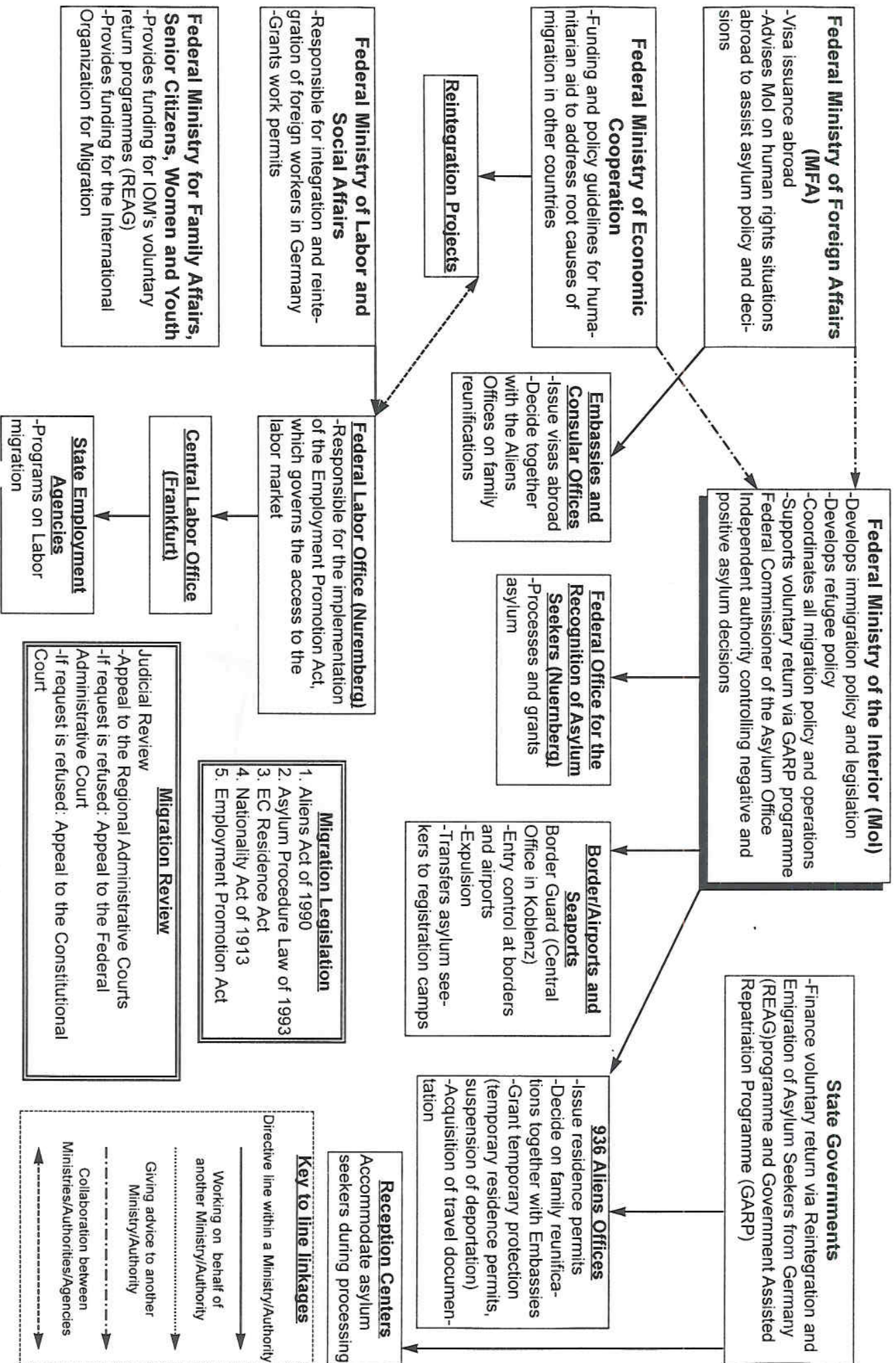


ANNEXES

- I** Germany – Migration Administration
- II** The development of asylum seekers
In West European countries since 1985
- III** Terms of reference for the evaluation
- IV** Questionnaire used for structured interviews
- V** List of coded comments
- VI** Analysis of staff time vs. movements
- VII** Summary of Consultant's analysis of
Computer Process
- VIII** Graph of funding sources for REAG
movements
- IX** Billing procedures
- X** 1997 Cash flow for various projects
- XI** IOM movements and deportations
- Germany, Belgium, the Netherlands

Germany - Migration Administration



The Development of Asylum Seekers in West European Countries since 1985

Bonn, 30 April 1997

	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	Stand:
1. Belgien <i>Belgium</i>	5.357	7.456	6.000	4.990	7.604	12.964	15.318	17.650	26.883	14.340	11.409	12.232	12/86
Bundesrepublik Deutschland <i>Germany</i>	73.832	99.650	57.379	103.076	121.318	193.063	256.112	438.191	322.599	127.210	127.937	116.367	12/86
Dänemark <i>Denmark</i>	8.698	9.299	2.750	4.416	4.588	5.300	4.609	13.900	14.351	6.651	5.112	5.896	12/86
Frankreich <i>France</i>	28.925	26.290	27.672	34.253	61.422	54.813	46.784	26.800	26.508	26.044	20.170	17.405	12/86
Griechenland <i>Greece</i>	1.157	1.396	6.960	8.964	5.433	4.400	3.282	1.960	827	+	+	+	12/86
Großbritannien <i>UK</i>	4.899	3.882	4.500	2.252	12.573	30.000	57.710	24.600	28.500	42.200	43.973	27.875	12/86
Irland <i>Ireland</i>	45	23	+	+	36	+	10	+	100	+	+	1.179	12/86
Italien <i>Italy</i>	5.400	6.500	11.050	6.214	2.245	4.750	23.317	2.500	1.323	1.834	1.732	573	11/86
Luxemburg	57	82	98	44	87	+	160	+	381	+	+	+	12/86
Niederlande <i>Netherlands</i>	5.644	5.865	13.450	7.500	14.000	21.208	21.616	17.450	35.399	52.576	29.258	22.857	12/86
Portugal	127	128	450	504	116	100	233	700	2.091	+	+	216	12/86
Spanien <i>Spain</i>	1.681	1.337	2.500	3.096	1.183	6.850	8.139	12.650	12.616	10.230	4.429	3.636	09/86
Österreich <i>Austria</i>											5.920	6.991	12/86
Schweden <i>Sweden</i>											9.046	5.750	12/86
Finland <i>Finland</i>											854	653	11/86
ges. EU <i>EU total</i>	135.822	161.908	132.799	175.309	230.605	333.448	437.290	556.391	471.577	281.085	259.040	221.630	***
Anteil der Bundesrepublik ***	64,36%	61,56%	43,21%	68,90%	62,81%	67,90%	68,57%	70,78%	68,41%	45,28%	48,24%	52,51%	***
am Zugang innerhalb der EU	6.724	8.639	11.406	16.685	21.882	22.789	27.306	16.238	4.744	5.082			
2. Österreich <i>Austria</i>	14.500	13.158	18.100	17.985	28.970	28.900	26.489	83.200	37.581	18.640			
Schweden <i>Sweden</i>		0	50	50	200	2.500	2.100	3.600	2.023	849			
Finland <i>Finland</i>	850	2.700	8.600	6.602	4.433	3.900	4.569	5.250	12.876	3.379	1.460	1.782	12/86
Norwegen <i>Norway</i>	9.703	8.546	10.913	16.726	24.425	35.836	41.629	17.960	24.739	16.134	17.021	18.001	12/86
Schweiz <i>Switzerland</i>	167.599	194.951	181.868	233.357	310.515	427.373	539.383	682.639	553.540	325.169	278.321	241.413	
ges. Westeuropa <i>West of Europe</i>	44,05%	51,12%	31,55%	44,17%	39,07%	45,17%	47,48%	64,19%	58,28%	39,12%	45,97%	48,20%	
Anteil der Bundesrepublik ***													
am Zugang in Westeuropa (Tab. 1. und 2.)													

