Yugoslavia	–	19	–
Others	3	12	6
Total number of refugees	31	190	200
Total number of asylum seekers	266	339	167

Notes: a) This table comprises persons who were registered in a given year only.

Source: Committee on Migration at the Ministry of Labour.

Georgia


Russian Federation
Black Sea
Georgia
T'bilisi
Turkey
Armenia
Azerbaijan
100 km

TABLE 24

SUMMARY TABLE OF MIGRATION FLOWS AND STOCKS 1998-2000
(persons)

	1998	1999	2000
Total population[a]	5,400,000	5,100,000	4,945,600
Citizens	Not available	Not available	Not available
Aliens	Not available	Not available	Not available
Stateless persons	Not available	110[b]	100[c]
Immigrants[d]	3,692	3,224	2,344
Emigrants[e]	22,810	21,173	21,507
Refugees and persons in refugee-like situations from EECA countries	20[f]	5,200[g]	7,603[h]
Refugees and persons in refugee-like situations from non-EECA countries	Not applicable	Not applicable	Not applicable
Internally displaced persons[i]	277,000	278,533	272,100[j]
Repatriants[k]	1,196	1,100	640
Movements of persons belonging to formerly deported peoples	Not available	Not available	643[l]
Irregular migrants	Not available	Not available	Not available
Persons apprehended at the border	Not available	Not available	600[m]
Persons apprehended for being unlawfully present on the territory	Not available	Not available	Not available
Persons deported from the country	Not available	Not available	Not available
Ecological migrants	Not available	Not available	Not available

Notes: a) Data of the CIS Statistical Committee at year end; b) UNHCR data. These are Meskhetians; c) UNHCR data. These are Meskhetians; d) Data of the Statistical Committees of EECA countries (with the exception of Moldova and Tajikistan, for which data are not available). These are persons who during a given year moved to Georgia from EECA countries (except Moldova and Tajikistan); e) Data of the Statistical Committees of EECA countries (with the exception of Moldova and Tajikistan, for which data are not available). These are persons who during a given year moved from Georgia to EECA countries (except Moldova and Tajikistan); f) UNHCR data. This is the total number of refugees from both EECA and other countries at year end; g) UNHCR data. This is the total number of refugees from both EECA and other countries at year end; h) UNHCR data. These are Chechens; i) UNHCR data. This is the number of IDPs at year end; j) UNHCR data. This is the number of IDPs at year end. Of these, 260,200 are from Abkhazia and 11,900 from South Ossetia; k) Data of the State Statistical Committee of the Russian Federation. These are ethnic Georgians who moved to Georgia from the Russian Federation in a given year; l) This is the total number of Meskhetians who had returned to Georgia as of end 2000 (Yunusov, 2000: 100); m) 13 Data of the Department of State Border Defence. This is the total number of persons apprehended up to end 2000.

GEORGIA

During 1998-2000 overall political, social and economic conditions in Georgia remained very difficult. The stalemate in Abkhazia and South Ossetia was not resolved and IDPs remained in an uncertain legal status; the economy continued to be depressed, with low living standards and widespread unemployment. As a result, Georgians continued to emigrate en masse in search of work opportunities. During 1998-2000, net migration with EECA countries was reported to be -56,230 persons, constituting more than 1 per cent of the total population of the country (Table 25). In fact, real figures were probably much higher. Around 90 per cent of the emigrants went to Russia, with the others going to Ukraine, Belarus and Azerbaijan. According to estimates, every fourth or fifth family in Georgia had a labour migrant in Russia.[1] Georgians, Ossetians, Armenians and Russians constituted 80 per cent of the emigrants, in roughly equal shares (Table 26). However, the flow of Russians was rapidly diminishing, indicating that their repatriation was almost complete. During 1998-2000, 10,287 Georgian citizens were granted refugee or "forced migrant" status in Russia, 9,315 of whom were Ossetian, 756 Georgian and 69 Abkhaz.[2] The total number of registered refugees and "forced migrants" from Georgia living in Russia was 60,067 in 2000, as compared to 90,536 in 1998. The key role that Russia plays as a destination country for Georgian emigrants was highlighted in December 2000, when the Russian authorities introduced visa requirements for Georgian citizens. Such a requirement initially caused great disruption, as several hundred thousand Georgians relied on remittances from relatives working in Russia. The policy is being gradually relaxed however, and Georgia has been considering allowing dual citizenship as a way to overcome the disruption.

Outside of the EECA and Baltic regions, Georgians continued emigrating to Israel and Germany. In addition to officially recorded movements, many thousands of Georgians went to work abroad irregularly, mainly to Turkey and Greece. Several thousand (4,687 in 1998, 3,818 in 1999, and 3,905 in 2000) sought asylum in western European countries, primarily Belgium and Germany (Tables 76-79). Some were deported back to Georgia. In 1999, Western countries deported 522 Georgian citizens, 283 from Germany, 164 from Israel and 59 from the Netherlands (IOM, 2000f). In 2000, a total of 1,691 Georgian citizens were deported back to Georgia, including 1,021 from Turkey, 248 from Greece, 116 from Germany and 94 from Israel.[3] The main Georgian diaspora outside of the EECA and Baltic regions is located in Turkey, and comprises more than 100,000 persons. In addition, some 20,000 Georgians live in Iran (Bruk, 1986).

At the end of 2000 Georgia hosted 272,100 IDPs, mostly ethnic Georgians from Abkhazia (260,200 persons) and South Ossetia (11,900 persons). Almost half of them (114,178 persons, 42 % of the total) lived in the Samegrelo region next to Abkhazia, and a third (88,680 persons, 33 %) lived in Tbilisi.[4] Following armed skirmishes in Abkhazia in May of 1998, 40,000-50,000 persons who had returned to the Gali district fled again. During the 1998-2000 period, security conditions in both South Ossetia and the Gali district of Abkhazia worsened, hampering the provision of assistance and thwarting any attempt at repatriating IDPs. Yet, even though there was no settlement in sight, the authorities were reluctant to allow IDPs to integrate into the local society. Georgia also hosted 7,603 Chechen refugees, who in late 1999 settled in the Pankisi Gorge, near the border with Chechnya. Most were women, children and the elderly who found shelter in relatives' homes.

In addition to being a country of origin, Georgia has also been a transit country for irregular migrants, who often avail themselves of the services of smugglers and traffickers. The majority of transit migrants originate from South Asia (Pakistan, India and Sri Lanka). Trafficking in women for sex-related work or domestic servitude has also been growing, with the main countries of destination being Greece, Turkey, the USA, Spain and France. In addition to being a source country, Georgia has also served as a transit country for women trafficked from Russia, Ukraine and Central Asia on the way to Turkey and Greece.

Meskhetians who were deported from Georgia in the 1940s remained unable to return to their historical homeland. In 1996, a presidential decree called for the return of only 5,000 Meskhetians by the year 2000, out of a potential 300,000. In joining the Council of Europe in 1999, Georgia had committed itself to promote their return within 12 years. Yet, as of the end of 2000, only 643 Meskhetians had returned, and they faced difficulties in obtaining Georgian citizenship and in integrating into Georgian society.

The priority of the government in the field of migration has been to assist the IDP population. Border management has increasingly become a priority for Georgia, particularly after the resumption of warfare in Chechnya. While the Government has been very receptive to international advice, its capacity to manage migration has remained low due to limited financial resources, lack of experienced staff, an unwieldy bureaucracy and a high level of informal payments. The focal point for refugee and IDP issues is the Ministry for Refugees and Accommodation (MRA), established in 1996. However, insufficient coordination and cooperation among concerned entities, including the MRA, the Ministry of Interior, the Department of State Border Defence and the Ministry of Foreign Affairs, remained a major problem, affecting both the development of effective legislation and policies and the sharing of information.

On the legislative front, in 1998 the laws on emigration and on the legal status of aliens were amended, and a law On Inspection of Migrants was adopted, providing for a migrant card to be filled out by all incoming migrants. The card proved to be of limited utility, even for border crossing analysis, and some government entities have called for its elimination. Georgia passed a law on refugees in 1998 and signed the 1951 UN Convention relating to the Status of Refugees and its 1967 Protocol in August 1999. A migration law is being drafted which would supersede previous legislation; work is also underway on a labour migration law. Unfortunately, much of the legislation adopted has proven to be inadequate and was never properly implemented. In December 2000 Georgia signed the UN Convention against Transnational Organized Crime and its two Protocols.

Since 1996 IOM has been carrying out a Programme on Capacity-Building in Migration Management in Georgia. During 1998-2000, its main focus was on improving border management, combining training and legislative development with technological and infrastructure enhancement at airport and land borders. In 1998 a border management data system was established and was gradually deployed at several border points. In addition, IOM carried out a migration sector NGO capacity-building project as well as research on irregular migration and trafficking in migrants (IOM, 2000f, 2001i).

UNHCR continued providing protection and relief assistance to IDPs and refugees. The high level of insecurity in Abkhazia, South Ossetia and the Pankisi Gorge hampered its operations, however, forcing it to evacuate its international staff. UNHCR has also begun gradually disengaging, although development agencies have been reluctant to step up their involvement.

The NGO sector is thriving in Georgia, and Tbilisi has become a regional NGO coordination centre. While Georgian NGOs are very professional by EECA standards, donor support has remained limited. Most local NGOs worked out of the capital, Tbilisi, although they were slowly establishing a presence in refugee and IDP areas. During 1998-2000 NGOs started gradually moving from relief to integration programmes. Regional links were developed between migration sector NGOs in the three Caucasus countries.

The ICRC operated medical and tracing programmes in western Georgia, where many IDPs from Abkhazia settled; provided relief and medical assistance to vulnerable people in Abkhazia; provided relief assistance to Chechen refugees in the Pankisi Gorge (although it left the area in 2000 following kidnappings of staff), and pursued its other traditional activities. The Georgian Red Cross Society provided relief assistance to IDPs and rehabilitated collective accommodations for them.

NOTES

1. Estimate of Zhanna Zayonchkovskaya, contributor to the chapter on Russia.
2. Of these, only 55 persons received refugee status. Data of the Russian Federal Migration Service for 1998 and 1999, and of the Russian Ministry for Federal Affairs, Nationalities and Migration Policy for 2000.
3. Data of the Department of State Border Defence.
4. UNHCR data.

TABLE 25

MIGRATION FLOWS WITH EECA COUNTRIES [a], BY COUNTRY 1998-2000
(persons and per cent)

Country	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
ARM	111	3.0	210	0.9	-99	73	2.3	286	1.4	-213	153	6.5	8	0.0	145
AZE	81	2.2	496	2.2	-415	129	4.0	354	1.7	-225	97	4.1	307	1.4	-210
BLR	13	0.4	162	0.7	-149	11	0.3	179	0.8	-168	5	0.2	208	1.0	-203
KAZ	76	2.1	94	0.4	-18	85	2.6	83	0.4	2	36	1.5	77	0.4	-41
KGZ	4	0.1	1	0.0	3	9	0.3	9	0.0	0	12	0.5	7	0.0	5
RUS	2,933	79.4	21,059	92.3	-18,126	2,574	79.9	19,626	92.7	-17,052	1,802	76.9	20,213	94.0	-18,411
TKM	16	0.4	1	0.0	15	15	0.5	6	0.0	9	11	0.5	2	0.0	9
UKR	429	11.6	772	3.4	-343	298	9.2	606	2.9	-308	207	8.8	661	3.1	-454
UZB	29	0.8	15	0.1	14	30	0.9	24	0.1	6	21	1.0	24	0.1	-3
Total	3,692	100	22,810	100	-19,118	3,224	100	21,173	100	-17,949	2,344	100	21,507	100	-19,163

Note: a) With the exception of Moldova and Tajikistan, for which data are not available.

Source: Statistical Committees of the respective EECA countries.

TABLE 26

MIGRATION FLOWS WITH THE RUSSIAN FEDERATION, BY ETHNIC GROUP 1998-2000
(persons and per cent)

Ethnic group	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
EECA countries groups	2,422	82.6	15,198	72.2	-12,776	2,147	83.4	12,494	63.7	-10,347	1,368	75.9	12,769	63.2	-11,401
Azeris	104	3.5	798	3.8	-694	81	3.2	725	3.7	-644	52	2.9	933	4.6	-881
Armenians	363	12.4	3,993	19.0	-3,630	326	12.7	3,495	17.8	-3,169	247	13.7	3,926	19.4	-3,679
Belarusians	20	0.7	115	0.5	-95	27	1.0	73	0.4	-46	11	0.6	54	0.3	-43
Georgians	1,196	40.8	4,565	21.7	-3,369	1,100	42.7	3,906	19.9	-2,806	640	35.5	4,176	20.7	-3,536
Russians	695	23.7	5,165	24.5	-4,470	578	22.5	3,849	19.6	-3,271	377	20.9	3,317	16.4	-2,940
Ukrainians	36	1.2	523	2.5	-487	29	1.1	412	2.1	-383	25	1.4	334	1.7	-309
Others	8	0.3	39	0.2	-31	6	0.2	34	0.2	-28	16	0.9	29	0.1	-13
Baltic groups	1	0.0	30	0.1	-29	1	0.0	18	0.1	-17	8	0.4	23	0.1	-15
Others	510	17.4	5,831	27.7	-5,321	426	16.6	7,114	36.2	-6,688	426	23.7	7,421	36.7	-6,995
Ossetians	178	6.1	3,006	14.3	-2,828	140	5.4	3,863	19.7	-3,723	111	6.2	4,255	21.1	-4,144
Greeks	82	2.8	703	3.3	-621	37	1.4	673	3.4	-636	53	2.9	515	2.5	-462
Total	2,933	100	21,059	100	-18,126	2,574	100	19,626	100	-17,052	1,802	100	20,213	100	-18,411

Source: State Statistical Committee of the Russian Federation.

Kazakhstan


Russian Federation
Astana
Kazakhstan
Lake Balkash
Aral Sea
Caspian Sea
Uzbekistan
Kyrgyzstan
Turkmenistan
Tajikistan
China
Iran
Afghanistan
500 km

TABLE 27

SUMMARY TABLE OF MIGRATION FLOWS AND STOCKS 1998-2000
(persons)

	1998	1999	2000
Total population[a]	15,188,200	14,957,800	14,896,100
Citizens	14,867,921[b]	Not available	Not available
Aliens	67,683[c]	71,999[d]	81,133[d]
Stateless persons	100,000[e]	120,000[f]	160,000[g]
Immigrants[h]	40,624	37,102	33,621
Emigrants[i]	243,663	165,457	156,816
Refugees and persons in refugee-like situations from EECA countries[j]	6,192	10,928	17,683
Refugees and persons in refugee-like situations from non-EECA countries	2,161[k]	2,384[l]	2,891[m]
Internally displaced persons	Not applicable	Not applicable	Not applicable
Repatriants	3,776 families[n]	2,668 families[o]	5,490 families[p]
Movements of persons belonging to formerly deported peoples[q]	44,526	35,890	32,044
Irregular migrants	Not available	Not available	200,000[r]
Persons apprehended at the border[s]	366	351	348
Persons apprehended for being unlawfully present on the territory[t]	97	32	87
Persons deported from the country[u]	423	243	426[v]
Ecological migrants[w]	19,162	13,560	14,927

Notes: a) Data of the Statistical Agency (until 1998 the National Statistical Agency) as of 1 January of a given year; b) Data from the census of 1 February 1999; c) Data of the Statistical Agency, based on the census of 1 February 1999. Of these, 54,227 persons were EECA country citizens and 13,456 citizens of other countries; d) Data of the Ministry of Interior at year end. This is the number of foreigners who settled in Kazakhstan for a period longer than 6 months; e) UNHCR estimate, as of 31 December 1998. According to the census, there were 17,522 stateless persons as of 1 February 1999; f) UNHCR estimate, as of 31 December 1999; g) UNHCR estimate, as of 31 December 2000. According to the Ministry of Interior the number of stateless persons as of end 2000 was 4,566, whereas according to the Statistical Agency it was 17,522; h) Data of the Statistical Agency. This is the total number of persons who moved to Kazakhstan during a given year; i) Data of the Statistical Agency. This is the total number of persons who left Kazakhstan during a given year; j) UNHCR data, as of 31 December of a given year; k) These are refugees from non-EECA countries registered by UNHCR as of 31 December 1998. In addition, 1,133 asylum-seekers from non-EECA countries were registered by the Department for Migration and Demography of Almaty as of year end; l) These are refugees from non-EECA countries registered by UNHCR as of 31 December 1999. In addition, 1,193 asylum-seekers from non-EECA countries were registered by the Department for Migration and Demography of Almaty as of year end; m) These are refugees from non-EECA countries registered by UNHCR as of 31 December 2000. In addition, 1,245 asylum-seekers from non-EECA countries were registered by the Department for Migration and Demography of Almaty as of year end; n) Data of the Agency for Migration and Demography. This is the number of families of ethnic Kazakh repatriants who moved to Kazakhstan in 1998 (representing around 15,000 persons). According to the Statistical Agency however, in 1998 only 9,960 Kazakhs repatriated from EECA and Baltic States; o) Data of the Agency for Migration and Demography. This is the number of families of ethnic Kazakh repatriants who moved to Kazakhstan in 1999 (representing around 10,000 persons). According to the Statistical Agency, however, in 1999 only 8,685 Kazakhs repatriated from EECA and Baltic States; p) Data of the Agency for Migration and Demography. This is the number of families of ethnic Kazakh repatriants who moved to Kazakhstan in 2000 (representing roughly 22,000 persons). According to the Statistical Agency however, in 2000 only 10,159 Kazakhs repatriated from EECA and Baltic States; q) Data of the Statistical Agency. This is the number of persons belonging to formerly deported peoples (Greeks, Koreans, Germans, Poles and Northern Caucasus peoples) who left Kazakhstan during a given year; r) Estimate of Elena Sadovskaya, the country chapter contributor; s) Data of the Committee for National Security. This is the number of persons apprehended during a given year; t) Data of the Committee for National Security. This is the number of persons apprehended during a given year; u) Data of the Committee for National Security. This is the number of persons deported from Kazakhstan during a given year; v) Data of the Committee for National Security. This is the number of persons deported from Kazakhstan in 2000. According to the Ministry of Interior, 2,273 persons were expelled from the country for violating the rules of stay; w) Data of the Statistical Agency. These are persons who left the Kzyl-Orda and East Kazakhstan regions, which are located in the ecologically damaged Aral sea and Semipalatinsk test site areas.

KAZAKHSTAN

Kazakhstan continued generating the largest flows of emigrants of all EECA and Baltic States. Between 1992 and 2000, its migration balance was -1,941,800 persons;[1] during 1998-2000 alone, it was -454,589 persons. Such massive emigration led to a significant decrease in the country's population: in 2000, it was almost 2 per cent smaller than in 1998. Still, the 1998-2000 period witnessed a marked decrease in emigration (-39.4 per cent as concerns flows to EECA and Baltic States and -20.8 per cent as concerns flows to other countries), which can be attributed to the dynamism of the Kazakh economy and the August 1998 financial crisis in Russia. Around 90 per cent of the emigrants to EECA and Baltic States were directed to Russia, which shares a long border with Kazakhstan, with immigrants originating mainly from Uzbekistan and Turkmenistan (Table 28). The majority of emigrants were Russian (68.6%), followed at a considerable distance by Ukrainians (10.6%). Among immigrants, Russians predominated (48.5%), followed by Kazakhs (27.5%) and Ukrainians (6.4%; Table 29). Most migrants were of working age (Table 30).

Almost a third of emigrants in 1998-2000 moved to countries outside the EECA and Baltic region (133,708 persons, 29.4 per cent of the total number of emigrants). The overwhelming majority (91.4%) went to Germany, and the others to Israel and the USA (Table 31). Around two-thirds of emigrants were ethnic German, and almost one-quarter Russian (Table 32). In addition to these officially recorded flows, significant numbers of Kazakh citizens went to work irregularly in Western countries. Between 1998 and 2000 the number of Kazakh asylum-seekers in Europe increased seven-fold (with 411 in 1998, 1,094 in 1999 and 2,738 in 2000) with Belgium as the preferred country of asylum (Tables 76-79). Only a handful of Kazakh citizens were deported back to Kazakhstan (315 persons in 1998-2000).[2] With regard to immigrants, Kazakhstan had a positive migration balance only with China and Mongolia, where significant Kazakh diasporas are located, numbering around 1 million and 100,000 persons respectively (Bruk, 1986). Kazakhstan granted temporary labour contracts to 7,400 foreigners in 1998, 11,900 in 1999 and 10,500 in 2000, almost all from countries outside the EECA and Baltic regions.[3]

Ethnic Kazakhs continued repatriating. Since 1991, 183,652 of them have returned, around 60 per cent from EECA countries (62,737 from Uzbekistan, 22,055 from Turkmenistan, 10,476 from Tajikistan and 8,490 from Russia), with the remainder from Mongolia (65,202 persons), Iran (5,030 persons), Turkey (3,780 persons), Afghanistan (1,719 persons), China (2,214 persons), Pakistan (1,102 persons) and other countries.[4] The yearly immigration quota for repatriants was 3,000 families in 1998, and 500 families each in 1999 and 2000. In effect, between 1998-2000, according to the Agency for Migration and Demography, a total of 11,934 families (almost 50,000 persons) repatriated; according to the Statistical Agency however, in this period 28,804 Kazakhs repatriated from EECA and Baltic states and 2,741 returned from other countries (Table 33). The integration of repatriants has been hampered by difficulties in the acquisition of Kazakh citizenship and by shortcomings in the integration programme. Only 68,543 repatriants have been granted citizenship,[5] and, according to UNHCR, 160,000 persons – mostly repatriants – remained stateless.[6] Despite its eagerness to increase its population on an ethnic basis, the Kazakh Government proved unable to devise an effective integration programme. The authorities spent considerable funds for charter flights, housing and initial financial support to repatriants, but overlooked training, start-up assistance and credit facilities, which would have allowed repatriants to make a living. Repatriants often have insufficient professional qualifications and have not mastered the Russian language, which is still

predominant in the more developed parts of the country. As a result, the repatriant population has become impoverished and marginalized, and significant secondary migration from repatriant settlements has been witnessed. Recognizing the shortcomings in its policies, the Government has started shifting its focus from repatriating Kazakhs to integrating those who have already returned.

Irregular transit migration and trafficking in migrants continued growing. According to estimates, around 200,000 irregular migrants could be found in the country at any given moment, mostly from Pakistan, Afghanistan, China, Sri Lanka, Turkey and Iran. Only a handful were arrested: in 1998-2000 the Kazakh authorities apprehended 1,065 persons at the border, as well as another 216 persons for being unlawfully present on the territory; 1,092 persons were deported (21.4 per cent were Afghan, 18.4 per cent Pakistani and 17.4 per cent Chinese). Trafficking in women is estimated to involve around 5,000 women (IOM, 2001e).[7] According to estimates, in 2000 up to 300,000 labour migrants from EECA countries worked irregularly in Kazakhstan; of these, around 50,000 were from Kyrgyzstan, 100,000 from Uzbekistan, 50,000 from Tajikistan and 100,000 from Russia.[8] An additional 32,300 Chinese migrants overstayed their visas in 1998-2000, living in the country irregularly or transiting through it.[9]

There is widespread popular fear of irregular migrants in Kazakhstan, particularly of a massive settlement of Chinese. However, Chinese migrants generally only transit through the country. Transit migration was greatly facilitated by the absence of meaningful control on Kazakhstan's southern borders (with Turkmenistan, Uzbekistan and Kyrgyzstan) until mid-1999. In the aftermath of the armed clashes in Kyrgyzstan, the Kazakh authorities established one checkpoint at the border with Turkmenistan and several at the borders with Uzbekistan and Kyrgyzstan. Nonetheless, crossing the border remained easy.

Emigration of persons belonging to formerly deported peoples continued, involving mainly Germans, Greeks, Koreans, Poles and a number of Northern Caucasus peoples.[10] Between 1998-2000 net migration of such persons amounted to -104,761, and consisted overwhelmingly of Germans (Table 35). Almost all Northern Caucasus peoples, the majority of Koreans and more than half of the Poles were directed to other EECA countries, whereas the majority of Greeks and almost all Germans went to Greece and Germany, respectively.

As of the end of 2000, Kazakhstan hosted 20,574 refugees, 86 per cent of whom originated from EECA countries. The number of Chechen refugees sharply increased between 1998 and 2000; as of end 2000, Chechens constituted 61.6 per cent of the refugees living in the country, followed by Tajiks (24.2%) and Afghans (11.9%, Table 34). The Kazakh authorities registered only 915 refugees and 1,245 asylum seekers from non-EECA countries, however. Because of the high unemployment rate in Kazakhstan, many refugees were unable to secure legal sources of income, and their integration prospects were grim. The situation of Chechen and Uighur refugees was particularly worrisome, in view of Kazakhstan's delicate relationship with the refugees' countries of origin, namely Russia and China.

Internal migration continued from ecologically damaged areas and other depressed rural areas to Almaty, Astana and other more prosperous regions. In 1998-2000, 47,649 persons left the districts directly abutting the Aral Sea area, which is suffering from serious environmental degradation, as well as the districts close to the Semipalatinsk nuclear test site. Internal migrants often experienced problems registering in their new places of residence, which precluded them from access to employment, schooling and social services.

Progress in migration management has been slow. While the government was committed to improving its policies and programmes, the capacity for change remained low, due, *inter alia*, to the high turnover of government officials and weak structures in the migration field. In terms of priorities, the Government started gradually shifting away from a policy of purely ethnic migration to one based on economic considerations. Irregular migration and border control were growing concerns, especially following the August 1999 armed clashes in Kyrgyzstan. In September 2000 the government adopted a Concept of Migration Policy and a Concept of State Demographic Policy, and started developing an Action Plan for Migration Policy for 2002-2012. The Agency for Migration and Demography (AMD), established in December 1997, focused mostly on the return of Kazakhs. Cooperation among the entities involved in migration management, including the AMD, the Committee for National Security, the Ministry of Foreign Affairs, the Ministry of Interior and the Ministry of Labour and Social Protection, remained weak. An Inter-Ministerial Working Group on Migration Policy was established in February 2000, with the participation of IOM and UNHCR.

