
Peter
SCHATZER

Director
External Relations Department, IOM Geneva

RETURNING HOME TO BUILD THE STATE

Over its 50 years of existence, with more than 11 million persons moved to new homes abroad or returned back home, the International Organization for Migration has played a major role in the creation of diasporas and in developing - directly and indirectly - their links with countries of origin. Today, I intend to describe to you the changes that have occurred in our work as a result of the changing roles and status of diasporas over recent years. In the process you will also notice commonalities and how the approach has evolved.

In particular in situations that require international assistance to rebuild war-torn societies or countries emerging from repressive regimes, we have developed special programmes that link those that moved abroad with those who remained at home.

Among the indicators for the success of reconciliation after a conflict are not only the return rates of refugees but also how they are made to feel welcome, how they are accepted and assisted in reintegrating into their home societies. A particular role in this context goes to those who, because of special qualifications, can make a substantial contribution to the reconstruction and rehabilitation of their home economies and societies as a whole.

The idea according to which return migration can have a positive impact on a country's development is not new: in the 1960s IOM launched "return of talent" programmes to allow migrants' skills to benefit their communities. During the 1980s and above all in the 1990s, this idea was further developed and such programmes were extended to post-crisis situations: "Return of qualified nationals" schemes were launched in Nicaragua, Afghanistan and Cambodia, then in Haiti, in Rwanda, in Bosnia and finally in Timor and Kosovo. The basic concept upon which these programmes were based was that the return of skilled displaced persons (or persons who had left on their own will for political and/or social reasons) was of pri-

mary importance for their home countries since they had a vital role to play in helping in the confidence-building and reconstruction efforts, thus paving the way for others to return. Progressively, this idea was developed to include rehabilitation activities in order to boost returns and to stabilise the population. It was understood that without social networks, health services and most of all jobs, refugees and displaced persons would find it more difficult to return. Hence, IOM (as well as other international and non-governmental organizations) gradually became involved in such programmes.

As you will see throughout this paper, the actual numbers of returnees receiving special attention and support are generally rather small. Still it can be argued that properly placed and employed they can have a tremendous impact. And their cost is still marginal if compared to internationally recruited experts.

My first example goes back to the 1970s and 80s and concerns Chile. It starts - like all migration stories - with the movement away. After the coup against the Allende Government in 1973, ICEM - a previous incarnation of IOM before the organization became a global player - was asked by the Pinochet Government to evacuate foreign nationals from the country. A "Sub-committee for Resettlement" was established in Chile under the Chairmanship of the ICEM representative, and a resettlement programme started in close co-operation with UNHCR and the ICRC. Although initially concerned only with foreign nationals, we subsequently also became involved in assisting Chileans who had sought refuge in embassies of foreign states. After the government authorised the Committee to do so, and delivered safe-conducts to those persons, ICEM started to arrange for their movement out of the country. In 1974, the major part of our work was indeed directed towards this latter group and their family members, since the movement of foreign nationals had been nearly completed in the first quarter of the year.¹ Finally, ICEM also became involved with Chilean political prisoners, arrested by the new regime, but whom the latter was accepting to release into exile only on the condition that firm resettlement opportunities existed for them. In 1978, the Government allowed all prisoners who had been sentenced under the Internal Security Law to leave the country. In total, ICEM provided resettlement assistance to more than 20,000 Chileans. Apart from its activities inside the country, the Committee was also concerned with those Chilean nationals having already left the country but who were in neighbouring states, particularly in Ar-

gentina and Peru, on a temporary basis and needed resettlement assistance.

While the cancer of dictatorship had affected most of Latin America in the 70s, during the following decade, within a few years, the democracy virus spread throughout the entire continent.

In 1987, we signed an agreement with the Swiss Government to assist in the voluntary return of 200 Chileans. In order to ensure a successful reintegration, the programme encouraged labour-generating projects, including the creation of self-employment and micro-enterprises, to which, whenever possible, unemployed Chileans who had not left the country were associated. By the end of 1989, 130 persons had returned to Chile, while 107 family members who never left the country also benefited from the programme. Although originally intended to last only two years, the experiment was continued through 1989, with more than 50 labour-generating projects creating employment for 210 persons.² Similar programmes were set up in Italy, Austria, Belgium and a number of other host countries. You have heard already about the Belgium project in an earlier session.

