



REPORT

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1. PREFACE

The Follow-up mission was carried out under request of the Project Director. There are three fundamental elements to be taken into account as context of the mission:

- ◆ Novgorod was one of the three places of specific project intervention: the mission was carried out after two three-month periods - early and late last year - which the Pilot Project Manager, Irene Mortensen, spent in loco.
- ◆ The moment of the mission is very close to the end of the project after a two-year life-time.
- ◆ During the mission my Russian expert colleague stayed in Novgorod for the fourth time.

These facts lead me to an interpretation of the mission's objectives (cf. 2.2 Purposes of the Mission) which emphasises the importance of documentary accounts and gives some friendly and critical evaluations of the work carried out rather than too many new suggestions and recommendations for the remaining few weeks.

In the following report I try to give some documentation on the mission (cf. 2. The Follow-up Mission to Novgorod) and on the Novgorod CAM and RMS (cf. 3.)

On the very last day of the mission the Director of the CAM and the Russian expert colleague handed over to me some documents on the projects in Russian. In fact I was authorised to publish these documents in my report and I was also asked to express my opinion on these projects in terms of chances of future development of the CAM activities in Novgorod. In order to enable myself to understand these papers I decided to accept the offer of the interpreter to translate these draft documents, which can be found in the appendix of this report.

I would like to thank all the staff of the CAM and of the RMS in Novgorod, especially the Director Mr. Anatolij Abramovic Litvak, for the warm and friendly welcome and the willingness to inform us about all the subjects of interest and to discuss them. A special regard to my Russian colleague Georgij Victorovic Zaev. A special compliment and thanks to my interpreter, Ms. Natasha Efimenko. I felt very well in Novgorod.

Norbert Kreuzkamp

July 1999

2. THE FOLLOW-UP MISSION TO NOVGOROD

2.1 PREPARATION

The Follow-up mission was carried out under request of the Project Director.

The following papers have been provided on the 22nd June by the Project Manager and by the Pilot Project Expert Irene Mortensen in preparation for the Mission:

- ◆ Irene Mortensen: Activity Report. The first working period in two pilot regions – Novgorod and Otschor, Unpublished Paper, August 1998.
- ◆ Irene Mortensen: The necessity to increase social assistance, Article.
- ◆ Irene Mortensen: Evaluation design. Interview guide CAM Novgorod, Unpublished Paper.
- ◆ Irene Mortensen: Evaluation of the Novgorod CAM. Summary on findings from an interview-survey with the employees, Unpublished Paper, May 1998.

An evaluation form drafted by the colleague Mr. René Terasse has been handed out in English on the first working day of the mission by the Russian colleague Mr. Georgij Victorovic Zaev.

2.2 PURPOSES OF THE MISSION

The Mission Letter defines the following purposes of the mission:

Follow-up of changes in the RMS and CAMs

- ◆ *New tools adapted (contracts with migrants, reception and accommodation forms, etc.)*
- ◆ *New services delivered to migrants (kindergarten, playroom for children);*
- ◆ *Changes in management and organisation;*
- ◆ *New links established with the government services (employment service, labour market and educational services, NGOs).*

2.3 EXPECTED OUTPUTS OF THE MISSION

The Mission Letter suggests the following expected outputs of the mission:

- ◆ *Recommendations for the RMS and CAM Managers;*
- ◆ *Work plan for the next follow-up (September);*
- ◆ *Mission report submitted to the Project Director within ten days after the end of the mission.*

2.4 WORK ORGANISATION

The three follow-up working days took place in the CAM. I found a most friendly and welcoming atmosphere created by all the CAM staff and especially by the Director, Mr. Anatolij Abramovic Litvak, who put his office and his time to our disposal.

Not having had the chance to meet my colleague Mr. Georgij Victorovic Zaev before, we spent some evening hours exchanging observations and points of view. We agreed to divide the work: Mr. Georgij Victorovic Zaev, visiting the Novgorod CAM for the fourth time, spent some time interviewing the Deputy Director, Mr. Nicolaij, and other CAM staff. My major interview partner in the CAM was the Director, Mr. Anatolij Abramovic Litvak. My expert colleague and I also agreed to produce two different reports that might complete each other.

The communication, except one case with the UNHCR representative, had to cope with the difficulty of the language, excellently mastered by Ms. Natasha Efimenko. This indeed reduced time for communication. The high professional quality of the interpreter and her friendly willingness to enlarge her duty to some evening hours, gave an important contribution to the success of the mission.

Some language problem raised in one case only: the English and Russian translations of the Evaluation Scheme prepared by the French colleague, Mr. René Terrasse, sometimes allowed too many interpretations.

2.5 LIST OF REQUESTED DOCUMENTS

In order to facilitate the communication and the information flow, on the first day of the mission a list of requested documents was prepared, translated into Russian and handed over to the Director on the second day of meetings on Tuesday, 29th June 1999.

The objectives of this friendly action were:

- ◆ Give transparency to the information requested,
- ◆ Give the Director of the CAM, as interview partner, some time to study the subjects to be discussed,
- ◆ Give some indications on what kind of information might be useful as a management tool,
- ◆ Get some indicators on what kind of information is really available as a management instrument,
- ◆ Get some indications on what kind of information can be produced in a relatively short time.

This list, introduced by the purposes and by the expected outputs of the mission as handed over to the Director of the CAM, can be read in English on the following page.

According to my mission letter the purpose of my follow-up mission is about the changes in the Novgorod RMS and CAMs in the following areas:

- ◆ New tools adapted (contracts with migrants, reception and accommodation forms, etc.)
- ◆ New services delivered to migrants (kindergarten, playroom for children);
- ◆ Changes in management and organisation;
- ◆ New links established with the government services (employment service, labour market and educational services, NGOs).

The following results are expected from my side:

- ◆ Recommendations for the RMS and CAM Managers;
- ◆ Work plan for the next follow-up (September);
- ◆ Mission report.