There has been little progress in the legislative arena, and the quality of legislation and its implementation remained problematic. A law On Migration, widely considered as unsatisfactory since it focused only on returning Kazakhs, was adopted in December 1997 and amended in November 2000. In June 1999 the Government adopted procedures for licensing foreign labour, which were meant for the staff of western oil companies and which negatively affected manual workers from Central Asian countries, forcing them into illegality. Trafficking in migrants is illegal according to national legislation. In January 1999, Kazakhstan signed the 1951 Convention relating to the Status of Refugees and its 1967 Protocol; a refugee law was submitted to Parliament, but has not yet been approved. In December 2000 Kazakhstan signed the UN Convention against Transnational Organized Crime. Kazakhstan withdrew from the Bishkek Agreement on visa-free movement of CIS citizens, and signed a similar agreement within the framework of the Euro-Asian Economic Community.

Since 1997, IOM has been implementing a programme on Capacity-Building in Migration Management in Kazakhstan, under which it has organised workshops and conferences on trafficking in migrants, migration policy and legislation. In addition, IOM carried out an integration programme for Kazakh repatriants, providing infrastructure in a returnee settlement in South Kazakhstan; training repatriants in Russian language, business development and legislation; planning for a new repatriant settlement in Astana; and rehabilitating a community centre in Nurly. In late 2000, IOM also started providing legal assistance to migrants and informing potential irregular migrants about the risks of submitting false asylum claims in Belgium.

UNHCR assisted Chechen and Afghan refugees through national NGOs, repatriated Tajik refugees, provided technical support and advice to the Government on refugee issues, and carried out awareness raising activities on statelessness.

The national migration NGO sector in Kazakhstan includes human rights organizations, dealing, *inter alia*, with migrants' rights; organizations working on conflict prevention and emergency preparedness; repatriants' associations, and UNHCR's implementing partners. The Kazakhstani Red Crescent Society provided financial support, clothes and medical assistance to refugees.

NOTES

1. Data of the Statistical Agency, based on the census of 1 February 1999.
2. Of these, 126 were deported in 1998, 80 in 1999 and 109 in 2000. Roughly half of them were Kazakh, and the rest were Chinese, Turk and EECA country nationals. Data of the Committee for National Security as of 1 January 2001.
3. Data of the Ministry of Labour and Social Protection for 1998 and of the Statistical Agency for 1999 and 2000.
4. Data of the Agency for Migration and Demography as of 1 January 2001. Mongolian Kazakhs immigrated to Kazakhstan between 1991 and 1993 with labour contracts.
5. Data of the Agency for Migration and Demography as of 1 April 2001.
6. Many of these persons were not stateless; rather, they did not have Kazakh citizenship because they were not able to renounce their previous Uzbek or Mongolian citizenship and Kazakhstan does not allow dual citizenship. According to the Ministry of Interior the number of stateless persons as of end 2000 was 4,566, whereas according to the Statistical Agency it was 17,522.
7. According to the Ministry of Interior, several tens of thousand women were trafficked.
8. Estimate of Elena Sadovskaya, the contributor to this chapter.
9. Data of the Committee for National Security as of 1 January 2001.
10. These are Balkarians, Ingush, Karachaevis, Kurds, Meskhetians, Chechens and others.

TABLE 28

MIGRATION FLOWS WITH EECA AND BALTIC STATES, BY COUNTRY 1998-2000
(persons and per cent)

Country	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
EECA countries	38,340	99.91	193,866	99.94	-155,526	35,366	99.88	120,724	99.94	-85,358	31,575	99.93	117,426	99.97	-85,851
ARM	95	0.25	63	0.03	32	44	0.12	41	0.03	3	106	0.34	25	0.02	81
AZE	377	0.98	345	0.18	32	262	0.74	209	0.17	53	257	0.81	214	0.18	43
BLR	366	0.95	5,177	2.67	-4,811	387	1.09	4,712	3.90	-4,325	365	1.16	3,320	2.82	-2,955
GEO	94	0.25	76	0.04	18	83	0.23	85	0.07	-2	77	0.24	36	0.03	41
KGZ	1,245	3.24	2,046	1.05	-801	1,214	3.43	1,155	0.96	59	1,551	4.91	739	0.63	812
MDA	140	0.37	320	0.16	-180	84	0.24	184	0.15	-100	75	0.24	92	0.08	-17
RUS	26,249	68.41	178,026	91.78	-151,777	24,881	70.27	108,436	89.77	-83,555	19,329	61.17	109,343	93.09	-90,014
TJK	492	1.28	65	0.03	427	400	1.13	55	0.05	345	379	1.20	78	0.07	301
TKM	1,782	4.64	419	0.22	1,363	1,323	3.74	455	0.38	868	1,937	6.13	87	0.07	1,850
UKR	1,525	3.97	4,647	2.40	-3,122	1,315	3.71	3,128	2.59	-1,813	1,144	3.62	2,194	1.87	-1,050
UZB	5,975	15.57	2,682	1.38	3,293	5,373	15.18	2,264	1.87	3,109	6,355	20.11	1,298	1.11	5,057
Baltic States	35	0.09	112	0.06	-77	43	0.12	69	0.06	-26	21	0.07	31	0.03	-10
EST	1	0.01	7	0.01	-6	4	0.01	11	0.01	-7	2	0.01	4	0.00	-2
LVA	21	0.05	26	0.01	-5	24	0.07	16	0.01	8	14	0.04	6	0.01	8
LTU	13	0.03	79	0.04	-66	15	0.04	42	0.04	-27	5	0.02	21	0.02	-16
Total	38,375	100	193,978	100	-155,603	35,409	100	120,793	100	-85,384	31,596	100	117,457	100	-85,861

Source: Statistical Agency.

TABLE 29

MIGRATION FLOWS WITH EECA AND BALTIC STATES, BY ETHNIC GROUP 1998-2000
(persons and per cent)

Ethnic group	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
EECA countries groups	34,037	88.78	170,957	88.18	-136,920	31,216	88.27	107,649	89.17	-76,433	27,755	87.90	105,078	89.48	-77,323
Armenians	176	0.46	421	0.22	-245	114	0.32	271	0.22	-157	165	0.52	226	0.19	-61
Azeris	432	1.13	735	0.38	-303	355	1.00	502	0.42	-147	306	0.97	430	0.37	-124
Belarusians	421	1.10	4,880	2.52	-4,459	380	1.07	3,152	2.61	-2,772	271	0.86	2,456	2.09	-2,185
Georgians	50	0.13	120	0.06	-70	38	0.11	103	0.09	-65	50	0.16	76	0.06	-26
Kazakhs	9,958	25.97	8,759	4.52	1,199	8,684	24.56	7,482	6.20	1,202	10,158	32.17	6,611	5.63	3,547
Kyrgyz	152	0.40	137	0.07	15	167	0.47	108	0.08	59	224	0.71	71	0.06	153
Moldovans	91	0.24	691	0.36	-600	113	0.32	462	0.38	-349	68	0.21	366	0.31	-298
Russians	19,571	51.04	133,243	68.73	-113,672	18,172	51.39	81,287	67.33	-63,115	13,617	43.13	82,111	69.93	-68,494
Tajiks	185	0.48	106	0.05	79	164	0.46	79	0.07	85	185	0.59	112	0.10	73
Turkmens	20	0.05	39	0.02	-19	40	0.11	23	0.02	17	28	0.09	23	0.02	5
Ukrainians	2,503	6.53	20,635	10.64	-18,132	2,382	6.74	13,256	10.98	-10,874	1,943	6.15	12,053	10.26	-10,110
Uzbeks	478	1.25	1,191	0.61	-713	607	1.72	924	0.77	-317	740	2.34	543	0.46	197
Baltic groups	33	0.08	290	0.15	-257	41	0.11	178	0.15	-137	25	0.08	195	0.17	-170
Estonians	12	0.03	89	0.05	-77	12	0.03	45	0.04	-33	8	0.03	78	0.07	-70
Latvians	3	0.01	49	0.03	-46	4	0.01	25	0.02	-21	3	0.01	35	0.03	-32
Lithuanians	18	0.04	152	0.08	-134	25	0.07	108	0.09	-83	14	0.04	82	0.07	-68
Others	4,270	11.14	22,619	11.67	-18,349	4,109	11.62	12,897	10.68	-8,788	3,795	12.02	12,153	10.35	-8,358
Germans	1,128	2.94	7,361	3.80	-6,233	1,094	3.09	4,209	3.49	-3,115	858	2.72	4,093	3.49	-3,235
Total	38,340	100	193,866	100	-155,526	35,366	100	120,724	100	-85,358	31,575	100	117,426	100	-85,851

Source: Statistical Agency.

TABLE 30

MIGRATION FLOWS WITH EECA COUNTRIES, BY GENDER AND AGE GROUP 1998-2000
(persons and per cent)

Age group/ gender	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
Children[a]	6,759	17.6	39,980	20.6	-33,221	6,105	17.3	23,050	19.1	-16,945	5,627	17.8	19,698	16.8	-14,071
Persons of working age[b]	27,414	71.5	125,110	64.6	-97,696	25,110	71.0	81,705	67.7	-56,595	22,916	72.6	80,561	68.6	-57,645
Pensioners[c]	4,167	10.9	28,776	14.8	-24,609	4,151	11.7	15,969	13.2	-11,818	3,032	9.6	17,167	14.6	-14,135
Total	38,340	100	193,866	100	-155,526	35,366	100	120,724	100	-85,358	31,575	100	117,426	100	-85,851
Women	18,428	48.1	102,445	52.8	-84,017	17,235	48.7	63,517	52.6	-46,282	15,495	49.1	63,183	53.8	-47,688

Notes: a) This category comprised persons up to 15 years of age; b) Until 30 June 1998, this category comprised men aged 16 to 59 and women aged 16 to 54. Between 1 July 1998 and 30 June 1999, this category comprised men aged 16 to 60 and 6 months, and women aged 16 to 55 and 6 months. Since 1 July 1999, this category comprises men aged 16 to 61 and women aged 16 to 56; c) Until 30 June 1998, this category comprised men aged 60 and women aged 55. Between 1 July 1998 and 30 June 1999, this category comprised men aged 60 and 7 months, and women aged 55 and 7 months. Since 1 July 1999, this category comprises men aged 62 and women aged 57.

Source: Statistical Agency.

TABLE 31

MIGRATION FLOWS WITH COUNTRIES OUTSIDE THE EECA AND BALTIC REGIONS, BY COUNTRY 1998-2000
(persons and per cent)

Country	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
Canada	17	0.8	537	1.1	-520	2	0.1	332	0.7	-330	10	0.5	218	0.6	-208
China	172	7.6	29	0.1	143	163	9.6	5	–	158	176	8.7	1	–	175
Germany	618	27.5	44,955	90.5	-44,337	503	29.7	40,872	91.5	-40,369	553	27.3	36,290	92.2	-35,737
Greece	35	1.6	422	0.8	-387	26	1.5	283	0.6	-257	25	1.2	152	0.4	-127
Israel	73	3.2	1,631	3.3	-1,558	63	3.7	1,589	3.6	-1,526	80	4.0	1,303	3.3	-1,223
Mongolia	756	33.6	133	0.3	623	452	26.7	161	0.4	291	657	32.4	203	0.5	454
Turkey	29	1.3	79	0.1	-50	77	4.6	44	0.1	33	89	4.4	28	0.1	61
USA	57	2.5	830	1.7	-733	23	1.4	612	1.4	-589	27	1.3	527	1.3	-500
Others	492	21.9	1,069	2.1	-577	384	22.7	766	1.7	-382	408	20.2	637	1.6	-229
Total	2,249	100	49,685	100	-47,436	1,693	100	44,664	100	-42,971	2,025	100	39,359	100	-37,334

Source: Statistical Agency.

TABLE 32

MIGRATION FLOWS WITH COUNTRIES OUTSIDE THE EECA AND BALTIC REGIONS, BY ETHNIC GROUP 1998-2000
(persons and per cent)

Ethnic group	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
Germans	360	16.0	32,590	65.6	-32,230	291	17.2	28,727	64.3	-28,436	326	16.1	24,977	63.5	-24,651
Kazakhs	994	44.2	506	1.0	488	771	45.5	561	1.2	210	976	48.2	632	1.6	344
Russians	290	12.9	11,059	22.3	-10,769	252	14.9	10,433	23.4	-10,181	349	17.2	9,551	24.2	-9,202
Others	605	26.9	5,530	11.1	-4,925	379	22.4	4,943	11.1	-4,564	374	18.5	4,199	10.7	-3,825
Total	2,249	100	49,685	100	-47,436	1,693	100	44,664	100	-42,971	2,025	100	39,359	100	-37,334

Source: Statistical Agency.

TABLE 33

MIGRATION FLOWS OF ETHNIC KAZAKHS WITH EECA AND BALTIC STATES, BY COUNTRY 1998-2000
(persons and per cent)

Country	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
EECA countries	9,958	99.98	8,759	99.97	1,199	8,684	99.99	7,482	99.96	1,202	10,158	99.99	6,611	99.99	3,547
ARM	4	0.04	–	–	4	8	0.09	2	0.03	6	–	–	1	0.01	-1
AZE	16	0.16	12	0.14	4	1	0.01	10	0.13	-9	12	0.12	6	0.09	6
BLR	14	0.14	39	0.45	-25	22	0.25	56	0.75	-34	6	0.06	38	0.57	-32
GEO	3	0.03	2	0.02	1	–	–	2	0.03	-2	3	0.03	2	0.03	1
KGZ	313	3.14	281	3.21	32	272	3.13	217	2.90	55	349	3.44	175	2.65	174
MDA	10	0.10	6	0.07	4	–	–	4	0.05	-4	1	0.01	–	–	1
RUS	3,250	32.63	7,044	80.39	-3,794	3,193	36.77	5,752	76.85	-2,559	3,122	30.73	5,714	86.43	-2,592
TJK	68	0.68	6	0.07	62	63	0.73	4	0.05	59	44	0.43	11	0.17	33
TKM	1,611	16.18	371	4.23	1,240	1,150	13.24	410	5.48	740	1,825	17.96	51	0.77	1,774
UKR	48	0.48	66	0.75	-18	45	0.52	37	0.49	8	37	0.36	33	0.50	4
UZB	4,621	46.40	932	10.64	3,689	3,930	45.25	988	13.20	2,942	4,759	46.85	580	8.77	4,179
Baltic states	2	0.02	3	0.03	-1	1	0.01	3	0.04	-2	1	0.01	1	0.01	0
EST	–	–	–	–	–	–	–	–	–	–	1	0.01	–	–	1
LVA	1	0.01	1	0.01	0	–	–	–	–	–	–	–	–	–	–
LTU	1	0.01	2	0.02	-1	1	0.01	3	0.04	-2	–	–	1	0.01	-1
Total	9,960	100	8,762	100	1,198	8,685	100	7,485	100	1,200	10,159	100	6,612	100	3,547

Source: Statistical Agency.

TABLE 34

REFUGEES, BY COUNTRY OF ORIGIN 1998-2000
(persons and per cent)

Country of origin	1998		1999		2000	
	Persons	%	Persons	%	Persons	%
EECA countries	6,192	74.13	10,928	82.09	17,683	85.95
Azerbaijan	20	0.24	20	0.15	20	0.1
Georgia	3	0.04	10	0.07	10	0.05
Russian Federation (Chechnya)	532	6.37	5,543	41.64	12,671	61.59
Tajikistan	5,637	67.48	5,355	40.23	4,982	24.21
Non-EECA countries	2,161	25.87	2,384	17.91	2,891	14.05
Afghanistan	2,081	24.91	2,296	17.25	2,460	11.96
China	23	0.28	23	0.17	27	0.13
Iraq	15	0.18	17	0.13	16	0.08
Palestinian Territories	15	0.18	17	0.13	351	1.7
Others	27	0.32	31	0.23	37	0.18
Total	8,353	100	13,312	100	20,574	100

Source: UNHCR, as of 31 December of a given year.

TABLE 35

MIGRATION FLOWS OF PERSONS BELONGING TO SELECTED FORMERLY DEPORTED PEOPLES 1998-2000
(persons)

People	1998			1999			2000		
	Immigrants	Emigrants	Balance	Immigrants	Emigrants	Balance	Immigrants	Emigrants	Balance
Germans	1,493	39,953	-38,460	1,386	32,937	-31,551	1,184	29,071	-27,887
Greeks	65	575	-510	58	394	-336	41	298	-257
Koreans	555	1,025	-470	550	747	-197	514	857	-343
Northern Caucasus peoples[a]	468	1,157	-689	476	712	-236	512	627	-115
Poles	161	1,816	-1,655	111	1,100	-989	125	1,191	-1,066
Total	2,742	44,526	-41,784	2,581	35,890	-33,309	2,376	32,044	-29,668

Note: a) These are Balkars, Ingush, Karachaevis, Kurds, Meskhetians, Chechens and others.

Source: Statistical Agency.

Kyrgyzstan


Kazakhstan
Bishkek
Ysyk-Köl
Kyrgyzstan
Uzbekistan
China
Tajikistan

TABLE 36

SUMMARY TABLE OF MIGRATION FLOWS AND STOCKS 1998-2000
(persons)

	1998	1999	2000
Total population	4,822,938[a]	4,867,481[b]	4,935,400[c]
Citizens	4,774,591[d]	Not available	Not available
Aliens[e]	229[f]	261	279
Stateless persons[g]	340	339	339
Immigrants[h]	10,219	7,879	5,349
Emigrants[i]	15,671	17,818	27,887
Refugees and persons in refugee-like situations from EECA countries	13,992[j]	10,205[k]	9,957[l]
Refugees and persons in refugee-like situations from non-EECA countries[m]	568	708	804
Internally displaced persons	Not applicable	5,569[n]	Not applicable
Repatriants[o]	1,485	1,428	1,177
Movements of persons belonging to formerly deported peoples[p]	1,934	1,728	1,808
Irregular migrants	30,000[q]	Not available	Not available
Persons apprehended at the border[r]	Not available	141[s]	338
Persons apprehended for being unlawfully present on the territory[t]	568	657	694
Persons deported from the country[u]	81	160	359
Ecological migrants	12,600[v]	Not applicable	Not applicable

Notes: a) Census data, as of 24 March 1999; b) Data of the National Statistical Committee as of 31 December of a given year; c) Data of the National Statistical Committee as of 31 December of a given year; d) Census data, as of 24 March 1999. These are residents of the country who stated that they were Kyrgyz citizens; e) Data of the Ministry of Interior. This is the total number of persons from non-EECA countries who received a residence permit, at year end; f) Data of the Ministry of Interior. This is the total number of persons from non-EECA countries who received a residence permit, at year end. According to census data, however, as of 24 March 1999, 29,347 citizens of EECA countries and 13 citizens of Baltic States lived in the country; g) Data of the Ministry of Interior. This is the total number of stateless persons at year end; h) Data of the National Statistical Committee. This is the total number of persons who moved to Kyrgyzstan in a given year; i) Data of the National Statistical Committee. This is the total number of persons who left Kyrgyzstan in a given year; j) Data of the Department of Migration Services at the Ministry of Foreign Affairs. This is the total number of refugees at year end; k) Data of the Department of Migration Services at the Ministry of Foreign Affairs. This is the total number of refugees (10,141) and persons who received temporary protection status (64), at year end; l) Data of the Department of Migration Services at the Ministry of Foreign Affairs. This is the total number of refugees (9,805) and persons who received temporary protection status (152), at year end. According to UNHCR, there were a total of 10,609 refugees from both EECA and non-EECA countries and 386 asylum seekers at year end; m) Data of the Department of Migration Services at the Ministry of Foreign Affairs. This is the total number of refugees at year end; n) UNHCR data. These are persons who were temporarily displaced from areas of the Batken region, where armed clashes took place starting August 1999; o) Data of the National Statistical Committee. These are ethnic Kyrgyz who moved to Kyrgyzstan from both EECA and non-EECA countries in a given year; p) Data of the National Statistical Committee. These are ethnic Germans who moved to Germany and the Russian Federation in a given year; q) Estimate of the Ministry of Interior as of early 1998 (UNHCR and IOM, 1998: 36); r) Data of the Central Border Control Department of the National Security Service. These are persons apprehended at the border while attempting to enter Kyrgyzstan; s) These are persons apprehended at the border while attempting to enter Kyrgyzstan. Data of the Central Border Control Department of the National Security Service. These data concern only the August-December period, as the Department started patrolling Kyrgyzstan's borders and collecting statistics only in August 1999 (they were previously patrolled by the Russian Border Guards); t) Data of the Ministry of Interior. These are persons who were fined for having expired visas; u) Data of the Ministry of Interior; v) Estimate of the Ministry of Ecology and Emergency Situations. These are persons who were temporarily displaced following a cyanide spill in the village of Barskoon (roughly 4,600 persons), as well as persons who left the Suzak district following flooding (roughly 8,000 persons).

KYRGYZSTAN

The recurrent armed incursions of Uzbek rebel groups in the Batken region of southern Kyrgyzstan in 1999 and 2000 exacerbated existing migratory trends. In 2000, immigration halved as compared to 1998; emigration doubled, owing mainly to greater outflows of Russians to Russia (Table 37). In 2000 Kyrgyzstan had a negative migration balance with all ethnic groups, including – for the first time since independence – Kyrgyz (Table 38). According to estimates, around 400,000 Kyrgyz went to work in other EECA countries, mainly Russia.[1] Russians continued repatriating with their families, as the higher share of pensioners among emigrants indicates (Table 39). Emigrants were also more educated than the general population: in 1998-2000, 17.8 per cent of net migration was comprised of persons with higher and incomplete higher education, and 35.4 per cent of persons with secondary specialized education, as compared to 12 per cent and 11 per cent respectively of such persons in the general population.[2]

Officially recorded emigration to countries outside the EECA and Baltic regions decreased by 13 per cent between 1998 and 2000 (Table 40); it continued to be comprised mainly of ethnic Germans moving to Germany with Russian family members (both groups constituted 79.5 per cent of emigrants in 1998-2000).[3] The outflow of Kyrgyz irregular labour migrants outside the EECA and Baltic regions went unrecorded. A growing number of them sought asylum in Europe (18 in 1998, 418 in 1999 and 903 in 2000), mainly in Belgium (Tables 76-79). A significant Kyrgyz diaspora settled in China, where it has grown to approximately 200,000 people. As concerns immigration, only 227 citizens from outside the EECA and Baltic regions were registered in 1998-2000, but their actual number was much larger. In this period Kyrgyzstan granted labour contracts to 1,623 foreigners (430 in 1998, 548 in 1999 and 645 in 2000), mainly from Turkey (19.6%), Canada (16.1%), Iran (9.8%), Korea (7.7%), the USA (6.8%) and Afghanistan (6.6%).[4] As of the end of 2000, there were 1,842 foreigners working in the country, primarily from Turkey and China, and 1,359 students and trainees from Turkey and South-East Asia.

Because of its weak border controls, Kyrgyzstan was increasingly used by Afghan refugees and irregular migrants from India, Sri Lanka, Pakistan and China as a transit area. The Batken region, which is also a transit region for drugs from Afghanistan and Tajikistan, was particularly affected (Brill Olcott and Udalova-Zvart, 2000: 11). A growing number of irregular migrants were apprehended at the Kyrgyz-Chinese border trying to enter Kyrgyzstan with forged Russian, Ukrainian or Kyrgyz visas, or with illegally purchased Kyrgyz passports. Between August 1999 and the end of 2000, the Kyrgyz authorities at the border apprehended a total of 479 persons, 177 of whom had forged documents, while 196 carried irregular documents. In 1998-2000, 600 persons were deported from Kyrgyzstan, 60 per cent of those in 2000 alone. Trafficking in women became increasingly well organized, and, according to estimates, involved around 4,000 women and children (IOM, 2000g). The main destination countries were South Korea and the United Arab Emirates.

As of the end of 2000, Kyrgyzstan hosted 10,609 refugees, of whom 9,805 from Tajikistan were mainly ethnic Kyrgyz (including 13,992 in 1998 and 10,141 in 1999), and 8 04 from Afghanistan (including 568 in 1998 and 708 in 1999). In addition, in 1999-2000 Kyrgyzstan granted temporary protection status to 152 Chechens (Table 41). In this period 3,661 refugees were repatriated to Tajikistan (1,150 persons in 1998, 1,862 persons in 1999 and 649 persons

in 2000).[5] Further, in 1999 almost 5,600 persons were internally displaced due to armed clashes in the Batken region.

In 1998 12,600 persons were displaced by flooding and other ecological disasters, and 1,472 of them were resettled by the government. In recent years the government has become increasingly concerned with the growing outflow of people from rural to urban areas.

According to the 1999 census, 94,450 persons belonging to formerly deported peoples lived in Kyrgyzstan, of whom 33,327 were Meskhetians,[6] 21,472 Germans, 19,784 Koreans and 11,620 Kurds. Only Germans continued emigrating however, primarily to Germany and, to a lesser extent, Russia.

In light of continuing unrest in the southern regions of the country, and of the ensuing tightening of border controls in neighbouring countries, the Government's priority in terms of migration management has become strengthening border controls. Despite high-level commitment, the Government's capacity and resources remained limited, and it lacks skilled professionals and adequate information systems. In August 1999 Kyrgyzstan took over border control from the Russian Border Guards. In April 2000 the Government adopted a concept paper on Demographic and Migration Policy, and in August 2000 the State Programme for the Stabilization and Regularization of1 Migration Processes was adopted. The focal point for migration matters is the State Agency on Migration and Demography (SAMD), established in May 1999 within the office of the Prime Minister, which is also responsible for inter-ministerial coordination.[7] The Central Border Control Department of the National Security Service is responsible for border control, whereas the Central Border Guard Department of the Ministry of Defence is responsible for the protection of the border. The other entities involved in migration management are the Ministry of National Security, the Ministry of Interior, the Ministry of Emergency and Civil Defence and the Ministry of Defence.[8] Inter-ministerial cooperation, as well as cooperation between the Government and the Parliament, remained problematic.