Given the context of the political events that had forced Chileans into exile, they had particularly well connected organizations that managed to negotiate substantial support packages with their host countries.

Nevertheless there were many problems to overcome, among them: the age of the returnees who had spent decades of their lives in exile, their children - second-generation Chileans who had built attachments with their host countries and had few links with Chile, and difficult economic circumstances upon return that made us include labour generating projects. Thus, apart from some leaders who managed to insert themselves in the political reconstruction of their country, many others sought out a meagre living from the proceeds of small-scale economic initiatives funded by grants and revolving small loans.

The political leadership that returned from exile however had - to a large extent - been involved in political processes in their host countries. Maybe with the exception of some of those who had spent their exile in countries of the Soviet-led block, they had observed - and often participated in - democratic processes. They then applied their experiences to transfer political culture back home to their new positions in administration or government. Although difficult to measure, the contribution of returnees to this process - through constant lobbying from outside, and later from participation in the decision making processes inside - was considerable.

Return migration did not only apply to refugees but was also encouraged for persons of European origin or descent, who wished to come back to their countries of origin, in particular the Federal Republic of Germany and Greece. In this regard, the Committee opened in 1984 an office in Athens to provide counselling on the rights and obligations of ethnic Greeks wishing to return to their country. Thus former Greek migrants could receive information on the conditions upon returning to Greece.

As early as 1980, IOM started to review in which ways developing countries could be further assisted in acquiring the trained and qualified personnel they needed to take fuller advantage of existing development activities. In this respect, we examined the possibilities of extending to areas other than Latin America a programme for the return of trained nationals to their countries of origin. An increased need for such assistance was especially apparent on the African continent. This led to the establishment of preliminary contacts with some African countries, as well as with international agencies, which would provide funding and act as sponsoring actors, notably the Commission of the European Community, the United Nations Development Programme (UNDP) and the Economic Commission for Africa (ECA). At the UN Economic Commission for Africa conference in Monrovia in October 1981 many African States expressed their deep concern over the brain-drain phenomenon and consequently voiced particular interest in ICM "Return of Talents and Reintegration of Qualified Nationals Abroad" programmes.

In December 1982, an ICM office opened in Nairobi (Kenya) to allow for the collection of job vacancies which could not be filled locally. The programme was later extended to other African countries and three additional field offices were opened in Mogadishu in 1984, in Uganda in 1988 and in Ghana in 1989. First, a pilot project launched in 1983 for the reintegration of qualified nationals, financed by a grant from the European Community provided for the return, over a four-year period, of 300 Africans to Kenya, Somalia and Zimbabwe. This goal was reached and in 1987, an extension of the project for another four year period was decided by the EC and ICM in the context of the Lome III co-operation agreement between the EC and ACP states. Three more countries were included for this new phase of the project (Ghana, Uganda and Zambia), which foresaw the return of 550 nationals. The number of returns were actually slightly higher than anticipated, despite the withdrawal of Somalia in 1991, and movements were additionally organized to 20 other African countries (including Cameroon, Cape Verde,

Guinea-Bissau, Ivory Coast, Nigeria and Sierra Leone, to cite the most important only).

In 1983 also, a similar project was designed for the return and reintegration of African nationals residing in the United States and financed by grants from the Government of the United States. That project was directed at the three countries initially concerned by the European project as well as Cameroon, Tanzania, Malawi and Zambia.

IOM's operations during the Indochinese crisis in the 1970s and 1980s can be considered as the main "ancestor" or "precursor" of our current involvement in humanitarian programmes, not the least because of its length and scale. While action in times of crisis has always been part of IOM's tasks, specific post-conflict interventions are more recent. Its apparition is linked both to the new attention granted by the international community to the notion of peace-building in general (following the United Nations Secretary General Boutros-Ghali's *Agenda for Peace*, launched in 1992) and to the growing awareness that stability and migration issues are closely linked.³ In implementing its programmes on behalf of displaced persons in the region IOM became progressively involved in activities other than resettlement, principally because of the duration of stays in camps. The expertise acquired on this occasion would thus later be used and developed in other contexts. The Indochinese operation itself was continued far into the last decade, until 1996 (for CPA), while the Orderly Departure Programme (ODP) was finally closed in September 1999 only.

