

**2000**



COUNCIL OF EUROPE    CONSEIL DE L'EUROPE

Strasbourg, 15 November 2000  
Mig/cdmg/docs/2000/33e

CDMG (2000) 33

**EUROPEAN COMMITTEE ON MIGRATION**  
**(CDMG)**

---

**Integration of formerly deported peoples from the Crimea**  
**(report of a mission from 20 to 29 September 2000)**

By Marcel Zwamborn, Solon – research and advice,  
Utrecht, The Netherlands

## Table of contents

1.	Introduction	3
2.	The historical, political, economic, social and cultural context	3
3.	Most pressing issues relating to integration	6
3.1	Political participation	6
3.2	Citizenship	6
3.3	Income: jobs and businesses	7
3.4	Housing and infrastructure	7
3.5	Land rights	8
3.6	Education	8
4.	Overall conclusions	9
4.1	The lack of a strategy for integration	9
4.2	Legislative framework for a multi-cultural society	10
4.3	Monitoring success of strategies and activities	11
4.4	Contribution of the international and NGO communities	12
5.	Recommendations	12
5.1	Government strategy	12
5.2	Communication: long term and short term	13
5.3	Priority issues	13
5.4	Representation and participation	14
5.5	International assistance	15
5.6	International agencies and donors	15

## **I. INTRODUCTION**

In consultation with the International Renaissance Foundation (IRF), the Council of Europe initiated a mission to Crimea to assess programs for the integration of formerly deported peoples into Crimean society. The mission was undertaken from 20 to 29 September. After the visit to the Crimea, Kyiv was visited, to assist in a National Round Table on integration programs.

The specific aims of the mission were to:

- Evaluate - based on interviews with government officials, representatives of non-governmental actors and of local communities - the efficiency of action taken so far in Crimea by various actors in the field with a view of promoting the integration of Crimean deported people into society at large;
- Draw up recommendations:
  - on priorities for future activities of the above mentioned actors
  - on how to enhance co-operation among them with a view of ensuring coherence of action and
  - on modalities to promote the protection of national minorities in Crimea in the larger framework of Ukrainian State policy.

For the implementation of the mission the Crimean Deportees Integration programme organised meetings with Government Ministers of the Autonomous Republic of Crimea, with representatives of various ethnic groups, with NGO-s and with representatives in the Crimea of international agencies.<sup>1</sup> Furthermore, visits were made to two settlements of compact living and to the village of Sokolinoye.

At the end of the mission, the findings and recommendation were presented at a National Round Table in Kyiv. The Round Table was a joint venture of the Ministry of Justice of the Ukraine, State Department for Nationalities and Migration, the International Renaissance Foundation and the Council of Europe, Directorate III - Social Cohesion, Migration and Roma/Gypsies Division.

This report contains the findings of the interviews, the visits and the study of the documents and other written materials that were used as reference for the mission, and the conclusions and recommendations of the mission.

The findings, conclusions and recommendations were presented at the Kyiv round table, but have been re-edited for this report.

The chapters two and three of the report give an overview of the context and the main findings on the most pressing issues regarding the integration of formerly deported peoples from the Crimea. The chapters four and five contain the conclusions and recommendations.

## **2. THE HISTORICAL, POLITICAL, ECONOMIC, SOCIAL AND CULTURAL CONTEXT**

In the aftermath of the disintegration of the Soviet Union in the late eighties and early nineties, many members of ethnic and national groups who were deported from the Crimea under the Stalinist Soviet regime returned. In a few years the demographic situation in the Crimea changed extensively.

---

<sup>1</sup> The programme of the mission is attached in annex A.

By far the largest group of deportees were the Crimean Tatars, a Turkic people who inhabited the Crimea for many centuries.<sup>2</sup> According to the information available, approximately 200.000 Crimean Tatars were deported from May 18-20, 1944, accused of collaboration with the Nazis. Former deportees and descendants returned as a group of over 250.000 people.

Other groups who were deported were Armenians, Bulgarians, and Greek.

In 1941 over 50.000 Germans, who had lived in the Crimea for some 150 years, had been deported already.

Of the other ethnic groups, who were small in number anyway, not that many members returned. The issue of the formerly deported peoples (FDP-s) of the Crimea is in practice therefore very much the issue of the Crimean Tatars and one has to take care not to forget about the other national and ethnic groups.

The return and integration of the formerly deported peoples of the Crimea is a complex process with difficult political, economic, social and cultural features.

The return of the formerly deported peoples in the early nineties added to an already tense (geo)-political and social situation. Over the years various lobbies emerged either advocating territorial claims, striving for independence of the peninsula or advocating the revival of the communist Soviet state or accession to Russia.