nachrichtlich: For info

Kanada	8.400	23.000	35.000	45.000	22.000	36.000	30.500	37.700	20.464	21.710	25.631	25.633	12/86
USA	20.000	18.900	26.100	57.000	100.000	73.600	70.000	103.500	129.594	142.508	147.870	110.391	11/86
Australien					500	3.800	17.000	4.114	4.563	4.215	5.235	2.420	04/86

Note

+) no information given

*) estimated

**) joined the EU on 1 January 1995

*** related to figures available for other States (up to now)

1) German share of intake within EU

2) German share of intake within Western Europe (Tables 1 and 2)

EVALUATION OF RETURN AND FURTHER EMIGRATION PROGRAMS FROM GERMANY (REAG, GARP, SMAP, Starthilfe)

Terms of Reference

I. Overall purpose - To review IOM return and further emigration programs in Germany, describing and assessing the main features of these programs and formulating appropriate recommendations.

II. Specific objectives

- A. To assess the efficiency of the program procedures and recommend any improvements.
- B. To assess the program's impact on overall migration management in Germany.
- C. To assess the program's relevance to the donor government's needs and IOM's strategic objectives.
- D. To identify possible alternative strategies that would accomplish the same ends as the existing programs.

III. Activities to be undertaken during preparation, travel, and follow-up phases

- A. Examine existing documentation
 - 1. Statistics*
 - a) IOM statistics
 - b) German Federal Statistics Office
 - c) German Federal Office for the Recognition of Foreign Refugees
 - 2. Documentation
 - a) IOM historical records
 - b) Procedural documentation
 - c) Audit(s) of IOM Bonn, as well as any other external look at these programs
 - d) Review of documentation from other, similar programs.

* (It is beyond the scope of the evaluation to develop statistics related to size of population(s) eligible for the program or the number of those who return otherwise, e.g., through being deported. Although this information may be useful to compare to program statistics, the extent to which the comparison can be made is dependent on the availability of existing statistics, if any.)

B. Interviews with appropriate individuals to explore program impact and relevance, to ascertain what concerns exist about program, and to solicit ideas contributing to program improvement and alternative strategies

- 1) IOM staff
 - a) IOM Bonn
 - b) IOM Geneva
 - c) IOM Sarajevo, which is involved in migrant reception after return. Contacts would most probably be by phone
- 2) German authorities
 - a) Federal, including Family Ministry, Interior Ministry, Foreign Office(?)
 - b) Selected Bundeslander, tentatively Bayern, Berlin, Hamburg, Hessen, Nordrhein-Westfalen, and Rheinland-Pfalz
 - c) Selected local processing offices
 - d) German Mission in Geneva
- 3) Other IGOs, e.g., UNHCR
- 4) NGOs
- 5) Program beneficiaries (at this point, only the potential for this activity is being raised).

IV. Resources

A. Headquarters

- 1) Evaluation Unit
 - a) Staff time of Scott and Pélaprat required to prepare for and undertake evaluation, plus produce final report
 - b) HQ administrative and office costs associated with preparatory work and finalizing report
- 2) REA - half of the budget proposed for the evaluation, including translation, DSA, and travel, up to \$4,000
- 3) IOM Bonn
 - a) Dedicated time of one staff member for two weeks while Scott is in Germany, with any time required for program training for that staff member

- b) Staff support that may be required for preparation and follow-up
- c) Logistic support for Scott trip
- d) Cost of one-half of evaluation budget, up to \$4,000.

V. Output - An evaluation report reflecting the overall purpose and specific objectives described above. The report will present its main findings in a succinct and accessible form.

REAG QUESTIONNAIRE

INTRODUCTION

There is a need to get information for evaluation
 Objective is to evaluate program efficiency, impact, and relevance
 Hope to get ideas for program improvement
 Any information given will be used in report, but not identified as to source
 Is it OK to take notes?

Efficiency

What are the areas in which the program performs best; what does it do best?
 What are the areas in which you would like to see improvements?
 What are other areas in which IOM could be of assistance?

Impact

What do you see as the most important impact (result) of the program?
 How do you see that this impact could be enhanced?
 What changes have you seen in the program?
 What other things do you think that the program should accomplish?

Relevance

How do you see REAG fitting in with the discussion of migration issues in Germany?
 Where does the program fit with the priorities of the German government(s)?
 How do you think that others (colleagues? "the Government"? friends?) view the program?

Alternatives

Do you see other ways to accomplish the same or modified ends?
 What would be the result if the program were discontinued?

Close

Intended next steps: meetings with Bundeslander offices; follow-up meetings with IOM Bonn; possible phone interviews with other Bundeslander offices; possible migrant survey.

Are you willing to participate in a client survey? (actual processing offices only)