The experience in the massive processing of persons gained during the CPA/ODP, among others, contributed to IOM being requested to act following the Iraq invasion of Kuwait in August 1990. Because tens of thousands of third-country nationals had streamed into Jordan from the war zone, the Jordanian authorities appealed to the United Nations for assistance.⁴ UNDRP, the co-ordinating United Nations agency in the crisis then asked IOM to take the lead in providing transportation and return-related services. On 3 September 1990, a first evacuation flight took off from Amman with 182 Sri Lankan women on board. By the end of December, more than 155,000 persons had been evacuated, mostly from Jordan but also from Turkey, Iran and even directly from Iraq under the Gulf Emergency Programme.⁵ Though our role was primarily to assist in the return of third country nationals (mostly Sri Lankans, Bangladeshis, Pakistanis, Filipinos, Egyptians, Sudanese...), the operation had also to adapt to other requirements, especially since the "Gulf war" was over, the question of Iraq Kurds emerged. The return of

foreign workers and their family members from the Middle East was probably the largest assisted mass movement of diaspora over such a short time span.

Over many years the extensive practical and logistical experience in managing activities of very different types, ranging from transportation to training, technical co-operation and medical activities has allowed us to develop working relationships with all kinds of actors. All these aspects are of special importance in a post-conflict context. Although some of the post-conflict programmes might initially appear quite remote for an organization dealing with migration issues, all of them ultimately make sense if one keeps in mind the primary goal of IOM: to encourage the “organized transfer of migrants” (Constitution article 1.1-a) and thus to prevent irregular migration. In this regard, IOM participates in activities aimed at restoring and fostering societies, providing a sense of security and stability to the country and its people. The novelty brought during the last decade was that programmes were set up to accompany returning migrants to countries experiencing difficult post-conflict situations: IOM intervention thus expanded from a form of “logistic” assistance towards a more socio-politico-economical one, aiming both at facilitating return and reintegration and at preventing further movements.

The first “integrated” experience was in Mozambique, in 1993. While most of the work in that country focused on populations displaced internally by decades of civil war, the experience acquired with their reintegration in the socio-political and economic realities of a post-conflict society laid the ground for similar operations involving diasporas. The activities undertaken on behalf of demobilised soldiers and most vulnerable IDPs in Mozambique do mark the beginning of IOM involvement in community-development. It was realised that the best way to facilitate reintegration of IDPs (be they civilian or soldiers) was to ensure stability in the communities to which they were returning, and thus to develop community-based projects. As a consequence, an important part of the assistance was given in the form of grants to support community development activities involving former combatants or IDPs.⁶ The Mozambican programmes were brought to a successful conclusion in 1997. By then many other similar initiatives had been launched, mostly in Africa (Angola and Mali) and in Central America.

In 1996, another programme was set up for Bosnia and Herzegovina, following the signing of the Dayton Agreement in December 1995. While more than half of the country’s population was displaced, special emphasis was to be put on returns. Already in 1995, IOM had car-

ried out an evaluation of the intentions of the refugees and displaced persons in Belgium, Italy and Switzerland in order to establish a firm base for planning return. While a Repatriation Working Group (RWG) comprising the Bosnian Government, IOM and UNHCR was set up to establish operational procedures, IOM also launched a “Return of qualified nationals” programme.