Legislative developments proceeded satisfactorily. Kyrgyzstan adopted a law on Russian as an official language in May 2000, a comprehensive law On External Migration in June 2000, and a law simplifying the entry and stay of foreigners in July 2000. A draft law on refugees is under consideration by the Parliament. Kyrgyz legislation provides for criminal and civil responsibility for trafficking in persons, and a presidential decree on trafficking is being drafted. In July 2000 Kyrgyzstan signed agreements with Belarus, Kazakhstan and Russia on the simplified acquisition of citizenship; it also signed an agreement on visa-free movement within the framework of the Euro-Asian Economic Community. In December 2000 Kyrgyzstan signed the UN Convention against Transnational Organized Crime and its two Protocols.

Since 1997 IOM has been implementing a programme on Capacity-Building in Migration Management in Kyrgyzstan which provides border management training; technical assistance for the development of a border control system at the Bishkek Airport; expert advice on legislation and visa issuance, and equipment and training to the State Agency on Migration and Demography. In addition, IOM has carried out a counter-trafficking programme; a migration sector NGO capacity-building programme, and research on internal migration and on trafficking in women and children (IOM, 2000g, 2001d).

UNHCR provided legal and material assistance to refugees and encouraged their local integration through income-generation and infrastructure rehabilitation projects. It also repatriated refugees to Tajikistan.

The Regional Centre for Migration and Refugee Issues consolidated and began gaining regional recognition as a service centre, providing training, legal expertise, research and information materials. The Centre also organized workshops and trainings at the national and regional levels for government officials, NGOs, scholars and the media. IOM and UNHCR have jointly supported the Centre, and the Kyrgyz Government has provided staff on an as-needed basis.

The NGO sector in Kyrgyzstan is the most developed in Central Asia, although few organizations are experienced or work specifically on migration issues. A number of local and international NGOs worked as UNHCR's implementing partners. The Kyrgyz Red Crescent Society provided material assistance to disaster victims and refugees.

NOTES

1. Estimate of T. Turganbaev, Director of the Department of Migration Services at the Ministry of Foreign Affairs (*Slovo Kyrgyzstana*, 18 May 2001).
2. Data of the National Statistical Committee.
3. Data of the National Statistical Committee.
4. Data of the National Statistical Committee.
5. Data of the Department of Migration Services at the Ministry of Foreign Affairs. According to UNHCR, in 2000 865 refugees were repatriated.
6. The census data refer to "Turks", but it can be safely assumed that most are Meskhetians, as they are also called Meskhetian Turks.
7. In January 2001 the SAMD was renamed Department of Migration Services at the Ministry of Foreign Affairs.
8. In January 2001 the Ministry of National Security was renamed National Security Service and the Ministry of Emergency and Civil Defence was renamed Ministry of Ecology and Emergency Situations.

TABLE 37

MIGRATION FLOWS WITH EECA AND BALTIC STATES, BY COUNTRY 1998-2000
(persons and per cent)

Country	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
EECA countries	10,087	99.9	12,057	99.99	-1,970	7,815	99.91	14,471	99.97	-6,656	5,301	99.98	24,733	99.99	-19,432
ARM	5	0.05	2	0.02	3	7	0.09	6	0.04	1	1	0.02	1	0.00	0
AZE	64	0.63	33	0.27	31	33	0.42	27	0.19	6	34	0.64	31	0.13	3
BLR	20	0.2	85	0.71	-65	20	0.26	129	0.89	-109	10	0.19	202	0.82	-192
GEO	1	0.01	4	0.03	-3	9	0.12	9	0.06	0	7	0.13	12	0.05	-5
KAZ	2,215	21.95	1,548	12.84	667	1,369	17.5	1,582	10.93	-213	908	17.13	1,920	7.76	-1,012
MDA	5	0.05	17	0.14	-12	4	0.05	13	0.09	-9	13	0.25	8	0.03	5
RUS	5,254	52.05	8,714	72.26	-3,460	3,988	50.98	10,111	69.85	-6,123	2,358	44.47	20,793	84.07	-18,435
TJK	835	8.27	139	1.15	696	881	11.26	282	1.95	599	690	13.01	283	1.14	407
TKM	51	0.51	14	0.12	37	21	0.27	12	0.08	9	27	0.51	10	0.04	17
UKR	170	1.68	240	1.99	-70	135	1.73	278	1.92	-143	76	1.43	290	1.17	-214
UZB	1,463	14.5	1,261	10.46	202	1,348	17.23	2,022	13.97	-674	1,177	22.2	1,183	4.78	-6
Baltic states	10	0.1	1	0.01	9	6	0.09	4	0.03	2	1	0.02	3	0.01	-2
total	10,097	100	12,058	100	-1,961	7,821	100	14,475	100	-6,654	5,302	100	24,736	100	-19,434

Source: National Statistical Committee.

TABLE 38

MIGRATION FLOWS, BY ETHNIC GROUP 1998-2000

(persons and per cent)

Ethnic group	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
EECA countries groups	8,711	85.24	12,037	76.81	-3,326	6,812	86.46	14,097	79.12	-7,285	4,665	87.21	23,289	83.51	-18,624
Armenians	8	0.08	27	0.17	-19	10	0.13	33	0.19	-23	5	0.09	35	0.12	-30
Azeris	164	1.6	93	0.59	71	85	1.08	96	0.54	-11	69	1.29	130	0.46	-61
Belarusians	39	0.38	89	0.57	-50	16	0.2	110	0.62	-94	11	0.21	130	0.47	-119
Georgians	6	0.06	6	0.04	0	4	0.05	2	0.01	2	2	0.04	16	0.06	-14
Kazakhs	266	2.6	430	2.74	-164	198	2.51	424	2.38	-226	150	2.8	507	1.82	-357
Kyrgyz	1,485	14.53	1,169	7.46	316	1,428	18.12	1,162	6.52	266	1,177	22.0	1,396	5.01	-219
Moldovans	7	0.07	18	0.12	-11	4	0.05	17	0.09	-13	7	0.13	39	0.14	-32
Russians	5,191	50.8	7,869	50.22	-2,678	3,685	46.77	9,281	52.09	-5,596	2,241	41.9	17,485	62.7	-15,244
Tajiks	116	1.14	116	0.74	0	123	1.56	169	0.95	-46	91	1.7	172	0.62	-81
Turkmens	6	0.06	5	0.03	1	2	0.03	5	0.03	-3	3	0.06	4	0.01	-1
Ukrainians	671	6.56	1,099	7.01	-428	470	5.97	1,125	6.31	-655	273	5.1	2,136	7.66	-1,863
Uzbeks	752	7.36	1,116	7.12	-364	787	9.99	1,673	9.39	886	636	11.89	1,239	4.44	-603
Baltic groups	12	0.12	12	0.08	0	3	0.04	21	0.12	-18	2	0.04	27	0.1	-25
Others	1,496	14.64	3,622	23.11	-2,126	1,064	13.5	3,700	20.76	-2,636	682	12.75	4,571	16.39	-3,889
Chechens	–	–	–	–	–	–	–	–	–	–	14	0.26	36	0.13	-22
Dungans	182	1.78	49	0.31	133	108	1.37	97	0.54	11	62	1.16	128	0.46	-66
Germans	251	2.46	1,934	12.34	-1,683	135	1.71	1,728	9.7	-1,593	104	1.94	1,808	6.48	-1,704
Jews	14	0.14	135	0.86	-121	5	0.06	161	0.9	-156	4	0.08	174	0.62	-170
Koreans	201	1.96	165	1.05	36	166	2.11	206	1.15	-40	113	2.11	257	0.92	-144
Tatars	347	3.4	721	4.6	-374	299	3.8	874	4.91	-575	197	3.68	1,263	4.53	-1,066
Turks	75	0.73	60	0.38	15	61	0.77	52	0.29	9	36	0.67	115	0.41	-79
Uigurs	79	0.77	104	0.67	-25	51	0.65	110	0.62	-59	46	0.86	141	0.51	-95
Others	347	3.4	454	2.9	-107	239	3.03	472	2.65	-233	106	1.99	649	2.33	-543
Total	10,219	100.0	15,671	100.0	-5,452	7,879	100.0	17,818	100.0	-9,939	5,349	100.0	27,887	100.0	-22,538

Source: National Statistical Committee.

TABLE 39

MIGRATION FLOWS WITH EECA COUNTRIES AND BALTIC STATES, BY GENDER AND AGE GROUP 1998-2000
(persons and per cent)

Age group/ gender	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
Children[a]	2,105	20.8	1,868	15.5	237	1,474	18.9	2,479	17.1	-1,005	893	16.9	4,261	17.2	-3,368
Persons of working age[b]	7,007	69.4	7,952	65.9	-945	5,478	70.0	9,602	66.3	-4,124	3,894	73.4	15,944	64.5	-12,050
Pensioners[c]	985	9.8	2,238	18.6	-1,253	869	11.1	2,394	16.6	-1,525	515	9.7	4,531	18.3	-4,016
Total	10,097	100	12,058	100	-1,961	7,821	100	14,475	100	-6,654	5,302	100	24,736	100	-19,434
Women	4,867	48.2	6,485	53.8	-1,618	3,938	50.4	7,867	54.4	-3,929	2,712	51.2	13,111	53.0	-10,399

Notes: a) This category comprises persons up to 15 years of age; b) This category comprises women aged 16 to 54, and men aged 16 to 59; c) This category comprises women aged 55 and older, and men aged 60 and older.

Source: National Statistical Committee.

TABLE 40

MIGRATION FLOWS WITH COUNTRIES OUTSIDE THE EECA AND BALTIC REGIONS, BY COUNTRY 1998-2000
(persons and per cent)

Country	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
Afghanistan	28	22.95	–	–	28	5	8.62	–	–	5	2	4.25	–	–	2
Canada	–	–	36	1.0	-36	1	1.72	20	0.6	-19	–	–	13	0.41	-13
Germany	52	42.62	2,955	81.79	-2,903	30	51.73	2,661	79.6	-2,631	18	38.3	2,421	76.83	-2,403
Israel	9	7.38	159	4.4	-150	1	1.72	253	7.57	-252	6	12.77	356	11.3	-350
Turkey	11	9.02	27	0.75	-16	6	10.34	13	0.39	-7	6	12.77	15	0.48	-9
USA	1	0.82	385	10.65	-384	3	5.17	330	9.87	-327	–	–	289	9.17	-289
Others	21	17.21	51	1.41	-30	12	20.7	66	1.97	-54	15	31.91	57	1.81	-42
Total	122	100	3,613	100	-3,491	58	100	3,343	100	-3,285	47	100	3,151	100	-3,104

Source: National Statistical Committee.

TABLE 41

REFUGEES, ASYLUM-SEEKERS AND PERSONS IN REFUGEE-LIKE SITUATIONS,[a]
BY COUNTRY OF ORIGIN 1998-2000
(persons)

Country of origin	1998	1999	2000
EECA countries	1,059	685	1,413
Refugees from Tajikistan	294	226	71
Persons in refugee-like situations from Chechnya (Russian Federation)	–	64	88
Asylum seekers from Tajikistan	765	395	1,254
Non-EECA countries	855	432	297
Refugees from Afghanistan	410	156	169
Asylum seekers from Afghanistan	442	276	128
Asylum seekers from China	3	–	–
Total	1,914	1,117	1,710

Notes: a) This table includes persons who were registered during a given year only.

Source: Department of Migration Services at the Ministry of Foreign Affairs.

Republic of Moldova

TABLE 42

SUMMARY TABLE OF MIGRATION FLOWS AND STOCKS 1998-2000
(persons)

	1998	1999	2000
Total population[a]	4,293,000	4,281,500	4,264,300
Citizens	Not available	Not available	Not available
Aliens	Not available	Not available	Not available
Stateless persons	Not available	Not available	Not available
Immigrants[b]	10,860	7,878	4,953
Emigrants[c]	18,945	17,119	20,479
Refugees and persons in refugee-like situations from EECA countries[d]	10	62	95
Refugees and persons in refugee-like situations from non-EECA countries[e]	114	161	103
Internally displaced persons[f]	1,300	8,100	8,080
Repatriants[g]	2,405	1,426	734
Movements of persons belonging to formerly deported peoples	Not applicable	Not applicable	Not applicable
Irregular migrants	Not available	Not available	Not available
Persons apprehended at the border[h]	92	172	170
Persons apprehended for being unlawfully present on the territory	Not available	Not available	Not available
Persons deported from the country	Not available	Not available	Not available
Ecological migrants	Not applicable	Not applicable	Not applicable

Notes: a) Data of the Department of Statistics and Sociology, as of 31 December of a given year; b) Data of the Department of Information Technologies of Moldova and of the statistical offices of EECA countries (except for Georgia and Tajikistan, for which data are not available); c) Data of the Department of Information Technologies of Moldova and of the statistical offices of EECA countries (except for Georgia and Tajikistan, for which data are not available); d) UNHCR data. These are asylum seekers registered by UNHCR; e) UNHCR data. These are asylum seekers registered by UNHCR; f) UNHCR data; g) Data of the Department for Migration at the Ministry of Labour, Social Protection and Family. These are ethnic Moldovans who returned to Moldova during a given year. h) Data of the Border Protection Department. These are persons who were apprehended at the border with Romania only.

REPUBLIC OF MOLDOVA

Low living standards and mass unemployment, and the lack of a resolution of the de facto secession in the Trans-Dniestr region, continued generating mass emigration for labour purposes. According to estimates, over 500,000 Moldovan citizens worked abroad, that is, almost one person in every third household.[1] Of these, roughly half worked in EECA countries, primarily Russia. Of the other 250,000, one-third work in Western Europe (mainly Germany, Italy, Portugal, Spain and Greece), one-third in Central Europe and one-third in Israel. Moldovan men worked mostly as construction workers or farm labourers, and women as domestic workers or prostitutes. As a rule, Moldovans entered their country of destination with tourist visas and overstayed; prostitutes were often victims of traffickers. A growing number of Moldovan citizens applied for asylum in European countries, mainly in France, the Czech Republic and Belgium, including 1,214 in 1998, 2,720 in 1999, and 3,698 in 2000 (Tables 76-79). In 1998-1999 more than 10,000 Moldovan citizens were expelled from Italy, Spain, Portugal, Turkey and Israel;[2] in 2000 alone Turkey deported 6,610 Moldovans (more than 70 per cent of whom were young women), Germany 654, Greece 317 and Italy 232.[3] Moldovan authorities recorded 65 cases in 1999 and 48 cases in 2000 of trafficking in human beings from the country. Three traffickers were arrested in 1999, and 5 were arrested in 2000 (ICMPD, 2001a).

According to incomplete official statistics, during 1998-2000 net migration with EECA countries included -24,114 persons, due to a sharp decrease in immigration and a slight increase in emigration. Moldova's main migration partners remained Russia (55.7 per cent of immigrants and 70.1 per cent of emigrants) and Ukraine (39.4 per cent of immigrants and 26.4 per cent of emigrants; Table 43). As in previous years, migrants were mostly Russian, Moldovan and Ukrainian. The migration balance with countries outside the EECA and Baltic regions included -2,797 persons in 1998, -3,046 persons in 1999, and -2,895 in 2000. The main countries of destination remained Germany (35.9 per cent of emigrants), Israel (28.6%) and the USA (28.7%; Table 44). While in 1998 the main country of origin of immigrants was Romania (though accounting for only 9.3 per cent of the total), since 1999 it has been supplanted by Syria (23.4 per cent of the total in 2000), Turkey (15.6%), and Jordan (13.8%).[4]

Although Moldova was primarily a country of origin of irregular migrants, it was also – to a lesser extent – a transit country, owing to the lack of controls of its western border with Ukraine and movements from Russia. Migrants originated mainly from Russia, Ukraine, China and South-East Asia, and usually proceeded to Romania and Hungary on their way to Western Europe. In 1998 the Moldovan authorities apprehended 92 irregular migrants at the border with Romania, 172 in 1999 and 170 in 2000.

As of 2000, UNHCR had registered 198 asylum seekers, of whom 86 were Chechens; the remainder were from Iraq, Sudan and Afghanistan (Table 45). In addition, 8,080 persons remained displaced within the country.

The focal point for migration management in the Moldovan Government is the Department for Migration at the Ministry of Labour, Social Protection and Family. Other relevant agencies include the Ministry of Interior, the Ministry of National Security and the Ministry of Foreign Affairs. Government structures are weak and so is the legislative basis. However, a law on refugees is being drafted, and in December 2000 Moldova signed the UN Convention against Transnational Organized Crime and its two Protocols.

IOM opened a sub-office in Moldova in January 2001which will focus on irregular migration and trafficking in migrants.

UNHCR provided legal and material assistance to refugees and asylum-seekers, carried out capacity-building activities for the Government and NGOs, and conducted advocacy and public awareness activities.

The NGO sector remains weak but is beginning to develop.

NOTES

1. See Proceedings of the seminar "Moldova, Romania, Ucraina: integrarea Europeana si migratiunea Fortei de munca", Chisinau, 2000, p. 116.
2. Data of the Service of Information and Security.
3. Data of the Ministry of Interior (*Moldova Suverana*, 3 April 2001).
4. Data of the Department of Information Technologies.

TABLE 43

MIGRATION FLOWS WITH EECA COUNTRIES[a], BY COUNTRY 1998-2000
(persons and per cent)

Country	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
ARM	35	0.4	5	0.0	30	16	0.2	6	0.1	10	–	–	1	0.0	-1
AZE	5	0.1	18	0.1	-13	8	0.1	10	0.1	-2	7	0.2	2	0.0	5
BLR	63	0.6	346	2.3	-283	31	0.5	332	2.5	-301	37	0.9	391	2.4	-354
KAZ	320	3.2	140	0.9	180	184	2.7	84	0.6	100	92	2.3	75	0.4	17
KGZ	17	0.2	5	0.0	12	13	0.2	4	0.1	9	8	0.2	13	0.1	-5
RUS	4,766	47.9	10,762	70.7	-5,996	4,275	62.7	9,037	69.4	-4,762	2,237	56.5	11,652	70.2	-9,415
TKM	25	0.2	9	0.1	16	28	0.4	12	0.1	16	12	0.3	6	0.1	6
UKR	4,658	46.9	3,936	25.8	722	2,240	32.8	3,492	26.8	-1,252	1,533	38.7	4,435	26.7	-2,902
UZB	51	0.5	7	0.1	44	24	0.4	37	0.3	-13	37	0.9	19	0.1	18
Total	9,940	100	15,228	100	-5,288	6,819	100	13,014	100	-6,195	3,963	100	16,594	100	-12,631

Note: a) With the exception of Georgia and Tajikistan, for which data are not available.

Source: Statistical Committees of the respective EECA countries.

TABLE 44

EMIGRATION TO COUNTRIES OUTSIDE THE EECA AND BALTIC REGIONS, BY COUNTRY 1998-2000
(persons)

Country	1998		1999		2000	
	Persons	%	Persons	%	Persons	%
Canada	32	0.9	100	2.4	71	1.8
Germany	1,406	37.8	1,258	30.7	1,396	35.9
Israel	784	21.1	1,338	32.6	1,110	28.6
USA	1,350	36.3	1,241	30.2	1,115	28.7
Others	145	3.9	168	4.1	193	5.0
Total	3,717	100	4,105	100	3,885	100

Source: Department of Information Technologies.

TABLE 45

ASYLUM-SEEKERS, BY COUNTRY OF ORIGIN 1998-2000
(persons)

Country of origin	1998	1999	2000
EECA countries	10	62	95
Russian Federation	–	58	86
Others	10	4	9
Non-EECA countries	114	161	103
Afghanistan	47	33	14
Iraq	31	51	32
Sudan	9	3	19
Others	27	74	34
Stateless persons	–	–	4
Total	124	223	198

Source: UNHCR.

Russian Federation

TABLE 46
SUMMARY TABLE OF MIGRATION FLOWS AND STOCKS 1998-2000
(persons)

	1998	1999	2000
Total population[a]	146,693,300	145,924,900	145,184,800
Citizens	Not available	Not available	Not available
Aliens[b]	83,700	62,400	58,200
Stateless persons[c]	19,300	15,400	14,700
Immigrants[d]	513,551	379,726	359,330
Emigrants[e]	213,377	214,963	145,720
Refugees and persons in refugee-like situations from EECA countries[f]	933,173	802,353	667,093
Refugees and persons in refugee-like situations from non-EECA countries	33,148[g]	16,522[h]	9,710[i]
Internally displaced persons	173,119[j]	450,225[k]	374,379[l]
Repatriants[m]	290,042	202,294	189,691
Movements of persons belonging to formerly deported peoples	14,409[n]	10,283[o]	9,723[p]
Irregular migrants	1,300,000-1,500,000[q]	1,300,000-1,500,000[q]	1,300,000-1,500,000[q]
Persons apprehended at the border[r]	2,649	2,282	3,997
Persons apprehended for being unlawfully present on the territory	Not available	Not available	150,000[s]
Persons deported from the country	24,900[t]	24,300[u]	21,100[v]
Ecological migrants[w]	3,832	3,831	2,967

Notes: a) Data of the State Committee for Statistics as of 31 December of a given year. This is the population actually living in the country (*nalichnoe naselenie*); b) Data of the Ministry of Interior. This is the number of citizens of non-EECA countries who were granted a residence permit at year end; c) Data of the Ministry of Interior. This is the number of stateless persons from non-EECA countries who were granted a residence permit at year end; d) Data of the State Committee for Statistics. This is the total number of persons who moved to Russia during a given year; e) Data of the State Committee for Statistics. This is the total number of persons who left Russia during a given year; f) Data of the Federal Migration Service for 1998 and 1999, and of the Ministry for Federal Affairs, Nationalities and Migration Policy for 2000. This is the total number of migrants from EECA countries who were granted refugee or "forced migrant" status, as of 31 December of a given year; g) This is the total number of persons from non-EECA countries who obtained refugee status according to the Federal Migration Service, at year end (352 persons), as well as refugees registered by UNHCR, as of 31 March 1998 (32,796 persons); h) This is the total number of persons from non-EECA countries who obtained refugee status according to the Federal Migration Service at year end (522 persons), as well as refugees registered by UNHCR, as of end of 1999 (16,000 persons); i) This is the total number of persons from non-EECA countries who obtained refugee status according to the Ministry for Federal Affairs, Nationalities and Migration Policy at year end (530 persons) as well as refugees registered by UNHCR (9,180 persons); j) Data of the Federal Migration Service. This is the total number of internally displaced persons who received "forced migrant" status as of 31 December 1998. According to UNHCR, there were 171,900 IDPs at year end; k) Data of the Federal Migration Service. This is the total number of internally displaced persons who received "forced migrant" status as of 31 December 1999 (157,425 persons) and of persons who otherwise fled Chechnya, as of 1 February 2000 (292,800 persons). According to UNHCR, there were 498,354 IDPs at year end; l) Data of the Ministry for Federal Affairs, Nationalities and Migration Policy. This is the total number of internally displaced persons who received "forced migrant" status as of 31 December 2000 (140,657 persons) and of persons who otherwise fled Chechnya, as of 11 January 2001 (233,722 persons). According to UNHCR, there were 490,650 IDPs at year end; m) Data of the State Committee for Statistics. This is the total number of ethnic Russians who moved to the Russian Federation from EECA and Baltic States in a given year; n) Data of the State Committee for Statistics. This is the number of formerly deported Greeks (1,244), Koreans (2,870), Germans (8,566) and Poles (1,729) who moved from EECA and Baltic States to the Russian Federation in 1998; o) Data of the State Committee for Statistics. This is the number of formerly deported Greeks (1,083), Koreans (2,660), Germans (5,587) and Poles (953) who moved from EECA and Baltic States to the Russian Federation in 1999; p) Data of the State Committee for Statistics. This is the number of formerly deported Greeks (847), Koreans (3,148), Germans (4,952) and Poles (776) who moved from EECA and Baltic States to the Russian Federation in 2000; q) Estimate of the Ministry for Federal Affairs, Nationalities and Migration Policy. These are persons who resided in the Russian Federation irregularly; r) Data of the Federal Border Service. This is the number of persons apprehended during a given year at the borders of the Russian Federation and of those EECA countries whose borders were protected by the Russian Border Service. These persons attempted to enter these countries either outside the border post or without appropriate documents; s) Data of the Ministry of Interior. These are persons who were fined for holding expired visas; t) Data of the Federal Border Service. This is the number of persons who were deported from the Russian Federation in 1998. Of these, 4,000 persons were deported under escort; u) Data of the Federal Border Service. This is the number of persons who were deported from the Russian Federation in 1999. Of these, 3,400 persons were deported under escort; v) Data of the Federal Border Service. This is the number of persons who were deported from the Russian Federation in 2000. Of these, 2,700 persons were deported under escort; w) Data of the State Committee for Statistics. This is the number of persons who moved within the Russian Federation during a given year and who indicated as the reason for their move, "unfavourable ecological conditions".

RUSSIAN FEDERATION

During 1998-2000 migration flows between Russia and the other EECA and Baltic States were unstable, though they continued decreasing. The August 1998 financial crisis, and the resumption of warfare in Chechnya in the fall of 1999, led to a sharp decrease in immigration, especially in 1999 (Table 47). In 2000 there were 40 per cent less immigrants and 44 per cent less emigrants than in 1997. During 1998-2000 net migration was of 865,605 persons, with immigration three and a half times higher than emigration. Russia had a positive migration balance with all EECA and Baltic States except for Belarus, and with all ethnic groups (Table 48). Its main migration partners remained Kazakhstan, Ukraine and Uzbekistan, which accounted respectively for 46.6 per cent, 13.4 per cent and 12.8 per cent of net migration in 1998-2000. The bulk of the flows continued to be comprised of Russian repatriants, although their share in net migration decreased notably (from 69.8 per cent in 1997 to 55.3 per cent in 2000), partly due to their dwindling numbers in EECA and Baltic States. Russian repatriation decreased from all countries except Kyrgyzstan and Uzbekistan, where armed clashes hastened the outflow (Table 49). Immigrants were more balanced than emigrants in terms of age groups, as could be expected from a repatriation movement (Table 50).