Thank you

REAG LIST OF CODED COMMENTS

REAG CODE	COMMENTS
A	(If program were discontinued, asylum seekers) would try to stay in Germany as long as possible and go to court to get liberation and try to stay here as long as they could.
A	340,000 Bosnians in Germany would cost a 'whole bunch'. Swiss 'bought themselves free'.
A	63,000 ex. BH - not possible practically or politically to deport.
A	Add to number of tax machines over there.
A	Also from humanitarian aspect if voluntary return and REAG not available those who need information and assistance couldn't get it as offices would disappear.
A	Average cost of one deportation (includes cost of flight) to Vietnam - 2,300-2,500 DM; Romania - 600 DM; Turkey - 600-800 DM.
A	Because humanitarian program Govt. uncertain about application to illegals.
A	Beck's proposal for illegals only taken up by one Bundesland.
A	Before programme important to collect data on target group: GARP criteria - far away, what GDP, what people do, political situation, how are returnees treated, wars? We don't know anything
A	Bosnians living privately should come to two counseling offices - original idea - and others living 'publicly' should go to Social Welfare Office, but didn't work so used central.
A	Bundesland has group of young people from two countries. There was some interest in Govt., but not much from group.
A	Bundesland has own programme for voluntary returnees.
A	Bundesland never voted to disperse GARP assistance in SVO, but was decided by others to do over there. Would prefer to do here & just give a little.
A	Bundeslander very interested in no. REAG. They would start their own. One Bundesland had own programme which was developed due to high political pressure.
A	Can extend country list if sure there is no messing around with programme.
A	Can't imagine how Bosnians could be brought back without REAG.
A	Cheaper to have them go back voluntarily (1,500-2,000 DM/month) saves money.
A	Communities would have preferred old system (i.e., Rest REAG, rather than 50/50 split)
A	Confirms that assistance under REAG not so efficient for asylum seekers. Much better if return programmes could have element of assistance in country of return and possible recognition of qualifications.
A	Could be left to community to decide if they have all the papers they need (for rest REAG).
A	Deportations would increase (if no program).
A	Experience of NRW can be applied to smaller States to centralize if too slow and local authorities lose faith.
A	For Bosnia, Swiss programme interesting. Have one partner like GARP and another focus on infrastructure. 4,000 returnees for 20 M \$fr.
A	Get money if make clear to public that easier and cheaper than deportation.
A	Good that funds for return, but would be good if there were funds for assistance/reconstruction/new life in Bosnia.
A	Hard to stop; would need to find someone else to do it.
A	If community decides on deportation, they pay cost as well.
A	If deported can't come back for 5 years, so that's why they go voluntarily.
A	If it didn't exist, still possibility to deport.
A	If no REAG, only way would be deportation, which would be very cruel for families.
A	If not there would be people who would be deported, which is hard.
A	If programme did not exist, deportation would be only way.
A	If select certain group, could be possible to find funds.
A	If were something like LARAP, more would decide to return.
A	Illegals have no right to social benefits but do get something; theory vs practice - local authority can ask for status and then deport, but this is likely to be more costly than REAG.
A	IOM has tried to give money for other countries, but it hasn't worked.
A	IOM proposed project for Somalia (infrastructure, education, etc.) not only transport, but giving them prospects. May be financed by US with more integrated approach - cost/person US\$5,000
A	IOM should keep same character, but shouldn't be just transport; problem is acceptance by target group and govt. - too close to one group reduces credibility with other. Problem with other groups.
A	LARAP made sense and might be expanded to Bosnia.
A	Last possibility to assist: gives possibility to return to Germany at some point.
A	Lots of people would have to be deported (if no program).
A	Main difference is that those decide to return under rest REAG receive little support for return.
A	Makes no sense to limit amounts to families. IOM should use its expertise to convince Federal Government to raise this.
A	More centralization and info to local authorities may get other programme (rest REAG) to work better. Now locals get information from all over (IOM/CHC/UN etc.) & pay little attention. With success of BH (easy & fast) local authority may be good starting point for others
A	More money should be offered.
A	Most would not have chance to return otherwise, except by deportation.
A	Need to extend letter from 6 weeks to 8.
A	New programme to organize transport for groups if local areas want to help. Only community can initiate - (central office manages). IOM carries out - may start next month.
A	No great interest in communities to switch to Bosnia model as under rest REAG communities pay 20% on average & Federal Government 80%.

A = Alternative E = Efficiency I = Impact R = Relevance

REAG LIST OF CODED COMMENTS

REAG CODE	REMARKS	COMMENTS
A	No statistics on costs of deportation. Does know some costs for other work and knows REAG cheaper.	
A	Not sure what these firms were but sometimes successful, but some failed and then there was scandal.	
A	Now dealing with Social Office to try to get them to subsidize transportation of household goods.	
A	One Bundesland tried to do on its own, but it didn't work.	
A	One reason is that volags also get applications and if they turn over to communities, communities have to pay.	
A	Other aspect cheaper to use REAG than deportation, especially as Federal Government pays 50% of REAG.	
A	Other Bundeslander had problems with private firms trying to manage deportations, get passports.	
A	Paying assistance in Bosnia for relatively low amount costs relatively high service fee in Sarajevo	
A	People in local offices know it's cheaper to use REAG than deportation.	
A	Problems for those living independently.	
A	Receiving applications from Bosnians in which they ask for assistance for reconstruction - passed to MOI/RP and then Government of Germany. Not criticism of IOM but want to see if IOM can influence.	
A	Should look at integrated programme due to budget problems. Would have to be a good project: due IOM's world wide status should be integrated(?).	
A	Since May this year (they get GARP) even if they don't use REAG.	
A	So far 348 have left, although not all with REAG.	
A	Some cases could be deported at later stage.	
A	Suggest splitting applications to avoid.	
A	Technically not possible to deport all BH refugees.	
A	This is reasonable approach, going away just from transport to more support (strong support in country of origin) (cont.)	
A	Those returning in Jan/Feb were 'real' volunteers, as no force in those months.	
A	Turkey ex. Switzerland - guest workers from Turkey: have right to stay. Special programmes for these but coord. Elsewhere.	
A	Two different responsible entities in community: one for REAG and one for deportation. Although REAG cheaper, foreigners office may have money to deport but social office doesn't have REAG money, so may end up with deportation.	
A	Under Bosnia procedure much easier as not all papers have to be included. Communities appreciate this as well.	
A	Until now no deportation back to BH.	
A	Want to stress need for programme in country of returns.	
A	With this saving and humanitarian aspect, could be sold politically.	
A	Without REAG voluntary return not possible.	
A	Would be forced to handle on their own. Would have to set up something similar themselves.	
A	Would be good to get GARP money here so they can buy more goods.	
A	Would have lots of explaining which additional starting help offered to those that have already been helped here (in Germany) and not to those who stayed in their country.	
E	(Range of offices handling cases is) important as to justification of this office, as gave possibility to centralize to certain extent so people could come to one office for information.	
E	(Res) REAG divided into three parts of money and usually spent before end period.	
E	Accounting problem - between cases 'approved' and those 'closed'.	
E	All caseworkers have contact with IOM.	
E	All people coming in are well informed, doesn't know where they get information.	
E	Also good that handling of cases getting easier.	
E	Also like to know why assistance was turned down and get explanation on each refusal.	
E	Another problem is that IOM sometimes has funds, sometimes not.	
E	Another thing learned from BH is important to centralize because faster, more efficient and mistakes seen quicker - applications still local.	
E	Applications handled and approved immediately and on time (Bosnia and Res).	
E	As far as those residing illegally, much more complicated to convince them to return, since contract needed with foreign police plus 1-2 other admin. to get them to point where they can go.	
E	As long as IOM has money, no problem and can be done quite quickly (Res-REAG).	
E	As long as these people (those in hostels, administrative bodies) not informed, they would have no interest in informing others.	
E	Association for Asylum does bring together NGOs.	
E	At beginning mistrust by local authorities because IOM complicated (and process) a little difficult.	
E	At time REAG Bosnia started so many applications sent that IOM could not respond.	
E	Because communities have great influence on success of program, important they be informed, also other organizations involved. Important for communities to feel it is their choice to use REAG, not forced, so important to keep on informing communities.	
E	Bosnia programme - assistance approved, paid, reimbursed and then billed - better to drop reimbursement and combine (done for some but she wasn't aware of possibility - IOM should notify ?).	
E	Bosnians more complicated as higher numbers and office has to front money.	
E	Both programmes belong in one house for efficiency.	