In order to be able to fulfil my duty with success I friendly ask to be handed over the following documents:

- 1) Contracts and/or agreements between the RMS/CAM and the (registered) migrants in the CAM (documents used before the start of the TACIS project and actual documents).
- 2) Forms used at the moment of the reception or during the stay of the migrants in the CAM (documents used before the start of the TACIS project and actual documents).
- 3) Description of the reception procedures at the RMS/CAM (before the start of the TACIS project and actual situation).
- 4) Statistics on the number of (registered) migrants in the CAM with a break-down per country of provenience, reasons of migration (classified), sex, age, number of persons in the family and duration of the stay in the CAM.
- 5) Scheme of the employed staff with profiles of their tasks (situation before the start of the TACIS project and actual situation).
- 6) List of all services provided for the migrants in the CAM by other organisations (NGOs, social services and/or enterprises (before the start of the TACIS project and actual situation).
- 7) Annual budget of the CAMs in 1997, 1998 and 1999.
- 8) List of all services provided for the migrants in the CAM by the FMS/RMS/CAM indicating if compulsory or not, the staff in charge, the frequency of use and the average time budget to be used per migrant (before the start of the TACIS project and actual situation).
- 9) List of all project measures involving Novgorod RMS/CAM staff indicating name and function of the staff involved, date and duration as well as any available evaluation on the project measures.
- 10) All documents produced by Novgorod RMS/CAM staff in preparation, implementation or evaluation or as a result of one of the TACIS project measures.
- 11) List of all the management decisions taken by Novgorod RMS/CAM staff as consequence or in relation to the TACIS project being of significant relevance for their work, indicating date, aims, expected output, legal basis, employed resources and actual status of implementation.
- 12) List of fundamental management changes in the Novgorod RMS/CAM, indicating date, aims, expected output, legal basis, employed resources and actual status of implementation.
- 13) List of co-operation partners (governmental and non-governmental organisations, e. g. employment service, training institutions, NGOs), indicating date, aims, expected output, legal basis, resources used, frequency of the contacts, type of organisation of the co-operation, number of migrants involved and an evaluation of the co-operation at this moment.
- 14) List of all important changes inducted or introduced by the TACIS project, indicating date, aims, expected output, legal basis, resources used plus description and evaluation of the actual status of implementation.
- 15) List of the most important innovative projects to be implemented in the next three months (July – September), indicating objectives, expected output, legal basis, planned time table, resources to be used, actual status of implementation as well as proposed criteria to be used for the evaluation after the three-month period.

2.6 OVERVIEW ON THE THREE WORKING DAYS

MONDAY, 28 JUNE 1999

- ◆ Meeting with Mr. Anatolij Abramovic Litvak (Director of the CAM in Novgorod) and Mr. Georgij Victorovic Zaev (expert): First definition of an overall programme, discussion on the evaluation scheme (René Terrasse) and translation problems connected to the discussion.
- ◆ Meeting with Ms. Larissa Albertovna Baranik (Director of the RMS in Novgorod) and her deputy director: introducing the follow-up experts, agreement on an interview.
- ◆ Visit of the CAM: introduction to some staff members, agreement on a meeting in the children's play-room.
- ◆ First contact to some CAM resident migrants.

TUESDAY, 29 JUNE 1999

- ◆ Interview with Mr. Anatolij Abramovic Litvak (Director of the CAM in Novgorod).
- ◆ Meeting with Mr. Georgij Victorovic Zaev (expert).
- ◆ Visit to the Children's Play Room and to the School Children Class Room.
- ◆ Interview with Ms. Tatijana (staff in charge of the children's services) and Ms. Larissa (formerly in charge of the children's services, now in charge of household services).
- ◆ Photo-shoot meetings.
- ◆ Assisted a Meeting of the CAM resident migrants with two representatives of the UNHCR St. Petersburg.
- ◆ Contact to some CAM resident migrants.

WEDNESDAY, 30 JUNE 1999

- ◆ Interview with Mr. Anatolij Abramovic Litvak (Director of the CAM in Novgorod).
- ◆ Interview with Ms. Larissa Albertovna Baranik (Director of the RMS in Novgorod).
- ◆ Meeting with Mr. Georgij Victorovic Zaev (expert).

3. THE NOVGOROD CAM

3.1 GENERAL INFORMATION AND RECEPTION PROCEDURES

The Novgorod CAM was established in 1995. The maximum capacity of the Centre is 320 people. In 1995 and 1996, as a consequence of the Cecenian War, up to 380 migrants lived in the house. Since the beginning in 1995 911 migrants, that is 325 families have stayed here.

3.1.1 ADMISSION BY THE RMS

The CAM itself has no influence on the number of residents. The migrants are admitted to the CAM by the Regional Migration Service (RMS). In order to support these decisions statistics on residents and vacancies are notified by the CAM to the RMS on a monthly basis.

3.1.2 INTERNAL REGISTRATION

The arriving migrants are registered in a book of residents.

The director underlines that the project had envisaged to put PC equipment at the CAM's disposal in order to facilitate information and communication between the CAM and RMS as well as the administration within the CAM. According to the director these promises have not been kept yet.

3.1.3 NEW CONTRACT WITH THE CAM RESIDENTS

Actually a Declaration of Obligation signed by the CAM residents represents an important legal basis for the accommodation of the migrants in the CAM (cf. Document 3, Appendix A, p. 7).

The director points out that a new contract is going to be prepared on the basis of the experiences made during the project's study tours. While the actual instrument defines only the CAM residents' obligations, the new contract should list rights and obligations of both sides, CAM and CAM residents. The director hopes in high significance of this new instrument, increasing the confidence between the CAM residents, the administration and the staff.

Actually a lawyer is working on a first draft which in a second time should be discussed by the staff and then checked by the official jurist control of the Local Authorities. The CAM residents should be involved in the decision-making also if this might seem risky.

The implementation of the new contract is envisaged for next September. According to the director an evaluation of this experiment might be done after a three-month testing phase.