In 1994 Presidential and parliamentary elections in the Autonomous Republic of the Crimea (ARC) resulted in a strong majority for the pro-Russian groups in the legislature of the ARC. The self-organisations representing the interests of the Crimean Tatar returnees, the *Mejlis* and the *Kurultay*<sup>3</sup>, support the territorial integrity and the independence of the Ukraine state. These differences in political views are based on perceptions of which political alignment are in the best interest of the particular ethnic or national group, do not facilitate co-operation on integration issues between the pro-Russia government and the self-organisations of the Crimean Tatars.

However, public opinion seems to converge towards a majority supporting Ukrainian independence with an autonomous status for the Crimea, the status which is outlined in the Constitution of the Ukraine and the 1996 Law on the Constitution of the Autonomous Republic of the Crimea. This law confirms the main provisions of the ARC Constitution.<sup>4</sup> The growing public support among the populace for the present arrangement for the status of the ARC is reportedly reducing some of the political tension associated with the issue.

The return and integration of the formerly deported peoples also took place against the backdrop of an economic situation in the Ukraine and the Crimea that was deplorable. The worsening economic situation adds to the difficulties of developing and implementing integration policies and programmes.

Not only the bad economic situation, but also the large number of people who returned in a relatively short period of time posed tremendous problems. The state institutions were simply not equipped with the necessary resources and expertise to deal with the situation. The humanitarian needs of the returnees in terms of housing, health care, provision of means to ensure their own income in the near future could not be met by the Governments of the Ukraine and of the ARC. The returnees and the Government therefore have been very dependent on international agencies and donor agencies to provide the necessary financial resources and expertise to respond to the needs of the returnees.

Of the more than 250.000 Crimean Tatar returnees, approximately 150.000 received *ex lege* Ukrainian citizenship due to the adoption of the 13 November 1991 Law of Ukraine on Citizenship.

---

<sup>2</sup> In the early 15th century the Tatars established their own khanate, which remained independent, at least nominally, until it was annexed in 1783 by Catherine the Great.

<sup>3</sup> The *Mejlis* and *Kurultay* are bodies of self-government of the Crimean Tatar people. The *Mejlis* is the elected representative body, and the *Kurultay* is the National Assembly, which elects, among others, the *Mejlis*. At the local level there are local *Mejlises*.

<sup>4</sup> At the same time the prevalence of Ukrainian legislation was ensured: previously the ARC Supreme Rada could adopt laws that were valid on its territory; now it can only adopt legal acts and statutory documents.

The more than 100.000 formerly deported people who returned after the adoption of this law did not have this *ex lege* citizenship. It took years before this large group of people were finally in the possession of Ukrainian citizenship as well. In the meantime they could not participate in privatisation processes, not take part in voting and election procedures, could not be admitted to civil service, had travel limitations and had difficulties in obtaining access for their children to higher education.

An important aspect of the integration of the formerly deported peoples of the Crimea, especially of the Crimean Tatars, is the wish to return to the homeland with the restoration of their cultural heritage and traditions. For centuries the Tatars have been the predominant ethnic group in the Crimea.<sup>5</sup> The social, cultural and economic traditions of the Crimea have therefore been to a large extent those of the Crimean Tatars. These traditions that revolved around the Islam, private farming and commerce, were gradually suppressed in the decades before World War II, mainly as a result of Russian industrialisation. In that period the Tatar intelligentsia were victims of suppression under the Soviet regime. Many died in the turmoil of the 1930s or left for Turkey. The almost final blow to the Tatar culture and traditions came with the mass deportation of 1944.

Crimean Tatar returnees attach great value to the revival of their cultural heritage and traditions and expect support of the state institutions in the development of activities that contribute to this revival.

However, social, cultural and educational activities were developed at a very slow pace and were mainly a result of initiatives of the ethnic and national groups themselves, with the help of donor agencies, such as the International Renaissance Foundation.

The Governments of the Ukraine and ARC have taken initiatives in the passed decade to improve the process and pace of integration of the formerly deported people. International governmental agencies such as UNDP, UNHCR and IOM, as well as the Turkish International Co-operation Agency (TICA) provided important assistance. Non-governmental organisations have also provided great help. Among these NGO-s is the International Renaissance Foundation, that provided assistance directly to Crimean Tatar and other communities through its programme for the integration of the Crimean deportees, but also stimulated and funded the activities of other NGO-s developing activities aiming at the integration of the formerly deported peoples.