Emigration to countries outside the EECA and Baltic regions increased in 1999 in the wake of the 1998 financial crisis, but decreased significantly in 2000 owing to strong economic growth in Russia (Table 51). In 1998-2000 a total of 227,901 persons left the country, mainly for Germany (59.1%), Israel (18.5%) and the USA (7.7%). Emigrants were mostly Russian and German (Table 52). The 'brain drain' of highly qualified Russians continued unabated; around 130,000 Russian specialists and programmers reportedly worked in the USA, with another 50,000 working in Germany (*RFE/RL*, 10 August 2001). In addition to recorded flows, according to estimates every year 1.5-2 million Russians went to work abroad, only 45,800 of whom had work permits in 2000.[1] Around 50,000 Russian women worked as prostitutes in Western countries (*BBC News*, May 2001), with another 50,000 in China and South-East Asia (*AFP*, 14 July 2001). The number of Russian citizens who sought asylum in European countries more than doubled between 1998 and 2000, including 6,068 in 1998, 8,240 in 1999, and 14,332 in 2000. Their preferred countries of asylum were Belgium, Germany, the UK, the Netherlands and Poland (Tables 76-79). The Russian diaspora is comprised of approximately 2 million people outside the EECA and Baltic regions, half of whom are in the USA, with some 300,000 each in Israel and Germany, 150,000 in Latin America and roughly 100,000 in Canada (Bruk, 1986; Kabuzan, 1996). Finally, every year some 5 million citizens of non-EECA countries enter Russia for short-term stays.

Aside from officially recorded flows, an estimated 1.5 million migrants resided in Russia irregularly, half of whom were Chinese, together with a significant number of Afghans. These migrants included Chinese and Vietnamese labour migrants and small-scale traders overstaying their visas; up to 60,000 foreign students from developing countries (mainly Afghanistan, Iraq, Cuba, the Democratic Republic of Congo, Guinea and Ethiopia) who arrived during the Soviet era and did not return home after completion of their studies; an additional 9,000 students, mostly from Africa, who arrived after 1991 and overstayed; 7,000 labour migrants whose work permits expired, and 4,000-5,000 Vietnamese and North Korean contract workers who arrived in the Soviet era and overstayed, together with asylum seekers, transit migrants, and other labour migrants. According to estimates, every year more than 3 million labour migrants from EECA countries went to work in Russia, only 100,000 of whom had legitimate work permits.[2]

Russia continued to be widely used by irregular migrants as a transit country, due to the de facto openness of its enormous borders. During 1997-1999 the Russian Border Guards apprehended 1,965 persons (of whom 1,538 were Afghans) at the border with Kazakhstan and 2,618 at the border with Ukraine.[3] During 1998-2000 they apprehended 8,928 persons attempting to enter Russia and the other EECA countries guarded by them, and 6,750 persons attempting to exit with irregular documents.[4] In 2000 some 150,000 persons were fined for holding expired visas and more than 1,000 persons were apprehended while they attempted to leave Russia with forged documents. Roughly 184 of the latter were from Bangladesh, 154 from Turkey, 151 from Sri Lanka, 141 from India and 49 each from Pakistan and China.[5] From 1999-2000 around 400 organized groups of traffickers were apprehended; in 1998, 16,200 travel agencies were fined (6,300 in 1999 and 7,100 in 2000).[6] In 1998-2000 a total of 70,300 irregular migrants were deported from Russia.

The inflow of refugees and "forced migrants" diminished by 50 per cent between 1998 and 2000 (Table 53).[7] In this period 215,630 citizens of EECA countries were granted refugee or "forced migrant" status, and 481,710 persons who had received such a status in the early 1990s lost their status. As a result, in Russia in 2000 there were 29.5 per cent fewer refugees and "forced migrants" than in 1998. Their total number was still considerable, consisting of 667,093 persons, of whom 25,535 were refugees and 641,558 were "forced migrants". Almost half (43.7%) originated from Kazakhstan, and the rest were mainly from Uzbekistan (15.3%), Tajikistan (12.8%) and Georgia (9%). Around two-thirds were ethnic Russians. Only 530 refugees originated from outside the EECA and Baltic regions (of whom 521 were Afghans), even though, as of end of 2000, UNHCR had registered 9,180 refugees (of whom 7,862 were Afghans). Asylum seekers faced great difficulties in registering their claims; they had to withstand exceedingly long refugee status determination procedures, and in the meantime were left without any legal status or material support and were often subjected to police harassment. The integration of refugees into Russian society remained highly problematic as well.

Renewed warfare in Chechnya starting in the fall of 1999 led to massive flows of internally displaced persons. Out of 374,379 IDPs, some 170,000 settled within Chechnya, 160,000 in Ingushetia, 20,000 in Dagestan and 20,000 in other Northern Caucasus republics.[8] Very few of them were granted "forced migrant" status (Table 54). The Government managed to contain displacement within the Northern Caucasus region and repeatedly tried to send IDPs back to Chechnya; as of the end of 2000, 97,485 persons had returned.[9] Conditions in Chechnya, however, were far from safe, and both IDPs and returnees lacked shelter, humanitarian assistance and protection from abuse.

Some 11,000 Meskhetians who fled Uzbekistan in 1988-1990 continued living in the Krasnodar region and the Kabardino-Balkaria republic. Local authorities refused to grant them citizenship or residence permits, and as a result they remained stateless and disenfranchised. Severe restrictions to internal migration remained in place through the registration system, in the Stavropol and Krasnodar region as well as in Moscow, despite the Constitutional Court's repeated rulings on their lack of constitutional grounding. Following a series of bombings in Moscow in September 1999, the mayor issued an ordinance requiring all temporary residents to re-register within three days, effectively driving thousands of persons into illegality and encouraging corruption of local officials.

During 1998-2000 government interest in migration issues declined. In particular the issue of Russian repatriants lost its primacy, supplanted by that of IDPs from Chechnya. The issue of irregular migration became an area of growing concern, as demonstrated by the Russian

Security Council's increased interest. Overall, in this period Russia's migration policy was unclear and in a state of flux. In March 1998 the Government adopted a plan of action for the regulation of migration processes for 1998-2000. A new migration policy document, developed in 2000, was neither comprehensive nor detailed: it focused primarily on "forced migrants" and refugees, without taking into account the broader migration picture, and did not sufficiently address the division of responsibilities among ministries, which had long been an area of contention. Following President Putin's personal instructions, the document was revised by the Russian Security Council. On the administrative level, in May 2000 the Federal Migration Service (FMS) was disbanded because of its perceived weaknesses, particularly during the Chechnya crisis. Its functions were subsumed first into the Ministry for Federal Affairs, Nationalities and Migration Policy and then into the Ministry of Interior. At this point, the impact of these reorganizations remains to be seen. The Inter-Ministerial Commission on Entry, Exit and Stay and the Governmental Commission on Migration Policy continued coordinating the work of all entities involved in migration management, which include the Federal Border Service, the Ministry of Emergencies, the Ministry of Labour and Social Protection, the Ministry of Internal Affairs, the Ministry of Foreign Affairs and the Federal Security Service.

Not much progress was recorded on the legislative front. In 2000 a law on the legal status of foreign citizens was drafted and submitted to the Duma, as were amendments to the laws on refugees and on "forced migrants", and a new law on citizenship was also being drafted. The draft Administrative Code provides for civil responsibility for the illegal hiring of foreign workers, while the draft Criminal Code provides for criminal responsibility for migrant trafficking. In August 2000 Russia withdrew from the Bishkek Agreement on visa-free movement of CIS citizens, and signed bilateral agreements with all EECA countries except Georgia and Turkmenistan. In December 2000 Russia signed the UN Convention against Transnational Organized Crime and its two Protocols on smuggling and on trafficking in human beings.

IOM's Programme on Capacity-Building in Migration Management in the Russian Federation shifted its focus to tackling the problem of irregular migration through modern methods of border management, launching a demonstration project on the Russian/Ukrainian border. In addition, IOM continued providing direct assistance to repatriants (mainly in the sphere of health care services and income generation) and launched a migration research programme.

UNHCR's main focus was on providing care and maintenance to IDPs in the Northern Caucasus. It also provided basic assistance for the local integration of IDPs and small assistance packages to those returning to Chechnya. Cross-border assistance into Chechnya was sent whenever possible, but the volatility of the situation and the high level of insecurity limited such operations considerably. UNHCR also continued providing technical support, legal advice and training to government bodies and NGOs; providing legal and material assistance to refugees and asylum seekers, and conducting advocacy and awareness raising activities.

The migration NGO sector is well developed in Russia. It is comprised of a network of migrant associations, the NGOs Civic Assistance and Coordinating Council for Assistance to Refugees and Forced Migrants, the human rights organization Memorial's Refugee Project, and the Compatriots (which in 1999 lost FMS funding). A number of local and international NGOs worked as implementing partners of UNHCR and WFP in the Northern Caucasus. MSF and Action Contre la Faim worked directly in Chechnya.

The International Red Cross and Red Crescent Movement carried out a major relief operation, coordinated by the ICRC, for IDPs in and around Chechnya. Within Chechnya, relief supplies were distributed by ICRC local staff and the Russian Red Cross. In the remainder of Russia, the Russian Red Cross Society provided legal and material assistance to refugees and "forced migrants".

NOTES

1. Estimate of the Independent Research Council on Migration in the CIS and Baltic States. See also "Migration in Russia", Part II, Moscow, 2001, p. 21. The source of the number of work permits is the Ministry for Federal Affairs, Nationalities and Migration Policy.
2. Estimate of the Independent Research Council on Migration in the CIS and Baltic States. In 1998, 115,940 citizens of EECA countries received a work permit in Russia; they totalled 99,116 in 1999 and 96,000 in 2000. Data of the Federal Migration Service for 1998 and 1999, and of the Ministry for Federal Affairs, Nationalities and Migration Policy for 2000.
3. Data of the Federal Border Service.
4. Data of the Federal Border Service.
5. Data of the Federal Border Service.
6. Data of the Ministry of Interior.
7. According to Russian legislation, the status of "forced migrant" is granted to citizens of EECA and Baltic States who find themselves in refugee-like situations, provided they acquire Russian citizenship.
8. This figure includes around 106,000 persons displaced during the 1994-96 war in Chechnya, mostly ethnic Russians, and 15,000 Ingush who were displaced from North Ossetia during the 1992 conflict in the Prigorodny district and who settled in Ingushetia. Both groups received "forced migrant" status. Data of the Ministry for Federal Affairs, Nationalities and Migration Policy. According to UNHCR there were 490,650 IDPs at year-end.
9. Data of the Ministry for Federal Affairs, Nationalities and Migration Policy. According to UNHCR, only 70,000 persons returned to Chechnya.

TABLE 47

MIGRATION FLOWS WITH EECA AND BALTIC STATES, BY COUNTRY 1998-2000
(persons and per cent)

Country	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
EECA countries	488,087	98.6	131,050	98.5	357,037	362,708	98.9	127,807	98.5	234,901	346,774	99.0	82,312	98.7	264,462
ARM	16,780	3.4	2,356	1.8	14,424	14,677	4.0	2,243	1.7	12,434	15,951	4.6	1,519	1.8	14,432
AZE	22,210	4.5	3,915	2.9	18,295	15,902	4.3	3,847	2.9	12,055	14,906	4.2	3,187	3.8	11,719
BLR	13,760	2.8	19,035	14.3	-5,275	11,549	3.1	19,151	14.8	-7,602	10,274	2.9	13,276	15.9	-3,002
GEO	21,059	4.3	2,933	2.2	18,126	19,626	5.3	2,574	2.0	17,052	20,213	5.8	1,802	2.2	18,411
KAZ	209,880	42.4	26,672	20.0	183,208	138,521	37.8	25,037	19.3	113,484	124,903	35.7	17,913	21.5	106,990
KGZ	10,997	2.2	5,310	4.0	5,687	10,370	2.8	3,681	2.8	6,689	15,536	4.4	1,857	2.2	13,679
MDA	10,762	2.2	4,766	3.6	5,996	9,037	2.5	4,275	3.3	4,762	11,652	3.3	2,237	2.7	9,415
TJK	18,396	3.7	1,977	1.5	16,419	12,116	3.3	1,799	1.4	10,317	11,043	3.2	1,158	1.4	9,885
TKM	10,509	2.1	1,537	1.2	8,972	7,998	2.2	1,237	0.9	6,761	6,738	1.9	676	0.8	6,062
UKR	111,934	22.6	57,318	43.1	54,616	81,297	22.2	58,992	45.5	22,375	74,748	21.3	35,601	42.7	39,147
UZB	41,800	8.4	5,231	3.9	36,569	41,615	11.4	5,041	3.9	36,574	40,810	11.7	3,086	3.7	37,724
Baltic States	6,732	1.4	1,967	1.5	4,765	3,947	1.1	1,897	1.5	2,050	3,516	1.0	1,126	1.3	2,390
EST	1,771	0.4	550	0.4	1,221	852	0.2	564	0.4	288	786	0.2	385	0.5	401
LVA	3,577	0.7	612	0.5	2,965	2,108	0.6	612	0.5	1,496	1,785	0.5	365	0.4	1,420
LTU	1,384	0.3	805	0.6	579	987	0.3	721	0.6	266	945	0.3	376	0.4	569
Total	494,819	100	133,017	100	361,802	366,655	100	129,704	100	236,951	350,290	100	83,438	100	266,852

Source: State Committee for Statistics.

TABLE 48

MIGRATION FLOWS WITH EECA AND BALTIC STATES, BY ETHNIC GROUP 1998-2000
(persons and per cent)

Ethnic group	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
EECA countries groups	431,505	87.2	121,505	91.3	310,000	308,116	84.0	116,750	90.0	191,366	289,696	82.7	73,070	87.6	216,626
Armenians	22,753	4.6	2,963	2.2	19,790	19,293	5.3	2,698	2.1	16,595	19,904	5.7	1,875	2.2	18,029
Azeris	13,755	2.8	2,953	2.2	10,802	11,028	3.0	2,872	2.2	8,156	10,931	3.1	2,189	2.6	8,742
Belarusians	10,414	2.1	8,448	6.3	1,966	7,438	2.0	8,055	6.2	-617	6,039	1.7	5,179	6.2	860
Georgians	4,954	1.0	1,306	1.0	3,648	4,248	1.2	1,189	0.9	3,059	4,482	1.3	723	0.9	3,759
Kazakhs	8,303	1.7	3,101	2.3	5,202	5,878	1.6	3,177	2.4	2,701	5,007	1.4	2,627	3.2	2,380
Kyrgyz	880	0.2	302	0.2	578	652	0.2	259	0.2	393	678	0.2	165	0.2	513
Moldovans	3,958	0.8	1,984	1.5	1,974	3,072	0.8	1,824	1.4	1,248	3,258	0.9	895	1.1	2,363
Russians	290,042	58.6	70,167	52.8	219,875	202,294	55.2	66,685	51.4	135,609	189,691	54.2	42,135	50.5	147,556
Tajiks	4,863	0.9	732	0.6	4,131	3,610	1.0	634	0.5	2,976	3,740	1.1	372	0.4	3,368
Turkmens	828	0.2	284	0.2	544	542	0.1	242	0.2	300	402	0.1	163	0.2	239
Ukrainians	66,922	13.5	28,291	21.3	38,631	46,977	12.8	28,101	21.7	18,876	42,239	12.1	16,105	19.3	26,134
Uzbeks	3,833	0.8	974	0.7	2,859	3,084	0.8	1,014	0.8	2,070	3,325	0.9	642	0.8	2,683
Baltic groups	810	0.2	490	0.4	320	666	0.2	538	0.4	128	633	0.2	263	0.3	370
Estonians	213	0.0	106	0.1	107	157	0.0	148	0.1	9	155	0.1	73	0.1	82
Latvians	237	0.1	105	0.1	132	176	0.1	141	0.1	35	170	0.1	57	0.1	113
Lithuanians	360	0.1	279	0.2	81	333	0.1	249	0.2	84	308	0.1	133	0.1	175
Others	62,504	12.6	11,022	8.3	51,482	57,873	15.8	12,416	9.6	45,457	59,961	17.1	10,105	12.1	49,856
Germans	8,566	1.7	1,394	1.1	7,172	5,587	1.5	1,243	1.0	4,344	4,952	1.4	887	1.1	4,065
Russian groups[a]	39,189	7.9	6,666	5.0	32,523	30,168	8.2	6,289	4.9	23,879	27,782	7.9	4,557	5.5	23,225
Total	494,819	100	133,017	100	361 802	366,655	100	129,704	100	236,951	350,290	100	83,438	100	266,852

Note: a) Other ethnic groups of the Russian Federation (excluding Russians).

Source: State Committee for Statistics.

TABLE 49

MIGRATION FLOWS OF ETHNIC RUSSIANS WITH EECA AND BALTIC STATES, BY COUNTRY 1998-2000
(persons and per cent)

Country	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
EECA countries	284,670	98.2	68,812	98.1	215,858	199,424	98.6	65,446	98.2	133,978	187,187	98.7	41,390	98.2	145,797
ARM	1,144	0.4	255	0.4	889	820	0.4	224	0.3	596	772	0.4	152	0.3	620
AZE	5,065	1.7	646	0.9	4,419	2,803	1.4	551	0.8	2,252	2,264	1.2	450	1.1	1,814
BLR	7,442	2.6	9,737	13.9	-2,295	5,973	2.9	9,696	14.5	-3,723	5,347	2.8	6,948	16.5	-1,601
GEO	5,165	1.8	695	1.0	4,470	3,849	1.9	578	0.9	3,271	3,317	1.7	377	0.9	2,940
KAZ	148,507	51.2	18,004	25.7	130,503	95,721	47.3	16,465	24.7	79,256	87,246	46.0	10,978	26.0	76,268
KGZ	7,237	2.5	3,956	5.6	3,281	7,021	3.5	2,588	3.9	4,433	11,009	5.8	1,215	2.9	9,794
MDA	5,063	1.8	1,899	2.7	3,164	4,225	2.1	1,716	2.6	2,509	5,670	3.0	938	2.2	4,732
TJK	8,242	2.8	838	1.2	7,404	5,088	2.5	810	1.2	4,278	4,107	2.2	494	1.2	3,613
TKM	6,623	2.3	821	1.2	5,802	5,116	2.5	643	1.0	4,473	4,330	2.3	325	0.8	4,005
UKR	64,410	22.2	29,192	41.6	35,218	43,415	21.5	29,512	44.3	13,903	38,981	20.6	18,034	42.8	20,947
UZB	25,772	8.9	2,769	3.9	23,003	25,393	12.6	2,663	4.0	22,730	24,144	12.7	1,479	3.5	22,665
Baltic States	5,372	1.8	1,355	1.9	4,017	2,870	1.4	1,239	1.8	1,631	2,504	1.3	745	1.8	1,759
EST	1,476	0.5	438	0.6	1,038	662	0.3	413	0.6	249	604	0.3	273	0.7	331
LVA	2,875	1.0	456	0.6	2,419	1,536	0.8	416	0.6	1,120	1,265	0.7	250	0.6	1,015
LTU	1,021	0.3	461	0.7	560	672	0.3	410	0.6	262	635	0.3	222	0.5	413
Total	290,042	100	70,167	100	219,875	202,294	100	66,685	100	135,609	189,691	100	42,135	100	147,556

Source: State Committee for Statistics.

TABLE 50

MIGRATION FLOWS WITH EECA COUNTRIES AND BALTIC STATES, BY GENDER AND AGE GROUP 1998-2000
(persons and per cent)

Age group/ gender	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
Children[a]	104,216	21.1	27,022	20.3	77,194	74,924	20.4	25,758	19.9	49,166	67,475	19.3	15,467	18.5	52,008
Persons of working age[b]	311,796	63.0	92,399	69.5	219,397	236,204	64.5	86,245	66.5	149,959	225,519	64.4	57,238	68.6	168,281
Pensioners[c]	78,807	15.9	13,596	10.2	65,211	55,527	15.1	17,701	13.6	37,826	57,296	16.3	10,733	12.9	46,563
Total	494,819	100	133,017	100	361,802	366,655	100	129,704	100	236,951	350,290	100	83,438	100	266,852
Women	254,819	51.5	63,468	47.7	191,351	188,166	51.3	62,641	48.3	125,525	181,684	51.9	40,689	48.8	140,995

Notes: a) This category comprises persons up to 15 years of age; b) This category comprises women aged 16 to 54, and men aged 16 to 59; c) This category comprises women aged 55 and older, and men aged 60 and older.

Source: State Committee for Statistics.

TABLE 51

MIGRATION FLOWS WITH COUNTRIES OUTSIDE THE EECA AND BALTIC REGIONS[a], BY COUNTRY 1998-2000
(persons and per cent)

Country	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
Afghanistan	493	2.6	507	0.6	-14	355	2.7	308	0.4	47	245	2.7	180	0.3	65
Canada	99	0.5	1,181	1.5	-1,082	72	0.6	1,190	1.4	-1,118	50	0.5	841	1.3	-791
China	6,854	36.6	4,249	5.3	2,605	3,871	29.6	2,797	3.3	1,074	1,121	12.4	658	1.1	463
Finland	164	0.9	990	1.2	-826	117	0.9	1,040	1.2	-923	83	0.9	1,142	1.8	-1,059
Germany	2,425	13.0	46,218	57.6	-43,793	1,894	14.5	47,929	56.2	-46,035	1,753	19.4	40,443	64.9	-38,690
Greece	238	1.3	829	1.0	-591	201	1.5	482	0.6	-281	182	2.0	–	–	–
Israel	1,528	8.2	12,778	15.9	-11,250	1,425	10.9	20,026	23.5	-18,601	1,508	16.7	9,407	15.1	-7,899
Korea (Democratic People's Republic of)	1,274	6.8	844	1.1	430	468	3.6	689	0.8	-221	32	0.3	47	0.1	-5
Poland	158	0.8	356	0.4	-198	193	1.5	219	0.3	-26	61	0.7	135	0.2	-74
Syria	362	1.9	154	0.2	208	369	2.8	126	0.1	243	358	4.0	54	0.1	304
USA	635	3.4	6,919	8.6	-6,284	522	4.0	5,912	6.9	-5,390	439	4.9	4,793	7.7	-4,354
Other	4,502	24.0	5,335	6.6	-833	3,584	27.4	4,541	5.3	-957	3,208	35.5	4,582	7.4	-1,202
Total	18,732	100	80,360	100	-61,628	13,071	100	85,259	100	-72,188	9,040	100	62,282	100	-53,242

Note: a) Emigrants are persons who forfeited their residence permit in the Russian Federation. According to the Ministry of Interior, the number of official permissions for emigration for permanent residence was 83,700 in 1998, 108,300 in 1999 and 77,600 in 2000.

Source: State Committee for Statistics.

TABLE 52

MIGRATION FLOWS WITH COUNTRIES OUTSIDE THE EECA AND BALTIC REGIONS, BY ETHNIC GROUP 1998-2000
(persons and per cent)

Ethnic group	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
Chinese	6,816	36.4	4,233	5.3	2,583	3,777	28.9	2,770	3.3	1,007	1,063	11.8	621	1.0	442
Germans	978	5.2	28,338	35.3	-27,360	724	5.5	28,037	32.9	-27,313	641	7.1	22,560	36.2	-21,919
Jews	631	3.4	7,252	9.0	-6,621	522	4.0	8,992	10.5	-8,470	475	5.2	4,514	7.2	-4,039
Koreans	1,472	7.9	1,155	1.4	317	799	6.1	1,038	1.2	-239	91	1.0	737	1.2	-646
Russians	3,560	19.0	29,330	36.5	-25,770	2,877	22.0	34,455	40.4	-31,578	2,641	29.2	25,826	41.5	-23,185
Russian groups[a]	441	2.3	1,632	2.0	-1,191	355	2.7	1,623	1.9	-1,268	272	3.0	1,239	2.0	-967
EECA country groups	589	3.1	3,900	4.9	-3,311	322	2.5	3,830	4.5	-3,508	343	3.8	2,536	4.1	-2,193
Others	4,245	22.7	4,520	5.6	-275	3,695	28.3	4,514	5.3	-819	3,514	38.9	4,249	6.8	-735
Total	18,732	100	80,360	100	-61,628	13,071	100	85,259	100	-72,188	9,040	100	62,282	100	-53,242

Note: a) Other ethnic groups of the Russian Federation (excluding Russians).

Source: State Committee for Statistics.

TABLE 53

REFUGEES AND "FORCED MIGRANTS",[a] BY COUNTRY OF ORIGIN 1998-2000
(persons and per cent)

Country	Total						Refugees					
	1998		1999		2000		1998		1999		2000	
	Persons	%	Persons	%	Persons	%	Persons	%	Persons	%	Persons	%
EECA countries	102,495	98.3	64,101	98.5	49,034	99.1	371	72.7	133	34.9	114	41.1
Armenia	124	0.1	168	0.3	58	0.1	–	–	–	–	–	–
Azerbaijan	2,106	2.0	1,208	1.9	619	1.2	50	9.8	35	9.2	33	11.9
Belarus	4	–	8	–	–	–	–	–	8	2.1	–	–
Georgia	3,969	3.8	2,021	3.1	4,297	8.7	30	5.9	14	3.7	11	4.0
Kazakhstan	72,053	69.1	42,452	65.2	29,026	58.7	100	19.6	25	6.6	30	10.8
Kyrgyzstan	2,159	2.1	1,336	2.1	1,115	2.3	11	2.2	2	0.5	10	3.6
Republic of Moldova	798	0.8	543	0.8	509	1.0	6	1.2	3	0.8	2	0.7
Tajikistan	7,572	7.3	4,340	6.7	3,387	6.8	141	27.6	14	3.7	8	2.9
Turkmenistan	1,179	1.1	525	0.8	279	0.6	11	2.2	–	–	–	–
Ukraine	1,089	1.0	545	0.8	392	0.8	3	0.5	4	1.0	2	0.7
Uzbekistan	11,442	11.0	10,955	16.8	9,352	18.9	19	3.7	28	7.3	18	6.5
Baltic States	1,594	1.5	693	1.0	255	0.5	4	0.8	8	2.1	1	0.4
Estonia	819	0.8	322	0.5	127	0.2	–	–	1	0.3	–	–
Latvia	605	0.6	301	0.4	106	0.2	2	0.4	5	1.3	1	0.4
Lithuania	170	0.1	70	0.1	22	0.1	2	0.4	2	0.5	–	–
Other countries	135	0.1	232	0.4	160	0.3	135	26.5	232	60.9	160	57.8
Afghanistan	129	0.1	231	0.4	160	0.3	129	25.3	231	60.6	160	57.8
Not specified	79	0.1	39	0.1	35	0.1	–	–	8	2.1	2	0.7
Total	104,303	100	65,065	100	49,484	100	510	100	381	100	277	100

Note: a) According to Russian legislation, the status of "forced migrant" is granted to citizens of EECA and Baltic states who find themselves in refugee-like situations, provided they acquire Russian citizenship. These are persons who were registered in a given year only.