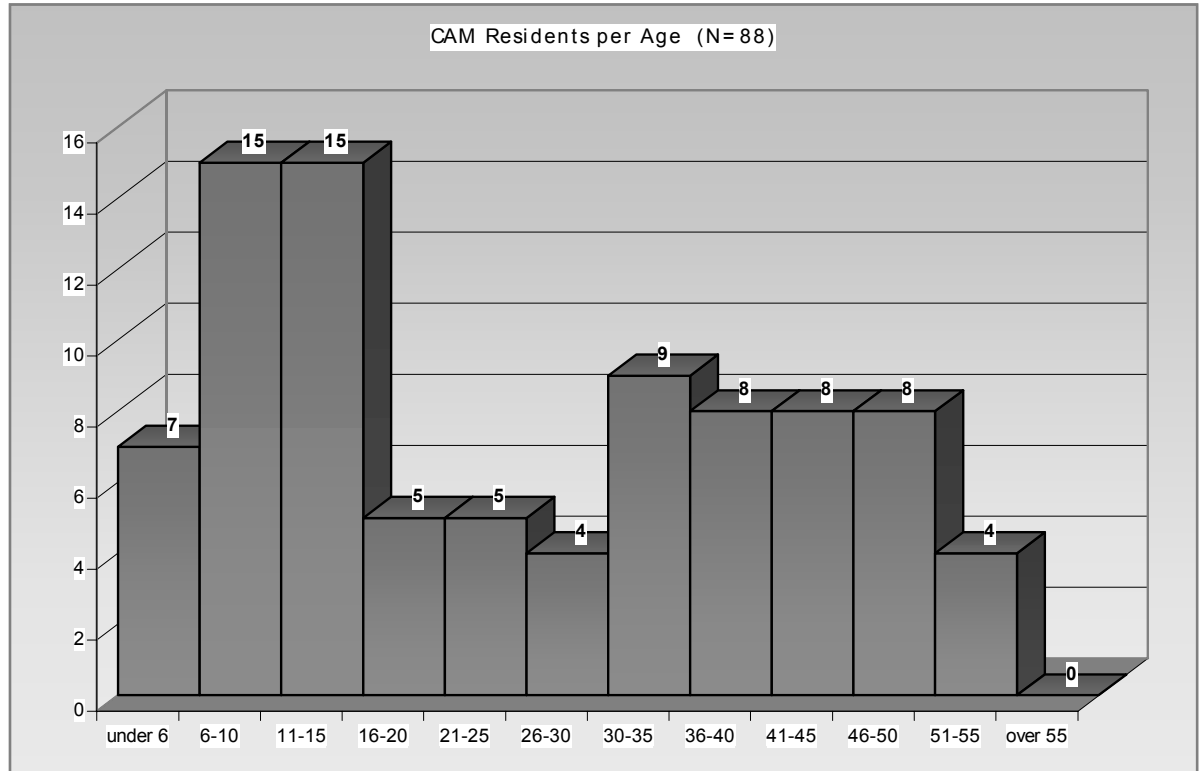
3.2 THE CAM RESIDENTS

3.2.1 STATISTICS ON THE CAM RESIDENTS

According to the information of the director, actually there are 237 migrants living in the centre, that is 102 families. No complete written statistics on sex, age, duration of permanence, area of origin, state of health, profession, job or other significant information was available.

An incomplete listing of the CAM residents about 50 adults and 38 young people (till the age of 18) giving some details on sex, age, duration of permanence in the CAM, profession and jobs was handed over (cf. Document 5A/5B, Appendix A, pp. 10-11) It might indicate some trends of the population actually living in the CAM.

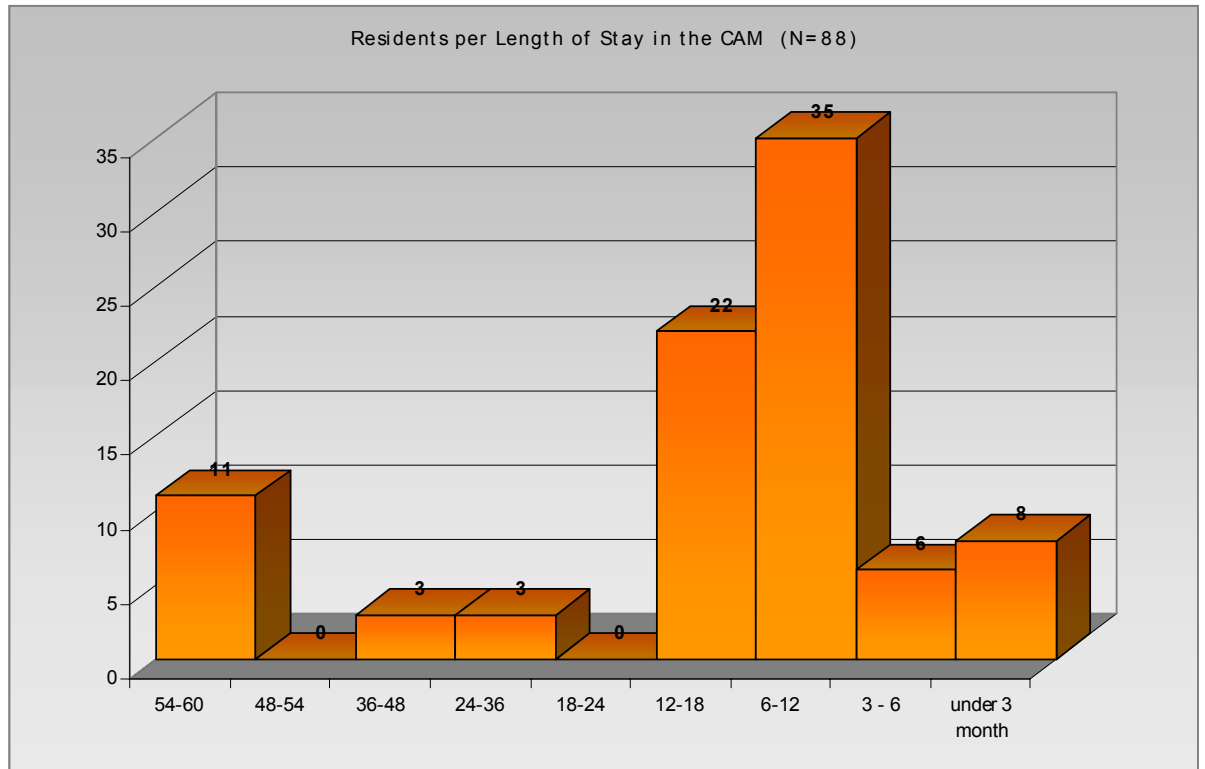
3.2.2 ASSUMPTIONS ON THE AGE OF THE CAM RESIDENTS



According to the sample of 88 residents out of 237 (ca. 37%) it could be stated that ca. 42% of the CAM residents are under 16 years (43% under 18 years), ca. 16% between 16 and 30 years, ca. 28% between 31 and 45 years and ca. 14% are 45 or older. The graphics give some ideas about the age structure of the two representative generations of residents.