A = Alternative E = Efficiency I = Impact R = Relevance

REAG LIST OF CODED COMMENTS

REAG/AF CODE	COMMENTS
E	Working on billing to get it all the same (IOM idea).
E	Working together good because IOM has only a few partners, rather than many.
E	Working very quickly - this is very positive.
E	Works fine
I	(Impact) similar to aforementioned possibility to go voluntarily, but not empty handed, and to not produce any more costs for Federal State.
I	(Program has) political support and now known+H87 by many people who didn't know about it before.
I	(Without program) illegally would increase even more.
I	1st phase, single persons; phase 2, families with children; last phase, will be unmarried/widowed with children (this is group with resident permit for next year.
I	All activities (mobile teams) plus maybe weather have motivated returns.
I	Also that Bundesland now participates in GARP, so numbers went up. Especially because of GARP, lot more return on voluntary basis.
I	Also voluntary, which is important for these people.
I	Among group working in programme, programme is appreciated with very few exceptions.
I	As long as refugees can stay without too many problems, they are not too interested in return, but when they have to go they know about it (the program).
I	Assistance - not enough money for planning future in home country.
I	Because flight companies got angry at no shows, he no longer applies for flights for Bosnians
I	Because of voluntariness, hope that won't return to Germany so quickly.
I	Before BH voluntary return was side effect not well known by foreigner offices locally.
I	BH best we ever had.
I	Biggest problem - question of living in Bosnia - shelter.
I	Bosnians told by foreigners office either get deported or go voluntarily.
I	Bosnians want to take back furniture - get quote for transportation which can take up whole of assistance granted.
I	Bundeslander bearing all costs related to living of refugees/asylum seekers. Lots of funds for social welfare benefits so don't see why they should come up with more money. Have reached max. level.
I	Bundeslander or town end up not having to pay for social costs-
I	Can apply (BH style program) to any country if get money.
I	Can't say it's really voluntary because they decide (to leave) only when given date to leave.
I	Can't say that this programme is 100% voluntary.
I	Can't say whether refugees would go back earlier or later if REAG did not exist
I	Communities fund after Federal funds run out, so another indicator that programme taken on well.
I	Compared with number of arrivals, REAG returns are low.
I	Complicated to return voluntarily, so not likely they would come back.
I	Difficult to explain to applicants differing amounts.
I	DM450 is peanuts, no one will return for that; when it was DM 2,000 that was something else.
I	Doesn't have detailed explanation on why some do not apply for REAG.
I	Easy to book flight to Germany and get assistance again.
I	Everyone concentrates on Bosnia, but would need to think about future of rest REAG.
I	Fed. Min. of Treasury may leave programme as it's Bundeslander that saves, not Fed.
I	From political point of view, important to show German public that there is programme.
I	GARP originally only for far away countries, not for those who could cross border and return. Even extension to FSU problem because 2 days by train and then can come back.
I	Getting money back in country of return is also important.
I	Good opportunity to support those who return voluntarily.
I	Have chance to get help, to go back, get assistance over there to start again (in specific reference to B-H).
I	Humanitarian way to repatriate, which has to be stressed.
I	It deported can't come back for X years. Those who would go voluntarily didn't have money, so this program gives money and is best for both.
I	It is said that low number deportations has taken place, is sign for Minister that voluntary return is used to go back.
I	It they do decide on voluntary return they have no means to go on their own (without program).
I	Important for programme administration for there are problems at the receiving end.
I	Important to make sure community knows about programme and meetings arranged are important.
I	In 1997, 21,000 Bosnians have returned, 6,000 under REAG. This discrepancy concerns him.
I	In statistics, see how many here, etc., but can't see those who don't register - these have no official status. Hard to get to these people as not registered.

A = Alternative E = Efficiency I = Impact R = Relevance

REAG LIST OF CODED COMMENTS

ANNEX 5/page 6

REAG CODE	COMMENTS
	In this Bundesland people get longer time before they have to leave, unlike another Bundesland where time is short.
	Information meetings are quite important.
	Intention is to make sure they go back voluntarily.
	IOM always praises cooperation which good to take to higher level.
	IOM running out of money more often.
	It is better for people and all to return on voluntary basis.
	It's (the program) a decisive point for refugees to depart voluntarily.
	Just to get pocket money.
	Less people going on their own without IOM.
	Maybe good not known as 'normal taxpayers' wouldn't agree that their money be used.
	Migrants know they won't get asylum, but come illegally and don't go to register.
	More commercials, more ads. - bring more information to asylum seekers.
	More difficulty in return (in answer to question "if program were discontinued").
	Most important is to sponsor voluntary return to go home which they would not be able to do without help.
	Most important that they leave Germany.
	Need to make clear to public.
	No statistics on those coming back, but occasionally a familiar face.
	On provisional basis, 6,000 is OK result.
	One important point is that those who have been convinced to return voluntarily would be locked after in interval between decision and return and not left on their own.
	One of reasons to leave on their own (esp. BH) is that they get money.
	Other advantage, lots of asylum seekers go into debt to come here - with additional assistance they actually go back with something.
	Other nationalities don't go back without force. They just won't go back.
	Politically good that 'UN' organization doing it, not aliens' offices.
	Politically helps to show voluntary return higher than deportation.
	PR work has been very important.
	Principle that nearly all Bosnians are staying in Germany as long as they can so are more or less forced to leave.
	Program for permanent return - no statistics, on those who return after program benefits.
	Programme not much help - just to help leave country, not to begin life again.
	Programme offers financial possibilities that Bundesland & Govt. could not provide otherwise.
	Prostitutes not in big numbers, but to show public good work with IOM.
	REAG assists voluntary returns.
	Reason for return of 6,000 under REAG - at this time single persons who are obliged to leave will apply. In Autumn families on welfare will be obliged to leave, will apply, and so numbers go up.
	Refugees come to Germany, not to see what they can get from IOM to return but rather to stay.
	Refugees consider GARP an additional advantage.
	Shown that those dependent on welfare assistance less flexible on return than those who are employed.
	So far two information campaigns and third will take place (organized by IOM).
	Some Egyptians have used GARP to buy return ticket to Germany.
	Some offices who don't make applications under REAG because they don't want to.
	Some people in Cabinet saying that can't send back because there is no place for them to go. In spite of overall policy that they must return.
	That GARP is granted is very important - otherwise may not decide on voluntary return.
	There are only a few cases who could stay longer who are deciding to go now.
	These programmes and possibilities offered are often reason why people choose to leave voluntarily.
	They (local offices) just say they (applicants) have to return at that time and don't do anything more.

