Regional Discussion Paper
Focus on the Eastern European and Central Asian Experience

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List of Acronyms

ADRC  Asian Disaster Reduction Centre
ADRRN  Asian Disaster Reduction and Response Network
BOMCA  Border Management Programme in Central Asia
CADAP  Central Asia Drug Action Programme
CIS  Commonwealth of Independent States
CoES  Committee for Emergency Situations and Civil Defence
DDR  Disaster Risk Reduction
ECHO  Office of the European Commission for Humanitarian Aid
EMA  Emergency Management Agency
EMD  Emergency Management Department
ESCAP  United Nations Economic and Social Commission for Asia and the Pacific
EVSAD  Association of Home Health Care Services
HFA  Hyogo Framework of Action
IDP  Internally Displaced Person
ILO  International Labour Organization
IOM  International Organization for Migration
ISDR  International Strategy for Disaster Reduction
MES  Ministry of Emergency Situations
MIPRAL  Migration and Remittance Peer Assisted Network
NSSP  National Survey for Seismic Protection Agency
OCHA  Office for the Coordination of Humanitarian Affairs
RF  Russian Federation
SCPRESS  State Service for Civil Protection and Exceptional Situations
UNDP  United Nations Development Program
UNESCO  United Nations Educational, Scientific and Cultural Organization
UNICEF  United Nations Children’s Fund
UNHCR  United Nations High Commissioner for Refugees
WHO/WPRO  World Health Organization Regional Office for the Western Pacific
WMO  World Meteorological Organization
Introduction

This paper has been developed in order to complement and expand upon the provisions of the general background paper on the Migrants in Countries in Crisis initiative, dated February 2015 (MICIC Background Paper). As a regional discussion paper for the Regional Consultation for Eastern Europe and Central Asia that takes place in Brussels on 25-26 June 2015, it focuses on the analysis of migration trends in Eastern Europe and Central Asia, and identifies a number of notable practices that have been implemented by the countries in these two regions – often in cooperation with international organizations – in relation to the situation of migrants and refugees in countries in crisis due to conflict or natural disaster.

The geographic area covered by this paper includes Armenia, Azerbaijan, Belarus, Georgia, Kazakhstan, Kyrgyzstan, Moldova, Russian Federation, Tajikistan, Turkey, Turkmenistan, Ukraine, and Uzbekistan. The timeframe for the research and analysis in the present contribution begins in December of 1991, that is, immediately subsequent to the dissolution of the USSR.

Section 1 presents an analysis of migration trends at a regional level and an overview of the emergency management policies that have been implemented within the regions. Section 2 identifies a number of policy trends and notable practices concerning mechanisms developed by individual countries of the regions in order to deal with migrants in situations of crisis. The annex includes the general migration profiles and overview of the most relevant migration policies and crisis management systems of the respective countries in the regions.
1. Framework analysis: Migration trends and emergency management

This section describes various migration trends in Eastern Europe and the Central Asia region, focusing on the profile of specific categories of vulnerable migrants and refugees, provides a snapshot of recent crises and current risk factors and an overview of regional disaster management tools and institutions.

1.1 Migration trends in the regions

Given their geographical centrality, most countries in the regions are simultaneously countries of origin, transit, and destination, though in most states, one of the three trends will be predominant.

For example, amongst Eastern European and Central Asian countries, the Russian Federation can be seen as a traditional destination country. According to the most recent data it represented (as of mid-2013) the country of destination for 11,048,064 migrants (as well as the country of origin of 10,835,088 migrants). The Russian Federation is also considered the top destination country in South-Eastern Europe, Eastern Europe and Central Asia; in 2013, nearly 95 per cent of all migrants within the Russian Federation originated from within the region.

The other countries analysed in this contribution mostly represent countries of origin. In particular, as of mid-2013, Armenia was the country of origin of 777,313 migrants and refugees (and country of destination of 317,001 migrants), Azerbaijan was the country of origin of 1,279,672 migrants and refugees (and country of destination of 323,843 migrants), Georgia was the country of origin of 739,045 migrants (and country of destination of 189,893 migrants), Kyrgyzstan was the country of origin of 718,186 migrants (and country of destination of 275,735 migrants), Moldova was the country of origin of 851,512 migrants (and country of destination of 226,960 migrants), and Tajikistan was the country of origin of 602,840 migrants (and country of destination of 226,960 migrants).

For the remaining countries, labels cannot be easily assigned, as they represent mainly countries of destination but with a less significant prevalence of migrants leaving the country when compared to those entering it. For example, Belarus was the country of origin of 1,570,882 migrants (and country of destination of 1,085,396 migrants), Kazakhstan was the

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2 It should perhaps be acknowledged at the outset that the procurement of data relating to general overall migration trends in the examined regions is not a simple task, given that, while in the scope of this paper, the regions are examined en bloc, within the UN Population division, they represent at least three separate geographical areas, namely Central Asia, Western Asia and Eastern Europe, which are often examined separately – and using differing perspectives – in the literature.


5 Meaning the regions that include Albania, Armenia, Azerbaijan, Belarus, Bosnia and Herzegovina, Georgia, Israel, Kazakhstan, Kosovo, Kyrgyzstan, the former Yugoslavia, Republic of Macedonia, Republic of Moldova, Montenegro, Russian Federation, Serbia, Tajikistan, Turkey, Turkmenistan, Ukraine, and Uzbekistan. In IOM, Migration Facts and Trends: South-Eastern Europe, Eastern Europe and Central Asia (Op. Cit.)

6 Ibid.

7 See footnote 5. The data used to produce the estimates refer to the foreign-born population in all cases, but for Armenia, Azerbaijan, and Turkey, the number of refugees, as reported by UNHCR, were added to the estimate of international migrants.
country of origin of 3,787,623 migrants (and country of destination of 3,476,233 migrants). Turkmenistan was the country of origin of 244,921 migrants (and country of destination of 226,327 migrants). Ukraine was the country of origin of 5,560,188 migrants (and country of destination of 5,151,378 migrants), and Uzbekistan was the country of origin of 1,894,542 migrants (and country of destination of 1,266,278 migrants). \(^8\)

The main categories of migrants, when it comes to their profile, include both long-term and short-term migrants, migrants moving in a regular and irregular fashion, migrants moving voluntarily (for family reasons, economic reasons, and/or education), refugees and migrants forced to flee for political reasons or as a result of conflicts, people fleeing disasters, and movements of people due to environmental degradation. \(^9\) In this framework, the most vulnerable individuals are “asylum-seekers, victims of trafficking, smuggled migrants, (…) unaccompanied and separated children, those subject to violence and psychological distress and trauma during the migration process, vulnerable individuals such as pregnant women, children and the elderly, and migrants detained in transit or upon arrival”. \(^10\)

The main factors for migration from and within the regions include: poverty (and the difference in the per capita income with neighbouring regions); unemployment and low wages; lack of basic healthcare and education; lack of human security; poor governance; corruption; and discrimination based on ethnicity, gender and religion. \(^11\) Many are also forcibly displaced due to conflict, violence and human rights abuses. Some of the key trends within the migration dynamics in the regions are: large scale labour migration; human trafficking; migration patterns related to political instability; temporary migration; migration for family reasons and environmental migration. \(^12\)

Especially with regard to the CIS (Commonwealth of Independent States) countries – and although the phenomenon has been gradually becoming less prevalent –, a common language, economic interdependency, transportation and communication infrastructure, and close cultural ties between the various countries mean that intra-regional migration represents the prevalent trend. \(^13\) Migration in the regions displays the following relevant trends: significant intraregional migration; increasing migrant inflow from outside the regions (i.e. sub-Saharan Africa, North Africa, the Middle East, South Asia and South-East Asia); diversification of migration patterns, with temporary mobility on the rise; an ageing migrant population and high youth emigration; the search for employment as the main reason for migration; growing efforts to promote the engagement of diasporas in development; robust and resilient remittance flows at low and falling costs; abuse of legal entry and unauthorized employment as significant factors; a rising share of trafficking for labour exploitation; a sharp rise in forced migration in the past decade; and weather- and climate-related hazards as the main trigger of environmental internal displacement. \(^14\)

In this context, it is worth noting that the creation of a Migration and Remittance Peer Assisted (MIPRAL) Network was promoted by the World Bank. It identifies migration as a development policy, and describes some of the costs and benefits of migration, offering an insight into the migration policy framework of the regions. In particular, economic growth and