Source: Federal Migration Service for 1998 and 1999, and Ministry for Federal Affairs, Nationalities and Migration Policy for 2000.

TABLE 54

INTERNALLY DISPLACED PERSONS,[a] BY REGION OF ORIGIN 1998-2000
(persons)

Region of origin	1998		1999		2000	
	Persons	%	Persons	%	Persons	%
Chechen Republic	13,007	93.4	9,247	65.8	7,537	77.6
Ingush Republic	699	5.0	407	2.9	358	3.7
North Ossetian-Alanian Republic	78	0.6	4,209	29.9	1,656	17.1
Other	140	1.0	198	1.4	161	1.6
Total	13,924	100	14,061	100	9,712	100

Note: a) These are internally displaced persons who received the status of “forced migrant” during a given year only.

Source: Federal Migration Service for 1998 and 1999, and Ministry for Federal Affairs, Nationalities and Migration Policy for 2000.

Tajikistan


Uzbekistan
Kyrgyzstan
China
Dushanbe
Tajikistan
Afghanistan
Pakistan
100 km

TABLE 55

SUMMARY TABLE OF MIGRATION FLOWS AND STOCKS 1998-2000
(persons)

	1998	1999	2000
Total population[a]	6,004,100	6,099,600	6,127,000
Citizens	Not available	Not available	Not available
Aliens	Not available	Not available	144[b]
Stateless persons	Not available	Not available	Not available
Immigrants	2,534[c]	2,730[d]	8,696[e]
Emigrants[f]	21,739	16,177	13,208
Refugees and persons in refugee-like situations from EECA countries[g]	7	4	4
Refugees and persons in refugee-like situations from non-EECA countries[h]	5,470	6,729	4,638
Internally displaced persons[i]	1,032	1,936	168
Repatriants[j]	7,578	3,892	695
Movements of persons belonging to formerly deported peoples[k]	377	254	257
Irregular migrants	Not available	Not available	20,000[l]
Persons apprehended at the border	Not available	Not available	61[m]
Persons apprehended for being unlawfully present on the territory	Not available	Not available	Not available
Persons deported from the country	Not available	Not available	Not available
Ecological migrants[n]	300	500	800

Notes: a) Data of the State Statistical Agency as of 31 December of a given year; b) Data of the Ministry of Interior. This is the number of foreigners who moved to Tajikistan for permanent residence in 2000; c) Data of the statistical agencies of EECA countries (except for Georgia and Moldova, for which data are not available). These are immigrants from EECA countries, with the exception of Georgia and Moldova; d) Data of the statistical agencies of EECA countries (except for Georgia and Moldova, for which data are not available). These are immigrants from EECA countries, with the exception of Georgia and Moldova; e) These are immigrants from EECA countries, with the exception of Georgia and Moldova (1,991 persons), according to the statistical agencies of EECA countries (except for Georgia and Moldova, for which data are not available), as well as immigrants from non-EECA countries (6,705 persons), according to the Administration of the President; f) Data of the statistical agencies of EECA countries (with the exception of Georgia and Moldova) and of the CIS Statistical Committee. These are emigrants who moved to both EECA countries (except for Georgia and Moldova, for which data are not available) and non-EECA countries; g) UNHCR data. This is the number of refugees from EECA countries registered by UNHCR as of 31 December of a given year; h) UNHCR data. This is the number of refugees from non-EECA countries registered by UNHCR as of 31 December of a given year. These are overwhelmingly Afghans; i) Data of the State Migration Service as of 31 December of a given year. This is the total number of persons who were granted IDP status; j) Data of the State Migration Service. These are Tajik refugees who returned to Tajikistan from their countries of asylum during a given year; k) Data of the State Statistical Committee of the Russian Federation. These are ethnic Germans and Koreans who left Tajikistan and moved to the Russian Federation during a given year; l) Estimate of the Ministry of Interior; m) Data of the Russian Federal Border Service located in Tajikistan; n) Data of the State Migration Service. These are persons who were granted the status of ecological migrant at year end.

TAJIKISTAN

Following the June 1997 peace agreement between the Government and the opposition, Tajikistan slowly began shifting from post-conflict conditions to a development phase. Still, the high level of unemployment continued spurring mass emigration for work purposes, mainly on a seasonal basis. Estimates of the number of Tajik migrants working in EECA countries ranged from 250,000 to 800,000.[1] According to incomplete official data, in this period emigration to EECA countries decreased; in 2000 it was 38.6 per cent less than in 1998 (Table 56). The overwhelming majority of emigrants went to Russia, and the others to Uzbekistan and Kyrgyzstan. Migrants were mostly Russian and Tajik, but the proportion of Russians continued decreasing because most of them had already left the country (Table 57). Fewer Tajiks emigrated outside the EECA and Baltic regions (Table 58). A small but growing number of Tajik citizens sought asylum in Europe (mainly in Belgium, the Netherlands and Germany), including 211 in 1998, 196 in 1999 and 268 in 2000 (Tables 76-79). In 2000, 5,461 persons from outside the region immigrated to Tajikistan, almost three times more than from EECA and Baltic States. Around 60 per cent originated from Afghanistan, with the remainder from India, China and South Korea.[2]

The overwhelming majority of IDPs settled in their new places of residence or returned to their previous homes. All of the Tajik refugees who settled in Afghanistan returned, and some of those located in Kazakhstan, Kyrgyzstan and Turkmenistan repatriated after the peace agreement was signed.[3] Around 44,900 Tajik refugees remained in EECA countries, where they integrated into the local societies, including 17,000 in Turkmenistan, 12,300 in Russia, 10,100 in Kyrgyzstan and 5,400 in Kazakhstan.[4] Returning refugees were offered the opportunity to participate in inter-agency reintegration programmes involving assistance and credits. The demobilization and reintegration of ex-combatants, released detainees and other potentially destabilizing individuals, which began in 2000, will be a crucial step in ensuring the stability of the country.

Tajikistan continued receiving scores of Afghan refugees due to its long border with Afghanistan and the similar ethno-cultural background. As of 1 January 2001, 4,495 families (7,941 persons) had requested asylum, and 1,918 families (4,563 persons), all Afghan, had received it.[5] In reality, between 4,000 and 16,000 Afghan refugees have been living in the capital, Dushanbe, many without any legal status.[6] In 2000 the Government started introducing restrictive, discriminatory measures against asylum seekers and refugees, ostensibly to ensure "security and public order". In July, 2000, Presidential Decree 325 prohibited Afghan refugees from living in 32 designated areas including the country's main cities, Dushanbe and Khujand, where most of them live, and required them to resettle in a limited number of locations, threatening deportation in cases of refusal. Other measures included a decree requiring refugees to bear the cost of identity documents, as well as suspension of the refugee status determination process.

Tajikistan, and especially the Gorno-Badakhshan region, has become a main conduit for irregular transit migration from Afghanistan, as well as for drug trafficking, and trafficking networks have become increasingly sophisticated. It is estimated that in 2000 around 20,000 irregular migrants transited through the country and that some 1,000 women were trafficked for sexual or domestic servitude, mostly to the United Arab Emirates and Russia, but also to Pakistan and Turkey (IOM, 2001f).

While in 1998-1999 the Government's priority was to consolidate the peace process by returning refugees and IDPs, in 2000 it started shifting its focus to reintegrating ex-combatants and released detainees, regulating labour migration and developing immigration control. A Concept of National Labour Migration Policy was adopted in June 2001 and a programme for implementation of the policy is being drafted. A policy document on migration control is also being developed. The Government was particularly eager to protect the rights of its citizens abroad, make use of the experience of seasonal workers, increase remittances, and portray itself as responsive to increasing pressure from EECA countries to regulate labour migration. Migration management structures were not equipped to deal with the new challenges, however.

The State Migration Service (SMS) at the Ministry of Labour and Social Protection, established in December 1997, deals primarily with labour migration, ecological migration and refugee issues.[7] The Ministry of Foreign Affairs, together with the Ministry of Internal Affairs, has responsibilities related to entry and exit of foreigners, as well as to issuing documents. The Ministry of the Interior has oversight on entry and exit of Tajik citizens, with representatives carrying out border inspection, overlapping with the existing functions of the Committee for the Protection of National Borders. Information sharing among authorities is unsystematic. As yet, no central authority has been made functional with the duty of coordination of migration issues among various departments and ministries.

There are a multitude of conflicting law and normative measures on migration issues, which should be integrated into one comprehensive legislative initiative. Moreover, existing legislation on border management, foreign employment and internal migration requires updating. A migration law was adopted in 1999, and amended in May 2002 to better cover aspects of labour migration. A new law on refugees was also adopted in May 2002, introducing restrictions of residence in some parts of the country. Tajikistan has signed an agreement on visa-free movement within the framework of the Euro-Asian Economic Community, and in December 2000, the Government signed the UN Convention against Transnational Organized Crime.

In 2000 IOM began implementing a programme on Capacity-building in Migration Management in Tajikistan, providing technical support, advice and training to government bodies, and conducting policy development workshops on labour migration. In addition, IOM repatriated some 5,000 Tajiks from Turkmenistan, resettled 3,623 vulnerable IDPs, launched a reintegration programme for ex-combatants, and conducted a study on trafficking in women (IOM, 2001f), which has led to increased awareness of the problem.

UNHCR focused on the repatriation and reintegration of Tajik returnees, providing them with legal and material assistance and rehabilitating public facilities; provided assistance to Afghan refugees; provided technical support and legal advice to the Government, and conducted legal and human rights training. UNHCR also worked actively to encourage development organizations to take over its returnee caseload.

NGOs continued to focus primarily on humanitarian assistance and post-conflict rehabilitation. Resettlement and integration activities were undertaken by a number of international and local NGOs, including IFRC and the Tajik Red Crescent Society. In addition, NGOs were active in sectors such as relief, micro-credit, gender violence awareness-raising, peace building, reconciliation and NGO capacity-building.

NOTES

1. The figure of 250,000 persons is an estimate of the Department for External Migration at the Ministry of Labour and Social Protection, while that of 800,000 persons is of the Security Council under the President. The State Migration Service's estimate is of 500,000 persons.
2. Data of the Ministry of Interior as of 1 January 2001. According to the Administration of the President, they totalled 6,705.
3. According to a joint survey undertaken by IOM and the State Migration Service in July 2000, in the Badakhshan region, where the majority of IDPs were relocated, almost all of the remaining IDPs have integrated locally and no longer wish to return to their previous places of residence.
4. UNHCR data for 1999.
5. Data of the State Migration Service. According to UNHCR, there were 4,638 Afghan refugees, whereas according to the Ministry of Interior they were 3,175.
6. The figure of 4,000 is an estimate of the Committee of Afghan Refugees, whereas that of 12,000-16,000 is an estimate of Tajik officials.
7. Between 1992 and 1997 the SMS was called the General State Authority on Refugee Issues and Forced Migrants at the Ministry of Labour and Employment.

TABLE 56

MIGRATION FLOWS WITH EECA COUNTRIES,[a] BY COUNTRY 1998-2000
(persons and per cent)

Country	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
ARM	3	0.1	1	0.0	2	1	0.1	7	0.1	-6	–	–	4	0.1	-4
AZE	1	0.1	24	0.1	-23	6	0.2	9	0.1	-3	3	0.2	6	0.1	-3
BLR	10	0.4	203	1.0	-193	7	0.2	147	0.9	-140	4	0.2	136	1.0	-132
KAZ	65	2.5	492	2.3	-427	55	2.0	400	2.5	-345	78	3.9	379	2.9	-301
KGZ	139	5.5	835	3.9	-696	282	10.3	881	5.5	-599	283	14.2	690	5.2	-407
RUS	1,977	78.0	18,396	86.1	-16,419	1,799	66.0	12,116	75.8	-10,317	1,158	58.2	11,043	84.1	-9,885
TKM	40	1.6	405	1.9	-365	30	1.1	670	4.2	-640	12	0.6	28	0.2	-16
UKR	110	4.3	574	2.7	-464	91	3.3	435	2.7	-344	60	3.0	289	2.2	-229
UZB	189	7.5	430	2.0	-241	459	16.8	1,314	8.2	-855	393	19.7	546	4.2	-153
Total	2,534	100	21,360	100	-18,826	2,730	100	15,979	100	-13,249	1,991	100	13,121	100	-11,130

Note: a) With the exception of Georgia and Moldova, for which data are not available.

Source: Statistical agencies of respective EECA countries.

TABLE 57

MIGRATION FLOWS WITH THE RUSSIAN FEDERATION, BY ETHNIC GROUP 1998-2000
(persons and per cent)

Ethnic group	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
Germans	8	0.4	130	0.7	-122	11	0.6	101	0.8	-90	9	0.8	89	0.8	-80
Koreans	22	1.1	247	1.3	-225	10	0.6	153	1.3	-143	6	0.5	168	1.5	-162
Russians	838	42.4	8,242	44.8	-7,404	810	45.0	5,088	42.0	-4,278	494	42.7	4,107	37.2	-3,613
Tajiks	633	32.0	4,426	24.1	-3,793	534	29.7	3,320	27.4	-2,786	326	28.1	3,430	31.1	-3,104
Tatars	160	8.1	2,052	11.2	-1,892	150	8.3	1,159	9.6	-1,009	98	8.5	1,057	9.6	-959
Ukrainians	49	2.5	705	3.8	-656	45	2.5	393	3.2	-348	25	2.1	335	3.0	-310
Uzbeks	120	6.1	1,133	6.2	-1,013	116	6.5	803	6.6	-687	74	6.4	882	8.0	-808
Others	147	7.4	1,461	7.9	-1,314	123	6.8	1,099	9.1	-976	126	10.9	975	8.8	-849
Total	1,977	100	18,396	100	-16,419	1,799	100	12,116	100	-10,317	1,158	100	11,043	100	-9,885

Source: Russian State Committee for Statistics.

TABLE 58

EMIGRATION TO COUNTRIES OUTSIDE THE EECA AND BALTIC REGIONS, BY COUNTRY 1998-2000
(persons and per cent)

Country	1998		1999		2000	
	Persons	%	Persons	%	Persons	%
Germany	244	64.4	118	59.6	37	42.5
Israel	84	22.2	52	26.3	28	32.2
USA	30	7.9	21	10.6	19	21.8
Others	21	5.5	7	3.5	3	3.5
Total	379	100	198	100	87	100

Source: Passport-Visa Service (*CIS Statistical Yearbook*, 1999: 463).

Turkmenistan

TABLE 59

SUMMARY TABLE OF MIGRATION FLOWS AND STOCKS 1998-2000
(persons)

	1998	1999	2000
Total population[a]	4,993,500	5,200,000	5,369,400
Citizens	Not available	Not available	Not available
Aliens	Not available	Not available	Not available
Stateless persons	Not available	Not available	Not available
Immigrants[b]	4,172	3,941	1,195
Emigrants[c]	13,910	13,158	10,661
Refugees and persons in refugee-like situations from EECA countries	13,500[d]	18,500[e]	12,725[f]
Refugees and persons in refugee-like situations from non-EECA countries	1,100[g]		2,032[h]
Internally displaced persons	Not applicable	Not applicable	Not applicable
Repatriants[i]	1,186	1,303	268
Movements of persons belonging to formerly deported peoples	Not applicable	Not applicable	Not applicable
Irregular migrants	Not available	Not available	Not available
Persons apprehended at the border	Not available	Not available	Not available
Persons apprehended for being unlawfully present on the territory	Not available	Not available	Not available
Persons deported from the country	Not applicable	Not applicable	Not applicable
Ecological migrants	Not applicable	Not applicable	Not applicable

Notes: a) Data of the National Institute of State Statistics and Information as of 31 December of a given year; b) Data of the National Institute of State Statistics and Information. This is the total number of persons who moved to Turkmenistan during a given year; c) Data of the National Institute of State Statistics and Information. This is the total number of persons who left Turkmenistan during a given year; d) UNHCR data. This is the total number of refugees from EECA countries as of 31 December 1998. These are overwhelmingly Tajiks; e) UNHCR data. This is the total number of refugees as of 31 December 1999; f) UNHCR data. This is the total number of refugees from EECA countries as of 31 December 2000. These are overwhelmingly Tajiks; g) UNHCR data. This is the total number of refugees from non-EECA countries as of 31 December 1998. These are overwhelmingly Afghans; h) UNHCR data. This is the total number of refugees from non-EECA countries as of 31 December 2000. These are overwhelmingly Afghans; i) Data of the National Institute of State Statistics and Information. This is the number of ethnic Turkmens who moved from EECA and Baltic states to Turkmenistan during a given year.

TURKMENISTAN

Turkmenistan continued experiencing steady emigration, overwhelmingly to EECA countries. In 1998-2000 the migration balance between Turkmenistan and the other EECA and Baltic States was -27,410 persons, with emigration four times higher than immigration. Still, emigration decreased in the past five years, and in 2000 it was 50 per cent lower than in 1996. Turkmenistan had a negative migration balance with all EECA and Baltic States except for Tajikistan (Table 60). Russia remained its principal migration partner, with 77.8 per cent of net migration. Immigrants originated mostly from Russia, Uzbekistan, Tajikistan and Kazakhstan, and emigrants moved mainly to Russia and Kazakhstan. The ethnic distribution of migrants was similar to that of the population as a whole (Table 61). Repatriation of Turkmens continued (constituting 31.3 per cent of immigrants in 1998-2000), mainly from Tajikistan but also from Uzbekistan. The other immigrants were Russian (22.3%), Uzbek (15.8%) and Kazakh (10.2%). Russians continued leaving the country en masse (representing 48 per cent of emigrants in 1998-2000); Kazakhs did so as well, in increasing numbers (representing 16.5 per cent of emigrants). Immigrants were mostly of working age, whereas emigrants had a more balanced age distribution, suggesting the existence of a repatriation movement (Table 62). A significant 'brain drain' could be witnessed: 16 per cent of emigrants had higher education (as compared to 9.9 per cent of immigrants), 26.3 per cent had secondary specialized education (as compared to 19.3 per cent of immigrants), and 47.4 per cent had secondary education (as compared to 64.6 per cent of immigrants).[1]

Migration exchanges with countries outside the EECA and Baltic regions remained insignificant: in 1998 there were 191 immigrants and 765 emigrants, in 1999, 278 immigrants and 284 emigrants, and in 2000, 44 immigrants (half of whom were from Afghanistan) and 475 emigrants (275 to Germany, 155 to Israel and 35 to the USA).[2] A small but growing number of Turkmen citizens sought asylum in Europe (mainly in Germany and the Netherlands), including 17 in 1998, 32 in 1999 and 34 in 2000 (Tables 76-79).

Tajik refugees continued repatriating and their numbers decreased, though they remained significant. While in 1999 Turkmenistan hosted 18,500 refugees and 820 asylum seekers, as of the end of 2000 their number had decreased to 14,188 refugees and 569 asylum seekers. In 2000, 12,659 refugees (89.2 per cent of the total) and 349 asylum seekers were Tajik; 1,448 refugees and 130 asylum seekers were Afghan; 13 refugees were Iraqi, and the others were Armenian, Azeri and Chechen.[3] This population lived mostly in the capital, Ashgabat, and some settled in the provinces of Lebap, Mary and Akhal, where the Government has granted them plots of land.

Eager to curtail irregular migration and, as a whole, control population movements, Turkmenistan maintained very tight entry and exit control. In June 1999 visa requirements were introduced for all EECA nationals. The Government was unwilling to discuss its migration problems and did not establish a body dealing specifically with migration management. The entities involved in migration issues are the Ministry of Interior, the Border Guards, the Ministry of Foreign Affairs and the Security Services. An Inter-ministerial Working Group was created at IOM's prodding.

A legislative basis for migration management is lacking. In March 1998 Turkmenistan acceded to the 1951 Convention relating to the Status of Refugees and its 1967 Protocol. In September 1999, it withdrew from the Bishkek Agreement on visa-free movement of CIS

citizens and adopted regulations on the entry, exit and stay of aliens. A law on migration was in the drafting stage as of 2001.

Since 1998, IOM has been implementing a programme on Capacity-building in Migration Management in Turkmenistan, encompassing training activities and seminars, as well as border management and migration management projects. Together with UNHCR, IFRC and the Turkmen Red Crescent Society, IOM helped repatriate around 5,000 Tajik refugees.

UNHCR focused on the repatriation and local integration of refugees, providing them with legal and material assistance.

The NGO sector is weak, as working conditions are still politically difficult. The Turkmen Red Crescent Society provided refugees with financial and medical assistance.

NOTES

1. Data of the National Institute of State Statistics and Information.
2. Data of the National Institute of State Statistics and Information.
3. UNHCR data.

TABLE 60

MIGRATION FLOWS WITH EECA AND BALTIC STATES, BY COUNTRY 1998-2000
(persons and per cent)

Country	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
EECA countries	3,980	99.98	13,142	99.98	-9,162	3,663	100.0	12,866	99.94	-9,203	1,151	100	10,182	99.96	-9,031
ARM	7	0.18	27	0.21	-20	22	0.6	46	0.36	-24	4	0.35	31	0.3	-27
AZE	37	0.93	124	0.94	-87	100	2.73	225	1.75	-125	47	4.08	179	1.75	-132
BLR	82	2.06	288	2.19	-206	68	1.86	164	1.27	-96	19	1.65	101	0.99	-82
GEO	1	0.02	16	0.12	-15	6	0.16	15	0.12	-9	2	0.17	11	0.11	-9
KAZ	369	9.27	1,613	12.27	-1,244	373	10.18	1,787	13.88	-1,414	138	12.0	2,085	20.47	-1,947
KGZ	24	0.6	33	0.25	-9	13	0.35	43	0.33	-30	7	0.61	16	0.16	-9
MDA	9	0.23	25	0.19	-16	12	0.33	28	0.22	-16	6	0.52	12	0.12	-6
RUS	1,788	44.92	9,442	71.83	-7,654	1,401	38.25	8,576	66.62	-7,175	613	53.26	7,124	69.94	-6,511
TJK	405	10.17	40	0.3	365	670	18.29	30	0.23	640	28	2.43	12	0.12	16
UKR	114	2.86	484	3.68	-370	102	2.79	455	3.53	-353	41	3.56	253	2.48	-212
UZB	1,144	28.74	1,050	8.0	94	896	24.46	1,497	11.63	-601	246	21.37	358	3.52	-112
Baltic States	1	0.02	3	0.02	-2	–	–	8	0.06	-8	–	–	4	0.04	-4
Total	3,981	100	13,145	100	-9,164	3,663	100	12,874	100	-9,211	1,151	100	10,186	100	-9,035

Source: National Institute of State Statistics and Information.

TABLE 61

MIGRATION FLOWS WITH EECA AND BALTIC STATES, BY ETHNIC GROUP 1998-2000
(persons and per cent)

Ethnic group	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
EECA countries groups	3,556	89.32	11,293	85.91	-7,737	3,337	91.1	11,471	89.1	-8,134	986	85.66	8,998	88.34	-8,012
Armenians	110	2.76	367	2.79	-257	70	1.91	359	2.79	-289	29	2.52	353	3.46	-324
Azeris	111	2.79	272	2.07	-161	111	3.03	341	2.65	-230	57	4.95	238	2.33	-181
Belarusians	6	0.15	113	0.86	-107	11	0.3	100	0.78	-89	1	0.09	79	0.78	-78
Georgians	1	0.03	17	0.13	-16	6	0.16	13	0.1	-7	3	0.26	11	0.11	-8
Kazakhs	437	10.98	1,619	12.32	-1,182	394	10.76	1,826	14.18	-1,432	130	11.3	2,047	20.1	-1,917
Kyrgyz	–	–	5	0.04	-5	1	0.03	4	0.03	-3	1	0.09	5	0.05	-4
Moldovans	9	0.22	30	0.23	-21	11	0.3	21	0.16	-10	1	0.09	19	0.19	-18
Russians	885	22.23	6,217	47.29	-5,332	771	21.05	6,142	47.71	-5,371	303	26.32	5,001	49.1	-4,698
Tajiks	33	0.83	25	0.19	8	26	0.71	27	0.21	-1	1	0.09	14	0.14	-13
Turkmens	1,186	29.79	1,200	9.13	-14	1,303	35.57	983	7.63	320	268	23.28	435	4.27	-167
Ukrainians	112	2.81	631	4.8	-519	67	1.83	601	4.67	-534	30	2.6	480	4.71	-450
Uzbeks	666	16.73	797	6.06	-131	566	15.45	1,054	8.19	-488	162	14.07	316	3.1	-154
Baltic groups	1	0.03	5	0.04	-4	–	–	6	0.06	-6	1	0.09	9	0.09	-8
Others	424	10.65	1,847	14.05	-1,423	326	8.9	1,397	10.84	-1,071	164	14.25	1,179	11.57	-1,015
Germans	14	0.35	49	0.37	-35	11	0.3	25	0.19	-14	3	0.26	23	0.23	-20
Jews	4	0.1	26	0.2	-22	3	0.08	19	0.14	-16	–	–	8	0.08	-8
Tatars	197	4.95	958	7.29	-761	160	4.37	619	4.81	-459	71	6.17	535	5.25	-464
Others	209	5.25	814	6.19	-605	152	4.15	734	5.7	-582	90	7.82	613	6.01	-523
Total	3,981	100	13,145	100	-9,164	3,663	100	12,874	100	-9,211	1,151	100	10,186	100	-9,035

Source: National Institute of State Statistics and Information.