A = Alternative E = Efficiency I = Impact R = Relevance

REAG LIST OF CODED COMMENTS

REAG CODE	COMMENTS
I	Thinks biggest part of those returning are those living on social welfare assistance.
I	This office makes very sure person wants to go back.
I	Those who have gone have done so without pressure.
I	To summarize: good for IOM if Bundesland continues with programme and publicizes, and good for IOM to continue to promote in other countries in Europe.
I	Told that we have to appreciate as centers still there, but just 200 people.
I	Unknown why people return voluntarily.
I	Want to make sure the persons wants to go back.
I	When think about going back, then amount of money becomes important.
I	Would be good for IOM & Bundeslander if every programme in Europe is similar: easier politically for all.
R	(If no REAG) more work for social office and this office because social office might ask this office to do returns or do themselves. Lots of work without necessary experience & social offices have no interest.
R	(Without program) illegally would increase even more.
R	All institutes or organizations who work with refugees know program and consider it to be quite a good thing.
R	All persons deciding on departure under REAG do depart, with very few exceptions.
R	Also social offices like (program).
R	As long as people are not put under pressure programme is OK.
R	Because IOM is international organization, no questions arise in public's mind about source of funds.
R	Can't say that this programme is 100% voluntary.
R	City Govt. wants to increase numbers going back.
R	Discussion in public deportation criticized more and so voluntary return gets positive response from public.
R	Federal Government also have foreign policy aspect and want to be seen as doing something.
R	Federal Government has handed the major responsibility for funding to Bundeslander.
R	Federal Government is responsible for their coming. State Govt. pays social welfare/Medical/housing/schooling and Federal Government pays peanuts.
R	For other groups, programme even more effective, since they don't have to pay anything. They especially appreciate time when bookings can be effected using Federal funds, as don't have to pay.
R	Generally should be difference between those who have worked/saved/have bank account and those who have been on social welfare and really need help.
R	German public expects refugees to go back.
R	Germany wanted legalistic approach and expected all Bosnians to return post-Dayton. Only vehicle to help was REAG. As only tool, it was natural to use.
R	Govt. should in its own interest continue because of danger that illegals and criminality would increase.
R	Have to make clear that there will be deportation if don't volunteer.
R	If it said that low number deportations is sign for Minister that voluntary return is used to go back.
R	If look at 30-40,000 (Bosnians) who have gone voluntarily, Govt. would not have capacity to deport.
R	If people come and don't get asylum they must leave and they need to know this.
R	If think about EU, more and more important to converge (my word).
R	If you look at those coming in and those returning, have hard time to justify.
R	Impact of program documented by fact that govt. was considering freezing funds but didn't do it; proof that program and govt. working well together.
R	Important for people to have choice to return voluntarily.
R	In general, Govt. likes to use more and more voluntary returns; and its govt. priorities, as not good politics to deport.
R	It's good for those who want to go back that there is a NGO who can do it.
R	Might be if someone doesn't get any assistance they might fight for their rights as long as possible, while with assistance might return.
R	No official thinking on programme. It's a 'taboo' subject for official discussion.
R	One reason (for lower Bosnian departures) is that Bundesland handles deportation in different way - e.g. would not deport to RS, while other Bundeslander practice more rigorously.
R	People say that Bundesland and Govt. spends a lot of money (millions) on refugees/asylum seekers for welfare assistance. Maybe people would say that this additional assistance for return is too much.
R	Politically as well, fueling voluntary return has advantages.
R	Programme achieves target because aim is that refugee/asylum seekers leave and do not produce any more costs for German Government.
R	Provides voluntary return which is important to Federal State.
R	REAG fits HCR's "return in safety and dignity"

A = Alternative E = Efficiency I = Impact R = Relevance

REAG
LIST OF CODED COMMENTS

REAG CODE	COMMENTS
R	Return agreements with Vietnam or Yugoslavia have not been very practical so IOM and REAG will be used more and more.
R	Should meet once year to exchange views.
R	Shown that those dependent on welfare assistance less flexible on return than those who are employed.
R	They (local offices) just say they (applicants) have to return at that time and don't do anything more.
R	This place working in sense for IOM to ensure it is voluntary as opposed to Social Office which may tell them (asylum seeker) to fill in application or they may no longer get social benefits.
R	Those pursuing asylum thru channels when they come to end would go illegal if no REAG.
R	Those without right (to remain) very helpful that they leave of own free will in dignity..
R	Unknown why people return voluntarily.
R	Useful to meet occasionally and know one another and understand the work etc. - send up 3 people who deal with Bundesland.
R	With Bulgaria/Romania, Government of Germany successful in deporting. Unsuccessful with Africans.
R	Would be impossible to do without programme . Because people who would not otherwise go back can return.
R	Would be willing to undertake additional work if it meant money reserved for those who really need it.

A = Alternative E = Efficiency I = Impact R = Relevance

OVERALL ANALYSIS FOR 1996

ANALYSIS OF STAFF TIME VS MOVEMENTS

Month	Movements		Total Working Hours				Av. hours per movement			Expenditures in DEM			Costs per movement in DEM		
	Rest REAG	REAG-Bosnia	Total	Rest REAG	in %	in nbrs	REAG-Bosnia	in %	in nbrs	Total	Rest REAG	REAG-Bosnia	Rest REAG	REAG-Bosnia	
janv.96	817		817	100	2'569	0	0	2'569	3.14		3.14	185'363	185'363	0	227
fevr.96	833		833	100	2'424	0	0	2'424	2.91		2.91	178'662	178'662	0	214
Mar 96	791		791	100	2'349	0	0	2'349	2.97		2.97	181'832	181'832	0	230
avr.96	873		873	100	1'977	0	0	1'977	2.26		2.26	178'628	178'628	0	205
May 96	881		881	100	1'894	0	0	1'894	2.15		2.15	208'646	208'646	0	237
juin.96	849		849	100	1'834	0	0	1'834	2.16		2.16	188'965	188'965	0	223
jul.96	1'132		1'132	100	1'989	0	0	1'989	1.76		1.76	178'027	178'027	0	157
août.96	1'292		1'292	100	2'192	0	0	2'192	1.70		1.70	185'091	185'091	0	143
sept.96	1'564		1'564	100	2'179	0	0	2'179	1.39		1.39	161'854	161'854	0	103
Oct 96	829	751	1'580	66	1'401	34	925	2'326	1.69	1.23	1.47	207'589	136'861	70'728	165
nov.96	1'355	751	2'106	63	1'626	37	981	2'607	1.20	1.31	1.24	251'817	159'870	91'947	118
Dec 96	1'058	751	1'809	63	1'446	37	868	2'315	1.37	1.16	1.28	364'018	231'103	132'915	218

OVERALL ANALYSIS FOR 1997

Month	Movements			Total Working Hours				Av. hours per movement			Expenditures in DEM			Costs per movement in DEM		
	Rest REAG	REAG-Bosnia	Total	Rest REAG		REAG-Bosnia		Total	Rest REAG	REAG-Bosnia	Total	Rest REAG	REAG-Bosnia	Rest REAG	REAG-Bosnia	
				in %	in nbrs	in %	in nbrs									
janv.97	1'191	879	2'070	39	1'436	61	2'109	3'545	1.21	2.40	1.71	214'129	83'280	83'280	70	95
févr.97	987	1'089	2'076	42	1'423	58	2'047	3'470	1.44	1.88	1.67	387'465	164'582	164'582	167	151
Mar 97	818	3'600	4'418	40	1'379	60	2'087	3'466	1.69	0.58	0.78	391'134	155'815	155'815	190	43
avr.97	690	5'621	6'311	30	1'361	70	2'969	4'330	1.97	0.53	0.69	367'420	109'731	109'731	159	20
May 97	690	5'829	6'519	27	1'116	73	3'094	4'210	1.62	0.53	0.65	418'978	111'679	111'679	162	19
juin.97	764	8'368	9'132	25	1'211	75	4'226	5'438	1.59	0.51	0.60	628'252	154'324	154'324	202	18
Averages	5'140	25'386	30'526	34	7'926	66	2'755	24'458	1.58	1.07	0.80	401'230	129'902	129'902	158	58
period	857	4'231	5'088	34	1'321	66	2'755	4'076	1.58	1.07	0.80	401'230	129'902	129'902	158	58

Analysis of Operational Processes for the Implementation of Refugee Programmes by IOM Bonn

Date: 29.04.1997

CONET Consulting GmbH

Theodor-Heuss-Allee 19

53773 Hennef

1 Summary

As an intergovernmental organization, IOM is responsible in assisting the voluntary return of refugees and asylum-seekers to their home countries. There are several assistance programmes tailored to this purpose, some of which are relevant for IOM Bonn.

