

RUSSIAN FEDERATION:

Russian Federation: Displaced people still struggling to lead a normal life

A profile of the internal displacement situation

12 November, 2008

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Through its work, the Centre contributes to improving national and international capacities to protect and assist the millions of people around the globe who have been displaced within their own country as a result of conflicts or human rights violations.

At the request of the United Nations, the Geneva-based Centre runs an online database providing comprehensive information and analysis on internal displacement in some 50 countries.

Based on its monitoring and data collection activities, the Centre advocates for durable solutions to the plight of the internally displaced in line with international standards.

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OVERVIEW

Russian Federation: Displaced people still struggling to lead a normal life

Up to 136,000 people remain displaced in Russia more than fifteen years after the beginning of armed conflict in the republics of the north Caucasus. Hundreds of thousands of people fled their homes as a result of an inter-ethnic conflict in North Ossetia in 1992 and separatist and counter-terrorist conflicts in Chechnya in 1994 and 1999. While large-scale warfare has ended and the situation in Chechnya has stabilised, the north Caucasus remains insecure throughout as hostilities continue between government forces and rebels. In the absence of political resolutions to the conflicts, human rights abuses including abductions and enforced disappearances persist and the rule of law remains weak.

Durable solutions for the remaining internally displaced people (IDPs) are blocked mainly because of the lack of adequate housing, difficulty in securing personal documents and differential treatment of ethnic Chechens. Housing remains a major problem for IDPs as many live in inadequate conditions despite government efforts. Unable to secure personal documents such as residence registration, internal passports and employment records, IDPs cannot access public services, they receive a lower old age pension than what they are entitled to and they have difficulties finding rental accommodation. Ethnic Chechen IDPs living outside the north Caucasus have been attacked and face particular difficulties in securing housing, personal documents and jobs, and in moving freely without police controls.

Background of displacement

Internal displacement in Russia is largely a result of armed violence and conflict in two south-western republics, Chechnya and North Ossetia.

In Chechnya, armed violence and two rounds of conflict between militants and government forces have caused more than 600,000 people to flee their homes since 1991 (IDMC/Memorial, 10 October 2006). Troops of the Russian Federation first entered Chechnya in 1994 to quash the republic's independence movement, and withdrew in 1996 after a ceasefire agreement was signed between Russian president Boris Yeltsin and Chechen leader Aslan Maskhadov. Federal troops returned in 1999 as part of a "counter-terrorist operation" after apartment buildings in several Russian cities were bombed and militants staged an incursion from Chechnya into neighbouring Dagestan to support militants calling for an independent Islamic state. The government maintains the situation in Chechnya has normalised although militant attacks and government special operations continue to be reported (Jamestown Foundation, 24 April 2008).

A brief inter-ethnic conflict over the disputed Prigorodny district in North Ossetia also displaced thousands of people in 1992 (HRW/Helsinki, 1 April 1996). Both ethnic Ingush and Ossetians claim Prigorodny as their own, and a 1991 federal law allowing for the return of land to peoples repressed under Stalin sparked the conflict. While the district was part of Ingush territory until 1944, it was ceded to North Ossetia following the deportation of Ingush and other groups to Central Asia. Although the 1992 conflict lasted only a week, about 500 people were killed and up to 64,000 ethnic Ingush and Ossetians were displaced, mainly within North Ossetia or to Ingushetia (HRW/Helsinki, 1 April 1996). In the absence of a resolution to the dispute, Prigorodny district remains within the borders of North Ossetia, the Ingush continue to claim their right to return and a climate of mistrust prevails.

IDP numbers

Recent estimates of the total number of internally displaced people (IDPs) in Russia range from 85,000 (Government of the Russian Federation, 8 February 2006) to 136,500 (UNHCR, 1 December 2007). The Office of the UN High Commissioner for Refugees (UNHCR) has combined figures from government and non-governmental sources to arrive at its total, while the government has reported the number of people with forced migrant status as defined in the 1993 law on forced migrants, and those registered as beneficiaries of assistance from the Federal Migration Service (FMS).

Non-governmental organisations (NGOs) usually report the number of people still displaced regardless of whether the government registered them. As a result of the narrow definition of “forced migrant” in the 1993 law and increasing de-registration of beneficiaries of government assistance, NGOs have tended to report higher figures than the government.

The Chechen authorities consider there are no IDPs in Chechnya. All of those remaining on the FMS list were de-registered in October 2007, and so lost all the associated entitlements and benefits. However, according to UNHCR, as of late 2008 there were 3,526 IDPs still residing at 15 temporary collective shelters located in Grozny and 1,316 at five temporary collective shelter outside Grozny (UNHCR, 30 September 2008). There are also an estimated 50,000 IDPs living in the private sector, mainly with relatives and friends.

Figures on the number of IDPs living in Ingushetia vary. Estimates of IDPs from Chechnya range from 4,000 according to FMS (FMS, 14 November 2007) to 12,437 according to the Danish Refugee Council (DRC, 30 September 2008) and 38,000 according to local authorities (Kavkazskii Uzel, 24 April 2008; Nezavisimaya Gazeta, 20 June 2008).

There is also a range of figures for the number of IDPs from Prigorodny district in North Ossetia living in Ingushetia: 8,512 according to FMS (FMS, 30 June 2008), 10,000 according to local authorities (Kavkazskii Uzel, 24 April 2008; Nezavisimaya Gazeta, 20 June 2008) and 18,000 according to the Moscow Helsinki Group (KU, 24 April 2008).

According to FMS there were 7,874 IDPs from Prigorodny district with forced migrant status in North Ossetia (FMS, 30 September 2008). In Dagestan, there were 3,829 IDPs from Chechnya (UNHCR, 30 September 2008), while FMS reported 399 people from Chechnya with forced migrant status there (FMS, 31 January 2008).

Physical security in the north Caucasus

The overarching objective of militant groups has increasingly strayed from the independence of Chechnya towards the establishment of an Islamic state across the North Caucasus (HRW, 25 June 2008; Jamestown Foundation, 11 July 2008; Hughes, James, June 2007; RFE/RL, 21 September 2007; ICG, 3 June 2008). Corruption, economic hardship and disaffection of young people have also fuelled the violence. As it has become increasingly difficult for the militants to operate in Chechnya (HRW, 25 June 2008; Prague Watchdog, 25 June 2008), they have gradually moved into other neighbouring republics. At the same time, there has been an increase in the frequency and scale of violent incidents in the region, and the government has deployed more troops to the region in response (RIA, 26 March 2008; Russian Analytical Digest, 5 June 2008).

While observers generally agree that Chechnya is recovering from conflict, accounts of the security situation in the republic differ. Some claim the situation has become more peaceful since 2006 with fewer militants, a drop in the number and magnitude of violent incidents and only sporadic targeted violence (ECHO, 5 December 2007; ACCORD, 22 April 2008; Sagramoso,

Domitilla, 4 July 2007; Russian Analytical Digest, 5 June 2008; Moscow Times, 22 May 2008). Others agree that violence is targeted, but still consider the situation unstable due to an increase in reported armed clashes, including in civilian areas and the capital city Grozny (Memorial, 16 April 2008; AI, June 2008; Jamestown Foundation, 24 April 2008 and 11 July 2008; Russian Analytical Digest, 5 June 2008; Prague Watchdog, 5 July 2008). Human rights organisations have noted an improvement in the situation (Memorial 16 April 2008), but they report that human rights abuses nevertheless continue (AI, 28 November 2007; NHC, 30 April 2008).

The security situation in neighbouring Ingushetia significantly deteriorated in mid-2007, making it the most insecure republic in the region according to observers (RFE/RL, 19 September 2008; Memorial, 31 January 2008; HRW, 25 June 2008). While the situation had been steadily worsening since 2002, the number of attacks on security personnel increased sharply in 2007, and in 2008 shootings, bombings and abductions were taking place every day (HRW, 25 June 2008; Memorial, 31 January 2008; RFE/RL, 19 September 2008). Other destabilising forces seem to be at work in addition to the militants. Unidentified armed men have committed several attacks, including the killings of several ethnic Russians, Koreans and Roma in late 2007 which reportedly led some 30 Russian families to flee Ingushetia (RFE/RL, 21 September 2007; Memorial, 31 January 2008; Gazeta.ru, 19 September 2007; ACCORD, 22 April 2008).

In response to the deterioration of security in Ingushetia, the federal authorities tripled the number of law enforcement troops there in 2007 (TOL, 25 February 2008; Jamestown Foundation, 27 March 2008; RFE/RL 26 January 2008). Some observers reported that the arrival of federal troops in Ingushetia had made the situation worse because it led to an increase in counter-insurgency operations that reportedly involved human rights abuses including arbitrary detention, enforced disappearances, torture, extra-judicial executions and acts of cruel, inhuman or degrading treatment (HRW 25 June 2008; Noviy Izvestiya, 22 September 2008; RFE/RL 21 September 2007; AI, October 2007; IWPR, 27 September 2007). In its analysis of the situation in Ingushetia, Human Rights Watch concluded that Russia has failed to respect or adhere to national and international human rights and humanitarian law in exerting its right and duty to take effective measures to prevent terrorist attacks on its territory (HRW, 25 June 2008).

The situation in Dagestan is also volatile (ACCORD, 22 April 2008; RFE/RL, 21 September 2007; Caucasian Knot, 2 July 2008). Violence between security forces and militants has continued for years, but from 2007 the number of reported clashes increased (IWPR, 13 December 2007). Local and federal security forces, public officials and journalists have been attacked, and the militant organisation Shariat Jamaat has claimed responsibility for most of the violence (ICG, 3 June 2008; Memorial, 16, April 2008; Jamestown Foundation, 1 August 2008 and 14 February 2008). The government has responded by carrying out special operations targeting suspected militants (ICG, 3 June 2008; IWPR, 9 January 2008; Jamestown Foundation, 10 January 2008 and 24 April 2008). Other special operations have led to civilian casualties and disappearances, including of young male Muslims and journalists, though these were fewer than in other republics in the region (ICG, 3 June 2008; Memorial, 16 April 2008; Jamestown Foundation, 27 March 2008 and 14 February 2008).

Rule of law

Perpetrators of human rights abuses in the North Caucasus still enjoy general impunity (AI, June 2008). Despite the presence of police forces and courts of law in Chechnya, state agents are rarely convicted of human rights violations, and victims who report cases face inadequate investigations, a lack of effective remedies and pressure to withdraw their claims (WITNESS/Memorial, 2007; AI, 19 September 2007, p.2; NHC, 30 April 2008; Memorial, 31 August 2007). Likewise, security agents and police officers reportedly responsible for human rights violations in Ingushetia have not been held to account (HRW, 25 June 2008). As reports of disappearances and torture continue and local residents lose their confidence in the authorities to

administer justice, civilian support for the insurgents is increasing (Memorial 31 January 2008; HRW, 25 June 2008; Novaya Gazeta, 6 February 2008; Demos, 24 November 2007; RFE/RL, 26 January 2008 and 21 September 2007). Young people have reportedly been joining the militants in increasing numbers, despite knowing their relatives may suffer retribution from government agents (NYT, 29 September 2008; HRW, 2 July 2008; Jamestown Foundation, 1 August 2008; Memorial, 31 October 2007).

The European Court of Human Rights (ECHR) remains the only judicial body before which applicants from Chechnya have obtained compensation for violations of their rights (CoE, 12 June 2007; CoE 15 November 2007; EHRAC 3 July 2008). After 37 judgments finding Russia responsible for human rights violations in Chechnya, ECHR has yet to dismiss or rule against a Chechen applicant (EHRAC, 3 July 2008). However, some applicants to the ECHR, as well as their relatives and lawyers, have reported harassment and intimidation on account of applying to the Court (CoE, 2 October 2007; HRW, 30 September 2007 and 25 June 2008; Commissioner for Human Rights in the Russian Federation, 31 January 2007; Jamestown Foundation, 8 May 2008;). Applicants from Ingushetia have also reported being threatened after applying to the Court (Memorial, 25 July 2008).

In response to the rulings, the federal government has paid compensation on time and in full, including over \$5.1 million (4 million euros) in 2007 alone (TOL, 8 October 2008), and opened new investigations into criminal cases. However, the investigations have yet to bring those responsible for human rights violations to justice (Memorial, 31 October 2007; AI, 19 September 2007). In addition to acknowledging deficiencies in the country's justice system, including slow court proceedings, corruption and the non-enforcement of decisions, the government is currently devising a compensation scheme to pay those whose cases of human rights violations during counter-terrorist operations in the North Caucasus were not investigated effectively (UN, 29 May 2008; IHT, 15 July 2008).

Access to documents

Residence registration remains one of the main problems for IDPs from Chechnya (Moscow Helsinki Group, 16 July 2008). In Chechnya, IDPs in Grozny have the greatest difficulty obtaining residence registration as there are restrictions on migration to the city.

Many IDPs living outside of the North Caucasus still face barriers when registering their residence. These include the reluctance of landlords and the authorities to register them as residents, and unlawful requirements such as the payment for utilities one year in advance and approval from the local Federal Security Service office (IDMC, 30 June 2008). In contrast, IDPs in Ingushetia have been able to obtain and extend their residence registration. While citizens do not theoretically need residence registration to exercise their rights, in practice the lack of residence registration restricts IDPs' access to public services, social security, government jobs, rental accommodation, and creates a risk of housing eviction (IDMC, 30 June 2008; UN CERD, 20 August 2008).

By creating forced migrant status, the government has helped many IDPs gain access to basic rights. Among other benefits, IDPs with forced migrant status are entitled to financial and housing assistance, job placements and free medical care. However, many IDPs face barriers to obtaining and extending this status, and to the enjoyment of the corresponding entitlements. Those displaced within a subject of the Russian Federation where they have permanent registration are not eligible for forced migrant status. Therefore, people displaced within Chechnya do not qualify. The main barriers faced by IDPs outside Chechnya include the inconsistent interpretation and respect of the law by local officials and courts, and differential treatment of applications from ethnic Chechens. About 162,000 IDPs who fled Chechnya during the first conflict received forced migrant status, and most were ethnic Russians (UNHCR, February 2003). The local authorities in

Dagestan continue to refuse forced migrant status to IDPs from Chechnya, though FMS granted the status to some who arrived before 1999.