However, the last decade has only been the first stage of the process of integration. There are still many issues that need to be addressed and solved. The most pressing problems are to be found in the following areas:

- political participation and representation
- citizenship
- income: jobs and businesses
- housing
- land rights
- education.

The Government and the representatives of the formerly deported peoples are mostly well aware of the issues in the various areas. An important overall problem which hampers the development of strategies to bring solutions to the problems and to stimulate the process of integration of the formerly deported peoples, is the lack of shared vision on the part of most parties involved on which course to take regarding integration.

---

<sup>5</sup> Demographic development 18th century - early nineteen nineties:

**1783:** Tatar 83%, Russian 5.7%, Ukrainian 2.9%;

**1937:** Tatar, 20.7%, Russian 47.7%, Ukrainian 12.8%;

**1983:** Tatar 1.5%, Russian 67%, Ukrainian 25.8%;

**1993:** Tatar 9.6%, Russian 61.6%, Ukrainian 23.6%.

**Source:** Forced Migration Project Open Society Project, Crimean Tatars: Repatriation and Conflict Prevention 1996, at 21.

### 3. MOST PRESSING ISSUES RELATING TO INTEGRATION

#### 3.1 Political participation and representation

Until 1998 Crimean Tatars had a quota of 14 out of the 96 seats in the Crimean Parliament, the Supreme Rada. In 1998 the electoral system changed into a majority system. Whereas the Crimean Tatars are a minority in every electoral district, they did not succeed in getting any candidate elected whom they consider to be their representative.

The Government of the ARC and the present Supreme Rada majority are not in favour of quota for political representation. Therefore the Supreme Rada of ARC has proposed to the National Government to go from the majority to the proportional system for elections to the Supreme Rada. The Government and Parliament of the Ukraine are however said not to be in favour of this solution.

Meanwhile the Mejlis strongly advocates a return to the former quota system. The two members of the Ukrainian Parliament of Crimean Tatar origin, Mr Djemilov and Mr Chubarov, introduced a Draft Law in Parliament "On Status of Crimean Tatar People". This draft provides, among others that the representation of Crimean Tatars in the Supreme Rada of the ARC will be "not less than 15%" of the total number of deputies.

International legal instruments do not prescribe the form in which political representation of national and ethnic minorities needs to be guaranteed. For example, the Framework Convention for the Protection of National Minorities of the Council of Europe requires in article 4 "...adequate measures in order to promote, in all areas of economic, social, *political* [*emphasis added, MZ*] and cultural life, full and effective equality between persons belonging to a national minority and those belonging to the majority. In this respect there shall be due account of the specific conditions of the persons belonging to national minorities." This provision leaves the choice for specific measures to the State.

A measure which enables the representatives of the Crimean Tatar people to participate in public affairs at Ukraine national level, is the establishment by Presidential decree of the "Council of the Representatives of the Crimean Tatar People" as consultative and advisory body under the President of Ukraine. However, this is of course not the same as having equal representation in elected bodies, such as the Ukrainian Parliament.

#### 3.2 Citizenship

The issue of citizenship for the Crimean Tatars has been settled to a large extent. This is not only due to efforts of the Government, but also to efforts of UNHCR and of NGO-s.

The situation is as follows. Of the approximately 258.000 returnees, 150.000 persons returned before 13 November 1991 and obtained automatically Ukrainian citizenship. Of the 108.000 persons who returned between '91 and '99 a group of just over 25.000 were *de jure* stateless. These stateless people all had been granted Ukrainian citizenship by the end of May '99. Another groups of just over 62.000 were Uzbek citizens. Of this group almost 54.000 obtained citizenship after taking advantage of simplified procedures for renunciation Uzbek citizenship/ affiliating to Ukrainian citizenship due to an agreement of both governments. The remaining group of more than 8.000 people will have to use regular procedures if they still want to renounce Uzbek citizenship and become Ukrainian citizens.

Finally, there is a group of 21.000 Russian (11.000) and Georgian, Tajikistan, Kyrgyzstan and Kazakhstan citizens for whom there are no simplified procedures, but for whom UNHCR hopes that simplified procedures can be established in the year 2000, upon which this group can acquire citizenship as well.<sup>6</sup>

There are over 200.000 Crimean Tatars still living in Middle Asia, mainly Uzbekistan. Although international agencies have detected no signs that lead to believe that in the short term there will be mass migration of groups of Crimean Tatars, Ukrainian and Uzbek government surveys seem to indicate that there is a basic willingness within this group of people to migrate to the Ukraine. The

<sup>6</sup> Source: UNHCR Simferopol, 11 September 2000

predominant scenario's are: (1) if the present low intensity military activity and violence suddenly explodes, there will be another mass migration (2) as long that this is not the case that will be relatively small migration of 2 to 3 thousand persons per year.