In Bosnia, the *de facto* separation of the country in three (and not two, as officially enshrined in the Constitution) territorial entities added to the usual difficulties of returning to a country devastated by war. Combined with the traumas linked to ethnic cleansing (one of the consequences of which being to discourage return to the area where such events had taken place), as well as the territorial segregation still prevailing in the country despite the peace agreement made it very difficult for most of the displaced persons to come back to their former homes, often located in the zone administered by former enemies. Despite this, IOM managed to set up different schemes to encourage repatriation from various countries, among them Germany, Belgium, Italy, the United Kingdom or the Netherlands. In order to speed up and facilitate operations, programmes already existing were used (such as REAG for refugees and displaced persons in Germany) or new ones established (for instance, a project entitled “urgent integrated interventions in Bosnia and Herzegovina in favour of the populations hit by the consequences of war and for the repatriation and reinsertion of refugees and displaced persons” targeting Bosnians living in Italy; a programme jointly set up with the EC, called ROBBAG and designed to help those residing in Benelux and Germany or the Swiss reinsertion programme, implemented in co-operation with Swiss partners). Most of those schemes included a form of reinsertion assistance granted to the returnees to help them reintegrate more easily in their country of origin. As a whole, IOM assisted between 1996 and April 2000 close to 190,000 persons to return to Bosnia and Herzegovina.⁷ Through the return of qualified nationals, IOM facilitated the reintegration of 829 skilled persons in the same period.⁸ While encouraging returns through these various schemes, IOM also maintained its resettlement activities, mostly to the United States, Canada or Australia, thus contributing to the expansion of existing diasporas.

When the results of the referendum about the independence of East Timor (where 78.5% of the Timorese voted in favour), held on 30 August 1999, were made official, violence erupted in the province, forcing tens of thousands of persons to flee, either to West Timor or further away, to Australia for instance.⁹ Together with other humanitarian agencies, IOM, which had earlier been in

charge of organizing voter registration and balloting outside East Timor for the diaspora under the UN umbrella, got involved in assisting these populations, with return logistics. In spite of systematic militia intimidation we managed during the first two months of activities to help 67,000 Timorese people to return from West Timor, other parts of Indonesia and Australia.¹⁰ However, attempts to set up a highly-qualified return programme - to respond to obvious needs to set up a new administration from scratch - failed. The length of absence abroad and the dramatic living conditions and economic differentials are probably among the causes for this lack of success.

The story is different for Kosovo. When the army of the Federal Republic of Yugoslavia withdrew in June 1999, IOM was entrusted with many different tasks, sometimes quite distant from what is usually considered to be within the Organization's usual assignments.

First, we obviously got involved in repatriation and reintegration activities of the many refugees and displaced persons who had left the province because of the conflict. It is estimated that about 980,000 Kosovar Albanians fled between March 1998, when the situation started to seriously deteriorate, and June 1999. But it is necessary to add to this number those who had left the province during the previous ten years, after the autonomy status was cancelled by the Belgrade authorities in 1989. As a whole, about 1.5 million persons have been displaced, representing close to 75% of the Kosovar Albanian population.¹¹ The challenge was enormous. Working closely with UNHCR and UNMIK (the United Nations Mission to Kosovo), IOM has been assisting in organizing the movement of returnees, from neighbouring as well as third countries. In addition to the main transportation activities, assistance also includes medical monitoring and organization of escorts for the most vulnerable, small reintegration cash allowance for targeted caseloads and referral of return movements to other assistance providers and security forces.¹² Apart from the launching of these general return programmes, we have also been requested by some Member States to help in the implementation of their own return programmes. Such is the case for Finland, Germany, Belgium, Canada and the USA. Moreover, since a number of host countries have decided to provide assistance to refugees upon their return, IOM has been tasked with helping them to set up a mechanism for the distribution of financial allowances. The involvement of IOM in this process depends on the country and can vary from handling direct and unique instalments to managing more in-depths

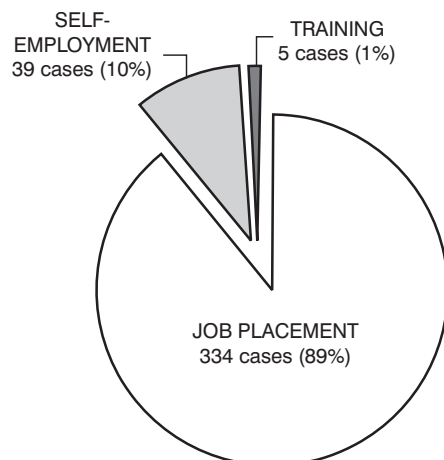
system, comprising phased instalments and verification of the proper use of the allocations.¹³