Many displaced pensioners from Chechnya receive a lower pension than they are entitled to because the necessary documents and their archives were destroyed during the conflicts and no mechanism has been put in place to rectify the issue. According to the Commissioner for Human Rights in the Russian Federation, as of 2003 there were around 40,000 internally displaced pensioners from Chechnya who were in this situation, and the number was rising (Commissioner for Human Rights in the Russian Federation, 1 February 2008). Pensioners in Chechnya who do not have the documents required to receive the pension they are entitled to can appeal to the local court and they may also receive a financial supplement from the government of the Chechen Republic based on their work experience (Government of the Russian Federation, 10 May 2006). While some displaced pensioners outside Chechnya have managed to receive their entitled pension through the courts, most decisions have left claimants with only a minimum pension and no reparation. The majority of them therefore continue to seek work to make ends meet.

Housing in the north Caucasus

The lack of adequate housing is another major problem for IDPs in Chechnya (UNHCR, 17 April 2008; WFP/UNICEF, 3 April 2007). Some 98,000 families are in need of housing since their homes were damaged beyond repair during the conflict (Government of the Russian Federation, 25 January 2008). The government has acknowledged the need for housing and has financed housing construction and repair mostly in and around Grozny (Commissioner for Human Rights in the Russian Federation, 1 February 2008; Memorial, 7 April 2008; ACCORD, 22 April 2008; Grozny Inform, 1 November 2007; NYT, 30 April 2008). International organisations have also rebuilt damaged homes and provided temporary accommodation to returnees (UNHCR, 31 December 2007; DRC, 2008). However, the situation remains poor in villages, with houses destroyed, water and sanitation systems ruined, and no proper waste disposal (ACCORD, 22 April 2008).

Since 2006, the authorities in Chechnya have been closing temporary accommodation centres (TACs) and relocating IDPs mainly to their home districts (ACCORD, 22 April 2008). The process was sped up in 2007 after the government verified the status of these IDPs' residence registration and other details (Kavkazskii Uzel, 23 June 2007; Grozny Inform, 1 February 2008). People leaving the TACs were offered various housing alternatives: accommodation in other TACs, new housing or abandoned apartments, land plots, a one-off payment of \$700 (18,000 roubles) to rent temporary accommodation for six months, and letters of guarantee for a priority place on the list of those in need of housing. Private sector accommodation was offered to IDPs with residence registration in Grozny and land plots were offered, mainly to those who had previously lived in villages. However, it is not clear what criteria were used to offer other types of housing, or if these criteria were being applied consistently. It is also not clear to what extent the government consulted IDPs about their relocation or whether IDPs participated in the planning of the relocation process.

Many people who left the TACs remain without adequate housing. Some of those who returned to where they were registered do not have habitable housing and cannot afford to repair or build anew. Those who were given land in villages often do not have access to water, gas or electricity. Some who were transferred to other TACs found worse conditions. IDPs report the money offered to rent an apartment in Grozny is not enough and there are few apartments available for rent in Grozny (Memorial, 29 August 2008). Recipients of abandoned apartments found them in need of repair, already occupied or with multiple owners (Memorial, 6 July 2008). The court is reviewing cases of contested ownership, but in the meantime the current occupant can be evicted since the

apartment is on a list of dwellings rejected by their original owner (Memorial, October 2007). This is creating a new group of vulnerable people and increasing social tensions.

IDPs and human rights organisations have expressed concerns about the process of relocation from the TACs. These include pressure to sign a form taking away IDPs' right to government assistance, relocations taking place on short notice, the disruption of electricity and gas supply prior to the relocation, and the lack of a court order or offer of alternate housing (Prague Watchdog, 24 January 2008; Kavkazskii Uzel, 17 January 2008, 8 April 2008, 12 July 2008 and 26 December 2007; Memorial, 7 April 2008). In response, the Chechen president has ordered a government official and a representative of Memorial to verify reported human rights violations of IDPs during the relocation process (Memorial, 7 April 2008).

In Ingushetia, most IDPs live in the private sector while others live in some 70 temporary settlements. In either case, most IDPs live in inadequate conditions. Since 2003, the government in Ingushetia together with international organisations has built housing for 380 families from Chechnya. In 2007 they built 94 cottages for IDP families, and planned on building an additional 40 cottages in 2008 (Vesti Severni Kavkaz, 8 February 2008). According to the federal authorities, 1,499 displaced families from North Ossetia were still in need of housing at the beginning of 2008 (Government of the Russian Federation, 25 January 2008).

Property compensation

In 2008, compensation payments resumed for residents of Chechnya whose property had been destroyed, after being on hold for more than a year (Prague Watchdog, 8 September 2008). The Chechen prime minister announced that 39,118 applicants would receive \$1300 (350,000 roubles) each, and some 4,000 claimants at the top of the list would receive their compensation before the end of 2008 (Grozny Inform, 4 September 2008 and 15 September 2008). According to NGO Memorial, almost 85,000 families received compensation between 1997 and 2007 for property destroyed as a result of military activities in Chechnya (Memorial, October 2007).

However, this compensation has proven an ineffective remedy to the housing problem of IDPs (MHG, 31 January 2008). The compensation amount has become increasingly insufficient for IDPs to buy or build housing (PW, 8 September 2008). Most IDPs have spent the money on rent, or repaying debts and buying essential household items. Payments have also been suspended several times since 2003 because of theft and corruption (PW, 8 September 2008). Hundreds of criminal cases have been filed and all of those that went to court led to convictions (Gazeta, 7 February 2008), including of the head of the government compensation payments commission who had reportedly embezzled more than \$700,000 (18 million roubles) (PW, 8 September 2008).

Acknowledging the insufficiency of compensation paid to IDPs from Chechnya, the government has included people with forced migrant status in a new federal housing programme (Government of Russian Federation, 26 January 2008). Set to run until 2010, regional government agencies issue housing certificates to entitled citizens, who use them to purchase housing within nine months of receipt. The amount of the certificates is based on the average cost per square metre of housing and the size of the family. However, as IDPs lose forced migrant status when they accept compensation, many who are still in need of permanent housing are ineligible for the programme.

The new federal housing programme has so far proven unreliable in providing IDPs with adequate housing. The budget from 2006 to 2010 should be sufficient to provide certificates to around 5,000 families, or around 30 per cent of forced migrants listed as in need of improved housing (Commissioner for Human Rights in the Russian Federation, 1 February 2008; Government of the Russian Federation, 1 July 2008). However, in 2006 and 2007 only 1,654 housing certificates were issued to forced migrants (Commissioner for Human Rights in the

Russian Federation, 1 February 2008), and no housing certificates will be paid in 2008 according to the Chechen prime minister (Grozny Inform, 15 September 2008).

A 2008 decree extended the deadline to 1 July 2008 for IDPs from North Ossetia to submit an application for property compensation. As of mid-2008, 4,500 IDP families had applied for compensation, 2,339 families had been approved to receive compensation, 885 families had received compensation, and 745 families had been refused (FMS, 30 June 2008).

Return

Between 57,000 and 150,000 IDPs have returned to Chechnya (Swisspeace, 3 May 2007; ACCORD, 22 April 2008). The government reported in 2006 that some 60,000 people had returned (Government of the Russian Federation, 23 October 2006). The Danish Refugee Council (DRC) reported that 4,225 IDPs returned from Ingushetia to Chechnya in 2007 (DRC, 31 January 2008).

Several sources maintain that Chechnya is unsafe for return (ECRE, March 2007; CRI Project, May 2007; ACCORD 22 April 2008). Many non-Chechen IDPs, in particular ethnic Russians, fear their personal safety and that of their children would not be guaranteed in Chechnya (IDMC, 30 June 2008; ACCORD, 22 April 2008; Jamestown Foundation, 26 July 2007). While the overall security environment is still discouraging the return of some IDPs to Chechnya, other important reasons include the lack of housing and jobs (UNHCR, 17 April 2008, 1 December 2007 and 1 June 2008; DRC, 28 February 2007; Kavkazskii Uzel, 21 June 2007; Memorial, October 2007). In Dagestan, DRC found that 64 per cent of surveyed IDPs planned to return to Chechnya, but had not yet done so for these reasons (DRC, 28 February 2007).

The scale and terms of compensation for lost housing and property represent a form of undue pressure on IDPs to return to Chechnya. Displaced people who choose to return and settle permanently in Chechnya receive up to \$15,000 (350,000 roubles) as compensation for lost housing and property according to federal law No. 404 of 4 July 2003, while those who do not return to Chechnya receive a maximum of \$5,000 (120,000 roubles) according to federal law No. 510 of 30 April 1997. The 1997 compensation law states that those who do not return to Chechnya must renounce all rights to their housing and property, while it can be inferred from the 2003 law that those who return to Chechnya retain these rights. Those settling outside of Chechnya may be eligible for compensation regardless of the state of their property or housing, while those opting to return to Chechnya are only eligible for compensation if their property or housing is at least 80 per cent destroyed. This differential treatment of citizens on the basis of their residence may influence the return and resettlement decisions of IDPs and questions their free choice of residence in the Russian Federation.

From 1994 to 2007, 24,245 IDPs returned to North Ossetia, including about 1,000 in 2007 (Government of the Russian Federation, 14 November 2007). The majority of returnees have been ethnic Ossetians despite government decrees to return Ingush IDPs (HRW, 25 June 2008). IDPs have returned to seven locations, but were obstructed from returning to others: Terk and Chernorechskoe are closed for return since they are zoned as water conservation areas, and Ingush are not returning to mainly Ossetian towns such as Yuzhni, Oktyabrskoye and Ir because of the hostile atmosphere between Ossetians and Ingush (Memorial, 23 October 2007; CRI Project, May 2007).

Settlement in other areas

Ingushetia has been hosting IDPs from both Chechnya and North Ossetia since the first outbreak of conflict. Up to 3,800 IDPs in Ingushetia plan to stay there permanently (UNHCR, 1 July 2008; Vesti Severni Kavkaz, 8 February 2008). Some 2,500 families have made requests for housing

and the local government has agreed to allocate land plots to the most vulnerable IDPs as part of an integration programme set to run until 2010 (UNHCR, 31 December 2007). However, the lack of federal funds has reportedly limited the ability of the local government to meet the needs of IDPs (UNHCR, 17 April 2008).

More than half of the IDPs in Dagestan wish to stay rather than return to Chechnya (UNHCR, 17 April 2008; DRC, 28 February 2007). Local authorities allocated land plots, bricks and a cash grant of about \$1,800 (50,000 roubles) to 37 displaced families after their settlement Camp Nadezhda was closed in 2007 (Memorial, December 2008). There have also been reports of ad-hoc government assistance including the provision of land plots in Nogayskiy district.

In 2006, the authorities in North Ossetia established a village named Novy for IDPs. By late 2007, more than 300 displaced families had resettled there and there were 500 requests for resettlement to the village (Vesti, 6 November 2007). Other IDPs have instead insisted on their right to return to their former residences in what is now a water conservation zone, but the government maintains that return to those villages is not possible and is trying to find a compromise based on resettlement, including in apartments or on new land (Government of the Russian Federation, 14 November 2007).

The general population in Russia increasingly associates ethnic Chechens with terrorists, which makes it difficult for them to lead a normal life outside Chechnya. They face particular difficulties in securing rental accommodation, residence registration, forced migrant status and professional jobs outside of Chechnya. They have also endured racially motivated attacks and selective identity inspections by law enforcement authorities, and the police do not guarantee their protection (UN, 20 February 2008; AI, 19 September 2007; CoE, 2 May 2007; IDMC, 30 June 2008; ACCORD, 22 April 2008; Grouping of Russian NGOs, 12 August 2008).

Humanitarian response

Human rights advocates concluded in 2008 that amendments to laws governing civil society organisations in Russia have impeded the work of local and international NGOs, especially those addressing controversial topics such as conflict in Chechnya or human rights (HRW, 20 February 2008; AI, February 2008; MHG/HRWF, February 2008). Some Russian NGOs focusing on the conflicts in Chechnya and human rights have faced administrative harassment, targeting under the anti-extremism law and closure (HRW, 25 June 2008; UN HRC, 5 March 2008). Individual human rights defenders, journalists and lawyers working in the North Caucasus have also been increasingly subjected to threats and intimidation because of their work (AI, 28 November 2007; NHC, 30 April 2008).

A 2006 meeting of senior representatives from international organisations, governments and NGOs on Russia concluded that the international response to conflict in the North Caucasus has often been “deeply conflicted, ambivalent and ineffectual” and that international organisations needed to increase their accountability in the region (CSIS, September 2007). Participants also agreed that the Russian government continued to make it harder for donors and international organisations to engage in the region. Local governments in the North Caucasus continue to require that humanitarian organisations working there announce their locations in advance and travel with armed escorts (ACCORD, 22 April 2008).

In the North Caucasus, many international organisations are phasing out their activities because of decreased donor support and a general shift towards recovery and development. The UN Office for the Coordination of Humanitarian Affairs closed its office at the end of 2007, and the World Food Programme in 2008. The Danish Refugee Council also ended food distribution in Chechnya and other North Caucasus republics in 2008, while the International Committee of the

Red Cross stopped distributing food and other aid in 2007. Remaining international organisations will continue to focus on the remaining humanitarian needs, rule of law and capacity building.

European institutions also remain engaged on the human rights situation in the North Caucasus. The Council of Europe concluded in 2008 on the North Caucasus that “it would appear that the human rights situation is by far the most alarming in the whole of the geographical area covered by the Council of Europe,” and emphasised the right of family members to know the fate of disappeared relatives (CoE, 16 July 2008 and 11 April 2008). In 2007, the European Parliament continued to criticise Russia’s conduct in Chechnya, condemning the numerous human rights violations and calling on the federal government to take concrete steps to prevent further abuses and tackle impunity for perpetrators of such violations (EP, 14 November 2007).

For its part, the European Commission’s Humanitarian Aid Office (ECHO) approved a new \$14 million (11 million euros) humanitarian aid package in 2008 for victims of the conflict in Chechnya, including IDPs. While substantial, this is a decrease from past years’ funding. Increased donor assistance is needed for projects that support food security, housing, income generation, independent media and the rule of law.

РЕЗЮМЕ ПРОФИЛЯ НА РУССКОМ ЯЗЫКЕ

Россия: усилия правительства помогут только некоторым ВПЛ восстановить свою жизнь

Россия: усилия правительства помогут только некоторым ВПЛ восстановить свою жизнь

Несмотря на усилия российского правительства и международного сообщества более 150 000 человек в России остаются перемещенными более чем через десять лет после начала вооруженного конфликта. Сотни тысяч человек покинули свои дома в результате межэтнического конфликта в Северной Осетии в 1992 г. и сепаратистских конфликтов в Чечне, которые начались в 1994 г. и возобновились в 1999 г. В то время как крупномасштабные военные действия закончились, продолжаются военные действия между правительственными войсками и сепаратистскими повстанцами в Чечне и атмосфера недоверия превалирует в Северной Осетии между ингушами и осетинцами. За неимением политического разрешения конфликтов положение с безопасностью в других частях Северного Кавказа ухудшилось и в регионе сохраняются нарушения прав человека, включая похищения и насильственные исчезновения.