### **3.3 Income: jobs and businesses**

Integration in terms of participation at all levels of society requires means of subsistence. The economies of Ukraine and the ARC are in a very bad shape, which means few job opportunities<sup>7</sup>, few opportunities for self-employment and wages that are often below the poverty line. In the interest not only of the formerly deported peoples, but also for the Crimean society as a whole, strategies to increase generation of income are top-priority.

An important precondition for success of income generating strategies is a change of attitude of all actors involved. The government and its agencies need to change from bureaucratic, technocratic attitudes towards enabling and facilitating attitudes. Citizens need to be very much aware that they need to take initiatives, organise themselves and set priorities for themselves in income generation.

UNDP and IOM have initiated a number of revolving fund credit schemes that seem to be successful in the initial stages. Some of the IOM revolving fund projects have started to pay back and started covering their own training expenses.

The Government has not (yet) played into the positive experience of credit schemes (e.g. UNDP and IOM-projects). Government policies and practices pose various stumbling blocks to the success of credit loan schemes. The tax system is not favourable to credit loan schemes. Schemes that are doing well are not exempt from taxation (e.g. when passing on the surplus for other loan schemes). Rules for fundraising are complicated and prohibitive.

The Government needs to assess the positive and negative effects of its policies and measures and review these where necessary to stimulate rather than hinder such schemes.

Local and regional administrations play a very important role in development and implementation of strategies for sustainable income generating activities, due to:

- closeness to the population, the beneficiaries
- possibilities for direct and practical needs assessment
- assistance in communication and feedback through CBO-s and NGO-s
- less bureaucratic structures than at the level of the Government of the ARC

### **3.4 Housing and infra-structure**

After the initial stage of return in the early nineties, returnees started to build their own houses. However, many houses that have been built by individual returnees remain unfinished, due to a lack of funds, very often a result of the rampant inflation. Settlements of compact living therefore give a picture of building sites rather than developed communities. The lack of roads and other infrastructure adds to the hardships of the inhabitants of the settlements: lack of potable water, gas and electricity makes life in these circumstances very difficult.

Running housing programmes were mostly completed, but not all. Examples where donor-organisations have not completed the project: TIKa and the Danish Refugee Council (through UNHCR) assisted in a programme of hostel repairs (Evpatoria) in order to be able to transfer people from the miserable cellars in which they live. The programme stopped without all families having been transferred, which gives all that are involved a bad feeling.

---

<sup>7</sup> Overall unemployment among Crimean Tatars is reported to be over 60%; some of the areas of compact living are said to have unemployment rates of even 80%

The distribution of housing in the various programmes that are financed by international donors is mostly handled by the local authorities and is done according to objective criteria such as the ranking order in the distribution lists or urgency. However, TIKA has allowed distribution of housing through the Mejlis, where one of the criteria is "contribution to the movement", next to the ranking on the list.

The 2001 - 2005 housing and infra-structural works programme of the Republican Committee on Nationalities and Deported Citizens (47.000 land-plots of which 22.000 with housing and 5300 flats; 2002: electricity; 2003: water; 2004 and onwards: roads) is endangered by a 40% deficit due to budget cuts. The Ukrainian government is said not allow to make up the deficit by low interest loans.

Large housing projects and infra-structural works are often subject to delays, diversions and improper implementation of the works. There was an example given by people of a compact settlement where building an infrastructure for the provision of gas were improperly implemented. The government agencies did not pick up signal from the people of the settlement and did not hold the contractor responsible. In stead the contractor was paid. The people of the settlement were of course seriously disappointed in this display of Government inefficiency and waste of public money.

There was unfortunately also an example where an international agency provided a building for a medical clinic, but failed to ensure that there was also the necessary medical equipment to run the clinic, for example through co-ordinating with other agencies or donors.

### **3.5 Land rights**

People need land to build their houses. Many people, but not all, need land to farm and earn money to sustain themselves or to live from the land.

Crimean Tatar and other returnees were not members of the collective farms. They therefore did not share in the privatisation of lands of the collective farms. They did also did not receive plots of land in a number sufficient to build their houses and to provide shelter for their families.

The major issues regarding the issue of distribution of land are the following:

- Which ever way it is calculated, it is clear that especially Crimean Tatar returnees did not receive plots of land equalling more or less their percentage of the population as a whole
- Local governments claim that there is not sufficient land left to be distributed. Returnees claim that there are reserves of land that can be used, but that local governments are reluctant to do so for a variety of reasons.
- Even if (parts of) the land reserves are used, giving the returnees their fair share will require a redistribution of land. Not everyone who received land in the privatisation, which has a basis in law, may be willing to co-operate.