\(^8\) Ibid.  
\(^9\) Ibid.  
\(^10\) Ibid.  
\(^11\) Anna Di Bartolomeo, Shushanik Makaryan and Agnieszka Weinar, *Regional Migration Report: Russia and Central Asia*, 2014, published by the European University Institute, Robert Schuman Centre for Advanced Studies, Migration Policy Centre within the framework of the CARIM-East project (hereinafter MPC).  
\(^12\) Ibid.  
\(^13\) Segal, Uma Anand, Doreen Elliott, and Nazneen Sada Mayadas, eds. *Immigration worldwide: policies, practices, and trends*. Oxford: Oxford University Press, 2010. In addition to the factors already listed, also the fact that in certain cases, no visas are required or that expedited visa procedures exist, may also be added.  
\(^14\) IOM, Migration Facts and Trends: South-Eastern Europe, Eastern Europe and Central Asia (Op. Cit.)
the increase of investees are included amongst the benefits of migration.\textsuperscript{15} On the other hand, among the costs associated with migration are included: macroeconomic costs, brain drain and brain waste, relocation and other costs to individuals, social exclusion and effects on the family, and deterioration of key social services.\textsuperscript{16}

\section*{1.2 Vulnerabilities}

\subsection*{1.2.1 IDPs, Refugees and Stateless Persons}

A first category of particularly vulnerable displaced persons is represented by IDPs and refugees. A refugee, per Article 1(A)(2) of the 1951 Refugee Convention\textsuperscript{17}, is an individual who, “owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality, and is unable to, or owing to such fear, is unwilling to avail himself of the protection of that country” and should therefore be granted access to international protection, though it bears mentioning that while this obligation is incumbent upon all States, such protection is not always granted in practice. The definition provided by the Refugee Convention has been extended to also cover people fleeing armed conflict and other situations of violence. On the other hand, “even if they have fled in the context of similar underlying reasons as refugees (armed conflict, generalized violence, human rights violations), IDPs legally remain under the protection of their own government\textsuperscript{18}, due to the fact that they did not cross an international border during the course of their flight.\textsuperscript{19} Also relevant in this regard is the category of stateless persons, that is, those persons who are without a (recognised) nationality.\textsuperscript{20} According to the United Nations High Commissioner for Refugees (UNHCR) Mid-Year Trends for year 2014\textsuperscript{21}, the total population of concern with regard to refugees, returned refugees, IDPs protected/assisted by the UNHCR including people in IDP-like situations, returned IDPs, and persons under the UNHCR’s statelessness mandate by country of asylum include: 14,909 individuals for Armenia, 611,540 for Azerbaijan, 7,442 for Belarus, 258,970 for Georgia, 11,326 for Kazakhstan, for Kyrgyzstan, 2,370 for Moldavia, 204,082 for the Russian Federation,\textsuperscript{22} 5,616 for Tajikistan, 892,041 for Turkey, 7,552 for Turkmensistan, 104,007 for Ukraine, and 86,836 for Uzbekistan.

\textsuperscript{15} http://siteresources.worldbank.org/INTECA/Resources/BrochureEng.pdf
\textsuperscript{16} Ibid.
\textsuperscript{18} http://www.unhcr.org/pages/49c3646c146.html
\textsuperscript{19} IDPs are defined as “people or groups of people who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border.” See Deng, Francis. "The guiding principles on internal displacement" United Nations Report E/CN.4/1998/53/Add.1, February 11
\textsuperscript{20} Multiple international conventions prohibit statelessness, and prescribe that States must take measures to eliminate the status, most prominently the 1961 Convention on the Reduction of Statelessness and the 1997 European Convention on Nationality. However, neither are widely ratified, either generally amongst States or in particular amongst those States examined in the present report. Nonetheless, both the 1960 Convention relating to the Status of Stateless Persons and Article 15 of the Universal Declaration of Human Rights both prescribe that everyone has the right to a nationality, and that persons should not arbitrarily deprived of nationality, nor denied the right to change their nationality. These provisions are generally recognized as reflecting customary international law, thus binding the States examined in the present report.
\textsuperscript{21} Available at: http://unhcr.org/54aa91d89.html
\textsuperscript{22} It should be noted that this figure reflects that reported by the UNHCR. The Federal Migration Service reports 800,000 Ukrainians (per the 2015 numbers), though only about half have applied for temporary asylum and even fewer refugee status.
1.2.2 Irregular migrants and migrants in transit

Another category of vulnerable migrants is represented by irregular migrants. Irregular migrants in the regions constitute the majority of the migrant population. Profiles of irregular migrants include mainly young men and women with a mid-level education. Migrants travelling in a regular fashion (those who cross borders legally, but who may later overstay in the destination country with documents which are no longer valid or which have expired) generally enjoy more education than irregular migrants. When assessing the causes of this phenomenon, it is also germane to note that a recent report has stated that “[a] lack of transparent and flexible labour migration policy has pushed a major portion of migrants into undeclared work.”

"Due to their (often irregular) status, migrants often face various kinds of human rights abuses such as discrimination, denial of access to basic education, health services and decent working conditions. Furthermore, corruption among unscrupulous law enforcement officials, poverty, exploitation (…) all contribute to marginalization and [a high level of] vulnerability of the migrant population."

In this context, given that many of the countries of the regions represent important crossroads between east and west and between north and south in terms of migration, trade and the flow of goods, services, capital, labour and energy, they coincide with traditional routes for the movement of undocumented migrants, connecting the phenomenon of irregular migration to the countries in the regions with that of transitory migration through these countries. Moreover, as mentioned above, irregular migrants represent a particularly vulnerable group for trafficking purposes during periods of instability that may occur within the regions and at their borders. This can serve to exacerbate pre-existing trends such as the trafficking of migrant women from situations in which they are already abroad, where social control and protection may be weaker.

1.3 Crises in the Regions

1.3.1 Risks in the Regions

In recent decades, situations of crisis in the regions have either involved conflicts (both internal and international in nature) or sudden and disastrous environmental changes. The three main zones of conflict and civil unrest have principally concerned the respective relationships between: Armenia and Azerbaijan (i.e. the Nagorno-Karabakh War); Russian Federation and Georgia (i.e. the Russo-Georgian war in South Ossetia and Abkhazia); and Russian Federation and Ukraine. Others include the 1992-1997 Tajik Civil War, the Transnistrian War of 1990-1992, the successive wars in Chechnya (the First Chechen War from 1994 to 1996 and the Second Chechen War from 1999 to 2009), and the 2010 Kyrgyz Revolution. It is worth noting that many of these events have disproportionately affected minority and migrant populations.

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23 The term (accordingly with what presented by Morehouse, Christal and Blomfield, Michael in Irregular Migration in Europe, Migration Policy Institute) refers to situations of illegal/unlawful entry, and to foreigners in an in irregular position, that illegally crossed the border or resided in the territory of a country without the required visa or permit.


25 However, in this regard, it is clearly possible to argue that in reality, the policies are in fact transparent since they are published, and that what actually cause problems are the various barriers to the implementation of such policies as well as a number of other factors, including collision of norms, and competition between state agencies for the profit that migrants have to offer.


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Current potential risk factors (or sources of risks to which migrants could be potentially subjected as a consequence of conflicts, disasters and environmental change) also include migration flows emanating from Afghanistan to countries in the regions examined as a result of the ongoing unrest in that country, the continuing Ukrainian crisis, and the high, and rapidly increasing, number of migrants\(^{27}\) with re-entry bans to the Russian Federation\(^ {28}\) (constituting a risk to the financial and social stability of the regions that may lead to unrest and violence, potentially affecting, _inter alia_, migrants in the region).

Regarding geophysical and weather-related hazards, these have mainly resulted from seismic and meteorological hazards.\(^ {29}\) In fact, in most of the countries in question, the overwhelming majority of the population lives within areas with a seismic hazard zone classified between moderate and very high risk level (Kyrgyzstan 99.9%, Turkmenistan 97%, Tajikistan 88.3%, Uzbekistan 80.4%, and Kazakhstan 43.6%).\(^ {30}\) This necessarily creates the risk of earthquakes, tremors, and volcanic activity. Meteorological hazards are primarily connected with floods (with particular cases involving mud floods and glacial lake outburst floods).