Размещение на постоянное жительство внутренних перемещенных лиц (ВПЛ) стало приоритетом для правительств Чечни и Северной Осетии. Чеченское правительство уже на протяжении некоторого времени проводит кампанию по возвращению перемещенных лиц в республику и в середине 2007 г. находится также в процессе закрытия центров коллективного проживания, в которых были поселены многие возвратившиеся люди. Покидающим центры людям было предложено постоянное жилище, либо их просили вернуться в прежние районы проживания. Однако, как заявляют некоторые ВПЛ, их пожелания не всегда учитывались, а в некоторых случаях правительственные должностные лица угрожали применением силы с целью заставить проживающих покинуть центры.

В Северной Осетии многие ВПЛ смогли вернуться домой, но некоторым из 10000 человек, по-прежнему находящихся на положении перемещенных лиц, было запрещено возвращение в свои села на основании решений районных судов, определивших эти районы "водоохранными зонами". Многие ВПЛ из Северной Осетии, которые не смогли вернуться, переехали в новый, созданный правительством поселок, где правительством были выделены участки земли, а гуманитарные организации предоставили временное жилище. Некоторые из перемещенных лиц, отказавшиеся от переселения и настаивавшие на возвращении в свои прежние места проживания, были насильно переселены в этот новый поселок.

Выделение правительством земли и жилья, также как и строительство жилья гуманитарными организациями и самими ВПЛ, оказывает влияние на внутреннее перемещение в России, но схемы компенсации не смогли разрешить жилищный кризис. Потребуется еще некоторое время, чтобы определить, являются ли эти инициативы достаточными для удовлетворения нужд возвращающихся лиц и переселенцев из Чечни и Северной Осетии.

Предпосылки перемещения

Внутреннее перемещение в России, в основном, явилось результатом вооруженного насилия и конфликтов в двух юго-западных республиках – Чечне и Северной Осетии. Через десять с лишним лет после начала этих конфликтов, более 150 000 человек остаются внутренне перемещенными (UNHCR, 20 June 2007).

В Чечне два вооруженных конфликта между повстанцами и правительственными войсками явились причиной бегства более 600 000 человек из своих домов (IDMC / Memorial, 10 October 2006). Впервые федеральные войска вошли в Чечню в 1994 г. для подавления борьбы республики за независимость, затем были выведены в 1996 г. после подписания президентом Борисом Ельциным и чеченским лидером Асланом Масхадовым соглашения о прекращении огня. Однако в 1999 г. вооруженные сепаратисты из Чечни вошли в соседнюю республику Дагестан для поддержки призыва о создании независимого исламистского государства. В ответ на это и другие дестабилизирующие действия федеральное правительство направило войска обратно в Чечню и последовала полномасштабная война. Этот второй конфликт в Чечне был особенно жестоким, при этом и на правительстве, и на повстанцах лежит вина за беспорядочные атаки, произвольные аресты, пытки и негуманное обращение в отношении как подозреваемых участников военных действий, так и гражданских лиц (Grouping of Russian NGOs, November 2006). Несмотря на утверждения России о том, что ситуация на Северном Кавказе нормализовалась, и заявления чеченского сопротивления о готовности к переговорам, конфликт по-прежнему не разрешен и военные действия продолжаются (Grouping of Russian NGOs, November 2006; RFE / RL, 14 July 2006; Memorial, 31 July 2006).

Менее продолжительный конфликт в Северной Осетии также явился причиной значительного внутреннего перемещения в 1992 г., когда территориальный спор из-за статуса Пригородного района перерос в вооруженное межэтническое противостояние между ингушами и осетинами. Восточная часть Пригородного района находилась в составе Ингушетии до 1944 г., когда ингуши и другие этнические группы были депортированы в Центральную Азию. Вскоре после этого район был передан Северной Осетии и с тех пор оставался в пределах Северной Осетии. Тем не менее, ингуши продолжали требовать возвращения им этой территории, и в 1991 г. федеральный закон, допускающий возвращение территории репрессированным при Сталине людям, явился катализатором конфликта. Хотя вооруженный конфликт длился только неделю, около 500 человек были убиты и до 64000 этнических ингушей и осетинов были перемещены (HRW, May 1996). Многие ингуши с тех пор вернулись на свои бывшие места проживания в Пригородном

районе и живут бок о бок с вернувшимися осетинами, но процесс возвращения столкнулся с рядом препятствий (Open Democracy, 7 September 2004). Конфликт остается неразрешенным и между двумя группами существует атмосфера недоверия.

Ситуация на Северном Кавказе с точки зрения безопасности

Изменения в Чечне налицо по мере ослабления конфликтов и ликвидации следов войны. В городах Грозный, Гудермес и Аргун здания и улицы восстановлены, площади и школы выстроены заново, открываются предприятия малого бизнеса (The Independent, 6 March 2007). Жестокость и интенсивность конфликта уменьшились с 2005 г., что заметно по уменьшению количества учтенных похищений и заменой крупномасштабных операций “зачистки”, при которых правительственные войска окружают общины и обыскивают и задерживают отдельных лиц на произвольном основании, на более целевые поиски, направленные на захват повстанцев и их сторонников (HRW, 13 November 2006; Memorial, 16 May 2007; Research Centre for East European Studies / Center for Security Studies, 5 June 2007). Международные организации отметили также прогресс в Чечне, что позволило ООН снизить свой рейтинг фазы безопасности для Чечни с V (эвакуация) до IV (чрезвычайные операции), а Комитету против пыток Совета Европы отметить улучшение материальных условий содержания под задержанием (UN OCHA, 13 December 2006; CoE, 13 March 2007).

Несмотря на эти признаки прогресса жизнь в Чечне не возвратилась в нормальное русло. В то время как дискутируется вопрос о количестве оставшихся вооруженных повстанцев, они по-прежнему активны и между ними и местными и федеральными правительственными войсками постоянно происходят столкновения по всей республике (IWPR, 12 July 2007; Swisspeace, 28 May 2007 and October 2006; Prague Watchdog, 23 April 2007; Memorial, 14 March 2007). Похищения и насильственные исчезновения продолжаются, хотя и не так часто, а преступников редко разыскивают или наказывают (UN CAT, 6 February 2007; Memorial, 16 May 2007; HRW, November 2006; AI, 23 May 2007). Неофициальные места задержания под стражей продолжают оставаться в ведении местных и федеральных военных, которые применяют жестокое обращение и пытки с целью получения признания вины, хотя правительство отрицает их существование (UN CAT, 6 February 2007 and 21 November 2006; UN HRC, 25 January 2007; IHF, 15 May 2006; HRW, November 2006; CoE CRT, 13 March 2007). Некоторые жертвы нарушений прав человека, обратившиеся в Европейский суд по правам человека, были подвергнуты насильственному давлению с целью заставить отказаться от своих заявлений (Grouping of Russian NGOs, November 2006). Результатом является “атмосфера страха”, в которой обществом правит сила, а не закон (BBC, 24 February 2006).

Ситуация в области безопасности в республиках Северного Кавказа остается крайне неустойчивой. Поскольку правительственные войска вытеснили чеченских повстанцев из Чечни, повстанцы постепенно укрепились в других республиках Северного Кавказа, в основном, в Ингушетии и Дагестане. В результате возросло количество вооруженных столкновений на Северном Кавказе за пределами Чечни (Research Centre for East European Studies / Center for Security Studies, 5 June 2007; The Moscow Times, 28 August 2006; RFE / RL, 25 August 2006). Похищения и исчезновения продолжаются в Ингушетии, Северной Осетии и Дагестане, в основном, как сообщается, правительственными войсками, пытающимися собрать информацию о планах повстанцев (CoE, 25 January 2006; Kavkazski Uzel, 16 July 2007 and 18 July 2007; Memorial, 1 June 2007; Jamestown Foundation, 1 August 2007). Продолжаются также обстрелы и бомбардировки со стороны неизвестных групп (Vesti, 19 July 2007; Swisspeace, 28 May 2007). Ситуация в Ингушетии стала особенно напряженной в середине 2007 г., поскольку федеральные войска начали крупную операцию по зачистке в ответ на серию повлекших человеческие жертвы атак на государственные

объекты, и Ингушетия стала северокавказской республикой с самым высоким уровнем похищений *на душу населения* (Memorial, 1 June 2007; RFE / RL 31 July 2007).

Статистика по ВПЛ

Большинство людей, перемещенных внутри Российской Федерации, из Чечни. Они имеют различное этническое происхождение и большинство из них переместились в другие районы Чечни и в соседние республики Ингушетию и Дагестан. Те, кто был перемещен в результате конфликта в Северной Осетии, перемещались внутри Северной Осетии, а также в соседнюю Ингушетию, что сделало Ингушетию принимающей стороной ВПЛ как из Чечни, так и Северной Осетии.

		Источник (дата)
Общее количество ВПЛ (человек)	158 905	УВКБ ООН (июнь 2007)
ВПЛ после второго чеченского конфликта:		
В Чечне	25 473 57 349	Правительство Чечни (май 2007) УВКБ ООН (декабрь 2006)
В Ингушетии	15 384	ДСБ (июль 2007)
В Дагестане	4 935	ДСБ (июль 2007)
Другие республики России	40 000	ООН (декабрь 2006)
ВПЛ в результате конфликта в Северной Осетии:	10 019	Федеральное правительство (декабрь 2006)

Для определения количества ВПЛ в России не хватает точных и последовательных данных. Общее число, приводимое УВКБ ООН, включает около 30 000 ВПЛ со статусом вынужденного мигранта, которые, по мнению УВКБ ООН, не включены в вышеуказанную статистику, поскольку они были учтены отдельно. К тому же приводимые УВКБ ООН данные о количестве ВПЛ в Чечне более чем в два раза превышают данные, предоставленные правительством Чечни в мае 2007 г. Эта разница, возможно, появилась в результате текущей правительственной кампании по проверке статуса ВПЛ, в ходе которой многие ВПЛ были исключены из правительственного списка. В ноябре 2005 г., например, миграционная служба федерального правительства исключила около 130 000 ВПЛ, проживающих в частном секторе в Чечне, из государственного реестра (IDMC / Memorial, 10 October 2006).

Перемещения на Северном Кавказе – процесс изменчивый, что оказывает влияние на учет ВПЛ. Многие семьи переезжали несколько раз, а некоторые семьи регулярно перемещаются между республиками. Например, переехав в Чечню и найдя неудовлетворительными условия безопасности и проживания там, некоторые чеченские семьи ВПЛ возвратились в Ингушетию. Другие ездят в Чечню для учебы в университете, поиска работы или получения документов. В результате, некоторые ВПЛ отсутствуют во время правительственной сверки и, соответственно, снимаются с учета.

Перемещенные лица из Чечни

Лица, перемещенные из Чечни, проживают, в основном, в частном секторе или в коллективных центрах. На начало 2007 г. в Чечне имелись 26 центров временного

размещения (ЦВР) и 25 временных поселений (ВП), в которых размещались соответственно 30 407 и 21 704 ВПЛ (UNHCR, June 2007). В соответствии с правительственными данными в Чечне также 6700 ВПЛ проживали в частном секторе в конце 2006 г. (www.regions.ru, 18 October 2006).

В Ингушетии примерно 25 процентов из 15 384 проживающих в республике ВПЛ жили в 76 ВП в середине 2007 г., а остальные 75 процентов проживали в частном секторе (DRC, 31 July 2007). Большинство ВПЛ в Дагестане арендуют жилье в частном секторе, однако некоторые добровольно поселились в коллективных центрах. Несмотря на то, что оплата за жилье и коммунальные услуги в местах коллективного проживания в Чечне и Ингушетии покрывается федеральными властями, коллективные центры в Дагестане не признаются и не субсидируются местными или федеральными властями и, в результате, ВПЛ в этих местах обычно платят за проживание и коммунальные услуги сами.

Спустя несколько лет после того как они покинули свои дома, внутренне перемещенные лица на Северном Кавказе продолжают жить в очень плохих условиях. Большинство мест коллективного проживания переполнены, сыры, не отвечают требованиям санитарии и не имеют надежного снабжения водой, газом и электричеством (Conflict and Health, 13 March 2007; Chechenskoe Obshestvo, 26 November 2006; BBC, 24 February 2006; Kavkazski Uzel, 6 May 2006). Снабжение газом и электричеством в ВП в Ингушетии, а также в лагерях ВПЛ в Северной Осетии, находящихся в управлении правительства Ингушетии, периодически прерывалась вследствие задолженности Ингушетии по оплате перед региональными поставщиками электроэнергии, на что должны были быть выделены денежные средства из федерального бюджета (IDMC / Memorial, 10 October 2006; Kavkazski Uzel, 6 May 2006). Кроме того, проживающие в местах коллективного проживания в Ингушетии подвергаются паспортным проверкам, задержанию и похищениям со стороны федеральных и местных представителей служб безопасности (Kavkazski Uzel, 21 June 2006, 27 January 2007 and 16 March 2007; Memorial, 1 June 2007). Те же, кто не смог обеспечить себе жилье в месте коллективного проживания, живет в еще худших условиях, поскольку существует хроническая нехватка пригодного жилья, а в домах часто не имеется воды, электричества или газа (UNDP, 15 May 2007; IDMC / Memorial, 10 October 2006).

Перемещенные лица могут иметь доступ к услугам здравоохранения в равной степени с другими гражданами, но часто они не могут это себе позволить. Пациенты должны платить за рецепты, а иногда давать взятку работникам системы здравоохранения (Memorial / Civic Assistance Committee, 15 March 2007). Те, кто потерял членов семьи в результате конфликта, могут не иметь никого из близких, кто мог бы позаботиться о других родственниках-иждивенцах во время визита в поликлинику, поэтому заболевания часто остаются без лечения до самой поздней стадии (Swisspeace, October 2006).