3.2.3 ASSUMPTIONS ON THE DURATION OF PERMANENCE IN THE CAM

With the same assumptions it might be stated that most of the migrants (ca. 84%) have been living in the CAM for more than 6 months, of whom ca. 12% for more than 4½ years.



3.2.4 ASSUMPTIONS ON THE STATE OF HEALTH OF THE CAM RESIDENTS

No written documents on the state of health of the CAM residents were available.

The fact that the CAM director underlines the daily need for psychological support and conflict-solving, the regular opening hours of the auxiliary medical doctor's office and the statement of the RMS responsible searching for measures against aggressiveness might be indicators of a real need for medical, social and psychological support of the CAM residents.

3.3 THE STAFF

3.3.1 GENERAL NOTES

Actually 38-41 people are working in the CAM (cf. Document 10, Photo Gallery: CAM Staff, Appendix A, p. 31). According to the information given by the director the CAM staff are employed on the basis of an official Plan of Personnel defined by the FMS. In this plan numbers, jobs and salaries are defined for the Novgorod CAM.

This plan of personnel stresses emphasis on administration (management, book-keeping) and house-keeping activities (stock management, maintenance) as well as auxiliary jobs (driver, watch-persons). The table on the following page gives details on this subject.

It should be noticed that the salaries are, according to the local experts, very low. The director confirms that the salaries are paid regularly, but the low level of retribution causes the necessity for several staff members to have a second job.

During the lifetime of the TACIS Project a little number of changes in the composition and in the jobs of the staff have been implemented. It has to be underlined that these changes made by the director have not received the authorisation of the FMS/RMS and have been implemented, according to the director, in a grey area at his own risk.

The following changes might be significant:

- ◆ New jobs: kindergarten teacher, gym responsible, shop responsible;
- ◆ Salary increase together with enlargement of responsibilities: drivers (mechanic) and watch-person (extra money for night watch);



- ◆ Using salaries of vacant management jobs as welfare budget for families in need.

3.3.2 LIST OF PERSONNEL

	No.	Job	Salary	Notes
1	1	Director	660	
2	1	Deputy director	594	
3	1	Deputy CAM manager	594	
4	1	Book-keeper general	594	
5	1	Book-keeper	360	
6	1	Auxiliary medical doctor	280	
7	1	Staff executive	250	
8	1	Management executive	250	Staff Plan: 3 (2 vacancies); welfare budget for CAM residents
9	1	Furniture-stock responsible	220	
10	1	Joiner	220	
11	1	Electro-mechanical fitter	220	
12	1	Electrical fitter	220	
13	2	Plumber	220	
14	1	Glazier	220	
15	1	Food purchasing responsible	220	Staff Plan: technician
16	1	Shop responsible	220	Staff Plan: 2 nd stock responsible
17	1	Gym responsible	220	Staff Plan: nurse [CAM resident]
18	1	Typist	190	
19	1	House-keeping executive	190	
20	1	Cashier	175	
21	7	Watchmen	170	[2 CAM residents]
22	5	Driver	190	Staff Plan: 1 mechanic; salary distributed to the 5 drivers
23	6	Cleaner	150	[CAM residents]
24	1	Laundry / Seamstress	150	
25	1	Garden Cleaner /gardener	110	[CAM resident]

3.3.3 CONFLICT SOLVING AND SUPPORT

The director emphasises the attention given to psychological problems and conflicts in the CAM among the CAM residents and also between the residents and the staff. Whenever possible the staff is invited to take into consideration wishes and needs of the CAM residents. Indeed the director emphasises conflict-solving as one of his most important and noblest tasks.

The director however sees a real limit in the fact that the plan of personnel does not envisage a medical doctor and a psychologist in the staff. Only these two professionals could guarantee to do all what might be necessary for the physical and psychological health of the CAM residents.

3.4 ADDITIONAL SERVICES FOR THE CAM RESIDENTS

3.4.1 ACTIVITIES WITH CHILDREN

One of the most important innovations in the CAM, proposed and carried out during the work periods that the Pilot Project Manager, Ms. Irene Mortensen spent in loco, are the activities with the CAM children.

A description of this nearly carried out project is documented in the appendix (cf. Document 10, Photo Gallery: Children's Playground, Appendix A, p. 28).

During the lifetime of the TACIS Project the Playground outside the centre was equipped. These initiatives could be backed by some financial contributions of the President's Programme "Children of Russia" and with the support of the UNHCR (cf. Document 10, Photo Gallery: Children's Playground, Appendix A, p. 28).

A specific service for children was established in the centre. During my mission I had the opportunity to visit the children's area and to have an interview with Ms. Tatjana (staff in charge of the children's services) and Ms. Larissa (formerly in charge of the children's services, now in charge of household services).

The children's area is divided in two linked rooms: a children's playroom (cf. Document 10, Photo Gallery: Children's Playroom, Appendix A, p. 29) and a children's "classroom" (cf. Document 10, Photo Gallery: Children's Classroom, Appendix A, p. 30). The first one is equipped with a cupboard with books and games directly available to the children, some tables and chairs for younger kids (before school age) and a desk for the teacher of the children's area.

The children's "classroom" is equipped with some school-desks for more than 10 pupils and with a blackboard. The furniture is not luxurious but functional. The rooms are large enough to be used by some 20 children at once and they are well lightened. There is only one door entrance which enables the teacher to have an overview on children arriving or leaving.

The opening times of the children's area are from 8.00 a.m. until 17.00p.m. During the interview about 10 children were present. According to the interview partners a group of 10-15 children are using the service nearly every day, while a larger group of 30 children are frequent users of the two children's rooms.

Ms. Tatjana has been in charge since March (about 4 months now) and is very happy with her job. The kindergarten teacher tries to involve the parents who are always welcome in the children's area in occasion of special events.

Answering the question about her three wishes Ms. Tatjana points out the following wishes to improve her work:

- ◆ Books
- ◆ Toys
- ◆ Professional support by a psychologist for her work in order to enlarge the activities to youngsters of 14-18 years. This group has specific needs and feels excluded actually.