Finally, particularly in view of the fact that Ukraine, Belarus and the Russian Federation are amongst the countries examined in this report, the risk posed by ageing nuclear power plants should also be acknowledged. While the 1986 Chernobyl disaster falls outside the temporal scope of this report, it is nonetheless germane to acknowledge that sixteen nuclear power reactors of early Soviet design are still operating, one in Armenia – upon which the country is deeply dependent for power – and the rest in the Russian Federation. Eleven of the Russian RMBK reactors are essentially identical to the Chernobyl reactor.\(^ {31}\) Under the European Union’s Agenda 2000, RBMK and VVER-440/modified V-230(V-270) reactors (such as that in place at the Metsamor plant in Armenia) were deemed non-upgradable to internationally acceptable safety standards at reasonable cost.\(^ {32}\) The European Commission thus insisted on the early closure of such reactors as a condition of the accession of Slovakia and Lithuania to the European Union. Given the “unacceptable” safety of such reactors, the knowledge that a similar reactor was involved in the Chernobyl disaster, and the fact a number of these reactors are in or near seismic zones, and in view of the 2011 Fukushima accident, the presence of such reactors can be classed as a significant risk factor in the regions.

### 1.3.2 Relevant Stakeholders and Frameworks: Emergency management at the regional level

In this section the main stakeholders that are active in the regions analysed in the paper are listed, with a particular emphasis on the various regional agencies that are active and their particular approaches to the management and co-ordination of responses to, and preparation for, crises and emergencies.

\(^{27}\) Emanating from Central Asia and South Caucasus in general, and from Armenia, Ukraine, and Moldova.

\(^{28}\) Armenians banned from Russia number 209,000, Tajiks approximately 400,000, and Kyrgyz 150,000. Bans are for 3-10 years and are prompted by two or more administrative violations, i.e. parking tickets, overstaying one’s visa, or expiration of one’s registration. Russia meticulously tracks violations in a database of foreign citizens.

\(^{29}\) Central Asia and Caucasus Disaster Risk Management Initiative (Op. cit.)

\(^{30}\) Ibid.


\(^{32}\) “General Conclusions of WENRA On Nuclear Safety in the Candidate Countries to the European Union”, Western European Nuclear Regulators’ Association (October 2000)
a. Asian Disaster Reduction Centre (ADRC). At regional level, Armenia, Azerbaijan, Kazakhstan, Kyrgyzstan, Russian Federation, Tajikistan, Uzbekistan (together with another twenty-three states) are members of the Asian Disaster Reduction Centre.

Although Belarus, Georgia, Moldova, Turkey, Turkmenistan, and Ukraine are not members of the ADRC, its framework offers an interesting perspective concerning the practices and policies implemented in the regions in recent years (starting from its creation in 1998). The Centre operates through a Research Department and an Administrative Department, and includes among its advisors states such as Australia, France, New Zealand, Switzerland and the US, connecting the policies implemented within its remit to standards developed in those countries. The ADRC works to build disaster resilient communities and to establish networks among countries through a number of programmes, including personnel exchanges in this field. It also acts in cooperation with international agencies and organizations that are involved in the management of crises in the regions. These include the International Strategy for Disaster Reduction (ISDR), the Office for the Coordination of Humanitarian Affairs (OCHA), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Economic and Social Commission for Asia and the Pacific (ESCAP), the World Meteorological Organization (WMO), and the World Health Organization Regional Office for the Western Pacific (WHO/WPRO).

Among the main activities of the Centre, the following practices can be found: (i) provision of information on disasters, disaster preparedness, and good practices: in particular, the Centre has developed a multilingual glossary on natural disasters, available in six languages, to assist communication in emergency situations; (ii) promotion of the use of GLIDE (Global unique disaster IDENTifier), together with the OCHA; (iii) promotion, since 2006, of the creation of an Emergency Management Support System (Sentinel Asia Project); (iv) organization of “conferences, workshops and trainings for enhancing the human resources capability of pursuing effective disaster risk management in member countries”; (v) encouragement of community participation; (vi) support of the activities of the Asian Disaster Reduction and Response Network (ADRRN).


c. United Nations. The organisation is active in the regions especially through the United Nations Development Program (UNDP), the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), and the United Nations Children’s Fund (UNICEF). In particular, the UNDP works in 22 countries and territories in the regions, the OCHA

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33 Some of them are listed starting from the next page of this contribution.
34 http://www.adrc.asia/aboutus/index.php
35 http://www.adrc.asia/project/index.php
37 http://www.eurasia.undp.org/content/rbec/en/home/ourwork/overview.html The Europe and Central Asia office deals with the following countries: Albania, Armenia, Azerbaijan, Belarus, Bosnia and Herzegovina, Croatia,
Regional Office for the Caucasus and Central Asia (ROCCA) is based in Almaty, Kazakhstan and covers eight countries that have a combined population of 77.5 million people, the Regional Office for Central, Eastern Europe and the Commonwealth of Independent States (RO CEE/CIS) coordinates and supervises UNICEF’s work in 22 countries and entities to ensure that no child is left out in our efforts to realize their rights.

d. CIS Inter-Parliamentary Assembly. It has been active in the regions adopting, via Resolution No. 10-6/1997, a Model Law on Population and Territories Protection against Natural Emergencies, and, via Resolution No 11-12/1997, a Model Law on Civil Defence.

e. UNISDR (United Nations Office for Disaster Risk Reduction). In particular, in order to reduce disaster losses in the regions, it has launched the Hyogo Framework of Action 2005-2015 (HFA) and the Sendai Framework for Disaster Risk Reduction 2015-2030.

2. Summary of notable practices for the protection and assistance of migrants in countries in crisis

Almost all of the countries in the regions examined have developed crisis management policies and tools to deal with disasters. These include pre-emergency, emergency-phase and post-emergency strategies. While most of the policies focus on the population in general, without particular attention being paid to specific categories of migrants present in the country (such as asylum-seekers, victims of trafficking, smuggled migrants, unaccompanied and separated children, vulnerable individuals such as pregnant women, children and the elderly, and migrants detained in transit or upon arrival as well as tourists and diplomatic personnel), this section will take into consideration both the information available with regard to migration policies and those available with regard to disaster management. They will include practices in countries of origin, transit and destination. The rationale for this choice resides in the acknowledgment that the regulation of migration trends represents an key initial mechanism to deal with the migration process during the pre-crisis phase, while emergency management systems are the mechanism through which countries generally react to crises (which may or may not involve migrants). Finally, for some of the countries examined, practices with regard to actions taken in response to crises – including conflicts – that affected their nationals abroad are also identified.

This subsection summarizes the notable practices identified in this paper, including the practices in countries of origin, transit and destination, taking into consideration the policy areas described in the MICIC Background Paper.

Cyprus, Georgia, Kazakhstan, Kosovo, Kyrgyzstan, Moldova, Montenegro, Romania, Russian Federation, Serbia, Tajikistan, The former Yugoslav Republic of Macedonia, Turkey, Turkmenistan, Ukraine, Uzbekistan

38 http://www.unocha.org/rocca/about-us/about-ocha-rocca The office deals with the following countries: Armenia, Azerbaijan, Georgia, Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan, Uzbekistan.

39 http://www.unicef.org/ceecis/16422.html and is active in the same countries as the UNDP office.


41 http://www.unisdr.org/we/coordinate/hfa

2.1 Pre-crisis Phase

Preparedness and disaster risk reduction

Regional level: The ADRC organizes “conferences, workshops and trainings for enhancing the human resources capability of pursuing effective disaster risk management in member countries”43. Although this practice does not specifically target migrants in countries in crisis, such conferences nonetheless constitute spaces within which the development of practices and recommendations with regard to such persons may be elaborated, in particular given the trans-national nature of the organization.

Armenia: Since 2010, the Government has promoted the development of a Disaster Risk Reduction (DRR) system in Armenia; the board of the DRR National Platform includes one representative from the Ministry of Foreign Affairs,44 therefore linking the actions of the country in situations of crisis with the necessity of dealing with emergencies taking place abroad and involving its nationals in other countries.

Raising awareness amongst Foreigners/Migrants

Azerbaijan: The Government, on its website, provides for a Q&A section in English, which contains information on how to deal with situations of emergency (e.g. whom to address when natural disasters hit? What measures should people take during flooding? Where should children, elderly or sick people address themselves when trapped behind locked doors and in a helpless situation?)45. As is also the case in Belarus, the fact that the information on how to deal with situations of crisis is also provided in English could potentially play a role in assisting non-nationals in the country (caught in situations of personal emergency, as well as in situations of general emergency).

Belarus: The official website of the Republic of Belarus provides a good deal of information addressed specifically to foreigners present in the country and in an emergency.46 They deal with four situations: “If you are a victim of crime in Belarus”, “If you fall ill in Belarus”, “If you are arrested in Belarus” (these first three categories include all the suggestion to “make contact with your Embassy or local Consular Department”),47 and “The threat of terrorism in Belarus”.