По сообщениям, многие ВПЛ страдают расстройствами психического здоровья. Обследование ВПЛ, проведенное организацией «Врачи без границ» в коллективных центрах Ингушетии и Чечни, показало, что почти все опрошенные люди страдали тревогой, бессонницей, депрессией или дисфункцией (Conflict and Health, 13 March 2007). Исследование ЮНИСЕФ показало, что живущие в коллективных центрах Чечни у детей и подростков в возрасте от 11 до 15 лет чаще наблюдаются симптомы синдрома посттравматического стресса и они более замкнуты, раздражены и агрессивны, чем перемещенные дети (UNICEF, April 2007). Около 80 процентов населения Чечни – безработны, что является самым высоким уровнем безработицы в России (UNDP, 15 May 2007). Гуманитарная помощь и социальные выплаты, такие как пенсии, пособия по безработице и пособия на детей – основные источники дохода для ВПЛ (DRC, 2007; Memorial / Civic Assistance Committee, 15 March 2007), хотя агентства ООН отметили в 2006 г., что ВПЛ стали меньше зависеть от продовольственной помощи (UN OCHA, 7 December 2006; Conflict and Health, 13 March 2007). Многие дети на Северном Кавказе не посещают

школу, поскольку родители не могут обеспечить школьные принадлежности и одежду (Memorial, 30 September 2005), а в Кизлярском районе Дагестана некоторые дети ВПЛ не посещают школу по причине отсутствия у семьи разрешения на проживание (TV Center, 7 September 2006).

Возвращение в Чечню

Поскольку правительство усилило в 2006 г. попытки вернуть ВПЛ в Чечню, приблизительно 4000 ВПЛ возвратились в Чечню как из ВП, так и из частного сектора в Ингушетии (DRC, 31 July 2007). К началу 2007 г. общее количество возвратившихся начиная с 2000 г. равнялось 57 000 (Swisspeace, 30 March 2007). Хотя власти предоставили временное жилье возвратившимся, многие не смогли найти место в коллективных центрах по прибытию (Swisspeace, 25 May 2007; Memorial, April 2006), и стали перед проблемой поиска альтернативного жилья.

В апреле 2006 г. президент Чечни Рамзан Кадыров объявил о плане закрытия всех ЦВР (Kavkazski Uzel, 19 April 2006; AFP, 4 March 2007). Была создана комиссия с целью проверить легальный статус проживающих в ЦВР лиц и определить, получили ли они компенсацию за утраченное имущество и жилье, или у них имеется другое жилое помещение. Те лица, которые не получили компенсацию за имущество и не имели жилого помещения, ставились на учет для получения восстановленных правительством квартир или коттеджей. Остальные были сняты с учета миграционной службой и получили указание вернуться в их прежние места проживания, где местное правительство предоставит им участки земли. Тем временем, тем кто остался без жилья было дано указание на время переехать к друзьям или родственникам (SNO, 22 June 2007 and 11 July 2007). В результате этой проверки шесть ЦВР были закрыты к середине 2006 г. и нескольким тысячам ВПЛ было отказано в правительственной помощи (Kavkazski Uzel, 8 June 2006 and 26 January 2007; Chechenskoe Obshchestvo, 8 July 2007).

В то время как правительственная проверка выявила случаи незаконного проживания людей в ЦВР, имеется ряд ошибок в ее проведении. В некоторых случаях правительство определило, что прежнее место проживания ВПЛ пригодно для проживания, хотя фактически оно не пригодно, а нежелание ВПЛ возвращаться на свое прежнее место проживания не было принято во внимание (SNO, 29 June 2007; IDMC / Memorial, 10 October 2006; Caucasian Knot, 6 June 2006). Хотя правительство выделило участки земли некоторым людям, покидающим ЦВР, ВПЛ должны были сами приобретать строительные материалы (SNO, 11 July 2007). В некоторых случаях, как сообщается, официальные лица комиссии сказали проживающим, что если они не подчинятся требованиям покинуть территорию ЦВР, то они применят силу для их эвакуации (SNO, 29 June 2007 and 26 July 2007; Kavkazski Uzel, 23 June 2007).

Препятствия к возвращению чеченских ВПЛ

Большинство проживающих в настоящее время в Ингушетии ВПЛ из Чечни хотят вернуться домой, но выражают беспокойство по ряду моментов. Проведенный УВКБ ООН опрос проживающих в коллективных центрах показал, что 54 процента намереваются вернуться в Чечню, а опрос Датского совета по беженцам показал, что 79 процентов опрошенных ВПЛ (большинство которых в настоящее время проживает в сельских районах) намереваются вернуться в Чечню (UNHCR, June 2007; DRC, 2007). Если раньше основной тревогой желающих вернуться в Чечню ВПЛ была личная безопасность, то теперь основными препятствиями стали отсутствие жилья, возможностей заработка и личной безопасности (UNHCR, June 2007; DRC, 2007). Это контрастирует с мнением ВПЛ из горных районов Чечни, желающих вернуться на свое прежнее место проживания, для которых основную обеспокоенность вызывают отсутствие личной безопасности, жилья и инфраструктуры и

различные препятствия по разведению скота (Memorial, 15 March 2007; IWPR, 16 August 2006; UN OCHA, 12 December 2006; IWPR, 5 April 2007). Хотя сельскохозяйственная земля была почти полностью очищена от противопехотных мин к 2007 г., мины и неразорвавшиеся снаряды все еще представляют угрозу для ВПЛ и возвратившихся лиц (Swisspeace, 22 June 2007; ICBL, 2006).

Существует острая нехватка постоянного жилья для чеченских ВПЛ. Проведенный УВКБ ООН в 2007 г. опрос показал, что 99% всех домов и квартир, принадлежавших ВПЛ, живущих в центрах коллективного проживания в Чечне и Ингушетии, были полностью или частично разрушены (UNHCR, June 2007). Опрос также показал, что 50 процентов опрошенных ВПЛ в Чечне и 40 процентов опрошенных в Ингушетии нуждаются в личном имуществе, причем большинство до перемещения проживало со своими родителями. В 2007 г. чеченское правительство внесло такие семьи в список приоритетных получателей земельных участков.

Доступ чеченских ВПЛ к правительственной помощи и компенсации

Система компенсации за утраченное имущество и жилье не привели к широко распространенному восстановлению жилья силами ВПЛ в Чечне. Люди, выбирающие постоянное местожительство в Чечне, имеют право на 350 000 рублей (примерно \$13 700) за утраченное имущество и жилье, а те, кто селится за пределами Чечни имеют право на 120 000 рублей (примерно \$4700). По данным федерального правительства, компенсацию получили около 39 000 человек (Government of Russian Federation, 5 April 2006). Поскольку инфляция и стоимость строительных материалов на Северном Кавказе продолжают расти, эти суммы недостаточны для строительства или восстановления дома (Swisspeace, October 2006; The Independent, 6 March 2007). В то время как некоторым людям удалось купить квартиру на сумму компенсации, другие предпочли потратить деньги на покупку автомобиля, земельного участка, строительных материалов или ежедневные расходы на жизнь. Однако многие ВПЛ обеспечили себе новое жилье благодаря помощи со стороны международных организаций.

В то время как компенсация помогла многим перемещенным лицам восстановить свою жизнь, в программе имеется ряд недостатков. Те, кто имел частично разрушенное жилье, были лишены права обращаться с заявлением, часто существовала спорная собственность, прошедшая через многие руки. Система была также поражена коррупцией: в Грозном ответственный чиновник комиссии по компенсации был арестован в 2006 г. за то, что брал взятки (Prague Watchdog, 24 November 2006), а многие люди также пытались подать ложные заявления (Kavkazski Uzel, 30 April 2007 and 9 June 2007). Более того, наличие и распределение компенсации зависят в большой степени от того, как формируется федеральный бюджет. И хотя те, кто проживал в коллективных центрах были внесены в списки как приоритетные получатели компенсации в 2007 г., оплата и рассмотрение 25 000 неоплаченных заявлений были приостановлены с 2005 г. в связи с отсутствием фондов в федеральном бюджете (Kavkazski Uzel, 30 April 2007; IDMC / Memorial, 10 October 2006).

Интеграция ВПЛ из Чечни

Несмотря на заверения и администрации Ингушетии, и федеральных властей о том, что ВПЛ не будут принудительно возвращены в Чечню, на них оказывается значительное давление с целью их возвращения. В 2004 г. миграционная служба начала снимать с учета людей, проживающих в ВП, в первую очередь тех, кто получил компенсацию или кого считали владельцами жилья в Чечне. Осенью 2005 г. федеральные власти усилили давление на ингушскую администрацию с целью закрыть ВП, хотя в 2007 г. более 70 из них оставались открытыми. Все ВПЛ, проживающих в частном секторе в Ингушетии были

сняты с учета миграционной службой в начале 2007 г. под предлогом того, что они не зарегистрировались по месту своего проживания (Caucasian Refugee Council, 25 June 2007; UNHCR, 31 May 2007; IA Regnum, 13 March 2007; Kavkazskiy Uzel, 20 July 2006). ВПЛ могут обжаловать снятие с учета, но цена для многих чрезмерно высока.

Приблизительно 25 процентов обитателей коллективных центров предпочли бы остаться в Ингушетии, а не возвращаться в Чечню (UNHCR, June 2007; DRC, 2007). Опрос, проведенный Датским советом по беженцам, показал, что большинство ВПЛ, желающие остаться в Ингушетии, жили в районных центрах, а 25 процентов опрошенных ВПЛ приобрели собственное жилье в Ингушетии (DRC, 2007). Правительство Ингушетии неоднократно объявляло о планах по интеграции ВПЛ в республике, однако эти планы пока не осуществились. Несмотря на то, что правительство выделило земельные участки некоторым решившим остаться ВПЛ, международные и национальные гуманитарные организации до сих пор остаются основными участниками, поддерживающими ВПЛ в их интеграции в местную жизнь.

Поскольку ВПЛ сталкиваются с проблемой получения регистрации по месту жительства в Дагестане, то шансы тех, кто надеется поселиться туда для постоянного проживания, крайне малы. В отличие от Ингушетии и Чечни, миграционная служба Дагестана не регистрирует ВПЛ, делая эту группу более уязвимой, чем в других республиках. Не имея регистрации, они должны платить за жилье, и существует большой риск их выселения. Для получения доступа к пособиям, таким как пенсии и пособия по безработице, а также к системе здравоохранения и образования, ВПЛ должны регистрироваться по месту проживания; у некоторых возникают проблемы с местными властями при регистрации своего проживания, поскольку, как сообщается, местные власти предпочитают, чтобы они селились в своих прежних местах проживания, а не в данной местности (Memorial / Civic Assistance Committee, 15 March 2007).

Невзирая на свой уровень интеграции, проживающие в Московской области чеченцы подвергаются неофициальному милицейскому надзору и дискриминации (IDMC / Memorial, 10 October 2006; OSI, 2006). Согласно российскому НПО в области прав человека "Мемориал" сотрудники НПО и чеченцы неоднократно слышали от местных должностных лиц министерства внутренних дел о существовании секретного распоряжения, ограничивающего регистрацию чеченцев во многих регионах России. Действительно, перемещенные лица из Чечни столкнулись с трудностями при регистрации проживания местными властями за пределами Чечни, что ограничивает их доступ к медицинскому обслуживанию, образованию и социальным выплатам (IDMC / Memorial, 10 October 2006). Московская область, Краснодарский край и Кабардино-Балкария имеют репутацию применения наиболее строгого режима. Обращение с чеченцами за пределами Чечни ухудшилось в 2006 г., когда в результате драки в Кондопоге на севере России между этническими русскими и мигрантами с Кавказа погибли двое русских. Мигранты впоследствии покинули этот район, но затем большинство из них вернулось (www.newsru.com, 2 November 2006). С тех пор имели место и другие столкновения между русскими и чеченцами и, по крайней мере, одно из них закончилось фатальным исходом (Prague Watchdog, 7 June 2007 and 29 October 2006; RFE / RL, 7 June 2007).

ВПЛ из Северной Осетии

В Северной Осетии люди, перемещенные в результате конфликта 1992 г., живут, в основном, в железнодорожных вагонах или сборных домах, предоставленных гуманитарными организациями, тогда как в Ингушетии ВПЛ из Северной Осетии живут в частном секторе и 37 временных поселениях (ВП) (IDMC / Memorial, 10 October 2006). Жилищные условия ВПЛ из Северной Осетии, проживающих в частном секторе,

неизвестны. Некоторым ВПЛ из Северной Осетии, проживающим в Ингушетии, со стороны международных организаций была оказана помощь в строительстве собственных домов после приобретения ими земельных участков.

Компенсация, предложенная ВПЛ из Пригородного района, по крайней мере, в два раза больше выплаты ВПЛ из Чечни. Более того, власти Южного федерального округа установили, что эта компенсация должна выплачиваться не только тем, кто проживает постоянно в Пригородном, но также и проживающим в общежитиях Пригородного, и проживающим без регистрации, если они в судебном порядке докажут, что они постоянно проживали в Пригородном районе до начала конфликта (Government of the Russian Federation, 20 April 2006; IDMC / Memorial, 10 October 2006). Информация о количестве ВПЛ, которые получили эту компенсацию и о том, что им удалось построить с ее помощью, не имела в распоряжении информированных источников.

Некоторые перемещенные лица, проживавшие в Майском, Северная Осетия, выдвинули на первое место проблемы получения паспортов, регистрации проживания, компенсации за утраченное имущество и жилье, и правительственной поддержки жилищного строительства (ВПЛ из сел Терек, Южное, Чернореченское, Ир и Октябрьское, 18 июля 2006 г.)

Примерно 24 000 человек возвратились в свои дома в Пригородном районе в Северной Осетии и около 450 человек возвратились в 2006 г. (IA Regnum, 17 July 2007; IDMC / Memorial, 10 October 2006). Самые большие трудности, с которыми они столкнулись, были отсутствие возможностей заработка и проблемы с водо- и газоснабжением (Kavkazski Uzel, 18 April 2006).

Не все ВПЛ смогли вернуться в свои первоначальные места проживания в Пригородном районе. Районный суд принял решение, что некоторые села являются частью водоохранных зон и ВПЛ, а также другим гражданам было запрещено там селиться (Memorial, March 2006). События в Беслане, Северная Осетия, где захват школы в 2004 г. привел к гибели более 330 человек, включая 184 детей, ухудшил межэтнические отношения в регионе и остановил возвращение ингушей в республику. И только в мае 2005 г. процесс возвращения постепенно возобновился. Кроме того, дома некоторых людей после их перемещения были заняты теми, кто покинул Грузию в поисках убежища.

Правительственное переселение ВПЛ в п. Новое, специально построенный новый поселок в Северной Осетии, было особенно болезненным. В 2006 г. решением суда североосетинский поселок для ВПЛ Майское был признан сельскохозяйственной зоной-пастбищем, после чего правительство предложило ВПЛ участки земли в Новом. Тогда как около 150 семей приняли предложение и переехали добровольно, другие отказались и настаивали на своем праве на возвращение на свое первоначальное место жительства в Пригородном районе. В знак протеста против правительственных планов закрыть в конечном счете Майское и переселить обитателей в Новый, ВПЛ объявили голодовку в Майском и Москве (IDMC / Memorial, 10 October 2006; Kavkazski Uzel, 30 May 2007). Несмотря на то, что правительственные должностные лица заверили ВПЛ, что их проблемы будут рассмотрены на соответствующих заседаниях, правительственные должностные лица принудительно перевезли оставшихся обитателей Майского в Новый в середине 2007 г. (Memorial, 28 June 2007; Committee for the Protection of the Rights of IDPs, 13 June 2007). На середину 2007 г. в Новом проживало около 300 семей (Vesti, 20 July 2007).