TABLE 62

MIGRATION FLOWS WITH EECA AND BALTIC STATES, BY GENDER AND AGE GROUP 1998-2000
(persons and per cent)

Age group/ gender	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
Children[a]	746	18.7	2,304	17.5	-1,558	825	22.5	2,386	18.5	-1,561	180	15.7	1,912	18.8	-1,732
Persons of working age[b]	3,015	75.8	8,732	66.5	-5,717	2,625	71.1	8,377	65.1	-5,752	872	75.7	6,529	64.1	-5,657
Pensioners[c]	220	5.5	2,109	16.0	-1,889	213	5.8	2,111	16.4	-1,898	99	8.6	1,745	17.1	-1,646
Total	3,981	100	13,145	100	-9,164	3,663	100	12,874	100	-9,211	1,151	100	10,186	100.0	-9,035
Women	2,026	50.9	7,056	53.7	-5,030	1,743	47.6	7,104	55.2	-5,361	576	50.0	5,667	55.6	-5,091

Notes: a) This category comprises persons up to 15 years of age; b) This category comprises women aged 16 to 56, and men aged 16 to 61; c) This category comprises women aged 57 and older, and men aged 62 and older.

Source: National Institute of State Statistics and Information.

Ukraine


Belarus
Russian Federation
Poland
Kiev
Slovakia
Ukraine
Hungary
Moldova
Romania
Black Sea
200 km

TABLE 63

SUMMARY TABLE OF MIGRATION FLOWS AND STOCKS 1998-2000
(persons and per cent)

	1998	1999	2000
Total population[a]	49,850,926	49,456,088	49,036,500
Citizens	Not available	Not available	Not available
Aliens	Not available	Not available	456,300[b]
Stateless persons	Not available	Not available	456,300[b]
Immigrants[c]	71,810	65,794	53,712
Emigrants[d]	149,286	110,589	100,325
Refugees and persons in refugee-like situations from EECA countries	3,560[e]	3,375[f]	3,584[g]
Refugees and persons in refugee-like situations from non-EECA countries	3,083[h]	2,472[i]	2,221[j]
Internally displaced persons	Not applicable	Not applicable	Not applicable
Repatriants[k]	23,368	25,811	21,585
Movements of persons belonging to formerly deported peoples[l]	3,484	2,403	2,313
Irregular migrants	Not available	Not available	1,600,000[m]
Persons apprehended at the border[n]	5,781	4,245	763
Persons apprehended for being unlawfully present on the territory	Not available	Not available	24,000[o]
Persons deported from the country[p]	Not available	1,649	12,700
Ecological migrants[q]	1,807	1,488	1,137

Notes: a) Data of the State Committee for Statistics as of 31 December of a given year; b) Data of the Ministry of Interior. This is the total number of aliens and stateless persons living in Ukraine as of 31 December 2000; c) Data of the State Committee for Statistics. This is the total number of persons who moved to Ukraine in a given year; d) Data of the State Committee for Statistics. This is the total number of persons who left Ukraine in a given year; e) Data of the State Committee for Nationalities and Migration as of 31 December 1998. This is the number of EECA country citizens who obtained refugee status (265) and EECA country citizens in refugee-like situations who received humanitarian assistance from the government (3,295, mainly Georgians from Abkhazia); f) Data of the State Committee for Nationalities and Migration as of 31 December 1999. This is the number of EECA country citizens who obtained refugee status (299) and EECA country citizens in refugee-like situations who received humanitarian assistance from the government (3,076, mainly Georgians from Abkhazia); g) Data of the State Committee for Nationalities and Migration as of 31 December 2000. This is the number of EECA country citizens who received refugee status (811) and EECA country citizens in refugee-like situations who received humanitarian assistance from the government (2,773, mainly Georgians from Abkhazia); h) Data of the State Committee for Nationalities and Migration as of 31 December 1998. This is the number of non-EECA country citizens who received refugee status (3,037) and non-EECA country citizens in refugee-like situations who received humanitarian assistance from the government (46). According to UNHCR, there were 3,800 Afghan refugees as of end 1998; i) Data of the State Committee for Nationalities and Migration as of 31 December 1999. This is the number of non-EECA country citizens who received refugee status (2,398) and non-EECA country citizens in refugee-like situations who received humanitarian assistance from the government (74); j) Data of the State Committee for Nationalities and Migration as of 31 December 2000. This is the number of non-EECA country citizens who received refugee status (2,150) and non-EECA country citizens in refugee-like situations who received humanitarian assistance from the government (71); k) Data of the State Committee for Statistics. This is the number of ethnic Ukrainians who returned to Ukraine from EECA and Baltic States in a given year; l) Data of the Department for Passports, Registration and Migration of the Directorate of the Ministry of Interior in Crimea. This is the number of Crimean Tatars who returned to Crimea in a given year; m) Estimate mentioned during the parliamentary discussion of the draft law On immigration (UNHCR, 2000a: 23); n) Data of the State Border Security Committee. This is the number of irregular migrants who were apprehended while attempting to enter Ukraine; o) Data of the Ministry of Interior; p) Data of the State Border Security Committee. These are persons deported in a given year; q) Data of the State Committee for Statistics. These are persons who in a given year left spontaneously or were resettled according to the "Programme of compulsory resettlement" from the areas contaminated as a result of the Chernobyl catastrophe.

UKRAINE

In 1998-2000 migration flows with EECA and Baltic States continued decreasing and stabilized. Emigration decreased more quickly than immigration, leading to a smaller negative migration balance (-5,667 in 2000, as compared to -32,485 in 1998). Russia remained Ukraine's principal migration partner, and Ukraine had a negative migration balance only with Russia and Belarus (Table 64). Russians and Ukrainians constituted more than 80 per cent of migrants, in roughly equal shares (Table 65). The repatriation of Ukrainians slowed down: in 2000 it involved half as many Ukrainians as in 1997 (Table 69). Emigration of Ukrainians to EECA and Baltic States slowed down as well: in 2000 it almost equalled that of countries outside the region, whereas in 1997 it was almost three times higher. Migrants were primarily of working age (Table 66) and were highly educated: in 2000 14.6 per cent of immigrants and 14.4 per cent of emigrants had higher or incomplete higher education; 26.1 per cent of immigrants and 23.1 per cent of emigrants had secondary specialized education; and 32.5 per cent of both had secondary education.[1] Ukraine granted temporary work permits to 2,187 foreigners in 1998, to 2,783 in 1999 and to 3,018 in 2000; these were mostly from EECA countries (Russia, Moldova and Armenia), but also from China, Viet Nam, Poland, the USA and Turkey.[2]

Migration flows with countries outside the EECA and Baltic regions decreased as well: in 2000 there were 21.6 per cent fewer immigrants than in 1998 and 10.3 per cent fewer emigrants, and net migration was 9 per cent less (Table 67). Emigration continued being directed mainly at Israel, Germany and the USA; emigrants were mostly Ukrainian, Jewish and Russian (Table 68). In addition, according to the State Committee for Labour and Social Policy, in 1998, 24,397 Ukrainian citizens worked abroad with labour contracts, including 28,224 in 1999 and 33,735 in 2000. Official statistics grossly underestimated the number of emigrants, however. Several thousand Ukrainians sought asylum in European countries, mainly in Belgium and, in 2000, in the Czech Republic. They totalled 2,033 in 1998, 4,255 in 1999 and 6,279 in 2000 (Tables 76-79). Almost 12 million Ukrainians lived outside the EECA and Baltic regions; of these, two million were located in the USA, one million in Canada, 630,000 in South America, 1 million in Europe (especially Eastern Europe), and 40,000 in Australia and Oceania.[3]

Ukraine was routinely used as a transit country by irregular migrants on their way to Western Europe. According to estimates, at any given moment there were 1.6 million irregular migrants in the country, mainly Afghans, Indians, Sri Lankans, Bangladeshis, Pakistanis, Chinese and Vietnamese, who arrived most often from Russia.[4] While Ukraine's western border was well controlled, due to support of Western governments, the eastern border remained porous; as a result, irregular migrants continued entering the country, but were increasingly unable to leave it, remaining stranded. Ukrainian authorities apprehended 87,500 persons who violated the rules of stay in the country in 1999 and 89,000 persons in 2000; of the latter, 24,000 were unlawfully present on the territory and 12,700 were deported.[5] In 1998, 11,744 migrants were apprehended at the border (5,781 while attempting to enter the country); 14,646 migrants were apprehended in 1999 (4,245 while attempting to enter) with only 5,422 in 2000 (763 while attempting to enter), which testifies to improved border control. The authorities identified 2,804 cases of women and 419 of men who were trafficked in 1999, and 3,298 cases of women and 441 of men in 2000; law enforcement agencies arrested 3,223 traffickers in 1999 and 3,739 in 2000 (ICMPD, 2001a).

The inflow of Crimean Tatars continued, albeit at a slower pace, due to their dwindling numbers in host countries. As of early 2001, 257,662 Crimean Tatars had returned to Crimea and 233,240 of them had acquired Ukrainian citizenship.[6] The problems relating to their return were largely considered solved by both the government and international organizations, which started disengaging. Yet Crimean Tatars continued facing serious problems integrating into local society, mainly with regard to accommodation and employment: half of them lacked proper housing, 73 per cent lived in compact settlements where there were no employment opportunities or social infrastructures, and more than 60 per cent were unemployed.[7] Crimea also hosted returning persons belonging to other formerly deported peoples, namely 1,866 Greeks, 537 Germans, 320 Armenians and 308 Bulgars.[8] Elsewhere in Ukraine there were approximately 10,000 Meskhetians who moved there in the early 1990s.[9]

As of late 2000 Ukraine hosted 2,961 refugees, 72.6 per cent of whom were from countries outside the EECA and Baltic regions (mainly Afghanistan), but with growing numbers from EECA countries (Table 70). In addition, there were 1,893 asylum-seekers (1,667 in 1998 and 1,739 in 1999, mainly from Afghanistan and Chechnya) and 2,844 persons in refugee-like situations (3,341 in 1998 and 3,150 in 1999, mainly Georgians from Abkhazia).[10] Refugees and asylum-seekers faced difficulties in obtaining residence permits and in regularizing their stay in the country.

In recent years, Ukraine has become increasingly concerned with irregular migration. The Government repeatedly expressed its willingness to improve migration management and took a number of steps in that direction; it was hampered however by a continual reshuffling of senior staff due to political instability, inadequate capacity for policy making, insufficient exposure to international practice and lack of funding. A Governmental Programme for Combating Illegal Migration in Ukraine in 1999-2000 was adopted in 1998, as was a Programme for the Prevention of Trafficking in Women and Children, in September 1999. Inter-agency coordination among the bodies involved in migration management was satisfactory. These included the State Committee for Nationalities and Migration, the Ministry of Interior, the Border Guards, the State Committee for Labour and Social Policy, the Ministry of Foreign Affairs and the Security Agency. The State Committee for Nationalities and Migration was repeatedly restructured because it was not perceived to be performing effectively. The Committee is in charge of asylum adjudication and of the return and integration of Crimean Tatars. The Border Guards are in the process of becoming a civilian structure. The Ministry of Foreign Affairs started paying greater attention to visa issuance, which was identified as a conduit for irregular migration.

Much progress has been made on the legislative front, although much remains to be done. Since 1998, two articles of the Criminal Code impose criminal responsibility for trafficking in human beings. In January 1999 the President issued a decree On Questions of Immigration Control. A new citizenship law was adopted in January 2001, simplifying procedures for the acquisition of citizenship by refugees, Ukrainian repatriants and persons belonging to formerly deported peoples. A law on immigration and a revised law on refugees were adopted in June 2001. Draft laws on state borders and the immigration control service, and on asylum procedures were under consideration, as well as amendments to the laws on the legal status of foreigners and on irregular migration. Ukraine signed bilateral agreements on simplified citizenship procedures with Belarus and Kazakhstan.[11] In December 2000 Ukraine signed the UN Convention against Transnational Organized Crime.

IOM has continued implementing a programme on Capacity-building in Migration Management in Ukraine, shifting its focus to border management projects in the Kharkiv

region and at the border with Belarus. These projects proved to be an effective vehicle for achieving institutional change, as they had an immediate positive impact on border control and thus encouraged the authorities to take broader measures to enhance migration management. A pilot border project with Russia in the Belgorod/Kharkiv regions was launched in 2000. IOM also carried out a project to prevent trafficking in women, which encompassed information dissemination, capacity-building for Ukrainian law enforcement and judicial authorities, and reintegration assistance for returning victims of trafficking.

UNHCR played an important role in reducing statelessness among Crimean Tatars, lobbying for legislative improvements and conducting information campaigns to promote the acquisition of Ukrainian citizenship. In addition, UNHCR provided integration assistance to Crimean Tatars, encompassing housing rehabilitation and job creation; legal and material assistance to refugees and asylum-seekers; and technical assistance and training to relevant government bodies. In 2000 UNHCR started phasing out its programme of assistance to Crimean Tatars, and shifted its emphasis from care and maintenance of refugees to their integration into the local society through community development and income generation projects.

The migration NGO sector is well developed. A number of NGOs were active in Crimea promoting the integration of Crimean Tatars, while others focused on preventing trafficking in women. The Ukrainian Red Cross Society and IFRC provided material and medical assistance to refugees, irregular migrants and people living in areas affected by the Chernobyl catastrophe.

NOTES

1. Data of the State Committee for Statistics.
2. Data of the State Committee for Labour and Social Policy.
3. See *Ukrains'ka diaspora u sviti*. Dovidnik, Kiev, Znannya, 1998.
4. This estimate was mentioned during the parliamentary discussion of the draft law "On Immigration" (UNHCR, 2000: 23).
5. Data of the Ministry of Interior.
6. Data of the Department for Passports, Registration and Migration of the Directorate of the Ministry of Interior in Crimea as of 1 January 2001. Out of the total number of Crimean Tatars, 146,800 returned in 1989-1991 and 79,600 in 1992-1997.
7. UNHCR data.
8. Data of the Department for Passports, Registration and Migration of the Directorate of the Ministry of Interior in Crimea as of 1 January 2001.
9. Data of the All-Ukrainian Society of Meskhetian Turks, which cited the figure of 10,116 as of 1 January 1997.
10. Data of the State Committee for Nationalities and Migration.
11. The agreement with Belarus was signed in March 1999 and entered into force in April 2000; the agreement with Kazakhstan was signed in May 2000 and entered into force in July 2001.

TABLE 64

MIGRATION FLOWS WITH EECA AND BALTIC STATES, BY COUNTRY 1998-2000
(persons and per cent)

Country	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
EECA countries	65,981	98.85	98,759	99.52	-32,778	61,117	99.15	61,908	99.57	-791	49,302	99.11	55,193	99.6	-5,891
ARM	756	1.13	394	0.4	362	622	1.01	315	0.51	307	749	1.51	183	0.33	566
AZE	1,012	1.52	497	0.5	515	764	1.24	306	0.49	458	731	1.47	230	0.42	501
BLR	1,990	2. 98	5,703	5.75	-3,713	1,783	2.89	4,246	6.83	-2,463	1,870	3.76	3,674	6.63	-1,804
GEO	772	1.16	429	0.43	343	606	0.98	298	0.48	308	661	1.33	207	0.37	454
KAZ	3,114	4.67	1,287	1.3	1,827	2,312	3.75	874	1.4	1,438	2,236	4.5	685	1.24	1,551
KGZ	223	0.33	170	0.17	53	206	0.33	79	0.12	127	196	0.39	58	0.1	138
MDA	3,936	5.9	4,658	4.69	-722	3,492	5.66	2,240	3.6	1,252	4,435	8.92	1,533	2.77	2,902
RUS	49,668	74.41	84,598	85.25	-34,930	47,237	76.64	52,799	84.92	-5,562	35,009	70.37	48,132	86.86	-13,123
TJK	574	0.86	110	0.11	464	435	0.71	91	0.15	344	289	0.58	60	0.11	229
TKM	450	0.67	136	0.14	314	346	0.56	85	0.14	261	342	0.69	52	0.09	290
UZB	3,486	5.22	777	0.78	2,709	3,314	5.38	575	0.93	2,739	2,784	5.59	379	0.68	2,405
Baltic States	771	1.15	478	0.48	293	522	0.85	270	0.43	252	445	0.89	221	0.4	224
EST	109	0.16	88	0.09	21	77	0.13	37	0.06	40	69	0.14	39	0.07	30
LVA	431	0.64	121	0.12	310	321	0.52	88	0.14	233	203	0.41	90	0.16	113
LTU	231	0.35	269	0.27	-38	124	0.2	145	0.23	-21	173	0.34	92	0.17	81
Total	66,752	100	99,237	100	-32,485	61,639	100	62,178	100	-539	49,747	100	55,414	100	-5,667

Source: State Committee for Statistics.

TABLE 65

MIGRATION FLOWS WITH EECA AND BALTIC STATES, BY ETHNIC GROUP 1998-2000
(persons and per cent)

Ethnic group	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
EECA countries groups	57,837	86.65	87,514	88.19	-29,677	53,693	87.11	55,479	89.23	-1,786	45,067	90.59	52,329	94.43	-7,262
Armenians	1,018	1.53	797	0.8	221	806	1.31	654	1.05	152	861	1.73	607	1.1	254
Azeris	571	0.85	479	0.48	92	428	0.69	326	0.52	102	516	1.03	278	0.5	238
Belarusians	1,009	1.51	2,542	2.56	-1,533	865	1.4	1,725	2.77	-860	774	1.56	1,439	2.6	-665
Georgians	234	0.35	216	0.22	18	245	0.4	174	0.28	71	261	0.53	134	0.24	127
Kazakhs	58	0.09	65	0.06	-7	53	0.09	47	0.08	6	56	0.11	63	0.11	-7
Kyrgyz	8	0.01	6	0.01	2	8	0.01	7	0.01	1	10	0.02	5	0.01	5
Moldovans	1,036	1.55	1,505	1.52	-469	658	1.07	714	1.15	-56	783	1.57	553	1.0	230
Russians	25,256	37.84	46,379	46.74	-21,123	24,508	39.76	28,605	46.01	-4,097	19,961	40.13	26,129	47.15	-6,168
Tajiks	60	0.09	41	0.04	19	68	0.11	42	0.07	26	55	0.11	44	0.08	11
Turkmens	32	0.05	26	0.03	6	29	0.05	26	0.04	3	30	0.06	24	0.04	6
Ukrainians	28,368	42.5	35,311	35.58	-6,943	25,811	41.87	23,053	37.08	2,758	21,585	43.39	22,968	41.45	-1,383
Uzbeks	187	0.28	147	0.15	40	214	0.35	106	0.17	108	175	0.35	85	0.15	90
Baltic groups	75	0.11	110	0.11	-35	73	0.12	88	0.14	-15	64	0.13	68	0.13	-4
Estonians	18	0.03	22	0.02	-4	9	0.01	8	0.01	1	8	0.01	17	0.03	-9
Latvians	22	0.03	25	0.03	-3	35	0.06	26	0.04	9	23	0.05	25	0.05	-2
Lithuanians	35	0.05	63	0.06	-28	29	0.05	54	0.09	-25	33	0.07	26	0.05	7
Others	8,840	13.24	11,613	11.7	-2,773	7,873	12.77	6,611	10.63	1,262	4,616	9.28	3,017	5.44	1,599
Germans	176	0.26	223	0.23	-47	143	0.23	110	0.18	33	127	0.26	97	0.18	30
Jews	169	0.25	304	0.31	-135	111	0.18	163	0.26	-52	93	0.19	162	0.29	-69
Crimean Tatars	2,953	4.42	1,201	1.21	1,752	2,932	4.76	965	1.55	1,967	2,124	4.27	672	1.21	1,452
Total	66,752	100	99,237	100	-32,485	61,639	100	62,178	100	-539	49,747	100	55,414	100	-5,667

Source: State Committee for Statistics.

TABLE 66

MIGRATION FLOWS WITH EECA AND BALTIC STATES, BY GENDER AND AGE GROUP 1998-2000
(persons and per cent)

Age group/ gender	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
Children[a]	12,693	19.02	18,160	18.3	-5,467	11,426	18.54	11,204	18.02	222	8,854	17.8	9,736	17.57	-882
Persons of working age[b]	45,434	68.06	65,920	66.43	-20,486	39,712	64.43	41,470	66.7	-1,758	32,730	65.79	35,024	63.2	-2,294
Pensioners[c]	8,625	12.92	15,157	15.27	-6,532	10,501	17.03	9,504	15.28	997	8,163	16.41	10,654	19.23	-2,491
Total	66,752	100.0	99,237	100.0	-32,485	61,639	100.0	62,178	100.0	-539	49,747	100.0	55,414	100.0	-5,667
Women	32,055	48.02	50,900	51.29	-18,845	30,327	49.2	32,407	52.12	-2,080	24,927	50.11	29,665	53.53	-4,738

Notes: a) This category is comprised of children up to 15 years of age; b) This category is comprised of women aged 16 to 54, and men aged 16 to 59; c) This category is comprised of women aged 55 and older, and men aged 60 and older.

Source: State Committee for Statistics.

TABLE 67

MIGRATION FLOWS WITH COUNTRIES OUTSIDE THE EECA AND BALTIC REGIONS, BY COUNTRY 1998-2000
(persons and per cent)

Country	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
Canada	60	1.2	1,483	3.0	-1,423	34	0.8	1,359	2.8	-1,325	44	1.1	1,373	3.1	-1,329
Germany	363	7.2	11,496	23.0	-11,133	344	8.3	11,098	22.9	-10,754	303	7.6	11,548	25.7	-11,245
Hungary	44	0.8	498	1.0	-454	26	0.6	357	0.8	-331	41	1.0	498	1.1	-457
Israel	1,193	23.6	18,158	36.3	-16,965	1,098	26.4	21,596	44.6	-20,498	1,019	25.7	17,531	39.0	-16,512
Poland	152	3.0	704	1.4	-552	100	2.4	350	0.7	-250	125	3.2	274	0.6	-149
USA	313	6.2	12,796	25.6	-12,483	311	7.5	9,875	20.4	-9,564	360	9.1	9,658	21.5	-9,298
Others	2,933	58.0	4,914	9.7	-1,981	2,242	54.0	3,776	7.8	-1,534	2,073	52.3	4,029	9.0	-1,956
Total	5,058	100	50,049	100	-44,991	4,155	100	48,411	100	-44,256	3,965	100	44,911	100	-40,946

Source: State Committee for Statistics.

TABLE 68

MIGRATION FLOWS WITH COUNTRIES OUTSIDE THE EECA AND BALTIC REGIONS, BY ETHNIC GROUP 1998-2000
(persons and per cent)

Ethnic group	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
Germans	48	0.9	1,444	2.9	-1,396	36	0.9	1,247	2.6	-1,211	35	0.9	1,222	2.7	-1,187
Jews	364	7.2	11,227	22.4	-10,863	346	8.3	11,924	24.6	-11,578	333	8.5	9,697	21.6	-9,364
Russians	573	11.3	8,161	16.3	-7,588	452	10.9	8,534	17.6	-8,082	423	10.7	7,844	17.5	-7,421
Ukrainians	1,431	28.3	20,536	41.0	-19,105	1,188	28.6	19,907	41.1	-18,719	1,226	30.9	20,913	46.6	-19,687
Others	2,642	52.3	8,681	17.4	-6,039	2,133	51.3	6,799	14.1	-4,666	1,948	49.0	5,235	11.6	-3,287
Total	5,058	100	50,049	100	-44,991	4,155	100	48,411	100	-44,256	3,965	100	44,911	100	-40,946

Source: State Committee for Statistics.

TABLE 69

MIGRATION FLOWS OF ETHNIC UKRAINIANS WITH EECA AND BALTIC STATES, BY COUNTRY 1998-2000
(persons and per cent)

Country	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
EECA countries	27,964	98.58	35,089	99.37	-7,125	25,562	99.04	22,936	99.49	2,626	21,342	98.87	22,884	99.63	-1,542
ARM	93	0.33	44	0.12	49	57	0.22	37	0.16	20	112	0.52	25	0.11	87
AZE	129	0.46	49	0.14	80	99	0.38	32	0.14	67	80	0.37	18	0.08	62
BLR	875	3.08	2,215	6.27	-1,340	807	3.13	1,913	8.3	-1,106	946	4.38	1,819	7.92	-873
GEO	159	0.56	94	0.27	65	146	0.57	45	0.2	101	134	0.62	37	0.16	97
KAZ	1,364	4.81	475	1.35	889	1,004	3.9	314	1.36	690	939	4.35	273	1.19	666
KGZ	52	0.18	47	0.13	5	52	0.2	20	0.09	32	50	0.23	18	0.08	32
MDA	1,912	6.74	2,161	6.12	-249	1,866	7.23	1,050	4.55	816	2,451	11.35	653	2.84	1,798
RUS	22,808	80.4	29,840	84.51	-7,032	21,036	81.5	19,436	84.31	1,600	16,136	74.76	19,941	86.81	-3,805
TJK	113	0.4	15	0.04	98	60	0.23	14	0.06	46	58	0.27	14	0.06	44
TKM	141	0.5	43	0.12	98	101	0.39	19	0.08	82	116	0.54	22	0.1	94
UZB	318	1.12	106	0.3	212	334	1.29	56	0.24	278	320	1.48	64	0.28	256
Baltic States	404	1.42	222	0.63	182	249	0.96	117	0.51	132	243	1.13	84	0.37	159
EST	58	0.2	47	0.13	11	39	0.15	20	0.09	19	47	0.22	11	0.05	36
LVA	235	0.83	66	0.19	169	155	0.6	32	0.14	123	110	0.51	38	0.17	72
LTU	111	0.39	109	0.31	2	55	0.21	65	0.28	-10	86	0.4	35	0.15	51
Total	28,368	100	35,311	100	-6,943	25,811	100	23,053	100	2,758	21,585	100	22,968	100	-1,383

Source: State Committee for Statistics.

TABLE 70

REFUGEES,[a] BY COUNTRY OF ORIGIN 1998-2000
(persons and per cent)

Country of origin	1998		1999		2000	
	Persons	%	Persons	%	Persons	%
EECA countries	265	8.02	299	11.09	811	27.4
Armenia	6	0.18	18	0.67	229	7.7
Azerbaijan	100	3.03	119	4.41	192	6.5
Georgia	52	1.58	63	2.34	113	3.8
Kazakhstan	11	0.33	11	0.41	17	0.6
Republic of Moldova	7	0.21	–	–	–	–
Russian Federation	38	1.15	47	1.74	218	7.4
Tajikistan	46	1.39	34	1.26	33	1.1
Turkmenistan	4	0.12	7	0.26	8	0.3
Uzbekistan	1	0.03	–	–	1	0.03
Baltic States	1	0.03	–	–	–	
Latvia	1	0.03	–	–	–	
Other countries	3,037	91.95	2,398	88.91	2,150	72.6
Afghanistan	2,499	75.66	1,891	70.12	1,685	56.9
African countries	313	9.47	280	10.38	257	8.7
Iran	31	0.94	26	0.96	24	0.8
Iraq	35	1.06	39	1.45	41	1.4
Pakistan	–	–	–	–	–	–
Sri Lanka	–	–	–	–	–	–
Syria	23	0.7	29	1.07	36	1.2
Yugoslavia	–	–	–	–	–	–
Others	136	4.12	133	4.93	107	3.6
Total	3,303	100	2,697	100	2,961	100

Note: a) This is the total number of refugees as of 31 December of a given year. According to Ukrainian legislation, refugees must reconfirm their status every three months.