The President has set up a working group to review the land distribution and the claims laid by the returnees. The Working Group is under pressure to produce its findings quickly, because the issue of land rights is a highly contentious one.

### **3.6 Education**

The Crimean Tatars are said to have a relatively high level of education: out of 10 people, 8 have higher education. However, it is questioned by various sources whether the education received in Uzbekistan is of the same standards that apply to Ukrainian education.

The Government of the ARC makes, with the help of donors such as the International Renaissance Foundation, serious efforts to provide the necessary means for Crimean Tatar Language courses in schools. The Government claims that 95% of the Crimean Tatar children now have access to Crimean Tatar language courses.

The ARC Constitution guarantees the right to be instructed in the Crimean Tatar language. The pace of governmental measures to implement this Constitutional provision (train teachers, provide textbooks, provide buildings), remains a stone of contention between the Government on the one hand and the political leadership of the Crimean Tatars and the Crimean Tatar teachers' union on the other hand.

The government plans to have twenty schools with Crimean Tatars instruction by the year 2010, which ensures every region of compact living one or two schools with instruction in the Crimean Tatar language.

Both parties need to realise that ultimately the choice of the parents which language their children learn and in which language their children are to be educated is decisive.

According to statistics of the Ministry of Education of the ARC Crimean Tatar pupils are well represented in vocational training programmes (19%).

The Ministry of Education of the Ukraine grants 150 places at Ukrainian universities for Crimean Tatar students, which provides for equal representation of Crimean Tatars among the student population.

Human rights, peace and tolerance education is included in the school curriculum, but at a rather limited level.

## 4. OVERALL CONCLUSIONS

### 4.1 The lack of a strategy for integration

International human rights instruments to which Ukraine is party, such as the United Nations Conventions on human rights and the Council of Europe's Framework Convention for the Protection of National Minorities, provide that every person has the right to participate at all levels of society. That participation should be on the basis of equal treatment and equal opportunities and non-discrimination in the enjoyment of civil and political, as well social, economic and cultural rights.

Integration of the formerly deported peoples in the society of the Crimea means that, while enjoying the diversity of many different cultures and ethnic groups in a multi-ethnic and multi-cultural society, effective measures have to be taken that provide people equal opportunities to enjoy their human rights.

The actual state of affairs in the Crimea is still far from that situation. It is first and foremost the responsibility of the Government of Ukraine and the Government of the ARC to improve the situation by taking effective measures. At the same time it is necessary for the Government to design a strategy to involve society as a whole. Integration and community relations are not only the concern of ethnic and national minorities and the Government, but require responses and adjustments of society at large. Therefore *every group* in society is involved

Crimean Tatars are underrepresented at every level of official and industrial life. Although Crimean Tatars represent 12% of the overall population, there is no delegate in the Supreme Rada of the ARC who is regarded by Crimean Tatars as their representative. Approximately 1% of the employees in the government administration are of Crimean Tatar origin. The same situation applies to the law enforcement agencies. In large enterprises, the representation of Crimean Tatars is almost nil. As described above, Crimean Tatars do not have a share in plots of land that more or less equals their percentage of the whole population.

On the other hand, Crimean Tatars are over-represented among the unemployed.

The Government and representatives of the formerly deported peoples are aware of the *de facto* situation that the Crimea is a multi-ethnic and multi-cultural society. As said earlier, there is no shared vision between the Government and the representatives of the formerly deported peoples and other groups in society how to translate this conclusion into a constructive dialogue on integration and

how to involve society at large. In brief, there needs to be a strategic framework for integration and involvement of society at large.

The development of policies and strategies within the framework entails consistent and co-ordinated planning in which the main elements for the improvement of the situation of the returnees are brought together. It needs constant monitoring of implementation in order to keep track of developments and to make timely adjustments to avoid major mistakes. It also needs regular evaluation to learn from experiences and to adapt the planning to the actual situation.

Many of the Crimean Tatar returnees live in compact settlements. It is understandable that the returnees have chosen this form of living in order to be able to support each other in view of what they perceived into be insufficient support from the government. At the same time the living in compact settlement is seen as a means to be able to preserve the Crimean Tatar culture.

The living in compact settlements however, should not result in isolation or segregation. Therefore it is hopeful that, as evidenced in the visits to the compact settlements, people in the settlements do take initiatives to include member of neighbouring villages and members of other ethnic groups in their activities.