There certainly are enough examples and practices to analyze. At IOM we dispose of a large number of them, and the following one describes a recent and very innovative approach to support some members of diaspora to return from Berlin to Kosovo:

The Berlin Occupational Reintegration in Kosovo (BORK) project has for over two years assisted labour reintegration upon return to Kosovo of former evacuees and refugees with residence permits/temporary protection in Berlin. Its objective is to promote the occupational reintegration of returnees from Berlin, Germany, through strengthening labor market capacities in Kosovo, by opening new job placements, thus enhancing sustainable and favorable employment opportunities. Reintegration measures include financial assistance to sponsors who will provide employment contracts for at least twelve months and for returnees who are willing to start their own business. Furthermore, training institutions willing to give occupational training for returnees in need of skill improvements, for a period of at least six months will equally benefit from the assistance. Besides the voluntary returnees to Kosovo, local workers are entitled to participate in the reintegration measures as long as they are matched with a returnee from Berlin. The financial support foresees a percapita cost of approx. 3000 EUR, including direct/administrative costs.

Within 19 months of BORK the target of 300 was exceeded by 78 cases. Those supported included:

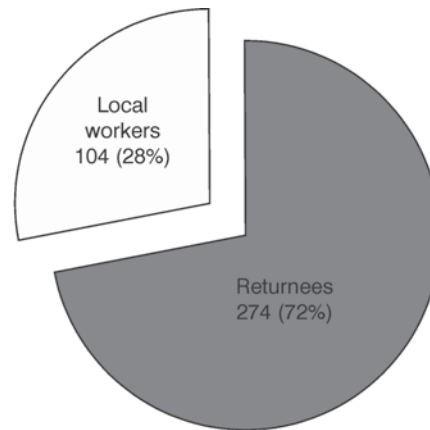
- Job placement - 334
- Self-employment - 39
- Training - 5



Total 378 BORK assisted cases by categories of reintegration measures

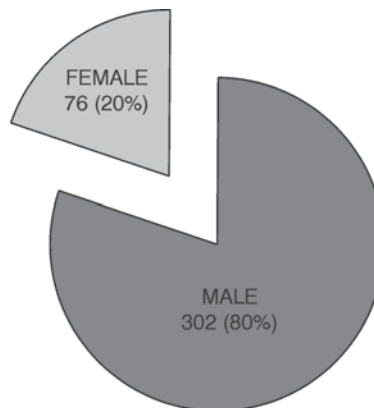
Total assisted cases by
participant category

Distributed participants by category:



Gender balance was one of the important issues that was taken into consideration. However, the limited number of female applicants led to the low percentage of women beneficiaries - 20%, as seen in the below chart.