3.4.2 *SPORT ACTIVITIES*

Two rooms with sport and fitness equipment were established in the CAM (cf. Document 10, Photo Gallery: Children's Playground, Appendix A, p. 27). One staff member is responsible for the sport activities.

3.4.3 *MEDICAL SERVICE*

An auxiliary medical doctor's office was established in the CAM. The auxiliary medical doctor is a member of the staff.

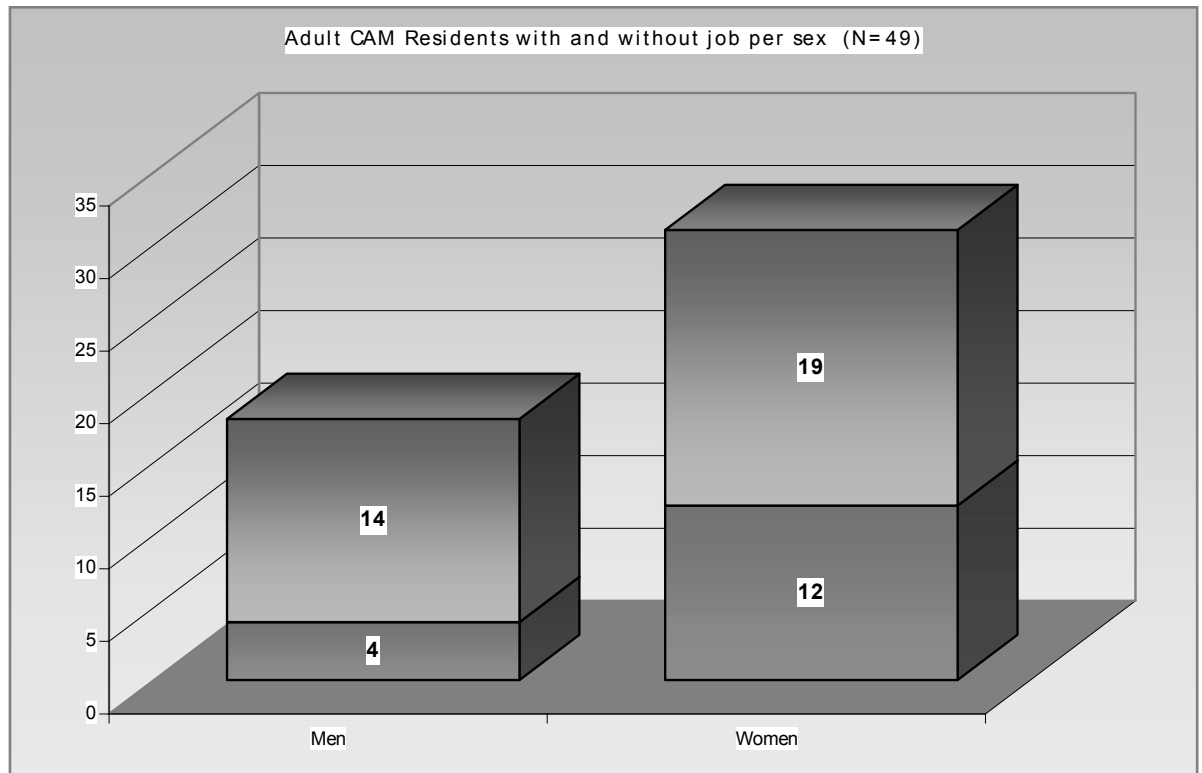
3.4.4 *LEGAL ADVICE AND SPECIFIC HELP FOR FAMILIES WITH MANY CHILDREN*

A service of legal advice and specific help for families with many children is offered to the CAM residents in co-operation with some NGOs.

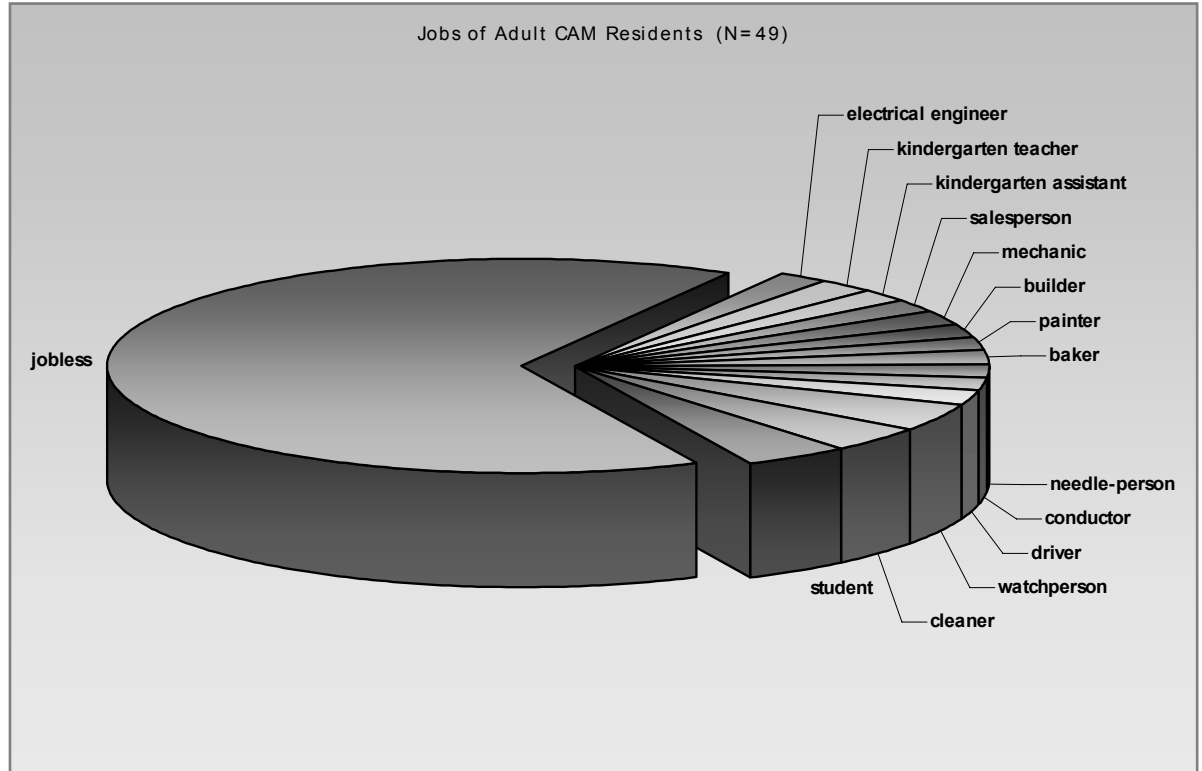
3.5 LABOUR MARKET INTEGRATION OF THE CAM RESIDENTS

There is no complete analysis of the CAM population regarding their integration into the labour market.