Source: State Committee for Nationalities and Migration.

Uzbekistan


Aral Sea
Kazakhstan
Uzbekistan
Kyrgyzstan
Tashkent
Turkmenistan
Tajikistan
Afghanistan
200 km

TABLE 71

SUMMARY TABLE OF MIGRATION FLOWS AND STOCKS 1998-2000
(persons)

	1998	1999	2000
Total population[a]	24,135,557	24,487,719	24,813,109
Citizens	Not available	Not available	Not available
Aliens	Not available	Not available	Not available
Stateless persons	Not available	Not available	Not available
Immigrants[b]	5,284	8,925	5,418
Emigrants[c]	62,371	60,249	62,545
Refugees and persons in refugee-like situations from EECA countries[d]	5	12	13
Refugees and persons in refugee-like situations from non-EECA countries	1,071[e]	1,257[f]	1,199[g]
Internally displaced persons	Not applicable	Not applicable	Not applicable
Repatriants[h]	1,217	2,207	1,170
Movements of persons belonging to formerly deported peoples[i]	3,798	3,653	3,731
Irregular migrants	30,000[j]	30,000[j]	30,000[j]
Persons apprehended at the border	Not available	Not available	Not available
Persons apprehended for being unlawfully present on the territory	Not available	Not available	Not available
Persons deported from the country	Not available	Not available	Not available
Ecological migrants[k]	22,056	25,814	18,999

Notes: a) Data of the State Department of Statistics. This is the population permanently residing in the country at year end; b) Data of the State Department of Statistics. This is the total number of persons who moved to Uzbekistan in a given year; c) Data of the State Department of Statistics. This is the total number of persons who left Uzbekistan in a given year; d) UNHCR data. This is the number of refugees and asylum-seekers from EECA countries at year end; e) UNHCR data as of end 1998. In addition, UNHCR registered 3,734 asylum-seekers from non-EECA countries; f) UNHCR data. This is the number of refugees and asylum-seekers from non-EECA countries as of end 1999. Of the total number of refugees and asylum-seekers from both EECA and non-EECA countries, 1,022 were refugees and 247 were asylum-seekers; g) UNHCR data, as of end 2000. In addition, UNHCR registered 1,119 asylum-seekers from non-EECA countries; h) Data of the State Department of Statistics. This is the number of ethnic Uzbeks who moved to Uzbekistan from both EECA and non-EECA countries in a given year; i) Data of the State Department of Statistics. This is the total number of persons belonging to formerly deported peoples who left Uzbekistan during a given year; j) UNHCR estimate (Aman, 2000); k) Data of the State Department of Statistics. This is the number of persons who left the Republic of Karakalpakstan and the Khorezm region, both located in the Aral sea area.

UZBEKISTAN

Unemployment and low living standards continued spurring mass emigration from Uzbekistan to the other EECA countries. In 1998-2000 migration flows remained constant as compared to previous years, with ten times more emigrants than immigrants and a migration balance of -148,100 persons. Uzbekistan had a negative migration balance with all EECA and Baltic States except Tajikistan (Table 72). Russia remained Uzbekistan's principal migration partner (80.2 per cent of net migration in 1998-2000), followed by Kazakhstan (10%) and Ukraine (5.1%). Immigrants originated mainly from Russia (though in declining numbers), and increasingly from Kazakhstan and other Central Asian countries. Over three-quarters of emigrants moved to Russia, and the others to Kazakhstan. Many were highly qualified. All ethnic groups left the country, including Uzbeks (Table 73). Official statistics do not fully reflect the actual flows, however: according to the Ministry of Labour, between 500,000 and 700,000 Uzbeks worked in EECA countries, particularly Russia and Ukraine. Many held dual citizenship, which is illegal according to Uzbek legislation.

Emigration to countries outside the EECA and Baltic regions (mostly Israel, Germany and the USA) continued, albeit at a slow pace (Table 74). Emigrants were mainly Russian, Jewish and German (Table 75). While few Uzbeks emigrated legally to countries outside the EECA and Baltic regions, it is estimated that every year up to 10,000 of them worked abroad irregularly.[1] An increasing number sought asylum in European countries, mainly Belgium and the Netherlands, including 150 in 1998, 620 in 1999 and 1,264 in 2000 (Tables 76-79). In 2000 Uzbekistan granted work permits to 2,668 citizens from outside the EECA and Baltic regions.[2]

Uzbekistan continued experiencing sustained irregular transit migration from Afghanistan. Around 30,000 irregular migrants were estimated to be in the country at any given moment.[3]

As of the end of 2000, UNHCR had registered 1,199 refugees and 1,119 asylum seekers from non-EECA countries, almost all Afghans. In fact, according to estimates there were around 8,000 Afghan and 30,000 Tajik refugees (mostly ethnic Uzbeks) living in Uzbekistan (Aman, 2000). Refugees and asylum seekers continued experiencing severe difficulties, and were routinely subjected to arrest and abuse. In effect, the Government refused to acknowledge their presence in the country, considering them irregular migrants instead. The armed incursions of 1999 and 2000 led to a further hardening of attitudes towards refugees; in 2000 the Government started forcibly deporting them.

Most persons belonging to formerly deported peoples (Germans, Crimean Tatars and Meskhetians) have already left the country. Koreans started leaving later: as of 1998 there were still 147,500 (80.5 per cent of their 1989 number) (Aman, 2000). In 1998-2000, 11,182 persons belonging to formerly deported peoples left Uzbekistan, of whom 6,627 were Koreans, 1,133 Crimean Tatars and 3,397 Germans.

Out-migration from ecologically damaged areas surrounding the Aral Sea continued, with 19,000 people leaving the republic of Karakalpakstan and the Khorezm region in 2000 alone. More than half of the migrants settled elsewhere within the country, some 25-30 per cent moved to Kazakhstan and 10 per cent to Turkmenistan.

Wary about its security, in recent years Uzbekistan has become increasingly concerned with controlling movements at its borders. In the wake of the February 1999 bombing in Tashkent, border control became stricter. Following renewed incursions by the Islamic Movement of Uzbekistan in August and September 2000, Uzbekistan instituted visas for Kyrgyz nationals and started strictly enforcing border control, at times closing the land border. There is no governmental entity dealing specifically with migration management; the Ministry of Foreign Affairs, the Ministry of Interior and the Ministry of Justice are all involved in some aspects of it.

The legislative basis is weak, although a comprehensive migration law is being drafted. Uzbekistan signed the UN Convention against Transnational Organized Crime in December 2000 and its two Protocols in June 2001.

IOM does not have a presence in the country.

UNHCR provided legal and material assistance to refugees; implemented capacity-building activities for government and non-governmental entities; carried out legal training, and conducted advocacy and awareness-raising activities.

The political situation was not conducive to the development of local NGOs. A few worked as UNHCR's implementing partners, providing material and medical assistance to vulnerable refugees. The Uzbek Red Crescent Society assisted people living in the Aral Sea area.

NOTES

1. Estimate of Lyudmila Maksakova, contributor to this country chapter.
2. Data of the Agency for Foreign Labour Migration.
3. UNHCR estimate (Aman, 2000).

TABLE 72

MIGRATION FLOWS WITH EECA AND BALTIC STATES, BY COUNTRY 1998-2000
(persons and per cent)

Country	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
EECA countries	4,878	100	54,140	99.99	-49,262	8,248	99.87	54,281	99.98	-46,033	5,000	99.9	57,790	99.97	-52,790
ARM	10	0.2	55	0.1	-45	34	0.41	105	0.19	-71	15	0.3	76	0.13	-61
AZE	42	0.86	215	0.4	-173	127	1.54	236	0.44	-109	57	1.14	144	0.25	-87
BLR	27	0.55	436	0.81	-409	50	0.61	425	0.78	-375	41	0.82	400	0.69	-359
GEO	15	0.31	29	0.05	-14	24	0.29	30	0.06	-6	24	0.48	21	0.03	3
KAZ	707	14.49	6,635	12.25	-5,928	1,503	18.2	5,515	10.16	-4,012	1,021	20.4	7,315	12.65	-6,294
KGZ	253	5.19	,415	2.61	-1,162	508	6,15	1,634	3.01	-1,126	331	6.61	1,159	2.01	-828
MDA	7	0.14	51	0.09	-44	37	0,45	24	0.04	13	19	0.38	37	0.06	-18
RUS	2,929	60.05	41,539	76.71	-38,610	3,777	45,73	41,605	76.63	-37,828	2,369	47.34	45,152	78.11	-42,392
TJK	430	8.82	189	0.35	241	1,314	15,91	459	0.85	855	546	10.91	393	0.68	153
TKM	155	3.18	887	1.64	-732	407	4,93	898	1.65	-491	295	5.89	466	0.81	-171
UKR	303	6.21	2,689	4.97	-2,386	467	5,65	3,350	6.17	-2,883	282	5.63	2,627	4.55	-2,345
Baltic States	–	–	8	0.01	-8	11	0,13	13	0.02	-2	5	0.1	15	0.03	-10
Total	4,878	100	54,148	100	-49,270	8,259	100	54,294	100	-46,035	5,005	100	57,805	100	-52,800

Source: State Department of Statistics.

TABLE 73

MIGRATION FLOWS WITH EECA AND BALTIC STATES, BY ETHNIC GROUP 1998-2000
(persons and per cent)

Ethnic group	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
EECA countries groups	3,829	78.5	41,913	77.41	-38,084	6,556	79.38	41,218	75.92	-34,662	3,939	78.7	43,708	75.61	-39,769
Armenians	47	0.96	508	0.94	-461	98	1.19	738	1.36	-640	41	0.82	729	1.26	-688
Azeris	33	0.68	370	0.68	-337	130	1.57	402	0.74	-272	75	1.5	274	0.47	-199
Belarusians	13	0.27	377	0.7	-364	53	0.64	344	0.63	-291	30	0.59	351	0.61	-321
Georgians	–	–	26	0.05	-26	27	0.33	52	0.1	-25	18	0.36	48	0.08	-30
Kazakhs	301	6.17	5,447	10.06	-5,146	889	10.76	4,404	8.11	-3,515	614	12.27	5,945	10.28	-5,331
Kyrgyz	20	0.41	343	0.63	-323	71	0.86	497	0.92	-426	54	1.08	386	0.67	-332
Moldovans	9	0.18	72	0.13	-63	6	0.07	50	0.09	-44	11	0.22	50	0.09	-39
Russians	1,853	37.99	28,064	51.83	-26,211	2,448	29.64	27,886	51.36	-25,438	1,516	30.29	29,564	51.14	-28,048
Tajiks	125	2.56	316	0.58	-191	250	3.03	484	0.89	-234	176	3.52	407	0.7	-231
Turkmens	39	0.8	436	0.81	-397	161	1.95	416	0.77	-255	124	2.48	224	0.39	-100
Ukrainians	192	3.94	2,491	4.6	-2,299	239	2.89	2,399	4.42	-2,160	145	2.89	2,357	4.08	-2,212
Uzbeks	1,197	24.54	3,463	6.4	-2,266	2,184	26.45	3,546	6.53	-1,362	1,135	22.68	3,373	5.84	-2,238
Baltic groups	7	0.14	34	0.06	-27	2	0.02	35	0.06	-33	3	0.06	52	0.09	-49
Estonians	1	0.02	6	0.01	-5	–	–	8	0.01	-8	2	0.04	13	0.02	-11
Latvians	6	0.12	16	0.03	-10	2	0.02	11	0.02	-9	1	0.02	18	0.03	-17
Lithuanians	–	–	12	0.02	-12	–	–	16	0.03	-16	–	–	21	0.04	-21
Others	1,042	21.36	12,201	22.53	-11,159	1,701	20.6	13,041	24.02	-11,340	1,063	21.24	14,045	24.3	-12,982
Total	4,878	100	54,148	100	-49,270	8,259	100	54,294	100	-46,035	5,005	100	57,805	100	-52,800

Source: State Department of Statistics.

TABLE 74

MIGRATION FLOWS WITH COUNTRIES OUTSIDE THE EECA AND BALTIC REGIONS, BY COUNTRY 1998-2000
(persons and per cent)

Country	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
Germany	51	12.6	2,813	34.2	-2,762	35	5.3	1,848	31.0	-1,813	53	12.8	1,548	32.6	-1,495
Greece	24	5.9	325	4.0	-301	12	1.8	102	1.7	-90	8	1.9	70	1.5	-62
Israel	176	43.4	3,126	38.0	-2,950	104	15.6	2,560	43.0	-2,456	69	16.7	1,892	39.9	-1,823
Turkey	70	17.2	10	0.1	60	63	9.5	11	0.2	52	26	6.3	18	0.4	8
USA	48	11.8	1,808	22.0	-1,760	70	10.5	1,254	21.1	-1,184	64	15.5	1,090	23.0	-1,026
Others	37	9.1	141	1.7	-104	382	57.3	180	3.0	202	193	46.8	122	2.6	71
Total	406	100	8,223	100	-7,817	666	100	5,955	100	-5,289	413	100	4,740	100	-4,327

Source: State Department of Statistics.

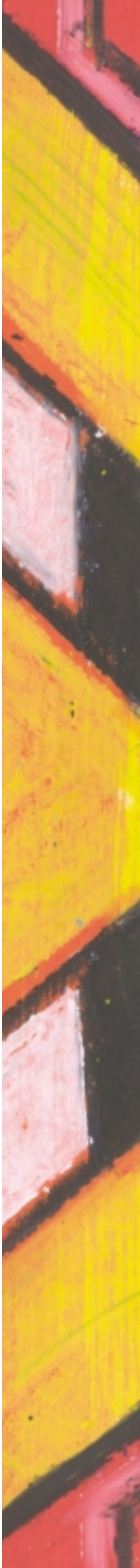
TABLE 75

MIGRATION FLOWS WITH COUNTRIES OUTSIDE THE EECA AND BALTIC REGIONS, BY ETHNIC GROUP 1998-2000
(persons and per cent)

Ethnic group	1998					1999					2000				
	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance	Immigrants	%	Emigrants	%	Balance
Germans	12	3.0	1,090	13.3	-1,078	18	2.7	694	11.7	-676	34	8.2	537	11.3	-503
Jews	102	25.1	2,998	36.5	-2,896	99	14.8	2,145	36.0	-2,046	63	15.3	1,460	30.8	-1,397
Russians	104	25.6	2,643	32.1	-2,539	41	6.2	1,977	33.2	-1,936	45	10.9	1,775	37.5	-1,730
Uzbeks	20	4.9	387	4.7	-367	23	3.5	253	4.2	-230	35	8.5	317	6.7	-282
Others	168	41.4	1,105	13.4	-937	485	72.8	886	14.9	-401	236	57.1	651	13.7	-415
Total	406	100	8,223	100	-7,817	666	100	5,955	100	-5,289	413	100	4,740	100	-4,327

Source: State Department of Statistics.

Part III
Data on Asylum, Migration Routes and Treaty Ratification



Note on Statistical Reliability and Problems of Definition

STATISTICAL RELIABILITY

The statistical data contained in this report are of uneven quantity and quality. The progress made towards the establishment of new systems of registering the population and its movement among the EECA countries varies widely. In some countries – especially those that have suffered civil war or major social and ethnic conflict in the recent period – population registration systems have essentially collapsed. In other countries much attention has been given to institution-building to ensure effective population registration. Therefore, there remain widely differing practices in migration data collection in EECA countries. In particular, there is wide variation in practices concerning the collection of data by gender and age, in distinguishing data for internal and external migrants, and in the accuracy with which the number of irregular, labour and ecological migrants can be estimated. Inconsistencies in data provided in the report are attributable to these variations.

Discrepancies between data may also exist within states, as data are gathered by a number of different agencies (national statistical services, migration and refugee services, departments within ministries of labour or employment, ministries of internal affairs, ministries of foreign affairs, border guards, and ministries of emergencies). Migration services, in particular, have had to set up new procedures for gathering migration data (for example, employing sampling rather than census approaches for the first time) whilst invariably having very poor technical and resource bases. In order to counter the vagaries of national statistical data, this report draws on the full range of data-gathering agencies noted above as well as on 'shadow statistics' (the differences between country estimates) and on data from pan-national (CIS Statistical Committee) and international bodies (such as UNHCR and IOM). Statistical discrepancies and variations, therefore, are at least made transparent, if not resolved.

Specific problems have been generated by issues of 'transparent borders' and the residence permit system. The absence of well-controlled frontiers makes it difficult to estimate entry and exit figures, especially in those countries that have suffered armed conflict and where the terrain makes it difficult to monitor border crossings. The Soviet residence permit system (*propiska*), which required migrants to obtain permission from local authorities before they were able to move to a new place of residence, has been abolished in many EECA countries and replaced by a simple (declaratory) registration procedure. However, the legacy of the *propiska* is complex in terms of population movement and its registration. Although the abolition of the *propiska* helps ensure citizens' freedom of movement, it leads to gross underestimation of migration figures since many migrants do not register changes of residence. This is especially true of the Transcaucasian countries where the registered number of migrants has fallen several times over and registration of migration has virtually ceased to exist. Even where

the old system has been retained, however, emigrants may avoid de-registration in their place of origin (in order to retain rights to land and housing) and are thus not captured in emigration data from their countries of origin. A further problem, especially in the Russian Federation, is the differing registration policy and practice of regional administrations. Although the *propiska* has officially been abolished at the federal level in Russia, many regional administrations have continued to use residence registration as a means of restricting migrant settlement. In such regions, discrepancies between the reported number of registered migrants and their actual numbers are particularly high. The low benefit and potentially high cost of registering as a forced migrant or refugee have led most migrants to avoid registering with official agencies. It is estimated that the actual number of refugees and forced migrants in the Russian Federation may be one and a half to three times higher than reflected in official statistical data. As a general rule, however, immigration figures are more complete than emigration figures, since state benefits are, by and large, directly linked to registration of place of residence. For this reason, wherever possible, data on the actual entry to the country of destination have been used in this report. These circumstances may also lead to over-estimation of the number of migrants, however. Individual migrants may register more than once (in different regions, for example) in order to maximize social benefits, and some regional authorities may overstate the number of registered migrants as a means of increasing central state transfers. The procedures for registering the entry and registration of foreign citizens, asylum seekers and labour migrants are also extremely disorganized.

PROBLEMS OF DEFINITION

The categories of population movement employed in the report are those agreed upon during the 1996 CIS Conference and defined in the resulting Programme of Action (see Annex 1). Since legislation in each of the EECA countries in the sphere of migration differs, these categories often do not coincide with those used by the national statistical services of the EECA countries. In particular, the distinction in Russian legislation between “refugees” and “forced migrants” on the basis of citizenship rather than migratory experience (Russian citizens apply for the status of “forced migrants”, whereas non-Russian citizens apply for “refugee” status) is at odds with the categories used in the current report. “Forced migrants” may or may not cross international borders and thus the category cuts across international definitions of “refugees” and “internally displaced persons”. Primarily, “forced migrants” may be political or economic migrants (although the 1995 revised version of the Law on Forced Migrants narrows the definition to increasingly exclude economic migrants) and thus are difficult to distinguish within the broader category of “repatriants”. Indeed, the latter distinction in the Russian Federation has been one largely of institutional practice rather than policy.

Statistics on Asylum-Seekers from EECA Countries in Europe

TABLE 76

ASYLUM APPLICATIONS SUBMITTED BY CITIZENS OF EECA COUNTRIES IN EUROPE, BY COUNTRY OF ORIGIN AND OF ASYLUM, 1998
(persons)

Country of asylum	Country of origin												Total
	ARM	AZE	BLR	GEO	KAZ	KGZ	MDA	RUS	TJK	TKM	UKR	UZB	
Austria	76	10	*	25	5	–	22	59	11	–	46	5	260
Belgium	697	82	131	490	76	–	193	277	14	*	253	55	2,272
Bulgaria	19	*	0	*	*	–	0	*	0	–	0	–	26
Czech Republic	77	9	*	34	13	–	33	61	–	–	42	–	271
Denmark	108	12	10	60	0	–	23	60	*	–	20	0	295
Finland	7	6	*	*	*	–	*	66	0	*	8	–	98
France	170	53	41	127	28	*	213	220	9	–	127	7	997
Germany	1,655	1,566	226	1,979	88	9	426	867	50	*	651	18	7,539
Greece	*	*	–	0	–	–	–	*	–	–	*	–	5
Hungary	51	*	7	*	*	–	5	19	–	–	7	–	94
Ireland	13	–	31	5	*	–	32	83	22	–	67	11	267
Italy	12	*	*	18	–	–	*	13	–	–	*	–	53
Luxembourg	*	–	–	9	–	*	*	9	–	–	*	–	24
Netherlands	711	1,268	25	290	80	–	39	519	40	5	227	12	3,216
Norway	31	15	10	*	5	–	*	131	7	–	14	0	221
Poland	978	16	23	20	8	*	*	47	9	–	28	6	1,140
Portugal	–	–	*	8	–	–	*	*	0	–	8	–	24
Romania	–	*	–	–	–	–	–	–	–	–	*	*	6
Slovakia	20	–	–	–	–	–	–	–	–	–	–	–	20
Slovenia	6		*	–	–	–		0	0	–	–	–	7
Spain	178	42	9	211	*	0	27	154	5		95	*	723
Sweden	40	27	35	11	52	*	5	229	19	*	55	18	497
Switzerland	481	41	70	813	24	0	55	193	15	–	170	*	1,866
United Kingdom	–	–	–	–	–	–	–	2,820	–	–	–	–	2,820
Total	5,332	3,157	630	4,108	390	17	1,091	5,833	203	16	1,826	138	22,741

Notes: A dash indicates that the value is zero or not available; An asterisk (*) indicates that the value is between 1 and 4. Belgium and France count in only the number of cases (principal applicants only), Germany adds the dependants in the total only when a separate application is filed. For the UK, the figures include an estimate of the number of dependants at the UK total level but for specific source nationalities are based on cases (principal applicants only). The data for the other countries are supposed to cover every individual.

Source: Governments, compiled by UNHCR.

TABLE 77

ASYLUM APPLICATIONS SUBMITTED BY CITIZENS OF EECA COUNTRIES IN EUROPE, BY COUNTRY OF ORIGIN AND OF ASYLUM, 1999
(persons)

Country of asylum	Country of origin												Total
	ARM	AZE	BLR	GEO	KAZ	KGZ	MDA	RUS	TJK	TKM	UKR	UZB	
Austria	180	48	46	38	6	–	43	125	14	–	133	–	633
Belgium	1,472	349	405	887	584	371	597	1,376	29	*	1,343	510	7,926
Bulgaria	142	–	–	5	*	–	–	*	–	–	*	*	157
Czech Republic	34	10	44	9	23	6	97	244	*	*	93	10	574
Denmark	135	37	*	48	*	–	27	74	5	–	25	–	356
Finland	*	*	10	*	10	–	6	192	–	–	18	7	251
France	267	179	74	184	36	*	911	464	6	–	328	18	2,470
Germany	2,385	2,816	356	1,100	88	30	332	2,079	29	*	594	22	9,833
Greece	–	13	*	–	*	–	–	–	–	*	–	–	22
Hungary	189	13	*	*	*	–	12	27	*	–	15	*	264
Ireland	11	7	56	47	8	–	275	175	13	–	129	7	728
Italy	14	11	–	36	–	–	–	50	–	–	–	–	111
Luxembourg	6	*	*	6	*	–	*	28	5	–	6	–	59
Netherlands	1,249	2,449	*	321	102	6	31	1,000	21	–	306	13	5,499
Norway	124	39	75	69	55	–	48	318	9	–	34	*	774
Poland	853	43	41	37	8	–	17	104	7	–	27	*	1,141
Portugal	*	–	*	*	–	–	8	*	–	–	6	–	21
Romania	*	*	–	–	–	–	5	–	–	–	*	–	10
Slovakia	16	–	–	–	–	–	–	–	10	–	–	–	26
Slovenia	38	–	*	–	–	–	*	*	*	–	*	–	47
Spain	886	72	24	269	5	*	119	335	*	*	348	*	2,068
Sweden	153	46	84	41	175	10	11	449	21	*	69	24	1,085
Switzerland	414	78	104	325	38	*	48	281	9	–	139	7	1,444
United Kingdom[a]	–	–	–	–	–	–	–	4,110	–	–	–	–	4,110
Total	8,574	6,216	1,334	3,426	1,151	428	2,592	11,441	187	12	3,617	631	39,609

Notes: A dash indicates that the value is zero or not available; An asterisk (*) indicates that the value is between 1 and 4. The data are derived from provisional monthly data and may therefore differ slightly from officially published annual data; a) The figures reported under Russia refer to citizens of the Russian Federation as well as of the former Soviet Union. Belgium and France count in only the number of cases (principal applicants only), Germany adds the dependants in the total only when a separate application is filed. For the UK, the figures include an estimate of the number of dependants at the UK total level but for specific source nationalities are based on cases (principal applicants only). The data for the other countries are supposed to cover every individual.

Source: Governments, compiled by UNHCR.