Turkey: In order to improve the readiness of migrants in the country in situations of emergency (such as earthquakes), the government has published booklets in three languages (Turkish, English and Arabic), and has distributed them to “public institution and organization workers in the border regions, Syrian citizens in the temporary housing zones and workers of foreign organizations who work in the region”48. Moreover, the government has trained for the same purpose 15,851 people (via teleconference) through the programme “Civil Defence and CBRN Awareness Education”49.

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43 http://www.adrc.asia/project/index.php
44 http://www.unisdr.org/partners/countries/arm
47 It is worth noting that the right to Consular assistance is provided for by the 1963 Vienna Convention on Consular Relations, to which all examined states are party.
49 Ibid. The acronym “CBRN” stands for “chemical, biological, radiological and nuclear”.

Armenia: In 2010, the ILO (International Labour Organization) and the Ministry of Diaspora of the Republic of Armenia elaborated an “Handbook for Armenians Abroad”. The publication includes a section dedicated to “Rights and Responsibilities of Citizens of the Republic of Armenia Permanently Residing in Foreign Countries”, and specifies that among the “Individuals entitled to state benefits in the Republic of Armenia” is included a category of individuals entitled to “emergency benefit (…) granted to families who find themselves in difficult life situations and [who] are not entitled to any other kind of family benefits. These cases include (…) force majeure situations.”

Kazakhstan: According to the National progress report on the implementation of the Hyogo Framework for Action (2011-2013) “the Republican Information Service [has] to organize the collection, collation and provision of official information to domestic and foreign media on emergency in the republic and bringing it to the public, develop a set of measures to inform the public and organizations about the threat of emergency.”

Kyrgyzstan: The Ministry offers a version of its website completely in English, including a series of emergency contacts to use in case of a crisis.

Ukraine: Emergencies in the country are dealt by the Ministry of Emergencies (born as Ministry of Emergencies and Affairs of Population Protection from the Consequences of the Chernobyl Catastrophe of Ukraine). The website of the Ministry provides for a detailed list of information and warnings in Ukrainian, and a relatively limited list of news in English.

Measures to monitor the outbreak and the development of a crisis

Kyrgyzstan: On a daily basis, the Ministry of Emergency Situations (MES KR) releases “Operational information of the rescue service of the MES KR”: the report includes warnings about possible risks, and an update on the rescue activities in the country divided by regions. It also includes information on Kyrgyz citizens abroad and on foreigners rescued in the country. This practice does not specifically address MICIC, but it represents a potential framework through which recommendations and policies structured in favour of MICIC could develop.

Systems and mechanisms to collect information on foreigners

Azerbaijan: in 2007, the country created a Migration Service in order to register all foreign migrants entering the country. In 2013, the Migration Code was adopted. The Code requires migrants who intend to remain for more than 10 calendar days in Azerbaijan to register their residence in the country. Migration data is also collected at a central level in order to provide necessary assistance to migrants in Azerbaijan at times of disaster, during emergencies, and when martial law is in force.

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51 Ibid.
53 http://www.mns.gov.ua/
54 http://en.mns.gov.ua/content/coordinationstaff.html
55 http://mes.kg/en/events/
56 Operational information of rescue service of the MES KR at 8:00 AM 24.04.15 available at http://mes.kg/en/events/full/2156.html
**Kazakhstan:** Resolution No. 1346/2000 of the Government of the Republic of Kazakhstan “On concept of migration policy of the Republic of Kazakhstan”\(^{57}\) promotes the “creation of a network of specialized centres of sojourn for migrants and persons recognized as refugees who have no certain legal status.” The resolution also provides for the “formation within the state of a system for unified registration of foreigners and stateless persons allowing to have information of their number in places of residence, formation of their diasporas and communities on the ethnic or other basis (migration and information centre)”. This could potentially improve the quality of the protection offered to migrants in the country, given that the capability to identify them represents an essential step towards the development of specific policies and forms of protection. Moreover, the resolution promotes the development of “interrelations with migration services of foreign countries, international non-governmental and humanitarian organizations in the interests of solution of migration problems (sic)”.\(^{57}\)

**Tajikistan:** IOM has helped to establish Migration Support Centres within the country, in coordination with the Ministry of Labour, Migration and Employment. These centres are geared towards offering practical help to migrants, including those who may be affected by crises.

**Turkmenistan:** In 2003, the State Service of Turkmenistan on the Registration of Foreign Nationals (also known as the State Migration Service, SMS) was established.\(^{58}\) According to the Law of the country, “[f]oreign citizens, stateless persons coming to Turkmenistan for a term of more than 3 working days shall be bound to register themselves at the place of stay”.\(^{59}\) On this basis, a central register of regular migrants can be compiled by the government, constituting a useful resource for the purposes of monitoring and mapping trends, but also for the provision of assistance during periods of crisis.

**Ukraine:** Starting from 2012, foreigners who reside in Ukraine are legally required to register their place of residence in Ukraine within 10 days of their arrival at their new place of residence.\(^{60}\) As is the case in Azerbaijan and Turkmenistan, this necessarily entails the compilation by the government of a register of regular migrants, a useful resource for planning purposes, which will certainly affect the country’s ability to respond to the needs of migrants during periods of crisis.

### Contingency planning

**Armenia:** The Resolution of the Government of the Republic of Armenia (RA) on the establishment of a list of critical and general facilities in the field of seismic protection includes in the facilities that need to be protected “[b]uildings and structures of foreign embassies and representations”\(^{61}\), thus including diplomatic headquarters amongst the list of structures that should constitute objects of attention in situations of crisis. The Resolution represents an example of the particular degree of attention reserved to nationals of third countries and diplomatic personnel (specifically, to the headquarters embassies and representation), that might be subject to the effects of situations of crisis.\(^{62}\)

\(^{57}\) Available at: [http://www.refworld.org/pdfid/3f48c9b54.pdf](http://www.refworld.org/pdfid/3f48c9b54.pdf)

\(^{58}\) [http://www.legislationline.org/documents/action/popup/id/7650](http://www.legislationline.org/documents/action/popup/id/7650)

\(^{59}\) Ibid.


\(^{61}\) Available at: [http://www.nssp-gov.am/Pdf/Resolution_list.pdf](http://www.nssp-gov.am/Pdf/Resolution_list.pdf)

\(^{62}\) This further follows from Armenia’s obligations under the 1963 Vienna Convention on Consular Relations, which, at Article 31, stipulates that “the host nation … must protect [consular] premises from intrusion or damage,” and Article 22 of the 1961 Vienna Convention on Diplomatic Relations, which states that “the premises of a diplomatic mission, such as an embassy, are inviolate … the host country must protect the mission from intrusion or damage.” It is worth noting that all states examined in this review are parties to both conventions, and that the International Court of Justice, in its *Case Concerning United States Diplomatic and Consular Staff in Tehran [United States v. Iran, ICJ Reports, 1980]* case stressed the fact that the protection provided for in the mentioned articles extends to all foreseeable threats. In seismic zones, this could reasonably be understood to include seismic activity.
**Kazakhstan**: according to Kazakh law, in situations of emergency, “[f]oreign citizens and stateless persons shall enjoy the same civil protection rights and responsibilities established for the citizens of the Republic of Kazakhstan until the contrary is established in the international treaties ratified by the Republic of Kazakhstan.” 63 This entails that, in emergency situations, the rights of migrants are substantially buttressed in Kazakh domestic law, providing, *inter alia*, for equal access to healthcare, basic sustenance in terms of food, and equal treatment in their relations with public institutions.

**Institutional arrangements**

**Belarus**: The Ministry of Foreign Affairs lists among its responsibilities the following tasks: “ensuring interaction with foreign countries in the field of provision of international humanitarian assistance to populations affected by emergencies, and for evacuation of citizens of the Republic of Belarus from crisis zones abroad”, and “assistance in obtaining information about the extent and consequences of emergency situations in the territories of neighbouring states” 64.

**Tajikistan**: The Republican Centre for Emergency management is constantly connected with the regions of the country and with other CIS countries. 65

**Legislating to regulate migration and protect nationals abroad**

**Turkmenistan**: In the Law on Migration, adopted in 2005, it is prescribed that “The government of Turkmenistan shall, in the event that an emergency arises in a foreign state that renders it impossible to ensure the security of Turkmenistan citizens, make a decision of temporary restrictions on entry to this particular state” 66.