Gender balance

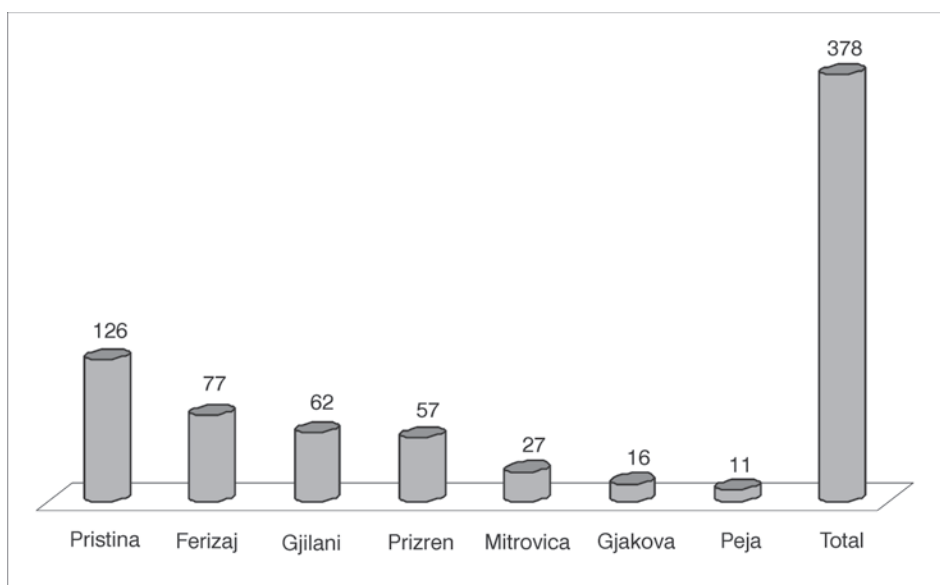


The distribution of the 76 assisted women by categories of their engagement was as follows:

- 69 job placements
- 5 self-employment
- 2 training

Distribution of beneficiaries by IOM Sub-offices is presented in the bar chart below.

Among the positive achievements of BORK long-term employment opportunities for many participants in all Kosovo regions have been provided. Many companies have expressed their willingness to renew the employment contracts after expiry of the one-year BORK subsidies.



Overall number of BORK beneficiaries by IOM Sub-offices distribution

As you can see, we certainly do not lack experience in linking diasporas with countries of origin. It is however somewhat ironic to note that in spite of all the experiences we – and host countries – have acquired, especially over the last decade, attempts to standardize assistance to returnees are still in their early stages. Returnees are frequently puzzled by the disparities between host states (and sometimes even between smaller units within the same state). Attempts at standardization also occasionally run into the competing approaches of different organizations. Donors and beneficiaries could benefit from policy-oriented analysis of the experiences with different types and levels of assistance.

Early this year we started a Return of Qualified Afghans project in the current post-conflict phase of Afghanistan aiming at the reintegration of persons with the qualifications required by the interim administration, by NGOs and international organizations as well as the private sector. But Afghanistan has been a target for our return programmes for some time: Still under the Taliban regime, and in order to contribute to an increased access to health care and health education for the people in remote areas of Afghanistan and to strengthen the human resource capacity in this sector, we assisted Afghan health professionals in Pakistan to return to pre-identified jobs. Beneficiaries were those who wanted to but had been unable to return due to a lack of possibilities to earn a livelihood from their professional activities. Applications from 792 qualified Afghans, willing to go back had been col-

lected in the IOM database. Two Employment Referral Units were established in Peshawar and Quetta in order to counsel candidates and provide referral services to organizations interested in recruiting people. Basic relocation assistance and supplementary training grants have thus been provided to 49 qualified Afghans (53% female) who have returned and taken up employment with NGOs working in the health and education sector inside Afghanistan. In addition, another 16 health professionals (15 female) have returned under a pilot project that was implemented from August 1999 until July 2000 with the Swedish Committee for Afghanistan (SCA). The relatively high number of returnees and the high percentage of female candidates, the clear interest and support from established NGO project partners and from other NGOs and agencies reflected the significant need the project intended to address.

Under the current programme 169 qualified returnees took advantage of the project by the end of April while 4,788 candidates were entered into the database. Many of the returnees have taken up jobs with the Interim Administration, staffing Ministries and other government offices. The Ministries of Education and Higher Education have received the largest group – 43 persons. Negotiations with Brussels are currently under way to start a specific project for qualified Afghans residing in European countries.

Besides these “traditional” operations, our involvement with diaspora has evolved further, in particular through an innovative concept called MIDA. What hides behind this acronym is a new approach to the challenge to link up diasporas with their countries of origin – for the moment in Africa. Despite all its potential, Africa is still facing numerous obstacles on the way to its development. Indeed, generally high population growth has combined with a difficult political, economic or social situation to spur many of its citizens to emigrate in order to improve their situation. Moreover, in many countries, the spread of the HIV/AIDS epidemic is robbing Africa of human resources essential to its economic development.

The implications are that:

- Most African countries are losing a significant number of their skills to more developed countries with a human resource deficit in some fields;
- Most African countries lack the critical mass of national experts indispensable to endogenous development;
- Job and wealth creation capacity is obviously reduced, resulting in greater unemployment and lower produc-

tivity, as well as undesirable socio-economic impacts on areas affected by significant transfers of funds;

- Research and technological innovations are delayed and the degree of dependency on more developed countries is growing hand-in-hand with the digital divide.