Улучшение национальных ответных мер

Федеральное и чеченское правительства приложили заметные усилия в оказании помощи ВПЛ из Чечни путем выделения пенсий и детских пособий, выплачивая компенсацию тем,

чи дома были полностью разрушены, а также выделив фонды на постоянное жилье. В 2006 г. был учрежден пост комиссара по правам человека в Чечне, а чеченское правительство присоединилось к правозащитной рабочей группе, которая собрала вместе международных и национальных участников для обеспечения прав ВПЛ (UN OCHA, 13 December 2006). Недостатком этих усилий, однако, является приостановка выплат компенсации, не всегда выполняются правительственные обещания о выделении возвратившимся лицам земельных участков, а правительственная комиссия по ВПЛ была распущена в начале 2007 г. (IDMC / Memorial, 10 October 2006; Swisspeace, 22 June 2007).

Со своей стороны, североосетинское правительство выделило земельные участки для ингушских ВПЛ в Новом, - поселке, который оно создало для перемещенных лиц (Vesti, 22 December 2005). Федеральное правительство также уделило значительное внимание ВПЛ из Пригородного района и достигло результатов, включая увеличившееся возвращение ВПЛ на свои прежние места проживания или поселение в Новом (IDMC / Memorial, 10 October 2006). Правительство, однако, применило силу против ВПЛ с целью исполнения решений суда, в соответствии с которыми некоторые поселки в Пригородном должны быть районными водоохранными и пастбищными зонами, отказав, таким образом, некоторым ВПЛ в их праве на возвращение в свои бывшие дома или праве остаться в их нынешнем жилье.

Правительство в Дагестане позволило ВПЛ из Чечни остаться на своей территории, но миграционная служба федерального правительства еще не предоставило им легальный статус, вероятно, по причине отсутствия финансирования. В некоторых случаях местное правительство в Дагестане еще не зарегистрировало жилье некоторых ВПЛ. В результате эта группа ВПЛ должна платить за свое проживание и сталкивается с препятствиями при доступе к социальным службам и пособиям.

Федеральное правительство включило “вынужденных мигрантов” в национальную жилищную программу, созданную в соответствии с указом в 2006 г. Те, кто был включен в список миграционной службы в качестве нуждающихся в жилье лиц, имеют право на жилищную субсидию, выделяемую из федерального бюджета пропорционально количеству членов семьи и базирующуюся на правительственных данных о стоимости одного квадратного метра жилья.

Международная поддержка смещается к развитию

В 2006 г. ООН и ее партнерские НПО начали переключать свое основное внимание с чрезвычайной помощи на деятельность по развитию на Северном Кавказе, в то же время признавая, что затронутое конфликтом население по-прежнему нуждается в гуманитарной поддержке. В результате Межучрежденческий план работы в условиях переходного периода на Северном Кавказе 2007 года включает деятельность по развитию, такую как экономический рост и управление, в дополнение к гуманитарной деятельности, такой как медицинская помощь, жилье и образование. Тем временем, некоторые международные участники упомянули о своем уходе с Северного Кавказа, включая УКГД ООН, который закрывает свой офис в конце 2007 г. (UN OCHA, 13 December 2006).

УВКБ ООН, как ведущее агенство по защите ВПЛ на Северном Кавказе, с помощью партнерских НПО предоставляет помощь в поисках крова и правовую поддержку ВПЛ, проводит мониторинг положения ВПЛ в Ингушетии, Чечне и Дагестане, а также проводит независимую проверку случаев выселения из ЦВР. Поддержка ВПЛ из Пригородного района в Северной Осетии ограничивается *ad hoc* вмешательствами, такими как жилищная поддержка в Ингушетии и правовая помощь относительно права на возвращение.

Другие гуманитарные организации, непосредственно помогающие ВПЛ, включают Датский совет по беженцам (предоставление жилье, продуктов питания и защиты), Международный комитет Красного Креста (медицинская помощь), «Врачи без границ» (медицинская помощь), Польская гуманитарная организация (вода и санитария) и Швейцарское агенство по развитию и сотрудничеству (жилье и медицинская помощь). Работа ряда международных НПО в Чечне, Ингушетии и Дагестане была прервана в 2006 г. из-за предпринимаемых ими усилий по исполнению нового законодательства, определяющего деятельность иностранных НПО. В некоторых случаях это означало задержку помощи ВПЛ. Однако к 2007 г. все 15 международных НПО на Северном Кавказе удалось возобновить свою работу.

Различные органы Совета Европы продолжают выражать озабоченность в связи с отсутствием уважения к институтам по защите прав человека на Северном Кавказе. В резолюции 2006 года Парламентская ассамблея Совета указала, что ситуация с нарушением прав человека в Чечне является самой серьезной среди всех стран – членов Совета Европы и отметила, что подразделения силовых структур порождают среди населения атмосферу страха, а не защиты. В марте 2007 г. Европейский комитет против пыток выпустил свое третье публичное заявление по пыткам в Чечне, что является редко осуществляемой мерой, применяемой только тогда, когда какая-либо сторона прекращает сотрудничать и отказывается улучшить ситуацию. К середине 2007 г. Европейский суд по правам человека Совета Европы вынес 14 постановлений по делам из Чечни. Суд нашел федеральные войска виновными в нарушениях прав человека, таких как пытки, насильственные исчезновения и незаконное задержание, и предписал российскому правительству выплатить компенсацию истцам. (Prague Watchdog 27 July 2007).

CAUSES AND BACKGROUND

The conflicts in Chechnya

Displacement from Chechnya to areas outside of north Caucasus (Special report, 2008)

- Non-ethnic Chechens started fleeing Chechnya before ethnic Chechens
- In total, about 600,000 ethnic and non-ethnic Chechens fled Chechnya
- Chechnya is being rebuilt, but the security situation is still volatile
- Many IDPs do not want to return and those living outside of the North Caucasus are struggling to integrate

IDMC Special report, 2008:

"In an atmosphere of instability and violence leading up to the first separatist conflict in Chechnya in 1994, some 100,000 non-ethnic Chechens fled to other parts of the Russian Federation. People continued to flee until the conflict ended in 1996, and again when a second conflict erupted in 1999. In total, perhaps 600,000 people, including ethnic Chechens, have been forced out of Chechnya from 1991 to the present. In addition, some 40,000 people also fled to other areas of the Russian Federation following inter-ethnic conflict in North Ossetia in 1992...

Although more than 57,000 IDPs, mainly ethnic Chechens, have returned to Chechnya, the IDPs that are the subject of this report were generally unwilling to return to Chechnya. They do not believe it is safe there and have opted to integrate in areas to which they had fled or resettled. UNHCR confirmed in 2007 that insecurity in the north Caucasus still influenced the return of IDPs to Chechnya and UNHCR operations there. Also highlighting the insecurity and continuing human rights abuses in Chechnya, the European Council of Refugees and Exiles (ECRE) advocated that return of IDPs to Chechnya or other areas of the Russian Federation should not be encouraged.

The federal and regional governments have made efforts to improve the situation of IDPs living in and beyond the north Caucasus. They enacted legislation including the 1993 federal law on forced migrants, which sets out the entitlements and duties of IDPs and the rules for government assistance. In the framework of this law, they transported IDPs out of Chechnya and provided housing in temporary accommodation centres where they were available. The federal government has also paid compensation for lost or destroyed property to 39,000 families and has more recently included IDPs with forced migrant status in a federal housing programme. Government assistance to IDPs has been hampered by lack of funds, inconsistent implementation of legislation, high staff turnover at the Federal Migration Service and the low awareness of IDPs of how to exercise their rights.

Nonetheless, IDPs from Chechnya living outside of the north Caucasus are still struggling to settle at their current places of residence. Their situation is little known outside Russia as they have long had no contact with or humanitarian assistance from UN agencies and international NGOs. In order to obtain current information on their situation, IDMC conducted a three-week visit to the Russian Federation in March 2008 to determine the situation of IDPs living in seven places outside the north Caucasus: Moscow; Saint Petersburg; Veliki Novgorod; Pyatigorsk; Rostov;

Volgograd and the Serebrianniki temporary accommodation centre in the Vishni Volochek district of Tver oblast. The locations were chosen based on the presence of IDPs and lawyers assisting them and their varying distances from the north Caucasus".

Background to the first conflict in Chechnya

- After many years and bloody battles, Russians won the Caucasus region in 1859
- Chechnya experienced a brief period of independence following the 1917 Russian revolution until 1922
- Forced collectivization and attempts at "Russification" by the Bolsheviks led to renewed unrest and rebellion in Chechnya, culminating with brutal repression during the Stalinist 1930s
- Chechens and Ingush were deported to Central Asia in 1944, but were allowed to return in 1957 after Stalin's death
- After the collapse of the Soviet Union, Chechen leader Djohar Dudayev proclaimed independence from Russia in 1991
- As a result of the declaration of independence and the ensuing armed violence and breakdown of law and order, some 100,000 ethnic Russians left Chechnya
- From 1994-1996, Russian troops fought to bring Chechnya back under control of the federal center; up to 400,000 people fled to other areas of Chechnya and the Russian Federation
- Federal forces withdrew after a 1996 cease-fire agreement after which Chechnya enjoyed substantial autonomy

Hansen 1998, pp. 20-22:

"Chechnya experienced 21 months of warfare between December 1994, when some 40,000 Russian troops entered the rebellious republic, and August 1996 when a cease-fire took hold. An estimated 50,000 people, mostly civilians, were killed. Indiscriminate bombing and artillery attacks destroyed large areas of the Chechen capital Grozny in the first two months of the war, forcing up to 400,000 people to flee to other areas of Chechnya and to the frontier regions of Ingushetia, Daghestan, North Ossetia, and southern Russia. As the war continued into the surrounding countryside and southern mountain areas, entire villages were destroyed, resulting in further displacement.

The war was the most recent manifestation of the historical inability of Chechnya and Russia to find a workable *modus vivendi*. Chechnya's history over the past 200 years has been defined largely by Russian and Soviet attempts to subdue the Caucasus. In Czarist times, an uncontrolled northern Caucasus was considered to be Russia's Achilles' heel against incursions from the Persian and Ottoman Empires. From the second decade of the nineteenth century, Russian armies began their push into the mountains meeting fierce, well-organized, and Islamicized Chechen resistance. During a 25 -year campaign of resistance led by the Imam Shamil between 1834-1859, Russian forces opted for a scorched earth strategy, destroying the lands and villages that gave the Chechen fighters sustenance and forcing the population to flee to the relative safety of the mountains. Russian armies won a titular military victory in 1859 with Shamil's capture, but resistance continued for the remainder of the century and well into the next. In modern times Shamil, who was an ethnic Avar from Daghestan, remains a venerated folk hero in both Chechnya and Daghestan.

Upon the collapse of the Russian Empire in 1917, Bolsheviks promised independence, cultural autonomy, and religious freedom to Chechens and others in the northern Caucasus. However, the Soviet Red Army consolidated its power in the Caucasus soon afterward. Forced

collectivization and attempts at Russification led to renewed unrest and rebellion in Chechnya, culminating during the Stalinist 1930s with brutal repression, forced famine, mass arrests, exiles, and killings. Chechnya was united with Ingushetia as an ASSR in 1934. The Ingush and Chechens, who together comprise the Vainakh people, are ethnically related, speak a similar language, and often share kinship ties.

With the advent of World War II, as German forces advanced into the Caucasus, small numbers of anti-Soviet guerrillas mounted attacks against Soviet forces. This provided Stalin with a pretext to punish the 'unreliable' ethnic groups of the northern Caucasus. With great loss of life, Chechens and Ingush were deported en masse to Soviet Central Asia and other far reaches, and their lands were divided up among Russians, the Laks of Daghestan, and North Ossetians. The Chechens and Ingush remained in exile until 1957, when it was decreed by Khrushchev that they could return to their homes. The return was badly managed, however, and recurring clashes between the returnees and settlers continued for many years.

Perestroika in the late 1980s allowed for the resurgence and open expression of national identities in the Caucasus, leading in Chechnya as elsewhere to a declaration of independence from Russia. With Ingushetia opting to remain within Russia, Chechen leader Djohar Dudayev, a former Soviet Air Force General, proclaimed Chechen sovereignty on November 2, 1991, shortly before the collapse of the Soviet Union. Relations between the struggling democracy in Moscow and the Chechen capital Grozny were difficult from the outset. Moscow refused to recognize Chechnya's secessionist aspirations and mounted both covert and overt operations to weaken Dudayev's position and replace him with a more tractable regime.

In Chechnya, the pervasive socioeconomic ills brought about by the collapse of the Soviet system and Dudayev's own increasingly autocratic style of leadership sent the territory into a spiral of fragmentation and instability. These conditions were exacerbated by the emptying of jails, the proliferation of small arms, and burgeoning criminal activity. Like his successor Aslan Maskhadov, Dudayev's challenge was to impose a hierarchical state system atop a society more closely organized along lateral, clan-based relations. Amid a worsening breakdown of law and order, some 100,000 Russians, many of them holding highly skilled, essential jobs in Chechnya's infrastructure and industry, departed for more hospitable surroundings. Russian military leaders promised Yeltsin that Chechnya could be quickly subdued. Amid protests from Ingushetia and liberal circles in Moscow, a Russian invasion force was mustered in the northern Caucasus and entered Chechnya on December 11, 1994.

[...] Russia was given largely free reign by the international community in its prosecution of the war, in deference to Russian sovereignty and its key roles in other pressing international foreign policy issues. Fighting eventually ended in August 1996, following an all-out attack in Grozny on Russian forces, who were forced out in a humiliating defeat by a much smaller separatist force. Russian President Yeltsin's national security advisor at the time, former Soviet general Alexander Lebed, concluded a cease-fire agreement with the separatist leadership. The terms of the cease-fire stipulated the withdrawal of Russian forces and a five-year hiatus for discussions on Chechnya's future political relationship with Russia."

BBC, 4 June 2007:

"In 1994 Russia sent its forces in a very poorly planned bid to bring the rebellious region back to heel. Early promises of a quick victory were soon silent as the Chechens put up fierce resistance to the Russian assault and the death toll mounted. Amid growing public outcry over rising losses in the Russian army, Moscow withdrew its forces under a 1996 peace agreement. The deal gave Chechnya substantial autonomy but not full independence. The Chechen chief of staff, Aslan Maskhadov, was elected president."