**Kyrgyzstan**: The Law of the Republic of Kyrgyzstan on External Migration (2000) 67 provides that “[i]n the event of emergency situation in any foreign state that makes it impossible to ensure security of Kyrgyz nationals, Kyrgyz Government on the submission of the declaration of the Ministry of Foreign Affairs, shall make a decision on special arrangements for the travel of Kyrgyz nationals to this state, or shall have a right to impose restrictions on travel to this state. Restrictions shall be effective till the change of the situation hindering from the travel. Decisions of the Kyrgyz Government on restrictions shall be disclosed to the Kyrgyzstan people, intending to travel to the state. The Kyrgyz Government shall warn people about impossibility to ensure security to the Kyrgyzstan citizens due to the emergency situation. This warning shall not prohibit travelling”. On this basis, for example, Kyrgyzstan prepared to evacuate its citizens from Egypt in 2011. 68

**Russian Federation**: Federal Law No. 114-FZ/1996 “On the procedure for exiting and entering the Russian Federation” prescribes that “[i]n the event there arises in the territory of a foreign state an emergency situation, the Russian Federation guarantees to take diplomatic, economic, and other measures as may be envisaged by international law to ensure the security of citizens of the Russian Federation staying in the territory of said foreign state. In the event there arise in the territory of a foreign state such circumstances as may not permit

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63 Overview of Legislations of the Republic of Kazakhstan, the Kyrgyz Republic and the Republic of Tajikistan Related to Disasters (Op. Cit).
64 Ibid.
67 Available at: http://www.legislationline.org/documents/action/popup/id/4978 (Article 47)
68 http://kabar.kg/eng/politics/full/324
taking measures protect citizens of the Russian Federation and to provide them with the patronage of the Russian Federation, the Government of the Russian Federation shall take care to bring to the notice of citizens of the Russian Federation its recommendations against entering into said state. Said recommendations shall not, however, serve as a reason for temporarily restricting the right to exit from the Russian Federation.

At a more general level, it is further worth observing that the majority of the countries in the two regions examined possess a dedicated Ministry for Emergency Situations. This represents both an example of forward planning and of an institutional apparatus specifically directed towards the management of periods of emergency and crisis.

### Capacity building


These programmes provide for capacity building, training, mitigation works and the broad dissemination of relevant information pertaining to crisis management. Directly co-ordinated with the IOM, these activities also involve the participation of international NGOs.

### 2.2 Emergency Phase

#### Provision and sharing of information

**Regional level:** The ADRC has developed a multilingual glossary on natural disasters, available in six languages, in order to assist with communication in emergency situations.

**Tajikistan:** The Republican Centre for Emergency Management is constantly connected with the sub-regions of the country and with other CIS countries, ensuring the coordination between the actions of the country and other countries in the regions with regard to emergency and disaster management. This co-ordination is intended to take account of the trans-border nature of many crises. Trans-border co-ordination necessarily includes provision for individuals who may flee – or be forced – across borders in such situations.

#### Protection and assistance

**Belarus:** The official website of the Republic of Belarus provides a good deal of information addressed specifically to migrants present in the country, such as what to do if the country is under threat of terrorism.

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69 Available at: http://www.legislationline.org/documents/action/popup/id/4357
71 http://www.adrc.asia/project/index.php
73 http://www.belarus.by/en/travel/emergencies
Ukraine: in a situation in which the continuing conflict is estimated to have caused 838,981 people to become IDPs, the Ministry of Emergency Situations organized “Psychological help for residents of east Ukraine” (for 151,042 persons), “Medical assistance for temporary residence” (for 148,243 adults and 93,928 children), and created an emergency hotline. Humanitarian aid was offered to IDPs, and the Government released a report listing the items distributed. The Ministry released also some material in Ukrainian on specific issues connected with internal migration: a plan for displaced people with specific attention paid to social protection and primary needs; a plan that focuses on IDP workers; one on registration and one on psychological assistance. Although these policies directly address citizens of the country (and those persons who are qualified as IDPs), they could also potentially represent areas for the development of recommendations and practices to be implemented with more specific regard to migrants.

Georgia: In reaction to the humanitarian crisis that evolved in August 2008, the IOM provided assistance to the conflict-affected populations and “assisted the internally displaced through various initiatives such as the delivery of non-food items, emergency shelter repair, psychosocial support, community infrastructure development such as building of collective ovens for baking bread, rehabilitating water sewerage system etc., income generation and small business development.” Again, although these policies directly addressed all persons within Georgia (and those persons who were qualified as IDPs), they could also potentially represent areas for the development of recommendations and practices to be implemented with more specific regard to migrants.

Admission and border management

Moldova: The Border Police is “empowered to issue visas at the state border crossing points in emergency situations, a task taken over from the Bureau for Migration and Asylum.”

Turkey: Law No. 6458/2013 grants that “emergency and temporary protection [should] be provided to foreigners who cannot return to the country which they have been forced to leave and who have come to Turkey in masses,” “upon approval of the Ministry, a humanitarian residence permit with a maximum duration of one year at a time may be granted and

74 http://en.mns.gov.ua/content/coordinati0nstaff.html. The information available on what proportion of IDPs were foreign nationals is quite limited at present. However, a number of sources provide indications that foreigners have indeed been affected. The university of Donetsk states there were more than 2,000 foreign students from 57 countries studying here before the war in the medicine, dentistry and pharmacy departments. Only 84 students remain at the university. See http://www.businessinsider.com/atp-the-foreign-students-accidentally-trapped-in-ukraines-war-2014-12#.vxxz3boF3ILt. In this regard, it is potentially relevant to note the subsequent practice:

75 Ibid.


77 Дорожна карта для осіб, переміщених в межах Країни для вирішення питань постановки на облік та надання адресної допомоги, available at: www.vpo.gov.ua/static/download4?locale=uk

78 Методичні рекомендації щодо надання першої психологічної допомоги переміщенним особам, available at: http://www.ua.undp.org/content/ukraine/uk/home/library/mdg/oppp.html


renewed (...) when foreigners are allowed to enter into and stay in Turkey, due to such an emergency (...)”\textsuperscript{83}. The temporary regulation was prepared on the basis of Article 91 of Law No. 6458 on Foreigners and International Protection, which entered into force in October 2014. The objective of this Regulation is to determine the principles and procedures related to temporary protection proceedings which may be provided to foreigners who were forced to leave their country, who cannot return to the country they left, who arrived at or crossed Turkey’s borders in masses to seek urgent and temporary protection and whose international protection request cannot be taken under individual assessment; to determine proceedings to be carried out regarding their reception within Turkey, their stay in Turkey, their rights and duties, and their exit from Turkey, to regulate the measures to be taken in relation to mass movement situations and the matters regarding the cooperation between national and international organisations.

Regional Level: Through the support of the EU, two multi-annual regional programmes have been created: the ‘Border Management Programme in Central Asia’ (BOMCA), which is “supporting the modernisation and reform of border management”\textsuperscript{84} in Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan, Uzbekistan), and the ‘Central Asia Drug Action Programme’ (CADAP), which is “assisting Central Asian countries in their policies and measures aimed at reducing the demand for illegal drugs substances”\textsuperscript{85}. In the framework of BOMCA, Central Asian governments have received assistance for the implementation of European Integrated Border Management practices, for training border officers (including advanced training in halting the trafficking of illicit drugs and precursor chemicals) and for improving the working conditions of staff at border crossing points and border outposts.\textsuperscript{86} The programme also promoted the creation of stronger connections between national, regional and international stakeholders through national and regional platforms.\textsuperscript{87}

Evacuation and relocation

Russian Federation: The Russian Federation evacuated its nationals from Yemen in April 2015, organizing a flight on which citizens of other nationalities were also hosted.\textsuperscript{88}

Turkey: Much like other countries within the two examined regions, Turkey has also provided assistance to its nationals abroad in situations of emergency; for example, in April 2015 Turkish citizens were evacuated and transported to Istanbul after the escalation of the crisis in Yemen.\textsuperscript{89} Turkey also evacuated its citizens during Libya crisis and helped other countries’ nationals to evacuate. IOM assisted approximately 85 Third Country Nationals escaping the war in Syria by land exit points and evacuated through Turkey. IOM provided coordination support to all relevant authorities and embassies and, where needed, arranged travel, accommodation and food assistance to migrants in transit.