Information on the jobs were available for 49 adult migrants in the CAM. Assuming the correctness of the sample for all the population it could be stressed that ca. 75% of the men and ca. 60% of the women have no fix job.



It might be useful to state (always on the sample of 49 adults) what kind of jobs are covered by the migrants.



The following list gives an overall view about profession, desired job and age of unemployed (and employed) CAM residents.

Qualification	Desired Job	Actual Job	Sex	Age	Months
Telegraphist	Telegraphist	Jobless	F	54	12
chemical worker	Chemical worker	Jobless	F	54	12
shop assistant	Shop assistant	Jobless	F	53	13
Painter	Painter	Job	F	51	41
shop assistant	Shop assistant	Watch-person	F	50	14
Graduated engineer	Graduated engineer	Jobless	F	50	13
Telephonist	Telephonist	Jobless	F	49	0
Crane driver	Crane driver	Jobless	M	48	14
Driver	Driver	Driver	M	47	53
Gas fitter	Gas fitter	Jobless	M	47	0
Graduated railway engineer	Graduated railway engineer	Jobless	M	46	11
Qualification	Desired Job	Actual Job	Sex	Age	Months
Graduated management expert	Graduated management expert	Jobless	F	46	6
Book keeper	Book keeper	Jobless	F	44	9
Cook	Chef	Jobless	F	44	41
Architect	-	-	F	44	14
Skilled worker	Skilled worker	Jobless	M	43	52

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Nurse	Nurse	Jobless	F	42	7
Graduated management expert	Graduated management expert	Jobless	F	42	11
Machine fitter	Machine fitter	Jobless	M	41	41
Mechanic	Mechanic	Mechanic	M	41	1
Skilled worker in refrigeration plant	Skilled worker in refrigeration plant	Jobless	M	39	14
Electrician	Electrician	Jobless	F	38	12
Pastry-cook	Pastry-cook	Baker	F	38	14
Electrical fitter	Electrical fitter	Cleaner	F	38	13
Seamstress	Seamstress	Jobless	F	38	10
Cultural operator	Librarian	Jobless	F	37	3
Construction worker	Construction worker	Jobless	M	36	3
Graduated management expert / history teacher	Graduated management expert / history teacher	Jobless	F	36	11
Stock administrator	Stock administrator	Conductor	F	35	2
Assembly worker	Assembly worker	Jobless	F	34	53
Civil engineering electrician	Civil engineering electrician	Jobless	M	34	9
Secretary	Secretary	Jobless	F	32	52
Panel beater	Panel beater	Jobless	M	31	52
Management and finance expert	Management and finance expert	Jobless	F	31	3
Management expert	Management expert	Jobless	M	31	13
Cook / teacher	Secretary / consultant	Jobless	F	31	10
Seamstress	Seamstress	Kindergarten assistant	F	31	9
Painter	Painter	Builder	F	29	10
Graduated technical engineer	Graduated technical engineer	Needle-woman	F	28	14
Radio fitter	Radio fitter	Salesperson	F	27	11
Russian teacher	Jurist	Kindergarten teacher	F	26	24
Driver	Driver	Jobless	M	25	12
Metal worker	Metal worker	Watch-person	M	25	24
Graduated electrical engineer	Graduated electrical engineer	Electrical engineer	M	25	1
Book keeper	Secretary	Jobless	F	24	6
Secretary/ consultant	Secretary/consultant	Cleaner	F	22	14
Gas fitter	Gas fitter	Jobless	M	20	10
Railway fitter	Railway fitter	Jobless	M	20	11
Designer	Designer	Student	F	19	14
Gas fitter	Engineer	Student	M	18	6

The question of labour market integration is not seen as a generic duty by the personnel of the CAM and the RMS.

3.6 LINKS TO OTHER ORGANISATIONS (NGOs)

A specific updated list identifying date, objectives, expected output, legal basis, resources used, frequency of contacts, type of organisation of the co-operation, number of migrants involved and evaluation of the co-operation (cf. Point 13 in the List of Requested Documents, p. 7) could not be delivered as requested.

The director notified that contacts with social organisations (NGOs) have been established during the lifetime of the TACIS project and especially with:

- ◆ Help for Migrants: an organisation offering a service of legal advice in the CAM;
- ◆ Employment Services: advice on labour market;
- ◆ Committee for Social Help: humanitarian aid - clothes, shoes, medicines; earlier also food and money (The CAM gives only a general information to the residents);
- ◆ Centre for Families with many Children: specific help for families with many children - job and childcare (The CAM gives only a general information to the residents);
- ◆ UNHCR.

The following list gives some indications on the frequency of the contacts according to the Director:

Organisation	Personal contact	By phone	By letter
"Help for Migrants"	1 per day	10-15 per month	1 per month
Employment Services	7-8 per month	0	4 per year
Committee for Social Help	5 per month	0	0
Centre for Families with many Children	1-2 per month	0	0

There were some ongoing activities in the Novgorod CAM trying to link the CAM to projects proposed by the Russian expert colleague. In the appendix there are several documents about the Organisation Bogashovo which is supposed to build up a local office also in the Novgorod CAM (cf. Documents 7-9, Appendix A, pp. 15-24). The person in charge of this action is, as far as I understood, the Deputy Director, Mr. Nicolaj Zaveljelic Denisov. The Director of the CAM did not express himself in favour of this action.

3.7 MANAGEMENT OF THE CAM

The Director tries to be a good manager passing his knowledge onto his staff. Mr. Litvak gives his perception of the evaluation of the Pilot Project Manager, Ms. Irene Mortensen: she said that, since I am a good manager, no management changes are necessary.

Much attention is given to solving conflicts that involve the CAM residents and/or the staff (cf. Part 3.3.3 of this Report - Conflict solving and support).