See also "[Chechnya War](#)," Reuters, 11 April 2007 and "[Regions and Territories: Chechnya](#)," BBC News, 4 June 2007 and "[Why did the 1997 peace agreement fail?](#)," 11 May 2007, Radio Free Europe/Radio Liberty.

Background to the second conflict in Chechnya

- The second conflict in Chechnya began in 1999 after rebels from Chechnya staged an incursion into Dagestan, supporting a call for an independent Islamic state
- Federal troops returned to the North Caucasus as part of a "counter-terrorist operation" to defend the territory
- Hostilities spread beyond Dagestan and Chechnya and are still ongoing despite Russian claims of victory

Grouping of NGOs, 8 February 2008:

"The current situation in the Northern Caucasus region of the Russian Federation was generated by the armed conflict between Russian federal forces and rebel fighters (boyeviki) in the Chechen Republic which commenced in 1999 and was officially labeled "the counter-terrorist operation"

The hostilities began in 1999 when rebel fighters attacked the Republic of Dagestan from the territory of the Chechen Republic. Then the fighting continued on the territory of Chechnya. By the summer of 2000 the armed rebels of the self-proclaimed "Chechen Republic of Ichkeria" had been defeated and the conflict became a guerilla war.

The zone of hostilities extended by the guerillas to the Republics of Ingushetia, Dagestan, North Osetiya-Alaniya and Kabardino-Balkariya in 2000-2005. The intensity of fighting increased in Ingushetia in 2007. Terrorist attacks were repeatedly committed by the rebels outside the Northern Caucasus."

Research Centre for East European Studies and Center for Security Studies, 5 June 2007:

"Over the past thirteen years, the Russian government has fought two brutal wars against separatist guerrillas in Chechnya, a small, landlocked republic adjoining Dagestan, Stavropol Krai, North Ossetia, and Ingushetia in Russia's North Caucasus region. The first war lasted from December 1994 until August 1996, when the two sides signed an armistice that led to a suspension of fighting and three years of de facto independence for Chechnya. This interregnum came to an end in the latter half of 1999 when a series of events beginning with deadly incursions by Islamic extremists from Chechnya into neighboring Dagestan reignited large-scale warfare between Russian federal forces and Chechen guerrillas — a conflict that has continued ever since."

BBC, 4 June 2007:

"In August 1999, Chechen fighters crossed into the neighbouring Russian Republic of Dagestan to support a declaration by an Islamic body based there of an independent Islamic state in parts of Dagestan and Chechnya. This body also called on all Muslims to take up arms against Russia in a holy war. By now Vladimir Putin was Russian prime minister and Moscow was fast and firm in its reaction. Within a couple of weeks the rebellion was over. The late summer of the same year saw several explosions in Russia in which hundreds died. The Russian authorities did not hesitate to blame the Chechens. Mr Putin sent the army back to subdue the republic by force in a second brutal campaign which, despite Russian claims of victory, has yet to reach a conclusion."

Reuters, 11 April 2007:

"Aslan Maskhadov, who led the rebels during the 1994-1996 war, was elected Chechen president in 1997. Russia initially recognised the government, and a peace agreement was reached. It

granted the region substantial autonomy but stopped short of full independence, so it soon broke down.

Hardline Chechen rebels defied Maskhadov's leadership and launched cross-border attacks on neighbouring Dagestan to the east, sparking a Russian crackdown that has continued since 1999 [...]

Armed pro-separatists still want self-rule, and sporadic fighting continues in the mountains and south of the republic. But Russia has scaled down its presence in Chechnya and left the local pro-Moscow government to stabilise the region."

See also "Why did 1997 peace agreement fail?," 11 May 2007, Radio Free Europe/Radio Liberty.

For a detailed chronology of events in Chechnya from August 1999 to January 2000, see Annex IV of the [report on the conflict in Chechnya presented to the Parliamentary Assembly of the Council of Europe \(25 January 2000\) \[Internet\]](#)

Violations of humanitarian law by Federal troops led to displacement of civilians (1999)

- Both Russian military and Chechen fighters violated international humanitarian law, which resulted in civilian deaths
- The UN strongly condemned the use of disproportionate force and serious human rights violations by Russia's forces
- About 100,000 of Grozny's 150,000 residents fled the city as a result of the second military campaign

UN Commission on Human Rights, 20 April 2001:

"...2. Calls upon all parties to the conflict to take immediate steps to halt the ongoing fighting and the indiscriminate use of force and to seek as a matter of urgency a political solution with the aim of achieving a peaceful outcome to the crisis which fully respects the sovereignty and territorial integrity of the Russian Federation;

3. Strongly condemns the continued use of disproportionate and indiscriminate force by Russian military forces, federal servicemen and State agents, including attacks against civilians and other breaches of international law as well as serious violations of human rights, such as forced disappearances, extrajudicial, summary and arbitrary executions, torture and other inhuman and degrading treatment, and calls upon the Government of the Russian Federation to comply with its international human rights and humanitarian law obligations in its operations against Chechen fighters and to take all measures to protect the civilian population;

4. Also strongly condemns all terrorist activities and attacks as well as breaches of international humanitarian law perpetrated by Chechen fighters such as hostage-taking, torture and the indiscriminate use of landmines, booby-traps and other explosive devices aimed at causing widespread civilian casualties, and calls for the immediate release of all hostages...

7. Reiterates its call upon the Russian Federation to establish, according to recognized international standards, a national broad-based and independent commission of inquiry to investigate promptly alleged violations of human rights and breaches of international humanitarian law committed in the Republic of Chechnya of the Russian Federation in order to

establish the truth and identify those responsible, with a view to bringing them to justice and preventing impunity;

8. Expresses serious concern over the slow pace of investigating alleged serious violations of human rights and international humanitarian law committed by federal forces, federal servicemen and the personnel of law enforcement agencies against civilians and notes with concern that very few such cases have reached the judicial system;

9. Calls upon the Russian Federation to ensure that both civilian and military prosecutor's offices undertake systematic, credible and exhaustive criminal investigations and prosecutions of all violations of international humanitarian law and human rights, in particular of those members of federal forces, federal servicemen and the personnel of law enforcement agencies allegedly implicated in war crimes and human rights violations against civilians and to pursue with rigour the cases which have been referred to them..."

HRW, 20 April 2001:

"Human Rights Watch welcomed a resolution adopted today by the U.N. Commission on Human Rights expressing grave concern about human rights violations in Chechnya. The 22 to 12 vote, with 19 abstentions, followed fresh reports detailing Russia's failure to investigate atrocities. Introduced by the European Union and cosponsored by 16 countries, the resolution strongly condemns the use of disproportionate force and serious human rights violations by Russia's forces and calls on Russia to ensure that both civilian and military prosecutors undertake credible and exhaustive criminal investigations of all violations of international human rights and humanitarian law. It also raises concern about the pattern of forced disappearances, torture and summary executions perpetrated by Russia's forces in Chechnya."

US DOS 25 February 2000, Sec. 1g:

"The indiscriminate use of force by government forces in the conflict with separatist elements in Chechnya resulted in widespread civilian casualties and the displacement of up to 200,000 persons, the vast majority of whom sought refuge in Ingushetiya.

Estimates vary of the total number of civilian casualties caused by bombs and artillery used by government forces. The number of civilian casualties cannot be verified, and figures vary widely from several hundred to several thousand. Government officials argue that they are employing 'high precision' tactics against separatist and terrorist targets in Chechnya. However, a wide range of reporting indicates that government forces are relying mainly on unguided rockets and other low precision weapons.

In September and early October, government forces launched air and artillery attacks against numerous Chechen villages along the republic's eastern border with Dagestan in the territory controlled by Chechen field commander Shamil Basayev. Basayev led attacks in Dagestan in July and August and was believed to have retreated to this region in Chechnya. Villagers living in the region under attack claimed that they were not supporters of Basayev.

Attempts by government forces to gain control over Chechnya's capital, Grozny, were characterized by indiscriminate use of air power and artillery, which destroyed numerous residential and civilian buildings... On September 24, government aircraft reportedly bombed a bus with refugees near Samashki, resulting in the deaths of eight persons. Human Rights Watch confirmed that on September 27, Russian aircraft allegedly bombed a school and residential areas in Staraya Sunzha, a suburb of Grozny, killing 7 civilians and wounding another 20, including schoolchildren. Human Rights Watch confirmed an attack by Russian airplanes on Urus-Martan, 15 miles south of Grozny, on October 3, which resulted in the deaths of 27 civilians. On October 5, a government tank fired on a bus near Chervlyonnaya, reportedly killing some 28 civilians. According to NGO reports, on October 7, government troops attacked the

village of Elistanzhi, killing some 48 civilians. On October 21, explosions killed scores of civilians in Grozny's downtown market and a local hospital. Western press organizations reported at least 60 civilian deaths and 200 persons injured, although Chechen government officials claimed that at least 118 persons died and more than 400 were injured.

Russian officials offered contradictory explanations for the explosions; some denied any government complicity and blamed Chechen separatists. However, Ministry of Defense officials claimed on October 22 that special forces units had attacked a weapons market, but without using artillery or air power. The ICRC reported that two-thirds of Grozny's 150,000 residents fled the city as a result of the military campaign. On October 27, government forces subjected Grozny to the heaviest attacks up to that point as government aircraft bombed the city and killed dozens of Chechens. Chechen defense officials claimed that 116 persons were killed in the attacks that day. Also on October 27, government forces shelled the village of Samashki, killing at least 5 persons and injuring dozens. On November 1, government troops that had taken positions in a psychiatric hospital near Samashki overnight opened fire on the doctors and other medical staff who reported to work that morning, resulting in injuries to three staff members. Troops prevented hospital staff from returning to care for their patients for several days, and the condition of the hospital's patients remains unknown. On November 16, government troops surrounded and shelled two large towns near Grozny, Achkhoy-Martan, and Argun. The attacks prompted criticism from international human rights organizations for indiscriminate attacks against civilian settlements. According to human rights NGO's, government troops raped civilian women in Chechnya in December in the village of Alkhan-Yurt and in other villages."

"Special Operation" in Borozdinovskaya left some 1,000 people displaced (2007)

- Government Vostok battalion conducted a special operation in Borozdinovskaya, Chechnya in June 2005
- As a result of this operation, 4 houses were burned, at least 1 person was killed and 11 men abducted
- About 1,000 people subsequently fled to neighbouring Dagestan
- Prosecutor's office launched investigation into arson, abductions, killings and concluded that the Vostok battallion conducted "sweep operation" on their own initiative
- One officer was put on probation for abuse of power and commander of Vostok Battalion soon after awarded the highest Russian military decoration, the Hero of Russia Star
- Fate of disappeared remains unknown and people still remain displaced

AI, 23 May 2007:

"On 4 June 2005, security forces carried out a "special operation" in Borozdinovskaia, during which around 200 men were arbitrarily detained and ill-treated, at least one man was killed and 11 men disappeared.

Around 100 members of the security forces arrived in Borozdinovskaia in two armoured personnel carriers, over 10 UAZ-469 jeeps and several VAZ-2109 vehicles. They were dressed in grey military and camouflage uniforms, and, according to villagers were ethnic Chechen members of the Vostok battalion. Sulim Yamadaev, commander of the battalion, denied that the Vostok battalion was responsible for the 4 June raid. However, Khusein Nutaev, head of Shalkovskii district, reportedly told the television channel NTV on 16 June that "special services and federal structures had not worked properly and permitted the law to be violated".

The raid prompted a mass exodus over the border to neighbouring Dagestan of around 1,000 villagers, who have refused to return until the fate of the 11 men was made known."

Memorial, 31 July 2006, p. 17:

"At 3:00 p.m. on [June 4, 2005], the village was seized by a group of armed men numbering 70 to 80 people, who arrived by armored vehicles and cars. It emerged later that they were servicemen from *Vostok* [East] battalion, as testified by entry No. 535, made at 8:00 p.m. on June 5, 2005 in the Chechen Republic [Ministry of the Interior] message log for the Shelkovskaya District (Appendix 3). They burned down four houses, in one of which one man, 77-year old Magomaz Magomazov, was killed, and abducted 11 young men, whose fate is still unknown [...] the fact that a special operation was conducted has been denied and the investigation into the abduction of the people, into which a criminal case was opened, has been suspended.

The villagers of the stanitsa of Borozdinovskaya did not put up with the abduction of their relatives. On June 16, they left the stanitsa en masse and set up a camp alongside a federal highway on the outskirts of the city of Kizlyar in the Republic of Dagestan. At first this evoked some response from the authorities; the Borozdinovskaya villagers were visited by the Chechen Republic President Alu Alkhanov and the Cabinet Vice-Premier Ramzan Kadyrov; the latter even paid compensation to some of the residents. The Borozdinovskaya residents were promised that an investigation would be conducted and the perpetrators punished. By the beginning of July, the villagers returned to their homes. However, the abduction case was stalled [...] so Borozdinovskaya residents again set up a camp on the territory of Dagestan [...] Recently there have been increased contacts between the refugees and officials from the Ministry for Nationalities Policy and Information of the Republic of Dagestan [...]

These contacts intensified after the incident which happened in the camp on June 4, 2006, on the day of the anniversary of the Borozdinovskaya tragedy. The refugees decided on that day to move to a clearing which is considered to be an administrative-territorial part of Dagestan. As soon as they moved a big tent there, police officers arrived by two buses and by force and persuasion by arguments made them move back. A Deputy Minister of the [Republic of Dagestan Ministry of the Interior] arrived to the camp and gave the refugees a promise to have their problem solved in a matter of days. Refugees are still waiting for him to keep that promise. They are asking for: return of the 11 abductees and consideration of the criminal case on its merits; payment of compensation for involuntarily abandoned housing in the Chechen Republic or interest-free loans for construction of housing; and provision of land plots for construction of housing somewhere in Dagestan, even if in different locations."