Ukraine: As an immediate response to the recent earthquake in Nepal, the President of Ukraine signed a decree on the urgent evacuation of Ukrainian citizens from Nepal. According to the decree, “the Cabinet of Ministers was instructed to organize the evacuation and to provide financing for it. Also, the government was ordered to verify the names of Ukrainian citizens who are in Nepal who must be evacuated, to coordinate with the

\textsuperscript{84} https://ec.europa.eu/europeaid/regions/central-asia/eu-support-border-management-central-asia_en
\textsuperscript{85} Ibid.
\textsuperscript{86} Ibid.
\textsuperscript{87} Ibid.
\textsuperscript{88} http://rt.com/news/249053-russia-planes-evacuate-yemen/
authorized agencies of Nepal about the order and conditions of the evacuation, and to inform the Ukrainians citizens in Nepal of the evacuation.  

Turkmenistan: The Law on Migration adopted in 2005 prescribes that “In case of emergency, authorized bodies of government authorities and public administration of Turkmenistan shall have the right to evict/resettle the citizens ad interim from areas dangerous to their residence, to other stationary or temporary housing mandatory provided to them”. In this case (of “forced migration”) the law also prescribes that “[f]orced migrants shall be provided with the relief required, and necessary living conditions shall be catered for, including provision of food and drinking water, basic hygienic/sanitary and health services”. Although these policies directly address nationals of the country (and those persons who are qualified as IDPs), they could represent practices to be implemented also with regard to MICIC.  

Health and psychological support  

Kazakhstan: access to social rights for migrants includes emergency healthcare (in cases in which the disease is dangerous for others) and education for children. As in the case of the following practices (concerning the Russian Federation and Turkey), this practice does not specifically address MICIC, but it is not excluded that such rights guaranteed to nonnationals in the county can be exercised in favour of MICIC.  

Russian Federation: in case of emergency, according to RF Government Regulation No. 546/2005 “On Approval of the Rules of Medical Aid Delivery to Foreign Citizens within the Territory of the Russian Federation”, “Medical aid for foreign citizens temporarily staying (temporarily residing) or permanently residing in the Russian Federation is carried out by medical prophylactic establishments regardless of their legal form. First medical aid for foreign citizens is carried out immediately and free of charge”.  

Turkey: in case of removal “healthcare services of which the foreigner is unable to cover the cost shall be provided free of charge”. Moreover, “[f]oreign tourists that are not covered by any insurance system specifically designed for the purposes of their visit can access healthcare services for free in emergencies”.  

2.3 Post-Crisis Phase  

Lack of identifiable notable practices: The research conducted for the purpose of drafting this report has not led to the identification of any notable practices with regard to the assistance and protection of migrants who have returned from countries in crisis. Such practices could conceivably take the form of tailored return and reintegration programmes, provision for immediate assistance upon return, and community stabilisation programmes.
following mass returns of migrants. However, from the information available, it has not been possible to identify such practices as having been employed by any of the countries in the regions.

3. Annex – General Migration Profiles and Policies in the individual countries

(i) Armenia

Although Armenia has traditionally been a country of emigration; there has recently been a rising number of immigrants.\(^96\) In fact, with regard to the regulation of migration flows, Armenia adopted an “open door” policy; as a result of this policy, some 2,734,596 arrivals were recorded in 2014.\(^97\) The legal framework regulating migration in Armenia includes the 2008 Law on Refugees and Asylum, the 2006 Law on Foreigners, the 2001 Law on State Borders, the 2001 Law on Border Guard Troops, the 2001 Law on Political Asylum, the 2000 Law on the legal and socioeconomic guarantees for persons that had forcibly migrated from the Republic of Azerbaijan in 1988-1992 and acquired citizenship of the Republic of Armenia, the 1995 Law on Citizenship, and 1995 Constitution.\(^98\)


(ii) Azerbaijan

Because of its geographical location, Azerbaijan represents both a crossroads between east and west and between north and south. For what concerns disasters management, since 2005, the management of crisis situations has fallen within the competence of the Ministry of Emergency Situations (MES), created for “(…) the purpose of providing prevention of natural and man-made disasters (…) management of activities of the relevant bodies responsible for

\(^{96}\) Armenia, MPC Profile, available at: http://www.migrationpolicycentre.eu/docs/migration_profiles/Armenia.pdf

\(^{97}\) Survey to reveal actual state of things in migration in Armenia – demographist, 18 April 2015 available at: http://eapmigrationpanel.org/page53083.html


rescue and rehabilitation works by one centralized system (...), and specifically in charge of the “Prevention of emergency situations and elimination of their consequences” and the “[o]rganization of quick response to emergency situations and management of humanitarian aids”.

(iii) Belarus

Since 2000, Belarus has experienced a positive migration balance, in which immigrants entering the country mainly arrived from other countries of the regions. “Despite few estimates [being] available, [having] irregular migrants employed in the informal economy is well known as being a major feature of migration in Belarus”. In 2009, 926,635 individuals born abroad (9.8% of the population) and 142,087 foreign citizens (1.5% of the population) resided in the country. The legal framework governing migration in the country includes the 2010 Law On the Legal Status of Foreign Nationals and Stateless Persons, the 2010 Law On External Labour Migration, the 2010 Law On the Legal Status of Foreign Nationals and Stateless Persons, the 2009 Law On the Procedure of Entry and Exit for the Citizens of the Republic of Belarus, the 2008 Law On Refugee Status, Subsidiary and Temporary Protection to Foreign Nationals and Stateless Persons, the 2009 Law On the Legal Status of Foreign Nationals and Stateless Persons, the 2006 Law On the Legal Status of Foreign Nationals and Stateless Persons in the Republic of Belarus, and the 2002 Law On Citizenship of the Republic of Belarus. Citizens of the CIS countries and Georgia are exempted from the short-term visa requirement, while Russian and Kazakh citizens enjoy free access to the Belarusian labour market, with the same rights as Belarusian citizens.

(iv) Georgia

In 2005, migrants constituted 4.3 per cent of the Georgian population. Their countries of origin are mainly the Russian Federation (with residence permits granted in most cases for family reasons), Ukraine, China, and Turkey (with, in the case of China and Turkey, temporary residence permits granted mainly for employment purposes). Georgia also hosts part of the transit flow of migration directed from Armenia, Iran, Russian Federation, and Ukraine to Turkey and the EU. The main sources of regulation of migration in Georgia are the 2011 Law on Refugee Status and Humanitarian Status, the 2011 Law on Compatriots Living Abroad and Diaspora Organizations, the 2006 Law on Combating Human Trafficking, the 2014 Law on the Legal Status of Aliens and Stateless persons, the 2012 Constitution of Georgia, and the 2014 Law on the Citizenship of Georgia.

In 2009, Georgia adopted the “National response plan on natural and man-made emergency situations”, developed by the Emergency Situations Management Agency of the Ministry of Internal Affairs (EMA MIA GE). The plan includes no specific references to foreigners in the country. Particular attention is devoted to the increased presence of foreign tourists.

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101 Ibid.
102 Ibid.
104 Ibid.
105 Ibid.
106 Ibid.
107 Central Asia and Caucasus Disaster Risk Management Initiative (Op. cit.)
109 Ibid
interested in the country’s mountains, and the likelihood of emergency situations occurring in
such areas. The Law on Protecting the Population and Territory from Natural and Man-
Made Emergency Situations was abolished based on the new Law on Civil Safety, which
entered into force on June 12, 2014. This Law predominantly addresses civil protection,
defining functions and competencies of various state entities at the stages of preparedness,
response, prevention of emergency situations and early recovery action as part of immediate
response stage. It introduces a common system of emergency management and centralized
control of command at all levels (central/ national, regional, municipal, and Autonomous
Republic of Adjara). The Law provides for upgrading the former Emergency Management
Department (EMD) to Emergency Management Agency (EMA) under the Ministry of Internal
Affairs.

(v) Kazakhstan

Between Kazakhstan’s independence and 2004, 13 per cent of Kazakh citizens left the
country. Nevertheless, since 2004, Kazakhstan’s external migration balance has been
positive, especially given the steady inflow of ethnic Kazakhs and the growing number of
labour immigrants that have moved from neighbouring countries. During 2006 alone,
424,275 foreigners registered to enter the country. In 2009, 41,485 were estimated to have
immigrated (of which 32,075 came from other CIS countries). Issues that the migration
authorities had to face in the country were: internal migration (from rural to urban areas),
human trafficking and illegal migration. The legislative framework includes the Law of the
Republic of Kazakhstan on Citizenship of the Republic of Kazakhstan (1991), the Law on
149- II “On the employment of population” (amended in 2007), and the Law of the Republic
of Kazakhstan of December 4, 2009, No. 216-IV “On refugees”.