The increasing number of applications, ever scarcer budget funds, and ever more exacting demands on its staff have induced IOM Bonn to check how and by what means it can support the implementation of refugee programmes so as to satisfy all needs.

The aim of this study was to analyse internal work processes, to pinpoint deficiencies and set up performance specifications for adequate IT support.

In the context of examining the current situation and analysing work processes in the implementation of refugee programmes, we found that the procedure was basically identical for all the different programmes. We can roughly describe it as follows:

- Submission and receipt of applications
- Processing of applications
- Billing and accounting

Although work processes are basically identical, only the REAG programme has IT (CARD) support. For accounting purposes IOM Bonn uses the Acciom IT system prescribed by IOM Geneva. It also uses "stand alone" software systems for office work, communication and remittances.

We found that general implementation of refugee programmes is based on structured and clearly defined work processes. So, on a general level, there are no deficiencies requiring amendment.

However, there are deficiencies on a more detailed level, which can be summarized as follows:

- The existing IT system does not accurately represent assistance criteria of the German national and federal state governments. It is too inflexible for changes. The used accounting system is technically outdated and does not have sufficient interfaces for data transmission.
- For most of their working day staff perform routine jobs, of which some are superfluous and some could be automated. A lot of paper (copies) is generated by this kind of work.
- Staff sometimes have to investigate at length to allocate processes that are not clearly identifiable at first (e.g. bank statements). Internal communication problems further aggravate the situation.

Virtually all deficiencies could be remedied by needs-orientated IT. General requirements for this have been formulated as a target concept, while the performance specifications focus on the details.

Chapter 2 describes work processes for the key programmes..

Chapter 3 highlights and evaluates deficiencies, while suggesting solutions for their elimination.

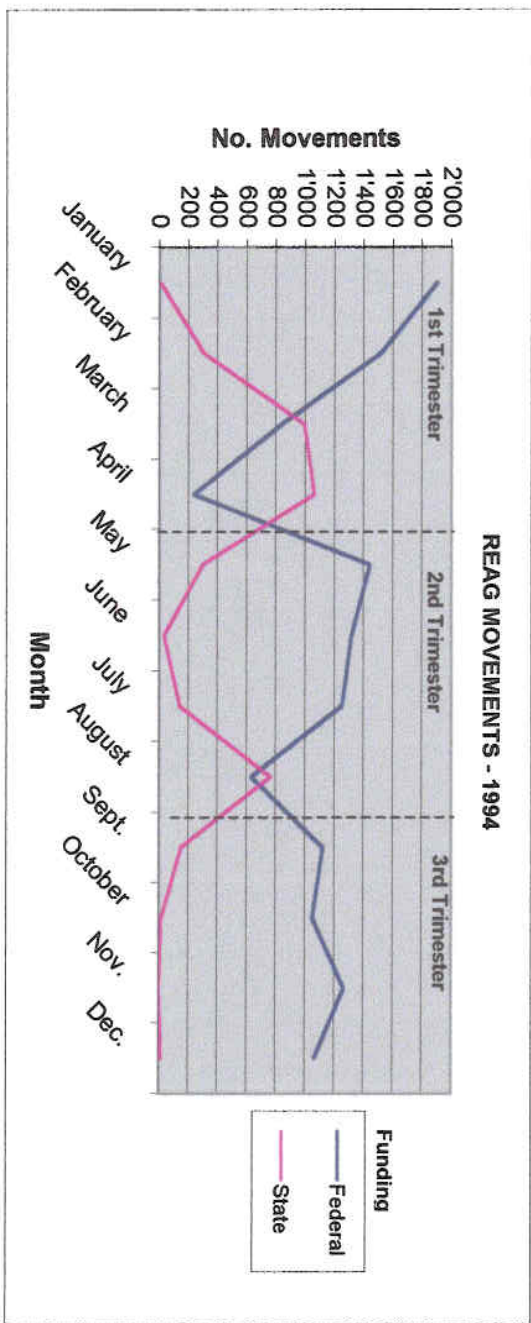
Chapter 4 features the "new" system in general and its integration within IOM Bonn's IT system.

GRAPH OF FUNDING SOURCES FOR REAG MOVEMENTS

ANNEX 8/Page1

REAG MOVEMENTS - 1994*

Funding source	January	February	March	April	May	June	July	August	Sept.	October	Nov.	Dec.	Total
Federal	1'902	1'518	841	236	1'444	1'317	1'252	632	1'121	1'051	1'266	1'064	13'644
State	6	306	993	1'060	300	33	142	763	152	14	1	13	3'783
TOTAL	1'908	1'824	1'834	1'296	1'744	1'350	1'394	1'395	1'273	1'065	1'267	1'077	17'427

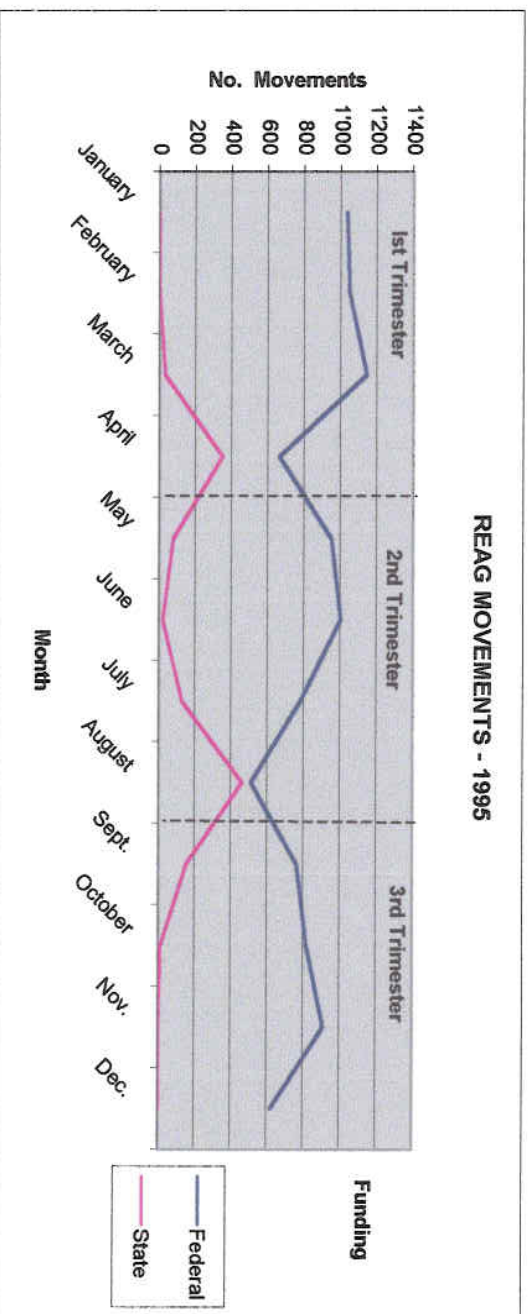


*Source: MOSAIC (Quarterly movements database)