These initiatives need to be supported and stimulated as valuable contributions to integration.

#### **4.2 Legislative framework for a multi-cultural society; equal treatment, discrimination and prejudices**

In the beginning of the huge influx of Crimean Tatar returnees the authorities were taken by surprise and events took their turn without structured government response; over the years the government developed at least a system of (statistical) monitoring of the developments.

There was and is no legislative framework for financing measures for those who were deported belonging to a specific ethnic group. The law from 1994 on the repressed and persecuted people does not specify special measures related to ethnic origin.

There is serious concern among especially the Crimean Tatar groups and the Government agencies responsible for the integration of Crimean deported people, that ethnic prejudices and xenophobic feelings exist widely among the population at large. Such prejudices includes the display of such commonly used arguments as that the returnees (read: Tatars) will take other peoples jobs and aggravate the economic crises. Furthermore, the Ukrainian and the Crimean people have been told for 50 years that the various ethnic groups in the Crimea, foremost the Crimean Tatars, were rightly deported. It is difficult to change that attitude.

Such prejudiced feeling are affecting the equal opportunities of Crimean deported people in, for example the labour market, but also in other areas of the society.

The ARC government is not able to implement effective strategies <sup>8</sup>to counter prejudiced feelings among the population at large and play the card of a "win-win" situation. For example an influx of a hard working, industrious population as the Crimean Tatars can help to give the Crimean economy a boost in the long run.

Counter strategies that were mentioned are mainly in the sphere of public awareness raising. Strategies like enforcing the legislative framework, the government itself setting the good example by affirmative action, lack of "playing the race card" by influential politicians and human rights and tolerance education seem not yet to be included in the thinking about strategies.

---

<sup>8</sup> Minister Gafarov: mass media; cultural communities. Also: people realize that in '90 there was nothing on the market and that Crimean Tatars were the ones who brought a variety of goods to the markets.

The legislation of the Ukraine provides for the principles to stimulate equal treatment, allow affirmative action, and combat discrimination. However, the legislation in force lacks sufficient specification for effective implementation.<sup>9</sup>

#### 4.3 Monitoring success of strategies and activities

The Government and its agencies are good in planning of long term quantitative targets, translation of these targets in budgetary targets and statistical monitoring of implementation. Government agencies are able to provide detailed statistics on:

- number of returnees and figures per annum since 1989
- percentages of unemployed
- percentages of returnees in the workforce in public administration, in law enforcement, in large enterprises
- professional background of the returnees
- private enterprises started and folded up since 1993
- allocation of plots of land and houses realised since the establishment of the compact settlements
- percentage of settlements without electricity, water, gas (sewage?)

Government agencies seem to have little experience yet with planning and evaluation in terms of **qualitative** targets in the area of integration.

Development of alternative strategies, using the creativity, inputs and assessment of the situation of the potential beneficiaries and their representatives, NGO-s and CBO-s, does not seem to be one of the strongest features of government planning.

Non-Governmental Organisations (NGO-s) and Community Based Organisations (CBO-s) are still a young phenomenon in Crimean society. Government agencies are not used to see the existence of NGO-s and CBO-s as a means to plug into the initiative, creativity and of the people themselves, who have the most interest in making strategies to improve their situation a success.

Dialogue with and consultation of NGO-s and CBO-s has to become part of the Government policy and decision making processes.

Just a gross list of needs formulated by the people of Ismail Bey compact settlement when the mission visited them:

- job opportunities, assistance in finding jobs training which facilitates finding work;
- assistance in setting up small and medium enterprises;
- improvement of living conditions, such as housing, infrastructure, social environment;
- assistance for Crimean Tatars who still live in Uzbekistan and want to return to the Crimea, with special assistance for families who are now divided ;
- citizenship for families where one or more family members still do not have Ukraine citizenship;
- special attention for families who still live in deplorable circumstances in Evpatorya;
- education;
- special youth programmes.

In the early nineties the emphasis in support to the formerly deported peoples had to be on satisfying their humanitarian needs. Governmental and international agencies provided the necessary means for subsistence and some social activities. Although most actors seemed to be aware of the necessity to start developing long term, sustainable income generating activities and international agencies have actually started doing so, the Government seems to be lagging behind.

---

<sup>9</sup> See for example the overview of legislation in European Commission against Racism and Intolerance, Legal measures to combat racism and intolerance in the member States of the Council of Europe (CI (98) 80, Strasbourg 1998, at 529 and following.

The lack of infrastructure in the settlements, such as the lack of running, potable water, the lack of gas and electricity and the lack of roads, unfortunately will continue to be a major problem in the near future. Lack of funds for major infrastructure works is a major problem. However, little is done yet to develop alternative strategies in close consultation with the population of the settlements.