Grouping of Russian NGOs, 30 November 2006:

"In 2004, all sweeps ["ID checks" by combined uniformed units, including the army, internal forces, the Ministry of Interior, Federal Security Service (FSB), and the Ministry of Justice forces, where they would seal off local communities to conduct blanket searches and massive, random, unlawful detentions and take detainees to "temporary filtration points" set up nearby in the armed forces' deployment area] were less cruel, with fewer human rights violations. However, the cruelty of certain "sweep operations" in 2005 were comparable with those of the first years of the war. An illustrative example was the operation in Borozdinovskaya, Shelkovsky District, neighboring with the Republic of Dagestan. Until recently, the local community totaled 1118, with 90% ethnic Avars. On 4 June 2005, in the daytime, servicemen of *Vostok* special purpose battalion manned mostly by ethnic Chechens, but under the Ministry of Defense command, conducted a security operation in the village of Borozdinovskaya to detain "11 local villagers suspected of assisting rebel fighters." At 3 p.m., two APCs and at least 15 other vehicles carrying armed men entered the village. The men were wearing gray police uniforms and camouflage. They broke into homes and forced all men to get into the vehicles. The men were brought to the local schoolyard, forced to lie face down on the ground, with clothes covering their heads. All, including elderly, teenagers and disabled people, were kicked and beaten with rifle butts. The villagers were forced to lie face-down on the ground until 10.00 pm, although it was raining heavily. The villagers gathered from the servicemen's words that they were suspected of killing the local forester and attempting at the

life of the local head of administration, events that preceded the raid by two days. 11 men were called by name and taken out of the schoolyard, never to be seen again.

Around 10.00 pm other men were brought to the school gym, where the servicemen beat them again with batons and trampled on their backs. Then the servicemen told the villagers to stay where they were and left. In Lenin Street, two houses were burnt – No 9 and No 11 – belonging to Nazirbek Magomedov and his son Said. The servicemen also burned the house of Kamil and Zarakhan Magomedovs, and the house of Magomad Magomadov, aged 77. Magomadov's wife and daughter were lead out of the house, and the old man was burnt alive. After the servicemen left, the villagers found that a few private cars had disappeared, as well as people. None of those who conducted the "security operation" identified themselves, but the villagers recognized one of them, named Khamzat (nicknamed The Beard) who served in Vostok Battalion and was the leader of the local United Russia Party chapter. On 14 July, local villagers found human remains in the burnt out home of Nazirbek Magomedov. The Chechen Ministry of Interior forces whom the villagers called to the site put the remains in four bags and attempted to drive away, but the villagers shocked by their

behavior surrounded them and blocked the way. In response, the police beat father and son Batayevs, threw them in one of the police cars, and drove along the village streets, shooting randomly. On the same day, they tossed Batayevs out of the car on the road to Gudermes District of Chechnya. Following these events, on 16 June, fearing for their safety, 230 Avar families left Borodzinovskaya in an organized manner, crossed the administrative border to the Republic of Dagestan, and set up a tent camp outside the entrance to the city of Kizlyar.

The prosecutor's office launched a criminal investigation into the arson attacks, killings and abductions. An ad-hoc group of investigators went to the scene of the crime and spent a long time in Borodzinovskaya. Given this fact and the active discussion of events in Borodzinovskaya in the press due to the scandal and the exodus of villagers to the neighboring Dagestan, there was hope for some time that this crime would be an exception, and the culprits would be brought to justice. Unfortunately, these hopes were frustrated. It was proven during the investigation that on that day, servicemen of Vostok Battalion conducted a 'sweep operation' on their own initiative. One of the officers of the battalion was sentenced to a probational term for "abuse of power." At the time of this publication, no one else was punished for the crime. Moreover, soon after the events described above, the commander of Vostok Battalion, Sulim Yamadayev, was awarded the highest Russian

military decoration, the Hero of Russia Star. The destiny of the "disappeared" people is still unknown, except that in November 2005 two servicemen of Vostok Battalion, speaking informally to Demos Center staff, said, without identifying themselves, that "[the victims] had long been buried." As of today, virtually nobody has any doubts that the victims had been killed."

RFE/RL, 29 July 2005:

"On 4 June, troops believed to be operating under federal command raided the predominantly ethnic-Avar village of Borozdinovskaya, killing two residents, abducting 11 others, and setting several houses on fire. Fearing new abuses, nearly all of Borozdinovskaya's 1,000-strong population sought refuge among their ethnic kin in neighboring Daghestan.

Usually reluctant to denounce abuses committed by their own troops in Chechnya, the Russian authorities this time expressed outrage at the raid. President Vladimir Putin's representative in the Southern Federal District, Dmitrii Kozak, called the Borozdinovskaya mop-up operation an "act of sabotage" against Russia.

The Vostok battalion is made of Chechen recruits, but formally answers to the Russian Army's Main Intelligence Directorate (GRU). The Borozdinovskaya raid has raised concerns of possible troubles between the Chechen and Avar communities [...]

After the pro-Moscow Chechen government promised to search the abducted villagers and pay compensation for the damage caused by the attackers, Borozdinovskaya refugees agreed to return to Chechnya. However, the majority of them crossed again into Daghestan this week, setting up a makeshift tent camp near the town of Kizlyar.

They have cited different reasons to explain their decision to leave Borozdinovskaya. Some refugees said they want to protest against the inaction of the Chechen government in looking for their abducted relatives. Others said they fear further abuses from Yamadayev and his men.

Refugees in Kizlyar told RFE/RL's North Caucasus Service that after police forces deployed near Borozdinovskaya in the wake of the raid were removed and sent to the village of Znamenskoye after the car bomb attack that killed 14 people there on 19 July. They said that since police left, masked gunmen have made incursions into the village to extort money from the residents."

Hostilities continue in Chechnya despite "Chechenisation" (2007)

- The conflict in Chechnya has diminished since 2005, but hostilities and insecurity persist
- Civilians are still at risk of violence and persecution from militants and the Federal forces
- The responsibility for eradicating the rebel forces was transferred from federal military and police to pro-Moscow forces in Chechnya in 2003, a process also called "Chechenisation"
- In 2007, Putin appointed Ramzan Kadyrov, son of former president Ahmad Kadyrov, as president of Chechnya, despite the fact that he is known for violent abuses
- Kadyrov no longer seeks a special status for Chechnya, but rather promotes Chechnya as part of Russia

Hostilities continue

ECRE, 22 March 2007:

"Although there has been some improvement in the overall situation in Chechnya, namely a reduction in armed fighting and reconstruction in Grozny, NGOs continued to document the appalling security situation in Chechnya throughout 2006 and the atmosphere of impunity in the Republic. The civilian population is at risk of violence and persecution from both the rebel groups and the Federal security forces. The "Chechenisation" of the conflict has led to reports from NGOs that pro-Moscow Chechen forces under the command of Ramzan Kadyrov are responsible for many abuses, along with the Second Operational Bureau (ORB-2) of the North Caucasus Operative Department of the Chief Directorate of the Federal Ministry of the Interior in the Southern Federal District and that torture in the Republic is "systemic"."

Society for Threatened Peoples, 27 February 2007:

"Even though the situation stabilized in 2006, the Society for Threatened Peoples continues to receive reports about shelling of the mountain districts, arbitrary disappearances of people and impunity for a variety of human rights violations by security forces, Russian and Chechen alike. The appointment of Ramzan Kadyrov as acting president by Russian president Vladimir Putin in mid February 2007 raises no hopes. His militia, the so called Kadyrovtsy is notorious for human rights violations in the republic. The smaller number of disappearances is partly explained by the fact that people are too afraid of the authorities and do not report the abduction of a relative any more. An atmosphere of fear is reigning Chechnya."

Prague Watchdog, 31 May 2007:

"With the onset of the spring and summer season, Chechnya is once again witnessing an increase in the activity of the armed resistance, especially in the mountainous part of the country.

The republic's residents are extremely concerned about recent rumours that groups of guerillas are concentrating in Grozny.

April and May of this year have been marked by a surge in guerilla activity. In May alone there were at least ten armed clashes in the mountainous part of the country where the main guerilla bases and camps are located. Also, there has recently been an increase in the numbers of young people joining the resistance. To this are now added rumours that the guerillas have begun a covert concentration of their forces in the Chechen capital."

Research Centre for East European Studies, Bremen and Center for Security Studies, ETH Zurich, 5 June 2007:

"Heavy fighting occurred during the first several months of the latest Russian-Chechen war, when roughly 2,500 Russian federal troops were killed along with tens of thousands of civilians. Starting in mid-2000, the war increasingly evolved into a classic insurgency. From 2002 through 2004 the Chechen separatists embarked on a series of spectacular terrorist attacks in Moscow and other major Russian cities, including mass hostage-takings, assassinations, and suicide bombings designed to kill the maximum number of people. This campaign was supplemented by hundreds of terrorist attacks within the North Caucasus, causing widespread bloodshed, misery, and destruction.

The worst of these attacks was the grisly siege in September 2004 of a school in the North Ossetian town of Beslan, an incident that killed roughly 340 hostages, more than half of whom were children. Smaller incidents have occurred since then, and preparations for much larger attacks have been narrowly averted, mainly through luck. Nonetheless, the Chechens' terrorist campaign has ebbed sharply over the past two years. More generally, the separatist conflict in Chechnya, which had remained intense and deadly through late 2005, has diminished markedly over the past two years. The Russian government has trumpeted the decline of the insurgency as a rousing success and has implied that Chechnya is returning steadily to "normal life." Although the diminution of fighting in Chechnya has clearly been welcomed by — and beneficial to — the civilian population there, the "solution" devised by the Russian federal government raises serious doubts that long-term stability can be ensured [...]

With the precipitous decline in fighting in Chechnya since 2005, Putin now regularly boasts that he accomplished what he set out to do: to bring Chechnya permanently back under Russian control. The toll of the war — the deaths of nearly 10,000 Russian soldiers and police and of roughly 80,000 civilians (8 percent of the prewar population), the continued displacement of at least 200,000 people (ethnic Russians as well as Chechens), and the destruction of vast swaths of the republic — is never mentioned in Putin's speeches and statements. Instead, he has been intent on portraying himself as the man who "preserved Russia's territorial integrity and repulsed an aggressive challenge from foreign-backed terrorists and their supporters [...]"

"Chechenisation" of the conflict

Swisspeace, 25 May 2007:

"[...] The key political tendency of the current period is the strengthening of President Kadyrov's personal power. The president also appears to have firmly taken a course towards the full integration of Chechnya into Russia's administrative structure. It is important to note, however, that cases where republican leaders find themselves in confrontation with officials delegated from Moscow have become more frequent lately [...] On 16 May a Chechen ombudsman, Nurdi Nukhazhiev, accused federal prosecutor, Valery Kuznetsov, of "criminal inaction in protecting the rights of the local population.

[...] It is noteworthy that the political rhetoric by the new head of the republic has changed dramatically. All the references to the "special status of the republic" have been put aside. R.

Kadyrov now states that there is no need to proceed with signing the treaty on the division of jurisdictions between the federal centre and the republic."

IHF, 1 May 2007:

"In 2006 the delegation of law enforcement and security responsibilities from federal authorities to local power structures in Chechnya was practically completed. Most of the local structures were *de facto* controlled by Ramzan Kadyrov, who was officially appointed prime minister of the Chechen Republic at the beginning of the year. Although the actions of Kadyrov and his subordinates, who engaged in gross human rights violations, were supported by the Kremlin, the federal authorities disclaimed responsibility for what was going on in Chechnya.

In 2006, the "Chechenization" of the conflict, which had developed as local pro-Moscow structures assumed growing power, had reached a stage where the conflict was no longer depicted as a separatist but as an internal one by the federal authorities. In this way, the federal authorities also sought to evade criticism from the international community.

The strengthening of Kadyrov's personal authority had become the basis for the "Chechenization" process. The Kremlin gave him unconditional backing and did not hold him accountable for any actions he ordered, from forcibly collecting donations from citizens for the purpose of speeding up the reconstruction of the Chechen capital Grozny to unlawful police operations."

Memorial, 16 May 2007:

"In February - March 2007 the process of "Chechenisation" of the armed conflict in Chechnya was completed with the regime of Ramzan Kadyrov being definitively established as one and the only power and political authority in the republic. On 15 February 2007 the President of Chechnya Alu Alkhanov handed in his resignation which was immediately accepted by the President of the Russian Federation. On 2 March 2007 the Parliament of the Chechen Republic approved the candidature of Ramzan Kadyrov proposed by President Putin for the presidential office of Chechnya.

Long before his own appointment as President of the Chechen Republic Ramzan Kadyrov appointed his loyal friends and companions and often members of his extended family to all key positions in the Republic, especially the positions related to law enforcement functions. Currently practically all key positions in both law enforcement and economic sector are occupied by either members of the Kadyrov clan or his personal and loyal friends [...]

The gist of the policy of "Chechenisation" consisted of the following:

firstly, creation of a local government: nominally through elections, in actual fact - through appointment by the Kremlin.

and, secondly, creation of law enforcement and military forces consisting of local people, ethnic Chechens. Their task was fighting the armed militants by means of terrorising and intimidating those strata of the society, groups, families, residents of particular localities who were suspected of supporting or hiding militants. The new law enforcement forces were practically given permission to act without concern for the law and with almost total impunity. Good knowledge of local realities, customs, family ties and clan relations allowed members of these forces to act more selectively and efficiently than the federal forces were ever able to [...]

Now that Ramzan Kadyrov is the president of the Chechen Republic he has absolute control over the parliament and the government of the republic. The positions of the heads of districts are all held by Kadyrov's loyal people. Most key positions in the Chechen Ministry of Interior are held by people from Kadyrov's personal Security Service (former separatist fighters). The elite troops of the Ministry of Interior [...] were entirely formed of the Kadyrov's Security Service members. Kadyrov's loyalists who were previously part of the illegal armed formation known by the name of "Counterterrorism centre" became members of the South and North battalions in 2006.

Nominally, they are included into the 46th brigade of the Interior Troops of the Russian Ministry of Interior. However, in practice the members of these armed formations still consider themselves Kadyrov's people."

Legal framework for current "counterterrorist" operation in the North Caucasus

- Since the beginning of the second war in Chechnya, the Russian government has denied there was a conflict in the North Caucasus
- As a result, the government claimed that international humanitarian law could not be applied to protect citizens during hostilities
- Law on combating terrorism and Shanghai Cooperation Organization documents used as legal justification for "counterterrorist operation" by Russian government
- However, law on combating terrorism is meant for short-term operations, has no ban on use of torture and does not allow federal army to be used in such operations
- In 2006, additional legislation on opposing terrorism adopted which gives authorities more power to use force and impose restrictions on civil liberties

Grouping of Russian NGOs, 30 November 2006:

"In the very first paragraph of Russia's Periodic Report [to the UN Committee Against Torture] dealing with the armed conflict in the North Caucasus (par. 36), the State describes the legal framework for the "counterterrorist operation" by referring, in addition to Federal Law No 130-FZ of 25 July 1998 "On Combating Terrorism," to the documents of the Shanghai Cooperation Organization (SCO): the Shanghai Convention on Combating Terrorism, Separatism, and Extremism, and the Agreement of States Parties to the Shanghai Cooperation Organization Concerning a Regional Counterterrorist Structure.