GRAPH OF FUNDING SOURCES FOR REAG MOVEMENTS

REAG MOVEMENTS - 1995*

Funding source	January	February	March	April	May	June	July	August	Sept.	October	Nov.	Dec.	Total
Federal	1'036	1'049	1'144	665	951	1'002	783	509	762	818	910	620	10'249
State	0	0	31	350	79	19	127	461	153	12	0	0	1'232
TOTAL	1'036	1'049	1'175	1'015	1'030	1'021	910	970	915	830	910	620	11'481



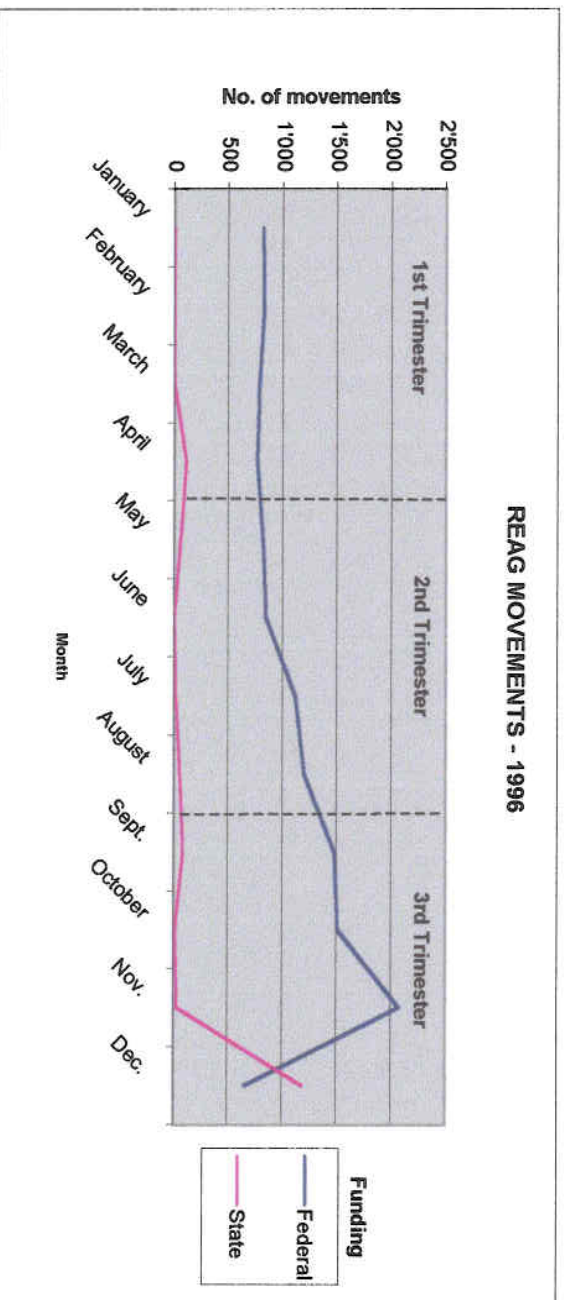
*Source: MOSAIC (Quarterly movements database)

GRAPH OF FUNDING SOURCES FOR REAG MOVEMENTS

ANNEX 8/Pages3

REAG MOVEMENTS - 1996*

Funding source	January	February	March	April	May	June	July	August	Sept.	October	Nov.	Dec.	Total
Federal	818	826	782	764	816	844	1'115	1'197	1'481	1'510	2'075	651	12'879
State	3	0	1	109	57	2	16	51	82	11	30	1'184	1'546
TOTAL	821	826	783	873	873	846	1'131	1'248	1'563	1'521	2'105	1'835	14'425



GARP - LIST OF FEDERAL GERMAN STATES - VIETNAM - ILLEGAL IMMIGRANTS - SCHENGEN - UNIT BILLING PROCEDURE **Participation (except Bosnia) in 1997** **As of: 31.07.97**

Federal State	from	GARP Commitment / Comment	New List of GARP-Federal States 1996	Vietnam	Schengen	Illegal Immigrants	REAG Unit Billing
BAY Bavaria	Bavarian Ministry of the Interior	Yes - 08.01.97 (confirmed by telephone) until the end of 1997 within the limits of the available funds	Yes. 17.11.95	No - 11.08.95 No Vietnamese asylum applications have been submitted in Bavaria.		Yes/No Each case is dealt with separately. 17.11.95	Yes Invoices to be sent to the government of Swabia
BWT Baden-Württemberg	Ministry of the Interior	Yes - 25.02.97 also for the coming years until otherwise stated Maximum for temporary relief DM 600	Yes	Yes - 30.01.96	Yes 30.01.96	Yes - 29.05.96 Time limit: 31.05.97	Invoices to be sent to the regional administration in Karlsruhe. Each case dealt with separately. Yes
BER Berlin	Governmental Administration for Social Affairs	Yes - 27.03.97		No - 24.08.95			Invoices to State Office for Social Affairs Yes
BRA Brandenburg	Ministry of the Interior	Yes - 05.03.97 within the limits of the available funds	Yes - 18.12.95			No - 18.12.95	No
BRE Bremen	Minister for Women's Affairs, Health, Youth, Social Affairs and Environmental Protection	Yes - confirmed by telephone within the limits of the available funds	Yes 04.12.95	Yes 01.09.95			Yes Send to the Minister for Women's Affairs, Health, Youth and Social Affairs, etc.
HAM Hamburg	Agency for Labour, Health and Social Affairs	Yes - confirmed by telephone within the limits of the available funds; maximum aid DM 600	Yes 22.11.95			Yes - 22.11.95 No additional aid in individual cases	No Invoices to the relevant social welfare offices
HES Hesse	Hessian Ministry for the Environment, Energy, Youth, Family and Health	Yes - telephone call Maximum aid per individual DM 450. Relief only for persons "drawing benefits" (30.11.95 + 08.03.96)	Yes - 13.05.96 telecon Held/ Hummel			No - 20.12.95 is waiting for practical experience from the federal states	No
MVP Mecklenburg Western Pomerania	Interior Minister of the State of Mecklenburg Western Pomerania	Yes - 11.02.97 within the limits of the available funds	Yes - 05.12.95 without Vietnam	Yes - 24.08.95 Accounting through rural districts and autonomous municipalities		No - 17.10.95	No though there is a cost reimbursement system
NSA Lower Saxony	Lower Saxon Ministry of the Interior	Yes - by telephone - until otherwise stated Temporary relief max. DM 600	Yes	No - 24.08.95 Information given by telephone by Ms. Ganselweit (reason same as for Bavaria)		Yes - 18.12.95	Yes
NRW North-Rhine Westphalia	Ministry of the Interior	Yes - 10.01.97 within the limits of the available funds	Yes - 10.11.95 without Vietnam			No 10.11.95 NRW will write directives	Yes - 12.12.95

GARP - LIST OF FEDERAL GERMAN STATES - VIETNAM - ILLEGAL IMMIGRANTS - SCHENGEN - UNIT BILLING PROCEDURE
Participation (except Bosnia) in 1997
As of: 31.07.97