MIDA is an institutional capacity building programme for Africa based on a synergy between the profiles of migrants and the demand from countries, and its aim is the transfer of vital skills and resources of the African diaspora to support the development of their countries of origin. The programme no longer necessarily implies the systematic return of migrants, but prefers formulas compatible with their legal status in the host countries and with their desire to contribute to the development of their country of origin, while respecting their dual identity. It is based essentially on the notion of mobility, both people and resources.

All countries of origin, transit and host countries as well as Africans in the diaspora who wish to contribute to the development of their country of origin while maintaining their achievements in their country of permanent residence.

In partnership with Governments, universities and vocational training schools, private sector employers, and African Associations in the host countries, IOM, which this year already started implementing a MIDA programme in the Great Lakes region (Burundi, Democratic Republic of the Congo and Rwanda):

- Is compiling and maintaining a specialized data bank of identified needs for qualified human resources in African countries and skills availability in the diaspora. This data bank is shared by countries of origin and host countries;
- Recruits and trains personnel to manage the transfer of skills and other resources of Africans in the diaspora for development programmes in Africa;
- Enhances the partnership-based utilization of Africans in the diaspora for coordination and/or implementation of joint ventures between host countries and countries of origin;
- Provides assistance, where required, with travel arrangements (on-arrival reception and adjustment).

The innovations in the MIDA programme are its uses of the new information technologies to facilitate mobility and the tapping of skills as well as the transfer of resources. The programme ensures that the rights and status acquired by migrants in host countries are preserved by

guaranteeing them freedom of movement to and from their countries of origin. The potential pool of persons desiring to contribute their skills, expertise and resources in this way to the development of their countries of origin should be substantially increased as a result.

Remittances constitute an important part of the foreign exchange earnings of many African countries. Yet many migrants in the diaspora send these remittances only for domestic consumption and for small-scale community investments, which do not really help to drive development.

The MIDA programme also envisages to create conditions to assist Africans in the diaspora to channel their remittances and other resources toward productive investment that generate income, employment and work, particularly in small and medium-sized enterprises and industries.

As pointed out earlier, IOM has gained considerable experience in developing and implementing capacity building programmes around the world, in particular through voluntary return and reinsertion of qualified and experienced nationals in priority areas of national development programmes. However, MIDA goes beyond this. By innovative means, it facilitates the mobility of diasporas, the transfer and utilization of skills and resources of Africans in the diaspora for the development of their countries of origin. The role of IOM is to serve as a catalyst in the attainment of this objective.

Another important link between diaspora and home is participation in the political life – particularly relevant (in a positive sense) at the end of a conflict. The first time IOM got involved in an electoral process was in Mozambique, mostly on the basis of its practical experience in “logistical matters”. But the most important operation ever undertaken by IOM in the electoral field was the Bosnian “out-of-country” (OCV) process. According to the Dayton peace agreement, elections were to be organized in Bosnia in 1996, under the general supervision of the OSCE (Organization for Security and Co-operation in Europe). This poll was considered to be one of the most complex ever organized, in part because of the massive refugee population residing outside the country but nonetheless entitled to vote. Already being involved in organizing the returns for those refugees, IOM was requested to take part in the OCV process, first in the registration of some 640,000 voters and then in the organization of the poll itself in no less than 54 different countries. Voting either took place by mail or in person at specially set-up polling

stations – mostly in FRY and in Croatia but also in a few other countries.¹⁴ Important because of the number of voters involved, the Bosnian OCV process is also noticeable because of its duration: indeed, since those first elections in 1996, several others have taken place (in 1997, 1998 and 2000) in which IOM has been involved.

The Organization was also requested to undertake polling administration support activities in Kosovo in 1999–2000. First, IOM was tasked with organizing the registration of refugees residing outside the country. Set up to complement the registration process carried within the province by the OSCE and the UNMIK (United Nations Mission in Kosovo), this operation also includes the issuance of documents (tamper-proof UNMIK DP' cards) to the registrants in order to prove their right of residence in Kosovo (most of them having lost their documentation).¹⁵ Ultimately, these two registration processes will lead to the establishment of a civil registry of the Kosovo population and as a basis for voters lists.