A seminar on Management for the FMS staff of all Russia was organised in the Novgorod CAM. Nearly all the staff took part for three or four days. As a result of these seminars involving also the CAM residents the children's area was first planned and then built. These seminars have not been organised with the CAM's budget. Therefore the director has no idea about their costs.

The director is convinced to have significantly improved the CAM 's living standard for the residents and the working conditions for the staff. As indicators for these improvements he lists up the following factors:

- ◆ No more working days of 16-18 hours;
- ◆ Free medical care for the CAM residents;
- ◆ Psychological support for the CAM residents;

Mr. Litvak answers the question about the strong and weak points of his role as director:

His strong skills:

- ◆ Ability to deal with people;
- ◆ Ability to plan and organise the work,
- ◆ Ability to accept other's critics

His weak skills:

- ◆ Generosity and magnanimity (I cannot say no);
- ◆ Unable to leave the office in the evening at time;
- ◆ Spends a part of his holidays at work.

4. THE NOVGOROD RMS

During the mission I had the opportunity to have a very pleasant interview with Ms. Larissa Albertovna Baranik, head of the Regional Migrant Service of the Novgorod area.

As the main focuses of her work Ms. Larissa Albertovna Baranik stresses out the following:

- ◆ Implementation of the FMS guidelines in the Novgorod area;
- ◆ Implementation of the (political) wishes of the FMS in the Novgorod area;
- ◆ Search for the best way to implement changing FMS policies in the area.

Ms. Larissa Albertovna Baranik was new in her job (as far as I understood at that time she had been there for only a week). Therefore she was sorry for not being able to give some details on her work in that moment. Some statistics on the migrants in the Novgorod area were promised to be sent by fax.

For the same reason Ms. Larissa Albertovna Baranik did not feel like expressing any estimation or evaluation on eventual changes in the work of the RMS made during the lifetime of the project.

On request Ms. Larissa Albertovna Baranik expresses three wishes towards the TACIS project for the next three months:

- ◆ Assessment of advantages and disadvantages of policies envisaging to close the CAMs and move the residents to permanent homes;
- ◆ Recommendations about how to deal with migrants with psychological disturbances and especially about how to deal with all types of aggressiveness;
- ◆ Recommendations about how and to what extent migrants should get support by the state taking into consideration the experiences of other countries.

5. EVALUATION FORM "RENÉ TERRASSE"

In the following page a synopsis of the evaluation form prepared by the colleague, Mr. René Terrasse, is documented with the relevant answers.

1.	CAM Novgorod Kosmonautov Ulica 4, Novgorod, phone: +7 / 08 16 22 / 2 71 72, fax: +7 / 08 16 22 / 2 71 77 Responsible persons: Anatolij Abramovic Litvak (director), Nicolaij Zaveljevic Denisov (deputy director) Experts: Georgij Victorovic Zaev (CAM Tomsk), Norbert Kreuzkamp (ENAI/AFPA)	
2.	Vacancy pool and database	
2.1	Have the vacancy pools or sectors been identified	NO
2.2	<u>Comments:</u> ... Information on request available at the Employment Services.	
2.5	Information on possibilities of jobs at the local "Centre for families with many children"	
3.	Labour market and databases	
A	Enterprises: do you have real statistics on: size of enterprises, field of activity, staff	NO
	Their perspective for: bankruptcy, development, creation of new enterprises	NO
B	Professions or vacancies: information on existing professions	NO
	Professions or vacancies: information on future professions	NO
4.	Migrants and asylum seekers currently accommodated in the CAM	
	Single/families: proportion	NO
	Services upon reception: reception	100%
	Services upon reception: Interview	100%
	Services upon reception: Medical assistance	Organised within the CAM by a NGO
	Services upon reception: Legal support	100%
	Services upon reception: Housing	100%
	Services on social adaptation: Psychological support	YES
	Services on social adaptation: Social integration	YES
	Services on social adaptation: Economic integration	NO
	Services on social adaptation: Cultural adaptation	NO
	Services on social adaptation: Language adaptation	NO
	Services on education: Assessment of migrants' needs + individual project	NO
	Services on education: Suggestions for education	NO
	Services on education: Previous education	YES
	Services on education: Assistance in education	NO
	Additional services promoting labour market integration: Information on vacancies, professions + qualifications	NO
	Additional services promoting labour market integration: Use of migrant experience	?
	Additional services promoting labour market integration: Job search and creation of working places	NO
	<u>Comments:</u> No activities realised; some rather vague ideas on promoting projects	
5.	Development of partnership and networking on three administrative levels	

	Are you ready to work based on the project-oriented logic?	NO
...
6.	Development of service/centre's activity	
	Are you familiar with a business plan?	NO
...
7.	Indicators of management	
...
8.	Transfer an multiplication of experience	
...
9.	Managing human resources	
...
10.	Training seminars organised by the TACIS programme	
...

6. EVALUATION AND RECOMMENDATIONS

6.1 WILLINGNESS TO CO-OPERATE DURING THE FOLLOW-UP MISSION AND QUALITY OF THE INFORMATION

During the mission I had the feeling that the CAM Director was willing to co-operate, answering all my questions as detailed and as sincerely as possible. I had access to every room (apart from the Computer Room) and I was free to move around the CAM and to talk with the staff and with the residents.

My Russian expert colleague and I were also invited to take part to a meeting of the CAM residents with some UNHCR representatives. Through the comments of the participants we could get some information about feelings, possible reasons of unhappiness as well as future perspectives for the CAM residents.

When I made a specific request asking for papers and documents (cf. List of Requested Documents, p. 7) I had the feeling that:

- ◆ I was always provided with all available documents with willingness and openness (e.g. budget 1999-2001, Plan of Personnel);
- ◆ Many documents which I considered important for the CAM management were not available (e.g. point 2, 3, 4, 5, 9 and 10; cf. List of Requested Documents, p. 7);
- ◆ The office was not always effective enough to provide the documents requested in a short time (e.g. point 3, 6, 8, 11, 12, 13, 14 and 15; cf. List of Requested Documents, p. 7).

I did not have the chance to test in depth the ability of the RMS to give detailed information since the responsible in charge was new in the job and, as she herself said in the interview, she was still unable to give an overview on her duties. During our pleasant conversation I had to do without asking detailed information and without getting overall and specific estimations and evaluations through the RMS.