Federal State	from	GARP Commitment / Comment	New List of GARP-Federal States 1996	Vietnam	Schengen	Illegal Immigrants	REAG Unit Billing
RPF Rhine-land Palatinate	Ministry of the Interior and Sports Division 312	Yes - 24.04.96 until the end of 1997 within the limits of the available funds	Yes 24.04.96	Yes 21.08.95	Yes 07.12.95	Yes - 17.06.96 with cost coverage statement, to be obtained for each individual.	Yes Invoices to be sent to Koblenz District Council
SAL Saarland	Ministry of the Interior	Yes - confirmed by telephone for 1996: REAG-SPECIAL: and GARP federal state funds up to DM 100,000 temporary relief max. DM 600	Yes - 13.12.96 without Vietnam	Yes 03.12.95		Yes/No 13.12.95 To be negotiated in each case.	Yes
SAN Saxony	Ministry of the Interior	Yes - confirmed by telephone within the limits of the available funds	Yes 06.12.95			No 06.12.95	Yes
SAA Saxony Anhalt	Ministry of the Interior	Yes - confirmed by telephone Federal state funds of up to DM 500,000 are available for REAG-Special and GARP. Temporary aid to Algeria, Armenia, Russian Federation and Ukraine	Yes 20.12.95	Yes 01.02.96	Yes 01.02.96	Yes	Yes
SWH Schleswig Holstein	Ministry of the Interior of the State of Schleswig-Holstein	Only former asylum seekers who are obliged by law to leave Germany - temporary relief max. DM 600; in each case costs are taken over by the relevant local authority Yes - 20.02.97	Yes - 19.12.95 without Vietnam	No 19.12.95		No 19.12.95	No
THG Thuringia	Ministry of the Interior of the State of Thuringia	Yes - 10.02.97		Yes - 04.09.95			No Costs to be settled with Ministry of the Interior

1997 CASH FLOW FOR VARIOUS PROJECTS

REAG
USD

	DEC 31 1996	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP
										Est. - If no add'n income in Sept.
301-266 - Special REAG - Laen Govts										
Income	(148'089)	164'731	113'848	(487'654)	(478'798)	(817'405)	(1'407'223)	(1'992'880)	(2'251'631)	(2'251'631)
Expenditures	347'592	172'853	315'920	657'538	977'142	1'293'685	1'813'416	2'441'599	3'275'389	4'109'179
Net	199'503	337'584	429'768	169'884	498'344	476'280	406'193	448'719	1'023'758	1'857'548
301-455 - Normal REAG - Min. of Family & Sen.										
Income	(5'495'440)	(2'394'698)	(2'206'132)	(2'209'590)	(2'221'152)	(6'215'890)	(6'281'851)	(6'283'598)	(6'198'775)	(6'198'775)
Expenditures	6'242'368	562'153	910'849	1'496'559	1'933'116	2'606'457	3'595'716	4'763'489	5'759'118	6'754'747
Net	746'928	(1'832'545)	(1'295'283)	(713'031)	(288'036)	(3'609'433)	(2'686'135)	(1'520'109)	(439'657)	555'972
316-265 - REAG Extended - Ministry of Interior										
C/F Income	-	(295'290)	(295'290)	(295'290)	(295'290)	(295'290)	(295'290)	(295'290)	(295'290)	(295'290)
Income	(453'764)	3'223	24'455	124'047	153'194	170'583	(123'444)	(1'806'324)	(1'808'190)	(1'808'190)
Expenditures	221'474	108'010	197'796	366'362	844'652	1'362'176	1'971'318	2'969'721	4'100'180	5'230'639
Net	(232'290)	(184'057)	(73'039)	195'119	702'556	1'237'469	1'552'584	868'107	1'996'700	3'127'159
316-266 - REAG Extended - Laender Govts										
C/F Income	-	(311'320)	(311'320)	(311'320)	(311'320)	(311'320)	(311'320)	(311'320)	(311'320)	(311'320)
Income	(469'908)	6'611	(131'888)	(304'069)	(594'081)	(662'122)	(929'510)	(1'805'365)	(3'458'457)	(3'458'457)
Expenditures	221'588	108'509	197'905	369'642	848'080	1'365'605	1'974'746	2'973'149	4'103'609	5'234'069
Net	(248'320)	(196'200)	(245'303)	(245'747)	(573'21)	392'163	733'916	856'464	333'832	1'464'292
537-266 - Northrhine-Westphalia Starthife										
C/F Income	-	(203'921)	(203'921)	(203'921)	(203'921)	(203'921)	(203'921)	(203'921)	(203'921)	(203'921)
Income	(311'609)	-	-	(109'468)	2'588	24'980	52'024	(5'780)	91'877	91'877
Expenditures	107'689	75'814	119'225	177'321	359'629	528'314	733'491	1'113'263	1'652'743	2'192'223
Net	(203'920)	(128'107)	(84'696)	(136'068)	158'296	349'373	581'594	903'562	1'540'699	2'080'179
NET (Surplus)/Receivable	261'901	(2'003'325)	(1'268'553)	(729'843)	1'013'839	(1'154'148)	588'152	1'556'743	\$ 4'455'332	\$ 9'085'150
SERVICE FEE										
MOVMTS	REAG DM 97	879	1'089	3'600	5'621	5'829	8'368	11'722	10'175	47'283
	GARP DM 80	811	1'048	3'378	4'218	4'672	8'197	11'542	10'028	43'894
MONTHLY EXCHANGE RATE										
SERVICE FEE INCOME		1.55	1.64	1.69	1.68	1.73	1.70	1.73	1.84	(4'673'797)
SARAJEVO - S&O TRFS		(96'866)	(115'532)	(366'533)	(525'403)	(542'875)	(863'209)	(1'190'979)	(972'399)	1'150'705
S&O COSTS - BONN										1'994'457
NET (SURPLUS)/DEFICIT ON SERVICE FEES										\$ (1'528'635)
TOTAL - YTD										

CALC. AT 67 DM PER GARP MOVMT - CALC. AMT. = \$1,696,159 / PER ACCOUNTS = \$1,150,705 - DIFF = \$545,454

Country		1991	1992	1993	1994	1995	1996
GERMANY	Total Asylum seekers	256'112	438'191	322'599	127'210	127'937	116'367
	Departure through IOM	10'636	13'856	17'313	17'488	11'499	14'243
	Deportation	8'232	10'798	36'185	36'183	21'487	15'653
	Accepted or protected from deportation	11'597	9'189	16'395	35'564	23'468	24'000

Country		1991	1992	1993	1994	1995	1996
BELGIUM	Total Asylum seekers	15'318	17'650	26'883	14'340	11'409	12'232
	Departure through IOM	363	820	1'222	1'888	1'904	1'908
	Deportation	439	968	1'370	1'064	2'699	3'791

Country		1991	1992	1993	1994	1995	1996
NETHERLANDS	Total Asylum seekers	21'616	17'450	35'399	52'576	29'258	22'857
	Departure through IOM	0	823	782	1'406	1'354	1'196
	Deportation	10'084	9'982	8'866	12'453	14'412	18'882