#### **4.4 Contributions of the international and NGO communities**

International agencies and donors have various successful projects to show for.

Some of the agencies, such as UNDP have advanced already beyond the pilot stages of their projects. Other agencies may well benefit from their experiences. At the same time it is still of importance for an agency as UNDP as well to keep track of programme developments with their colleagues and try and co-ordinate as much as possible.

Various agencies and donors are operating in the same field, for example revolving loan schemes for small and medium enterprises. Like with any other type of projects is it imperative to exchange information and experiences and to avoid duplication.

An important focal point in sharing information is exchanging successful strategies or "best practices", in which sustainability is one of the most important criteria. Like with Government strategies and activities, monitoring according to quantitative and qualitative indicators is essential and usually takes place.

Not all agencies have a track record of consistent activities over time, such as, unfortunately the Council of Europe. A Government framework for strategies aiming at establishing a multi-ethnic society may provide an appropriate framework for the Council of Europe activities.

Human rights awareness and ethnic tolerance training are necessary to underpin the strategies to establish a multi-ethnic, multi-cultural society. International agencies and NGO-s have ample experience in these issues and need to contribute strongly.

## **5. RECOMMENDATIONS**

### **5.1 Government strategy**

#### *International principles as starting point*

The Government and Parliament of the Ukraine have to set the principles for the Ukraine as a whole as a multi-ethnic, multi-cultural society, based on the principles and guidelines laid down in the international instruments to which Ukraine is party. These instruments are notably: the United Nations Convention on the Elimination on All Forms of Discrimination and the Council of Europe Framework Convention for the Protection of National Minorities. The principles will of course apply to the ARC as well.

#### *Developing a strategic framework: dialogue and consultation*

The Government's next step would be the design of an overall strategy and process to implement the principles and guidelines: a strategic framework. The Government and Parliament of the ARC would develop their strategy and process within the framework set by the Ukrainian Government.

The strategic framework needs to contain the principles for participation in society, such as equal treatment, equal opportunities and non-discrimination, while valuing diversity. Such a framework would provide guidance for concrete strategies, programmes of activities and concrete measures for integration in all relevant problem areas. It would also provide for a framework for the

dialogue with the representatives of the formerly deported peoples as well as other groups in society, who are also involved.

The development of the framework should not be a top-down approach. The whole process of developing a strategy requires, while recognising that it is finally the responsibility of the Government to initiate and finalise such a framework, requires dialogue and consultation with the groups who are involved, the national and ethnic minorities.

#### *Legislative framework for equal treatment and non-discrimination*

An important element in the overall concept of integration and a multi-ethnic society is a strong legal basis for equal treatment, affirmative action, including budgetary measures, and non-discrimination, which provides for concrete and practical measures for implementation. The legislation of the Ukraine provide for the major principles as required by the international instruments that it has ratified. The legislative framework does not provide for implementation strategies other than through the courts, which will prove to be difficult due to the lack of specificity of the provisions. The legislative framework for equal treatment, affirmative action and non-discrimination needs strengthening in this respect.

### **5.2 Communication: long term and short term**

#### *Effective communication, explaining the goals and strategies*

The development of a strategic framework for the integration of formerly deported peoples will require effective communication and awareness building of the Government and institutions about the strategies, the concrete measures and the implications for all those involved. Effective communication is necessary in the short run in order to avoid misunderstandings with all ethnic and national minority groups about the Government's intentions and concrete plan. Misunderstanding contribute to building up tension between ethnic groups rather than reducing it and may cause accidental conflict.

#### *Education for tolerance*

At the same time strategies are needed to generate long term acceptance of the concept of a multi-ethnic, multi-cultural society. In that respect human rights and tolerance education need to be an important part of the school curriculum. International agencies and NGO-s may be called upon to provide the necessary expertise and materials.

### **5.3 Priority issues**

#### *Top priority: work*

As concluded above, the Government does not seem to have developed many activities to support income-generating activities among the formerly deported people.

The Government needs to take its responsibility in this respect. Income ensures self-esteem and self-sustainability. Its first and top-priority issue in the strategies for integration needs to be the creation of job opportunities and other income generation activities.

The Government can start contributing directly to creating job and business opportunities by:

- Formulating and implementing an equal opportunities employment policy, setting the example for other employers
- Having a critical assessment of rules and regulations that may inhibit successes in the area of small and medium *enterprises*, such as tax, customs and funding regulations, and lifting unnecessary regulations, while streamlining and simplifying others.