Undoubtedly this makes it difficult at this very moment to come to a precise conclusion about the quality of work of the RMS in Novgorod. Therefore I would not hesitate to suggest that the follow-up mission planned for September should be focused on the RMS.

6.2 GENERAL IMPRESSIONS

My general impression about the living conditions in the CAM is rather positive. The house gives the impression of being well kept. Many staff members share the responsibility for the housekeeping and this might contribute to a more accurate and better-ordered course of the activities. Visitors get the impression of a very regular every-day-life hidden behind a veil of tiredness which does not at all foster the entrepreneurial spirit of innovation.

6.3 CHILDREN'S AREA

The fact that during the lifetime of the TACIS Project they succeeded in building and equipping a playground, a playroom and a classroom as well as a gym with two full-time staff members responsible for the children and the for the gym has to be judged in a very positive way.

In this moment I prefer to do without judging the effort needed to move two full-time employees to these two tasks. Nevertheless the result is quite modest. When compared with the high share of staff members employed as housekeepers, cleaners or drivers the number of people employed as social education workers, job consultants or therapists is even at the end of the TACIS Project much lower than what it should and could be.

The wish expressed by the teachers to be supported by experts in their specific work with parents and young people should be constantly supported.

It is important to point out that children activities are complementary to the local Kindergarten and day-homes for schoolchildren. Such activities are also independent from the fact that not all families can afford to pay for their children's regular accommodation, they are advisable and particularly helpful when considering the heavy social burden of the families.

6.4 SURGERY AND LEGAL ADVICE

A particularly positive aspect is the fact that all CAM residents are offered medical care thanks to an employed auxiliary medical doctor and they can also benefit from legal advice thanks to the consultation of a jurist who regularly visits the CAM centre.

The question which may be raised is if the medical and therapeutic services have to be held permanent in the CAM or if a more specific activity would be more advisable. The chance to consult a psychotherapist, be it inside or outside the CAM, as well as the opportunity of family or group therapy are undoubtedly desirable.

The project of the CAM Director to organise a consultation and therapy centre for migrants, from which both the CAM residents and other migrants could benefit, goes already in the right direction. Actual political trends showing a gradual disengagement of the FMS towards the CAMs – rumours about closing down can be heard everywhere – does not necessarily get in conflict with the purpose of creating a high quality network of services for migrants.

6.5 PC EQUIPMENT AND TRAINING

Apparently the CAM residents heard for the first time in the meeting with the UNHCR representatives that the TACIS Project put at disposal of the Novgorod CAM some PCs for their classroom. According to the Director the four PCs lay still wrapped in the storeroom, since no IT teacher can be found or can be paid.

In my opinion the Director does not pay much importance to the costs deriving from not using the equipment and to the consequent real loss of value. I suggested to offer to a CAM university graduate the use of one of the four PCs for, to learn to use it properly and in return to organise within no longer than four weeks a PC course for the CAM residents.

6.6 LABOUR MARKET INTEGRATION

Clearly the CAM has not considered the social and labour market integration of the residents as one of its priorities. Proof of this are incomplete statistics, missing information sources as well as the relative modest contacts with the local employment services.

The wish expressed by some young CAM residents during an informal conversation with me to be able to reach their relatives in Hamburg as soon as possible suggests that people often don't feel the existence or the opportunity to create real future chances in loco.

The joint initiative of the CAM and the RMS to organise a meeting with the UNHCR is to be considered positive. In this occasion the UNHCR representative made clear in a very strong way that no more humanitarian aids were to be expected from his organisation. Indeed it became clear that the UNHCR policy envisages closing down some CAMs.

Once more in this occasion the much lamented "hospitalism-effect" of the CAM accommodation which leads to passivity was picked out as main theme and was sharply condemned by the UNHCR. The aim of this first contact was, according to the UNHCR representative in a short conversation after the meeting, to destroy all the possible hopes for humanitarian aids and to make clear once and for all that it is only the CAM residents who are responsible for their families.

The invitation to work out and develop individual projects and business plans to be presented to the UNHCR to get possible financial starting back-ups made clear the big discrepancy between what is real and what is necessary for the CAM residents.

At least a CAM jurist declared to be ready to co-operate with other residents to work out some future perspectives. A university graduate in architecture was invited to develop the project.

Here it should be underlined that the attention and the care of the CAM Director are not only for the CAM residents but also for the staff. Considering the uncertain job situation in view of the changing migration policies it is both honourable and realistic that the Director worries for the future job opportunities of his employees.

6.7 CO-OPERATION

The co-operation with other organisations is, as described in the previous paragraph, rather modest. The CAM engagement is mainly limited to pointing out to the residents the existence of other organisations together with basic information about their services. Apart from the service of legal advice there is no co-operation envisaging a common project involving the CAM residents.

Taking into consideration the high quality time and expertise commitment of the Pilot Project Manager Irene Mortensen and the target of her work this result has to be considered poor.

In this context – taking into consideration also the problem area of the labour market integration – I started to reflect on to what extent and through what strategies the TACIS Project really tried to foster in loco the self-organisation and personal initiative of the CAM residents and of the migrants.

6.8 CONCLUSIONS

The innovative plans for the July-September period in the CAM are rather modest. The Director reckons to see the first results of the introduction of a new agreement between the CAM and the CAM residents only in fall, after the end of the TACIS Project.

It is not my intention to comment now on the documents of the Bogashovo organisation that can be read in the Appendix. There are still many questions which are not ready yet to be answered. At this moment it is impossible to judge to what extent the CAM and the RMS are striving for privatising the accommodation of the migrants and what reactions the Tomsk initiative might raise in the authorities.

During my mission it became somehow evident that the CAM residents and the staff have to reckon with the state's disengagement, a policy supported also by the UNHCR. Here some active initiatives carried out by social organisation and groups could provide new solutions especially when they foster people's self-initiative and self-organisation trying to build solid economic foundations for every activity.

Once meticulously proofed, such initiatives should really be fostered. They are not necessarily in contrast with the effort to provide cheap therapy and consulting for migrants and to offer new future job perspectives to the CAM staff.

I would like to thank everybody who took part to the mission and I hope that my report may give a modest contribution to the success of the project in Novgorod.

Stuttgart, July 1999

Norbert Kreuzkamp