A State Commission on Extreme Situations has been active since 1991; a Law on
Emergency Situations of a Natural and Technological Character has also been enacted. “The
Comprehensive Kazakhstan Natural Disaster Preparedness Plan serves as a guide for
central and local governments in the country in implementing measures on disaster
reduction”. After the creation of a Ministry for Emergency Situations, an emergency
number (051) has become the prime mechanism of the response system (established in 10
large cities).

(vi) Kyrgyzstan

Kyrgyzstan experiences a negative migration balance. Emigration remains high today as
consequence of the extreme poverty of 25 per cent of the population. Emigrants (5.5 per cent
of the population in 2005 alone) mostly leave for the Russian Federation. A certain number
of migrants seek employment in other central Asian countries, namely Kazakhstan, Tajikistan,

The main body in charge of the emergency management is the Ministry of Emergency Situations (MES KR).

\begin{itemize}
  \item[(vii)] Moldova
\end{itemize}

The main characteristic of the migration flow with regard to Moldova, is a prevalence of outward migration. While in 2012, 390,280 Moldovan migrants resided abroad, by 2014 259,368 individuals born abroad and 17,846 foreign citizens were resident in Moldova (7.7 per cent and 0.5 per cent of total population, respectively).\footnote{Moldova, MPC Profile, available at: http://www.migrationpolicycentre.eu/docs/migration_profiles/Moldova.pdf} Among the migrants, 35 per cent moved for work related reasons, 35 per cent for family reunification and 30 per cent to study. The majority of foreigners moving to Moldova came from Israel, Ukraine, Romania, the Russian Federation, and Turkey.\footnote{Ibid} The legal framework regulating migration policy includes the 2013 Government Decision for the approval of the Regulation on issuing identity documents and evidence of the inhabitants of the Republic of Moldova, the 2013 Government Decision on the approval of the Regulation regarding issuance of visas, the 2011 Law on Integration of Foreigners in the Republic of Moldova, the 2011 National Strategy in the Domain of Migration and Asylum (2011-2020), the 2011 National Action Plan for the Implementation of the National Strategy in the Domain of Migration and Asylum (2011-2015), the 2010 Law on the Regime of Foreigners in the Republic of Moldova, the 2008 Law on Labour Migration, the 2008 Law on Asylum in the Republic of Moldova, the 1994 Law on exit from and entry into the Republic of Moldova. Citizens coming from the CIS (with some exceptions in the case of Turkmenistan) and a number of other countries are exempted from the visa requirement.\footnote{Ibid.}

Moldova has a coherent framework of law and regulation addressing disaster preparedness and response. The Law on Civil Protection (No. 271, date on 09.11.1994) establishes State Service for Civil Protection and Exceptional Situations (SCPESS) as the designated national authority and provides clear roles and responsibilities for the office of the President, Parliament, and key Ministries. Responsibilities for initial emergency response to all major hazards lie with SCPESS. Protocols exist for issuance of hazard warnings, following which the SCPESS communicates and coordinates with their own and other central, regional and local civil defense agencies as appropriate for prevention, mitigation, rescue and relief operations. Recently opened Operation Center for Steering Emergencies (November, 2014), has the purpose to coordinate field activities and collect all the necessary information for timely intervention. The institution is equipped with a cutting-edge system to manage risk situations. It is designated for the work of the National Commission for Emergencies (main coordinating body) and expert groups in crisis situations. Disaster management functions are split among several ministries and state departments, local public authorities, and economic entities. Overall direction is provided by the Emergency Commissions (regional and local) through vertical lines of authority within the system. Through its participation in the Hyogo Framework for Action and the implementation of several projects (WB and UNDP), Moldovan
authorities work to establish National Platform for Disaster Risk Reduction as a fundamental element for the future actions to improve the coordination of efforts to prevent and mitigate the consequences of disasters in Moldova.

(viii) **Russian Federation**

The Russian Federation is one of the main receivers of migrants in the world, and the top destination country for labour migrants from the Eastern Partnership and Central Asian countries: in 2002, 12,000,000 individuals born abroad and 1,000,000 foreign citizens were present in the Russian Federation (8.3 per cent and 0.7 per cent of the population, respectively).\(^{123}\) 80 per cent of the labour migrants that enter the country come from the CIS countries (for whom no visa is required to enter in the country)\(^ {124}\): the country experiences a migration gain from all former Soviet states (except Belarus), and migration losses to all states outside the former Soviet Union.\(^ {125}\) The legal framework of migration in the country includes: the 2011 Law on Ratification of Agreement on the Legal Status of Labour Migrants and their Family Members, the 2006 Presidential Decree on Regulation of the Procedure for Granting Political Asylum in the Russian Federation (RF), the 2006 Law on Migration Registration of Foreign Citizens in the RF (amended in 2012), the 2002 Law on Legal Status of Foreign Citizens in the Russian Federation (amended in 2007, 2010, and 2012), the 2002 Law on Citizenship (amended in 2012), the 1999 Law on the State Policy of the RF towards Compatriots Living Abroad, the 1996 Law on the Procedure of Exit from the RF and Entry to the RF (amended in 2012), and the 1993 Federal Law No. 4528 ‘On Refugees’.

The provisions that regulate emergency management in the Russian Federation include the 1991 Law of the RF On Safety, the Presidential Decree No. 794 of 1992, the Federal Law No. 68/1994 on “Protecting the Population and Territories from Emergency Situations”, and the Federal Law on “Emergency-Rescue Services and Status of Rescue Personnel” of 2003. The management of emergencies falls within the competences of the Ministry for Civil Defence, Emergencies and Elimination of Consequences of Natural Disasters, created in 1994. In its national report at the world conference on Disaster Reduction\(^ {126}\) in 2004, the Russian Federation pointed out that the agenda of the World Conference should have included “improvement of emergency evacuation of foreign citizens from countries in which large-scale emergency situations occur”. In the same report the country affirmed that “[t]he Main tasks (…) in the field of international cooperation are the following: (…) also on problems of the evacuation of citizens of the Russian Federation from crisis zones abroad”.

(ix) **Tajikistan**

In part due to the instability caused by civil war that the country experienced after its independence, Tajikistan is one of the poorest country among the post-Soviet states: 46.7 percent of the population lived below the poverty line in 2009.\(^ {127}\) Tajikistan is the second largest labour sending country in the regions, with many Tajiks seasonally migrating to the Russian Federation.\(^ {128}\) Looking at the immigrants and foreigners present in the country, most

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\(^{123}\) *Russia, MPC Profile*, available at: http://www.migrationpolicycentre.eu/docs/migration_profiles/Russia.pdf  
\(^{124}\) Ibid.  
\(^{125}\) Migration and remittances: Eastern Europe and the former Soviet Union (Op. Cit.)  
of the ethnic minorities that left the country during the civil war did not return in recent years.\textsuperscript{129} On the contrary, Uzbeks passed from constituting 23.5 per cent of the population in 1989, to 15.3 in 2000, Russians passed from 7.6 per cent to 1.1 per cent (in the same time frame), Ukrainians from 0.8 per cent to a level that is now statistically insignificant. The legal framework governing migration in the country includes the Law on Labour Migration (No. 242/2001) and the government's National Strategy on Emigration of Labour Migrants from Tajikistan 2011-15. The Government of Tajikistan, with the support of IOM, worked on the development of a draft Law on Labour Migration (2010-2013). However due to the objections of some ministries, the Law was not approved by the Government. This year, the President of Tajikistan in his annual address to Parliament stated that the ministries concerned should finalise the Law on Labour Migration. It will be submitted to Parliament for adoption by the end of the year. The National Strategy on Emigration of Labour Migrants from Tajikistan 2011-2015 was also developed by the Government with the assistance of World Bank and IOM experts, and was approved by the Government in 2011.