### *Housing*

Housing and the infrastructure remain another priority. Whereas large long-term projects turn out to be difficult, the Government may need to design alternative approaches in close consultation with those who are directly concerned. Furthermore, agencies need to be instructed that there is a need for constant quality checking and that immediately reaction is called for when a contractor forgoes on its obligations. NGO-s and CBO-s can play a helpful role in these processes.

In view of the lack of funds for large infrastructure works, the Government needs, while continuing to look for funding, to take the initiative to develop alternative at local level, in consultation with the local governments and the beneficiaries.

### *Education*

With regard to education it is important that the Government takes away the impression that it is stalling in the implementation teaching Crimean Tatar language at schools by taking effective measures to provide the necessary means and consulting the communities involved on problems and setbacks.

### *Citizenship*

Even if it seems that most issues relating to citizenship have been settled, there are groups of people from CIS countries, in a number of more than 20.000 people, whose situation needs attention and urgent regulation. Furthermore, the Government needs to keep a close watch on developments in Middle Asia and look for signs that return of formerly deported peoples may be increasing, in order not to be taken by surprise. International agencies such as UNDP and UNHCR can be asked to co-operate in a monitoring effort.

### *Budgeting with quantitative and qualitative targets*

The Government will have to liberate the necessary funds for the implementation of these strategies. Whereas there are clear quantitative and qualitative targets, as well as regular assessment and adaptation, international agencies and donors will be more inclined to contribute.

## **5.4 Representation and participation**

### *Political representation*

Settlement of the issue of participation in the public process and representation for ethnic minorities needs to be worked out in this framework through whatever appropriate form that ensures just and equitable representation.

### *Participatory approach*

A participatory approach is essential: the beneficiaries and their representatives, as well as the NGO-s and CBO-s need to be included from the beginning in the formulation of the strategy, as well as in the step by step implementation, assessment of results and re-design of the strategies and concrete steps. Experience shows that without such a participatory approach, activities very often lack sustainability.

### *Bottom up approach: consult beneficiaries*

The lack of collecting and using information from bottom up approaches in the development of plans, addressing and solving day to day real life problems, reduces the effectiveness and efficiency

of strategies and plans. A change of attitude and practice in this respect among government institutions is urgently needed.

### **5.5 International assistance**

International agencies such as the Council of Europe may be called upon to provide technical assistance to the Government in designing the overall approach based on international human rights instruments, as well as in the formulation in strategies and process. The European Union, having experience in funding projects of technical assistance in these areas may be called to assistance as well.

International agencies can certainly be called upon for assistance in the field of developing communication strategies to raise awareness and acceptance of the measures to stimulate the process of integration and the building of a multi-cultural, multi-ethnic society. UN and Council of Europe agencies, as well as international NGO-s can be called upon to assist with developing human rights and tolerance teaching.

Focussing on the ARC, one has to bear in mind that international agencies working in the field, such as UNDP, UNHCR and IOM can be of tremendous help in the implementation of the strategies, due to their experience in the ARC, but also their experience in general.

### **5.6 International agencies and donors**

#### *Exchange information on activities, co-ordination and co-operation*

International agencies and donors operating in the Crimea are well aware of each other's existence, but not necessarily of each other's activities, experiences and successes and failures. It is in the interest of the beneficiaries that the agencies operating in the field share information on their activities try to avoid duplication and learn from each other's experiences. Co-ordination and co-operation in the implementation of activities, in a relatively small field of operation as the Crimea, is called for.

#### *Best practices*

Describing successes as "best practices" and sharing this information with all parties involved in the integration of formerly deported people will highly contribute to the effectiveness and efficiency of programmes. Setting up a small database of best practices by one of the agencies, or a Foundation such as the International Renaissance Foundation, might be considered. To put some icing on the cake, one may have an annual "best practice award".

#### *Newcomers*

Relative newcomers in the area, such as EU-Tacis, can be asked by the Government not to start their own, new programmes and activities, but rather to co-ordinate and to co-operate with existing initiatives and programmes, such as for example from UNDP and UNHCR. These organisations have various successful projects to show for.

The availability of a strategic framework developed by the Government as described before, would help to invite newcomers to become active in the Crimea and to integrate their efforts effectively and efficiency in priority areas.

#### *Council of Europe: source of expertise*

The Council of Europe does not have a strong track record of consistent activities over time in the area. Yet the Council of Europe has a vast resource of expertise in the field of human rights and migration issues. This expertise can be made available as technical assistance once the Government

has established a strategic framework for the promotion of the multi-cultural society, or can be called upon in developing the framework as such.