TABLE 78
ASYLUM APPLICATIONS SUBMITTED BY CITIZENS OF EECA COUNTRIES IN EUROPE, BY COUNTRY OF ORIGIN AND OF ASYLUM, 2000
(persons)

Country of asylum	Country of origin												Total
	ARM	AZE	BLR	GEO	KAZ	KGZ	MDA	RUS	TJK	TKM	UKR	UZB	
Austria	165	24	34	34	7	16	106	291	17	–	90	*	788
Belgium	1,331	440	695	1,217	1,924	560	649	3,594	82	6	1,588	887	12,973
Bulgaria	418	–	–	6	–	–	*	18	–	–	*	–	449
Czech Republic	268	13	191	102	101	52	780	620	*	6	1,145	8	3,289
Denmark	295	134	88	142	13	36	37	247	6	6	63	*	1,071
Finland	9	6	37	*	*	*	9	289	*	*	84	6	452
France	379	192	94	359	73	6	968	743	13	–	510	8	3,345
Germany	882	1,558	488	800	151	65	331	2,755	27	6	514	64	7,641
Greece	–	*	–	*	–	–	–	12	–	*	–	–	17
Hungary	123	–	*	27	5	–	30	52	–	–	41	*	284
Ireland	38	14	131	55	31	*	388	327	7	*	230	5	1,230
Italy	13	10	6	17	11	–	44	210	–	–	22	13	346
Luxembourg	*	–	6	*	*	–	*	25	–	–	9	–	49
Netherlands	812	1,163	95	291	180	119	28	1,039	42	*	218	197	4,185
Norway	65	35	139	70	36	15	62	471	18	5	131	*	1,051
Poland	810	129	61	71	30	6	9	1,050	*	–	64	12	2,243
Portugal	*	–	*	*	*	–	–	16	–	–	–	–	23
Romania	–	–	–	–	–	–	–	*	–	–	–	–	*
Slovakia	15	–	*	–	–	–	*	14	–	–	5	–	37
Slovenia	40	5	*	–	–	–	36	34	–	–	–	–	118
Spain	469	61	32	135	7	*	51	347	–	–	249	6	1,359
Sweden	214	60	231	59	92	6	29	590	26	–	110	36	1,453
Switzerland	357	81	89	181	24	5	34	265	6	*	95	10	1,148
United Kingdom[a]	–	–	–	–	–	–	–	4,275	–	–	–	–	4,275
Total	6,711	3,928	2,426	3,571	2,693	893	3,597	17,285	251	34	5,171	1,267	47,827

Notes: A dash indicates that the value is zero or not available; An asterisk (*) indicates that the value is between 1 and 4. The data are derived from provisional monthly data and may therefore differ slightly from officially published annual data; a) The figures reported under Russia refer to citizens of the Russian Federation as well as of the former Soviet Union. Belgium and France count in only the number of cases (principal applicants only), Germany adds the dependants in the total only when a separate application is filed. For the UK, the figures include an estimate of the number of dependants at the UK total level but for specific source nationalities are based on cases (principal applicants only). The data for the other countries are supposed to cover every individual.

Source: Governments, compiled by UNHCR.

TABLE 79

ASYLUM APPLICATIONS SUBMITTED BY CITIZENS OF EECA COUNTRIES IN EUROPE, BY COUNTRY OF ORIGIN AND OF ASYLUM, 2001
(persons)

Country of asylum	Country of origin												Total
	ARM	AZE	BLR	GEO	KAZ	KGZ	MDA	RUS	TJK	TKM	UKR	UZB	
Austria	1,259	83	48	596	12	33	166	373	7	*	185	9	2,774
Belgium	571	148	319	481	164	138	184	2,451	30	*	576	270	5,336
Bulgaria	160	*	–	6	*	–	–	10	–	*	*	–	182
Czech Republic	1,022	87	437	1,288	130	48	2,454	640	6	*	4,398	34	10,548
Denmark	47	46	42	46	32	10	32	304	*	–	80	18	661
Finland	8	*	55	7	23	*	11	289	–	*	138	15	553
France	554	259	184	1,060	118	28	806	1,753	13	*	895	87	5,760
Germany	893	1,727	593	1,218	192	83	340	4,543	30	14	658	44	10,335
Greece	*	5	6	–	–	*	–	21	–	*	6	*	42
Hungary	37	*	–	29	–	–	25	40	–	–	30	*	168
Ireland	13	14	84	97	77	21	549	307	*	*	376	53	1,593
Italy	12	*	19	21	9	–	45	131	–	–	68	–	309
Luxembourg	*	7	*	5	18	5	*	66	*	–	18	*	133
Netherlands	529	634	85	298	133	71	20	941	56	*	191	252	3,211
Norway	175	100	330	205	112	67	68	1,320	24	*	1,027	105	3,535
Poland	626	69	73	93	15	*	272	1,513	–	–	135	7	2,807
Portugal	*	–	*	–	*	–	*	5	*	–	–	–	14
Romania	–	–	–	*	*	–	*	8	–	–	*	–	15
Slovakia	29	*	5	25	*	–	16	74	–	–	8	*	162
Slovenia	*	–	*	–	–	–	6	5	–	–	7	–	24
Spain	163	18	21	94	32	*	46	322	*	–	166	7	873
Sweden	183	158	327	166	150	63	40	841	34	20	332	344	2,658
Switzerland	313	105	151	272	30	11	80	463	12	*	156	18	1,612
United Kingdom	–	–	–	–	–	–	–	445	–	–	440	–	885
Total	6,602	3,472	2,787	6,010	1,255	586	5,169	16,865	222	58	9,893	1,271	54,190

Notes: A dash indicates that the value is zero or not available; An asterisk (*) indicates that the value is between 1 and 4. The data are derived from provisional monthly data and may therefore differ slightly from officially published annual data. Belgium and France count in only the number of cases (principal applicants only), Germany adds the dependants in the total only when a separate application is filed. For the UK, the figures include an estimate of the number of dependants at the UK total level but for specific source nationalities are based on cases (principal applicants only). The data for the other countries are supposed to cover every individual.

Source: Governments, compiled by UNHCR.

Bilateral Agreements between EECA Countries on Migration and Related Matters

TABLE 80

BILATERAL AGREEMENTS BETWEEN EECA COUNTRIES ON MIGRATION AND RELATED MATTERS

	Armenia	Azerbaijan	Belarus	Georgia	Kazakhstan	Kyrgyzstan	Rep. of Moldova	Russian Federation	Tajikistan	Turkmenistan	Ukraine	Uzbekistan
Armenia			37	5, 6				10, 24, 26, 38			14, 34	
Azerbaijan						21		29				
Belarus	37				25, 39		8	4, 16, 17, 29			13, 32	
Georgia	5, 6				42			7, 18		33	31, 35	43
Kazakhstan			25, 39	42		9, 19, 23		11, 22, 30	19		36	9, 19, 23
Kyrgyzstan		21			9, 19, 23			12, 15				9, 19, 23
Republic of Moldova			8					4				
Russian Federation	10, 24, 26, 38	29	4, 16, 17, 29	7, 18	11, 22, 30	12, 15	4		1, 27	2, 3	4, 20, 40	
Tajikistan					19			1, 27				
Turkmenistan				33				2, 3			41	
Ukraine	14, 34		13, 32	31, 35	36			4, 20, 40		41		28
Uzbekistan				43	9, 19, 23	9, 19, 23					28	

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NOTES TO TABLE 80 ON BILATERAL AGREEMENTS

1) Agreement On the Regulation of Migration Processes and the Protection of Migrants' Rights (December 1992)
2) Agreement On Dual Citizenship (December 1993)
3) Agreement On the Regulation of Migration Processes and the Protection of Migrants' Rights (December 1993)
4) Agreement On Employment and Social Protection of Citizens of the Republic of Belarus Employed on the Territory of the Russian Federation, and of Citizens of the Russian Federation Employed on the Territory of the Republic of Belarus (September 1993)
5) Agreement On Visa-free Travel of Citizens (1993)
6) Agreement On Employment and Social Protection of Citizens Working Outside the Territory of their State (1993)
7) Agreement On the Regulation of Migration Processes and the Protection of Migrants' Rights (February 1994)
8) Agreement On Employment and Social Protection of Citizens of the Republic of Belarus Employed on the Territory of the Republic of Moldova, and of Citizens of the Republic of Moldova Employed on the Territory of the Republic of Belarus (May 1994)
9) Memorandum On Cooperation in Migration Matters (July 1994)
10) Agreement On Employment and Social Protection of Citizens Working Outside the Territory of their State (1994)
11) Treaty On the Legal Status of Citizens of Kazakhstan and of the Russian Federation Permanently Living on the Territory of the Other State (January 1995)
12) Agreement On the Regulation of Migration Processes and the Protection of Migrants' Rights (July 1995)
13) Agreement On Employment and Social Protection of Citizens of the Republic of Belarus and of Ukraine Employed Outside the Territory of their State (July 1995)
14) Agreement On Employment and Social Protection of Citizens Working Outside the Territory of their State (1995)
15) Agreement On Labour Activity and Social Protection of Labour Migrants (March 1996)
16) Agreement On the Regulation of Migration Processes and the Protection of Migrants' Rights (October 1996)
17) Agreement On the Protection of the Property Rights of Russian Settlers living in Belarus and of Belarusian Settlers living in the Russian Federation (November 1996)
18) Protocol of Intentions on the Return of Meskhetians to Georgia (1996)
19) Programme of Cooperation in the Field of Migration (March 1997)
20) Agreement On Visa-free Movement of Citizens (March 1997)
21) Agreement On Labour Activity and Social Protection of Labour Migrants (April 1997)
22) Agreement On Simplifying the Procedure for the Acquisition and Renounciation of Citizenship (May 1997)
23) Agreement On the Management of Migration Processes (July 1997)
24) Agreement On the Regulation of Voluntary Migration Processes (August 1997)
25) Agreement On Employment and Social Protection of Citizens of the Republic of Belarus Employed on the Territory of the Republic of Kazakhstan, and of Citizens of the Republic of Kazakhstan Employed on the Territory of the Republic of Belarus (September 1997)
26) Agreement On the Legal Status of Citizens of Armenia Permanently Living on the Territory of the Russian Federation, and of Citizens of the Russian Federation Living on the Territory of the Republic of Armenia (1997)
27) Agreement On Dual Citizenship (1997)
28) Treaty On the Prevention of Cases of Dual Citizenship (1997)
29) Agreement On the Regulation of Migration Processes and the Protection of Migrants' Rights (1997)
30) Agreement On the Regulation of Migration Processes and the Protection of Migrants' Rights (July 1998)
31) Agreement On the Prevention of Cases of Dual Citizenship and Elimination of Already Existing Cases of Dual Citizenship (1998)
32) Agreement On Simplified Procedures for the Change of Citizenship by Citizens of Ukraine Living Permanently in the Republic of Belarus and by Citizens of the Republic of Belarus Living Permanently in Ukraine (March 1999)
33) Agreement On Travel of Citizens between the Two Countries (June 1999)
34) Agreement On Visa-free Travel of Citizens (December 1999)
35) Agreement On Visa-free Movement of Citizens (1999)
36) Agreement On Simplified Procedures for the Acquisition and Renounciation of Citizenship by Citizens of Ukraine Living Permanently in the Republic of Kazakhstan and by Citizens of the Republic of Kazakhstan Living Permanently in Ukraine, and for the Prevention of Cases of Statelessness and Dual Citizenship (May 2000)
37) Agreement On Temporary Employment and Social Protection of Citizens Employed Outside the Territory of their State (July 2000)
38) Agreement On Visa-free Travel of Citizens (September 2000)
39) Protocol on amendments to the Agreement On Employment and Social Protection of Citizens of the Republic of Belarus Employed on the Territory of the Republic of Kazakhstan, and of Citizens of the Republic of Kazakhstan Employed on the Territory of the Republic of Belarus (October 2000)
40) Agreement On the Regulation of the Resettlement Process and Protection of the Rights of Resettled Persons (February 2001)
41) Agreement On the Regulation of the Resettlement Process and Protection of the Rights of Resettled Persons (May 2001)
42) Agreement on visa-free regime (2001)
43) Agreement On Terms of Travel of Citizens between the Two Countries (2001)

Status of Ratification of Selected Instruments

TABLE 81

STATUS OF RATIFICATION OF SELECTED INTERNATIONAL INSTRUMENTS
(as of 22 August 2001)

Country	1949 Geneva Conventions	1977 Additional Protocols to the Geneva Convention	1966 International Covenant on Civil and Political Rights	1966 International Covenant on Economic, Social and Cultural Rights	1950 European Convention on Human Rights	1961 Convention on the Reduction of State-lessness	1966 International Convention on the Elimination of Racial Discrimination	1984 Convention against Torture	1989 Convention on the Rights of the Child	1990 International Convention on the Protection of the Rights of All Migrant Workers
Armenia	A	A	A	A	S	A	A	R	A	–
Azerbaijan	A	–	A	A	S	A	A	A	A	A
Belarus	R	R	R	R	–	–	R	R	R	–
Georgia	A	A	A	A	R	–	A	A	A	–
Kazakhstan	D	D	–	–	–	–	A	A	R	–
Kyrgyzstan	D	D	A	A	–	–	A	A	A	–
Rep. of Moldova	A	A	A	A	R	–	A	R	A	–
Russian Fed.	R	R	R	R	R	–	R	R	R	–
Tajikistan	D	D	A	A	–	–	A	A	A	S
Turkmenistan	D	D	A	A	–	–	A	A	A	–
Ukraine	R	R	R	R	R	–	R	R	R	–
Uzbekistan	A	A	A	A	–	–	A	A	A	–

Notes: A: accession; D: succession; R: ratification; S: signature.

TABLE 82

STATUS OF RATIFICATION OF THE 1951 UN CONVENTION RELATING TO THE STATUS OF REFUGEES AND ITS 1967 PROTOCOL
(as of 9 October 2001)

Country	1951 Convention	1967 Protocol
Armenia	6 Jul 1993	6 Jul 1993
Azerbaijan	12 Feb 1993	12 Feb 1993
Belarus	–	–
Georgia	9 Aug 1999	9 Aug 1999
Kazakhstan	15 Jan 1999	15 Jan 1999
Kyrgyzstan	8 Oct 1996	8 Oct 1996
Republic of Moldova	–	–
Russian Federation	2 Feb 1993	2 Feb 1993
Tajikistan	7 Dec 1993	7 Dec 1993
Turkmenistan	2 Mar 1998	2 Mar 1998
Ukraine	–	–
Uzbekistan	–	–

TABLE 83

STATUS OF RATIFICATION OF THE 2000 UN CONVENTION AGAINST TRANSNATIONAL ORGANIZED CRIME, ITS PROTOCOL TO PREVENT, SUPPRESS AND PUNISH TRAFFICKING IN WOMEN AND CHILDREN AND ITS PROTOCOL AGAINST THE SMUGGLING OF MIGRANTS BY LAND, SEA AND AIR
(as of 20 September 2001)

Country	Convention	Protocol on Trafficking in Women and Children	Protocol against Smuggling of Migrants
Armenia	–	–	–
Azerbaijan	12 Dec 2000 (S)	12 Dec 2000 (S)	12 Dec 2000 (S)
Belarus	14 Dec 2000 (S)	14 Dec 2000 (S)	14 Dec 2000 (S)
Georgia	13 Dec 2000 (S)	13 Dec 2000 (S)	13 Dec 2000 (S)
Kazakhstan	13 Dec 2000 (S)	–	–
Kyrgyzstan	13 Dec 2000 (S)	13 Dec 2000 (S)	13 Dec 2000 (S)
Republic of Moldova	14 Dec 2000 (S)	14 Dec 2000 (S)	14 Dec 2000 (S)
Russian Federation	12 Dec 2000 (S)	12 Dec 2000 (S)	12 Dec 2000 (S)
Tajikistan	12 Dec 2000 (S)	–	–
Turkmenistan	–	–	–
Ukraine	12 Dec 2000 (S)	–	–
Uzbekistan	13 Dec 2000 (S)	28 June 2001 (S)	28 June 2001 (S)

Notes: S: signature.

TABLE 84

STATUS OF RATIFICATION OF SELECTED REGIONAL INSTRUMENTS
(as of 31 December 2000)

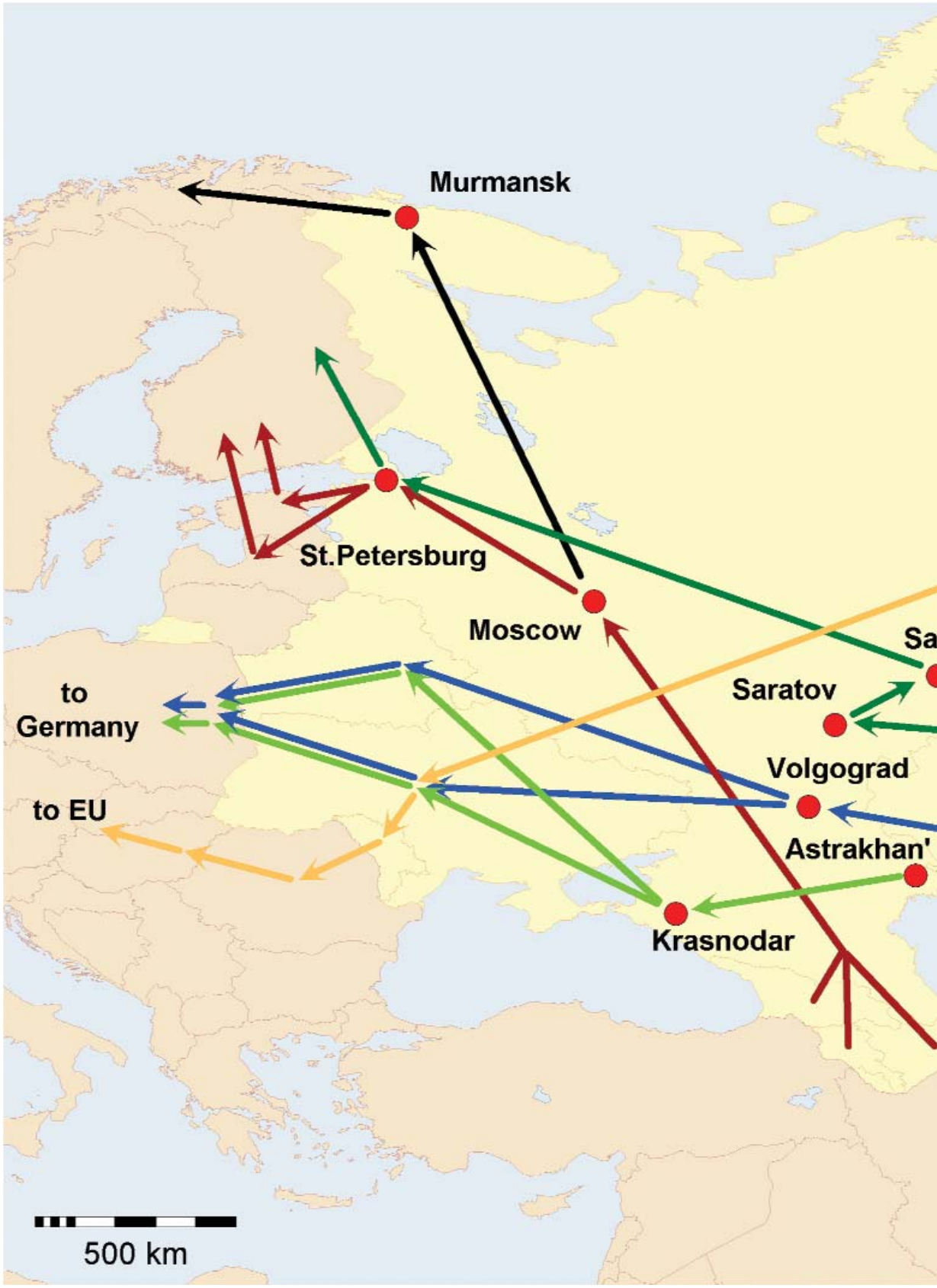
Instrument	ARM	AZE	BLR	GEO	KAZ	KGZ	MDA	RUS	TJK	TKM	UKR	UZB
Agreement on Questions Related to the Restoration of the Rights of Deported Persons, National Minorities and Peoples* (October 1992)	R	–	R	–	R	R	S	S	R	S	R	R
Agreement on Visa–Free Movement of CIS Citizens on the Territory of the CIS (October 1992)	R	**	R	S	**	R	R	**	R	**	–	**
Agreement on Assistance to Refugees and Forced Resettlers* (September 1993)	R	S	S	–	S	R	–	R	R	S	–	S
Agreement on Priority Measures to Protect Victims of Armed Conflicts* (September 1993)	R	R	R	–	R	R	S	S	R	R	S	R
Agreement on Labour Activities and the Social Protection of Labour Migrants[a] (April 1994)	S	S	S	S	S	S	S	S	S	S	S	S
Convention on the Rights of Persons Belonging to National Minorities* (October 1994)	R	R	R	S	S	S	S	S	R	–	S	–
Decision on the Creation of an Inter-State Fund to Assist Refugees and Forced Resettlers (December 1994)	S	–	S	–	S	S	–	S	S	–	–	–
Convention on Human Rights and Fundamental Freedoms (May 1995)	S	–	R	S	–	S	S	R	R	–	–	–
Agreement on the Procedure of Entry of Citizens of CIS States to non-CIS States and Departure from Them[a] (January 1997)	S	S	S	S	S	S	–	S	S	S	–	S
Agreement on Cooperation in Combating Illegal Migration (March 1998)	R	R	R	R	S	R	R	R	R	–	R	R

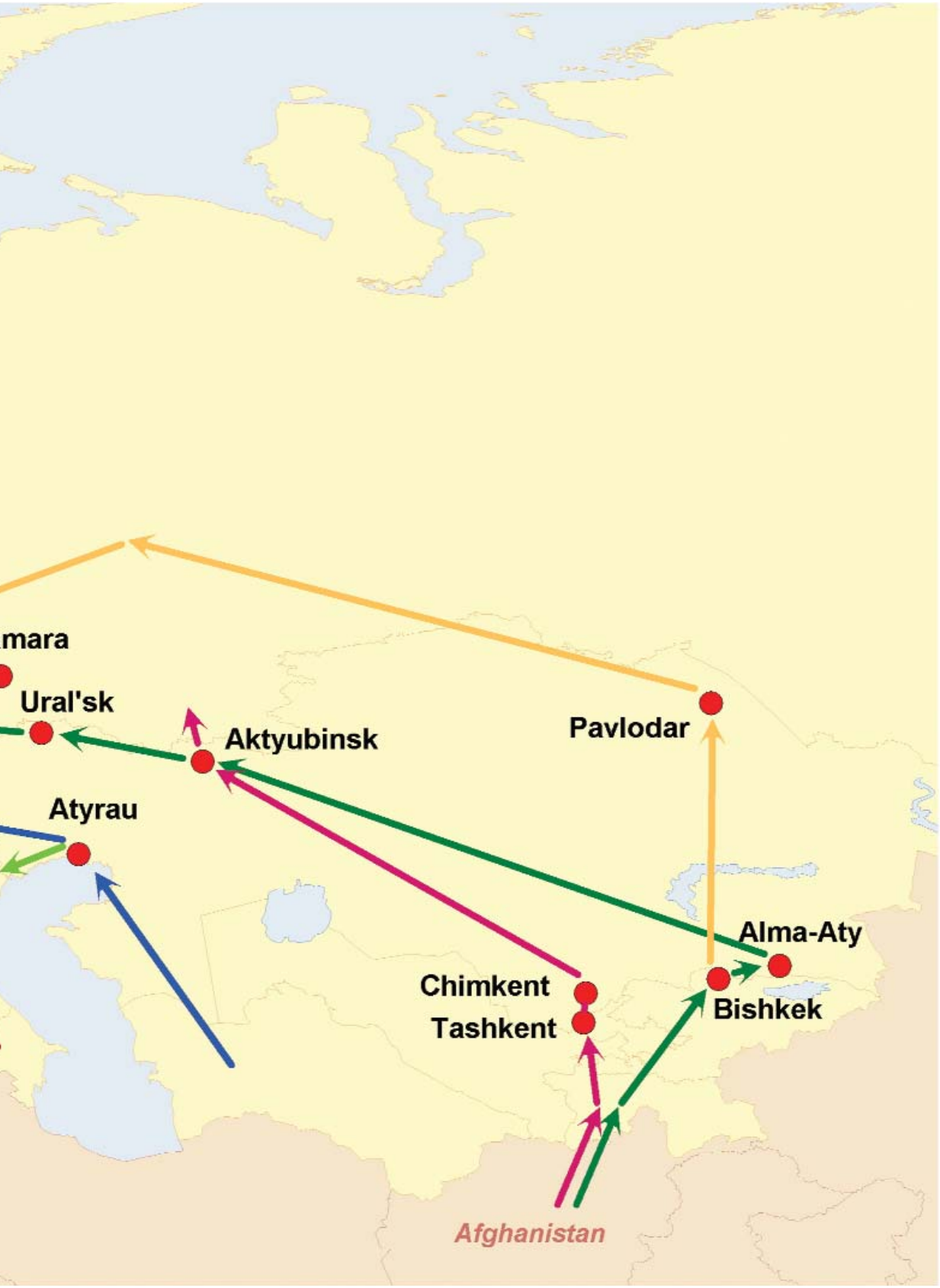
Notes: a) Ratification is not required. The agreement did not come into force because it must be implemented through bilateral agreements, which were never signed; R: ratified; S: signed; *: The instrument came into force; **: The country ratified the agreement, but later withdrew from it.

Source: CIS Executive Committee.

Regional Maps

MAP 1
MAIN ROUTES OF IRREGULAR MIGRATION IN THE EECA COUNTRIES




mara
Ural'sk
Aktyubinsk
Atyrau
Pavlodar
Alma-Aty
Chimkent
Tashkent
Bishkek
Afghanistan

MAP 2
MIGRATION BALANCE IN THE EECA COUNTRIES IN 2000


Russian Federation
264,462
Kazakhstan
-85,851
Uzbekistan
-52,790
kmenistan
-9,031
Kyrgyzstan
-19,432
Tajikistan
-11,130

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2001-2002 Review

In 1997 and 1999, IOM published its first original reports on migration in the CIS countries. This third volume of that series – the 2001/2002 Review – contains a statistical and analytical update of recent migration flows for 12 countries in Eastern Europe and Central Asia (EECA), taking into account relevant political and historical developments that interact with population movements.

The report also contains a description and analysis of the specific features of irregular migration in the EECA countries, where numerous unresolved economic, social, ethnic and environmental problems still contribute to the growth of illegal migration, trafficking in persons and smuggling of migrants and thus complicate the challenges of migration management.

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