In 1994, Tajikistan approved Decree No. 400, establishing a Committee for Emergency Situations and Civil Defence (CoES), and in 2002 created a State Commission for Emergencies. The legal framework of emergency management in the country includes: the law “On Civil Defense”\textsuperscript{130} (1995), the law “On protection of population and territories from natural and manmade emergency situations” (2004), and the law “On emergency rescue services and the status of rescuers”. The Republican Centre for Emergency management within the CoES is constantly connected with the regions of the country and with other CIS countries\textsuperscript{131}. The international community, through REACT – i.e. the coordinating body for humanitarian organizations in Tajikistan, chaired by CoES –, is committed to help disaster survivors in Tajikistan as well as work on disaster risk reduction. The role of REACT in the country “goes beyond the simple provision of aid, and includes disaster preparedness, planning and disaster risk reduction”.\textsuperscript{132} The main objectives of the cooperation are: to enhance operational disaster risk management capacity at all levels, to strengthen risk assessment, monitoring and warning capacities at all levels, to strengthen disaster risk management as well as the institutional and legal framework, and to improve disaster response.\textsuperscript{133} In 2013, the country also confirmed its intention to host OSCE regional institutions, such as “centres for land degradation, crisis management under the Committee on emergency situations, transit and transportation, as well as the branch of the Water Institute”\textsuperscript{134}. The Office for the UN Coordination of Humanitarian Affairs in 2006 recommended the Ministry of Foreign Affairs to elaborate a procedure for “requesting international assistance in case of major emergency (…), introducing simplified visa and permit procedures for foreign aid workers, setting up coordination arrangements with the Ministry of Emergency Situations and other line ministries (…)”.\textsuperscript{135}

\begin{footnotesize}
\begin{itemize}
\item \textsuperscript{129} \url{http://www.migrationpolicy.org/article/tajikistan-refugee-sender-labor-exporter}
\item \textsuperscript{130} That provides that “The citizens of the Republic of Tajikistan have the right to receive an effective aid and life provision, free collective and individual protection means, moral damage compensation, in connection with an emergency situation and liquidation of its implications, as well as free training of civil defense basics”\url{http://www.undp.kz/library_of_publications/files/7077-24822.pdf}
\item \textsuperscript{131} National progress report on the implementation of the Hyogo Framework for Action (2009-2011), Republic of Tajikistan, available at: \url{http://www.preventionweb.net/files/18300_tjk_NationalHFAprogress_2009-11.pdf}
\item \textsuperscript{132} National Disaster Risk Management Strategy For 2010 – 2015, Republic of Tajikistan, available at: \url{http://www.preventionweb.net/files/27582_tajikstrategymshedijits19sep11b.pdf}
\item \textsuperscript{133} Disaster Risk Management Programme Document, Republic of Tajikistan, available at: \url{http://reliefweb.int/sites/reliefweb.int/files/resources/Disaster%20Risk%20Management%20Programme%20Document%20Phase%20III.pdf}
\item \textsuperscript{135} UNDAC Mission Report, Disaster Response Preparedness in Tajikistan, 2006, available at: \url{http://www.unep.or.jp/etc/DM/Final_Report_UNDAC_Tajikistan.pdf}
\end{itemize}
\end{footnotesize}
**Turkey**

Traditionally, Turkey has been characterized as a country of emigration, but since the last two decades it has experienced an inversion of this tendency: it passed from being a “migrant-sending country” to being a “migrant-receiving country”. The total number of residence permits issued for foreigners between 2010-2014 is 1,431,613. In 2010: 182,301; in 2011: 234,268; in 2012: 312,548; in 2013: 313,692 and in 2014: 379,804. It should be considered, however, that since the crisis of 2011, Turkey has become the largest receiver of Syrian refugees. The legal framework of migration in the country includes: Law No. 6458/2013 on Foreigners and International Protection, Law 4817/2003 on Work Permits for Aliens, the Settlement Law No. 5543/2006, the Passport Law No. 5682/1950, the Turkish Citizenship Law No. 5901/2009, and Law No. 5978/2010 on the Establishment and Duties of the Directorate on Turks and Relative Communities Living Abroad. Turkey, since the year of 2000, within the context of combating irregular migration, the readmission agreements for effective return of irregular migrants were made.

Via Law 5902/2009, Turkey created a Disaster and Emergency Management Presidency (AFAD), and in the last years has elaborated a detailed National Earthquake Strategy and Action Plan 2012-2023 (though the plan does not include any reference to the migrant population), as well as a comprehensive National progress report on the implementation of the Hyogo Framework for Action (2013-2015).

**Turkmenistan**

The laws that regulate migration in the country are the 1992 Law on the Legal Status of Foreign Nationals in Turkmenistan, the decrees of the President regulating entry and exit of local nationals (1995) and foreigners (2003), the Regulations for employing foreign nationals in Turkmenistan adopted in 2003, the Law on Refugees of 1997, and the Law on Migration adopted in 2005.

Turkmenistan does not have a Ministry to deal with emergency situations, but plans to create one and already possesses an emergency management department active within the Ministry of Defence.

**Ukraine**

According to the UN Population Division, at mid-year 2013 Ukraine represented the country of destination for 5,151,378 immigrants. Their countries of origin were mainly the Russian Federation (3,245,360), Belarus (258,781), Kazakhstan (234,238) and Uzbekistan.

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136 http://www.migrationpolicy.org/article/turkey-transformation-emigration-immigration
138 http://www.migrationpolicycentre.eu/docs/migration_profiles/Turkey.pdf
142 Other legal provisions are included in the Passport Law No. 5682/1950, and in the Law on Residence and Travel of Aliens in Turkey No. 5683/1950.
The main problems that migration faces with regard to Ukraine are human trafficking and illegal migration.\textsuperscript{147} With regard to the latter, for example, agencies of the Ukrainian Ministry of the Interior annually detain 14,000-15,000 irregular migrants, who chiefly originate from CIS countries.\textsuperscript{148} The legal framework includes the 2012 Law on the Legal Status of Foreign Citizens and Stateless Persons, the 2012 Law on Refugees and Persons in Need of Subsidiary and Temporary Protection, the 2012 Action Plan on Integration of Refugees until 2020, the 2011 Law on Combating Trafficking in Human Beings, the 2001 Law on Immigration, and the 2001 Law on Citizenship of Ukraine (amended in 2005).

The main factor influencing the characteristics of the migration flows both outward and within the country, and the management of the migrants already settled in the country, is the prolonged crisis that erupted in 2013. The conflict in Ukraine is estimated to have caused 838,981 people to become IDPs,\textsuperscript{149} while the IOM estimates the number at over 1,200,000 persons.

(xiii) Uzbekistan

Uzbekistan experienced sustained economic expansion over the last decade, with real growth averaging 8.3\% annually in the 2005-2012 period.\textsuperscript{150} This enabled the country to engage in a long-term migration policy. Also germane is the fact that Uzbekistan represents in general a land of emigration, more than immigration. Irregular migration plays a relevant role in migration flows outward and within the country. According to the official data, 79,000 foreigners were registered in Uzbekistan between January and May of 2015. A law on migration was adopted in 1999 (and amended in 2002) mainly to address labour-migration issues. In 2000, the country concluded an international agreement on migration management with Kazakhstan and Kyrgyzstan, and has a simplified border crossing regime in place with Turkmenistan.

The Ministry of Emergency Situations has been active in emergency management since its creation in 1996.\textsuperscript{151} In this context, the legal framework includes the Law on Protection of Population and Territories from Emergency Situations of Natural and Man-made Character (1999) and the Law on Civil Defense (2000).\textsuperscript{152}

\textsuperscript{146} Ibid.
\textsuperscript{148} Ibid.
\textsuperscript{149} http://en.mns.gov.ua/content/coordinationstaff.html
\textsuperscript{152} Priority areas of activities to reduce the risk of natural disasters in the Republic of Uzbekistan, 2005. available at http://www.preventionweb.net/files/7811_UzbekistanreportEng.doc
4. References

4.1 Publications and Reports


General Conclusions of WENRA On Nuclear Safety in the Candidate Countries to the European Union, Western European Nuclear Regulators’ Association (October 2000)


Kazakhstan, Extended Migration Profile, 2010 Building Migration Partnerships (BMP), available at: https://www.pragueprocess.eu/fileadmin/PPP/Kazakhstan_-_Extended_Migration_Profile_EN.pdf


Regional Migration Report: Russia and Central Asia, EUI Migration Policy Centre (hereinafter MPC), available at: http://cadmus.eui.eu/bitstream/handle/1814/31245/RussiaAndCentralAsia_MPC_CarimEastReport.pdf?sequence=1
Russia, MPC Profile, available at: http://www.migrationpolicycentre.eu/docs/migration_profiles/Russia.pdf


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4.2 Legislation and Documents produced by Governments

Circular No. 2010/16 issued by the Prime Minister available at http://www.admdlaw.com/health-care-services-for-foreigners-in-turkey/#.VT94IWNUp0M


Дорожна карта для осіб, переміщених в межах Країни для вирішення питань постановки на облік та надання адресної допомоги, available at: www.vpo.gov.ua/static/download4?locale=uk


Метою реєстрації щодо надання першої психологічної допомоги переміщеним особам, available at: http://www.ua.undp.org/content/ukraine/uk/home/library/mdg/opp.html
4.3 Websites

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