Let me conclude with another aspect of migrants in diaspora, again linked with a post-conflict situation. It proves that some such situations continue to influence matters for a long long period, and that the injustice done to victims of conflict that often also was at the origin of displacement is hardly ever put right. Recently however some legal cases led to financial compensation for victims of the Nazi regime. IOM was tasked with the labour-intensive responsibility to identify designated groups of former forced labour migrants, today scattered all over the world, but in the past forcibly sent to work in Germany. When US courts and German negotiators developed their programme to take in claims for forced labour, personal injury and property losses, the planning figure for cases in countries other than those in Central/Eastern Europe and Israel stood at 75,000. Today IOM, tasked with registration of claims for the “rest of the world”, has registered 320,000 cases from among this particular “diaspora”. In addition, in the framework of the Settlement Agreement reached in the Holocaust Victim Assets Litigation (Swiss Banks), IOM has been designated as one of the implementing organizations, tasked with processing claims for certain categories of (non-Jewish) victims.

The project is of special significance for IOM, which, through its implementation, comes back to its own sources: the Second World War and the displacement-related problems that were induced by the conflict.

Like migration has moved up the political agenda in recent years, diaspora is becoming a buzz-word within the

Peter Schatzer
**Returning Home to Build
the State**

population mobility conundrum. I have tried to touch on a number of areas where my organization deals with phenomena linked to better services to and involvement of diaspora in our globalized world. They demonstrate first and foremost the breadth of the issue but also the key role that diasporas can and increasingly do play in matters in the past left to nation states.

FOOTNOTES

- * Parts of this paper are based on the History of IOM 1951–2001 by Marianne Rogier published on the occasion of IOM's 50th anniversary, to which the author of this paper contributed.
- ¹ ICEM, *1974 Review of Activities*, p. 6.
- ² IOM, *1989 Review of Achievements*, p. 15.
- ³ S/24111, *An Agenda for Peace*, 17 June 1992.
- ⁴ By early September, it was estimated that 105,000 persons were caught in camps at the border, cf. *IOM Annual Report 1990*, p. 20.
- ⁵ *OPM Annual Report 1990*, p. 20.
- ⁶ MC/1869, 25 April 1996, *Report of the Director General for the Year 1995*, § 247, pp. 37–38. On these community-oriented aspects, see *infra*, following part.
- ⁷ IOM assisted returns from countries outside Yugoslavia amount to 188,383 persons (Source: IOM office in Sarajevo), whereas IOM assisted movements to Bosnia (overall activities, including activities in countries of former Yugoslavia and medical activities or services) reached 190,618 persons (Source: IOM Geneva).
- ⁸ Cf. IOM, *Activities in Bosnia and Herzegovina, Croatia and the Federal Republic of Yugoslavia*, update: March/April 2000, p. 1, available on IOM website, www.iom.int.
- ⁹ As a whole, 650,000 persons (more than 75% of the entire population) became displaced during the crisis. In addition, about 70% of houses and infrastructure were destroyed, while the state structures were left in vacuum following the withdrawal of the Indonesian administration., cf. *UN Consolidated Inter-Agency Appeal for East Timor Crisis*, October 1999 – June 2000.
- ¹⁰ For a detailed description of the difficulties encountered during that operation, cf. *IOM News*, no 3/99, December 1999, available on IOM website, www.iom.int.
- ¹¹ OSCE, *Statistics and Refugee Tracking (START)*, Information Report, 10 June 1999, p. 6.
- ¹² *IOM Project Compendium*, April 2000, p. 107.
- ¹³ *IOM Project Compendium*, April 2000, p. 113.
- ¹⁴ Cf. *RESG Final Report on Bosnia and Herzegovina National and Cantonal Elections Abroad, Vienna, 11 October 1996*.
- ¹⁵ *IOM Project Compendium*, April 2000, p. 111.