The reference to SCO documents[in Russia's report to the UN Committee Against Torture] is surprising, as this organization is guided by values which are strikingly different from those of the UN and European systems; for SCO the interests of the states prevail over human rights - which are declared to be part of the state's internal affairs. What we see here is an obvious conflict between the two legal concepts regulating the use of force by the state and human rights restrictions. However, upon a closer look at the situation, we see that the Russian Government is right in referring to SCO agreements, as its actions in the armed conflict zone were consistently incompatible with the international human rights conventions.

Starting from the early days of the Second Chechen War, the Russian Government has denied an armed conflict in the North Caucasus, thus preventing the application of the international humanitarian law. As a result, Additional Protocol II of 1977 to the Geneva Conventions was intentionally not applied to protect the local population.

The Federal Law against Terrorism contravenes the Convention by containing no ban on the use of torture. Moreover, art. 21 of the said Law relieves government agents of responsibility for causing harm to citizens. The Law fails to provide any legal remedies to the public nor any guarantees of fair criminal procedure. Thus, art. 24 provides for closed judicial hearings, without public access [...]

Any claims that the treatment of civilians in the conflict zone was consistent with the requirements of the European Convention for Human Rights (including restrictions of freedom

and integrity of the person, freedom of movement, respect for private and family life, and freedom of expression) made in par. 38 of Russia's report [to the UN Committee Against Torture] are unfounded, because Russia had not followed the established derogation procedure and had not declared a state of emergency. Reference to the Law against Terrorism, originally designed for local, short-term security operations, to justify long-term (more than six years) and large scale (tens of thousands of square kilometers) restrictions of human rights is arbitrary, reflecting an excessively broad interpretation of the law. While the said law defines a counterterrorist operation as local and limited in scale, it was used to justify large-scale military operations involving powerful weapons, and random attacks in the North Caucasus.

In fact, the use of the federal armed forces in the Chechen Republic is unlawful, because the Federal Law against Terrorism does not allow using the army in internal conflicts. The unlawful actions of uniformed forces are the cause of persistent and massive use of torture against civilians in Chechnya.

On 6 March 2006, the Russian President signed into force a new federal law – Law No 35-FZ "On Opposing Terrorism"; earlier, on 15 February, he had signed Decree No 116 "On Measures to Oppose Terrorism." Combined, these acts grant authorities even more power to use force, restrict human rights and civil liberties, and avoid accountability."

Prospects for peace (2007)

- Prospects for peace are bleak despite the fact that the general population wants peace
- Chechen resistance has stated readiness for peace talks several times
- Russian officials refuse to have peace talks with "terrorists," but have called several amnesties for rebel fighters
- Other factors standing in the way of peace include corruption, police brutality, high unemployment, clampdown on moderate Islamic groups, since they have fueled extremism and political violence

Signs of peace

Swisspeace, 3 May 2007:

"Chechen society is still in the transitional state from war to peace. It has become absolutely clear, nevertheless, that the population does not support armed insurgency any more. The new generation is orientated towards values of peaceful life, economic prosperity associated with successful business and career-making."

UNICEF, 24 September 2007:

"Tolerance, peace and living in a multi-ethnic society were the themes of five summer camps organized by UNICEF and local authorities in four of Russia's North Caucasian republics – Ingushetia, Dagestan, North Ossetia and Kabardino-Balkaria. Over 500 children took part in the programme this year.

At the Peace and Tolerance Summer Camp in Dagestan, held on the shores of the Caspian Sea near the 5,000-year-old city of Derbent, 150 children from diverse backgrounds learned to work together as a team based not on ethnic identity, but on the goal of forging a common future.

Many young participants at the camp admitted that their perceptions of their peers are often coloured by stereotypes – but 10 days at the Peace and Tolerance Summer Camp helped erode those biases.

"We used to think that Ingush and Chechens were very violent people, but now we see that's not the case," said one 15-year-old camper. "We should not fight with them, and we need to all get along and respect each other. They are just like us."

"It's probably too late to try to change something about adult people," said another camper from Grozny, the capital of Chechnya.

"I think it is very important that camps like this are trying to change our attitude and educate us to be tolerant already at a young age," said Milana, a camper whose family had to flee Chechnya when the first military campaign began there. They returned 10 years later."

IHF, 1 May 2007:

"[...] Following the death in July of [Chechen rebel leader Shamil] Basayev, the FSB head called on all members of illegal armed groups in Chechnya to lay down their arms within two weeks. The president of the Chechen Republic, Alu Alkhanov, subsequently declared August to be a month of reconciliation with fighters, ordered the creation of hotlines for members of illegal armed formations and promised that the rights of those who requested amnesty would be respected and that impartial investigations into their cases would be conducted and just decisions made. The amnesty period was subsequently extended several times, eventually to 15 January 2007.

An official text spelling out the conditions for the amnesty was adopted only in late September, when the Russian State Duma quickly passed a draft law put forward by President Putin. This law was applicable not only to members of illegal armed groups but also to Russian servicemen who had committed crimes "during the counter-terrorist operations in the territory of Russian entities within the Southern Federal District. However, persons who had committed grave and particularly grave crimes were excluded from the amnesty."

Chechen resistance ready to negotiate with Russian government

RFE/RL, 14 July 2006:

"Diplomatic representatives abroad of the Chechen Republic Ichkeria (ChRI) have drafted a manifesto addressed to participants of the G8 summit in St. Petersburg. Meeting in Berlin on July 5, the representatives reaffirmed the readiness of the Chechen resistance to embark on immediate and unconditional peace talks to end the ongoing war and stabilize the situation across the North Caucasus [...]

Zakayev told RFE/RL's North Caucasus Service on July 14 that even though he was the one to sign the manifesto, the offer of peace talks has been approved by Chechen President Doku Umarov and by "all those who participate in the resistance." [...]

[The manifesto] stresses that while the Chechen people have fought in two wars for independence, and regard independence as the most fundamental guarantee of peace and their future security, they would agree to talks on an unspecified alternative solution to the conflict in line with international law.

The manifesto acknowledges that "the continuation of military activity and violence will not lead to a solution to the conflict," and advocates embarking on negotiations with Russia with no preconditions set by either side. Finally, it stresses the Chechen leadership's rejection of "all forms of violence" against civilians, including acts of terrorism.

Zakayev told RFE/RL on July 14 that the Chechen resistance to Russia will not weaken, and therefore neither the international community nor Russian President Vladimir Putin is capable of ending the fighting without resorting to peace talks [...]

This is by no means the first time that the Chechen resistance leadership has signaled its readiness either for peace talks with Moscow, or for a settlement of the conflict that would bestow on Chechnya some undefined status that falls short of independence from the Russian Federation. [...]

President Putin and other senior Russian officials have continued to rule out any peace talks with "terrorists," a category in which they include both President Umarov and Zakayev."

Other factors standing in the way of peace

Research Centre for East European Studies, Bremen and Center for Security Studies, ETH Zurich, 5 June 2007:

"Whether the relative calm in Chechnya can be transformed into a lasting and stable solution under Putin's successors is far from clear. For one thing, a number of grave problems continue to afflict the North Caucasus — pervasive corruption, the brutality of the local police and security forces, perennial government malfeasance, high levels of unemployment, a harsh clampdown on moderate Islamic groups, and the exploitation of ethnic tensions and intercommunal strife. These conditions have fueled extremism and political violence in republics like Ingushetia, Dagestan, and Kabardino-Balkaria..."

Swisspeace, 31 October 2006:

" What are the prospects for peace in Chechnya? Conflict dynamics suggest they are dim. While in official Russian discourse the situation in the war-torn republic is "normalizing", realities on the ground suggest otherwise. Continued violations of human rights, well documented in reports by intergovernmental institutions such as the Parliamentary Assmby of the Council of Europe, respected non-governmental organizations such as Human Rights Watch, the Russian "Memorial" and others, nourish growing fear and distrust towards Russia and its proxies. The social fabric of the Chechen society is disintegrating and the economic infrastructure of the republic is in ruins. A new generation of Chechen youth, which has experienced nothing but war and devastation, has emerged. Terrorism is proliferating and evidence suggests that the conflict is spreading outside Chechnya proper.

[...] A settlement of the conflict, understood as a negotiated agreement between Russia and a "unitary", coherent Chechen leadership is not possible today. On the other side a negotiated settlement would not be of much worth without the participation of representatives of the "Ichkeria" side. The incumbent, Russia-installed Chechen leaders, are not legitimate and lack a mandate to negotiate on the status of Chechnya on behalf of the Chechen nation."

The conflict in North Ossetia

Background to the conflict in North Ossetia

- Stalin deported Ingush and others from the North Caucasus in 1944; soon thereafter Prigorodny district, an Ingush territory, was transferred to North Ossetia
- In 1957 Ingush were allowed to return to the North Caucasus, but administrative and practical obstacles prevented their return to Prigorodny district
- Despite the obstacles, many Ingush moved back to Prigorodny district and lived without residence registration
- In 1992 the Ingush republic was created and conflict erupted over the status of Prigorodny district

- Between 30,000 to 60,000 Ingush and 9,000 Ossetians were displaced as a result of the conflict
- The conflict has still not been resolved and the atmosphere between Ingush and Ossetians remains tense

IWPR, 30 March 2006:

"Stalin gave the Prigorodny district - originally an Ingush territory - to North Ossetia after he deported the Ingush and Chechen peoples en masse to Central Asia in 1944. When the Ingush republic was created in 1992, the lingering territorial dispute erupted into clashes between Ossetian and Ingush forces. Lasting just six days in October and November that year, the fighting killed at least 500 people. The ethnic Ingush fled, and although some have returned, many have been prevented from going back to their homes. The authorities in Ingushetia say there are 19,000 people involved, while those in North Ossetia put the figure at no more than 4,000. "

Hansen 1998, pp. 19-20:

"The conflict area of Prigorodnyi Raion extends from the suburbs of Vladikavkaz in North Ossetia east to the present Ingush border, less than 20 minutes from Chechnya. Like the Chechens, the Ingush were forcibly deported under Stalin in 1944. When Khrushchev signed a decree rehabilitating the deported peoples in 1956, the lands presently comprising Prigorodnyi Raion, which had been ceded to North Ossetia, were not returned to the newly reconstituted Chechen-Ingush Autonomous Soviet Socialist Republic (ASSR) despite their 90 percent Ingush makeup prior to the deportations. Administrative and practical obstacles, many of them engineered by Ossetian authorities, prevented many Ingush from again taking up residence on their former lands.

Tensions between the Ingush and Ossetians rose and fell through the 1970s and 1980s but exploded into the open with perestroika. Mass demonstrations and growing unrest led the Ossetian authorities to declare a state of emergency in Prigorodnyi in April 1991. Intercommunal violence rose steadily in the area of Prigorodnyi east of the Terek river, despite the introduction of 1,500 Soviet interior troops to the area. On April 26, 1991, in the last months of the Soviet Union, the Russian Supreme Soviet passed the Law on the Rehabilitation of Repressed Peoples that pledged a return to predeportation boundaries. Fearful of losing Moscow's support for a return of Prigorodnyi, Ingushetia opted to remain in Russia when Chechnya claimed independence. By this time, some 16,000 refugees from the conflict in South Ossetia, but who had primarily lived in other parts of Georgia, had fled north and took shelter in Prigorodnyi, significantly adding to the prevailing tensions. Ingush-Ossetian violence worsened and both sides began arming in earnest. According to human rights investigators, many of the worst incidents of intimidation and forced eviction of Ingush occurred at the hands of South Ossetian refugees. In some cases, North Ossetian locals protected Ingush from those refugees.

Open warfare broke out in October 1992. Approximately 500 people died in a week of concentrated violence during which many homes, primarily belonging to ethnic Ingush, were destroyed or taken over. Russian interior forces actively participated in the fighting and sometimes led Ossetian fighters into battle. Estimates of displacement from Prigorodnyi vary widely, but between 34,500-64,000 Ingush were forced to flee to Ingushetia and 9,000 Ossetians to North Ossetia. Most Ossetians had returned as of 1998, but only a handful of Ingush had done so. IDPs from Prigorodnyi who found refuge in Ingushetia would later compete for space and aid with massive influxes of Chechen IDPs.

The conflict in Prigorodnyi Raion remains frozen amid low-level, back-and-forth violence against police officers and civilians, widespread hostage taking, and deepening animosities. New hope for peace and resettlement was kindled in 1997 with Russian-brokered agreements that set out plans for return and resettlement. However, at the time of this writing, IDP returns have been

stalled by continued violence and have been further undermined by the curtailment of UNHCR's presence due to untenable security conditions."

Commission on Security and Cooperation in Europe, 19 June 2008:

"Since 1991 the Russian Federation has a lull, quote, on rehabilitation of purged nations, unquote. The law not been completely complied with, and the Prigorodny district was never completely returned to Ingushetia and made part of its territory. On account of this, 70,000 of my fellow countrymen back in 1992 had to leave their homes. And currently there are 14,000 of those refugees residing in the Republic of (inaudible), and these are individuals who don't have homes to go back to."

Prague Watchdog, 28 July 2006:

"The Prigorodny Region has always been regarded as being inhabited by the Ingush and part of Ingushetia and remained so until 1944 when it was ceded to North Ossetia. This occurred during the time the Ingush were being deported to Siberia and Central Asia. Although they were allowed to return to their homes in 1957, the Prigorodny Region was never returned to Ingushetia [...]"

Current realities compel the authorities to find a solution, yet how exactly does the Kremlin intend to solve this conflict? The Ingush are certain the Prigorodny Region will be returned to them within a year, while the Ossetians are equally certain the question will never be raised. By doing so, this would set a dangerous precedent that would lead other regions within Russia to make similar claims.

On one hand, the Ingush are justified in demanding the return of land snatched from them in 1944. It basically appears to be a simple matter of returning their territory. However, that doesn't resolve the problem of the 50,000 Ossetians now in Prigorodny who would never tolerate living under Ingush rule. And the Ingush are also unlikely to back down. After all, their constitution states that "The restoration of (Ingushetia's) territorial integrity via political means is one of the tasks of the Ingush state."

This irritates the Ossetians, of course, who respond with slogans about the impossibility of Ossetians and Ingush living together in Ossetia. But in reality, they continue to live together, albeit cautiously, proving that slogans and appeals are worthless [...]"

The danger of setting precedents has compelled the Russian government to freeze all territorial laws concerning so-called "repressed nationalities" (i.e. anyone deported en masse in the past). This was the policy under Boris Yeltsin and it's highly unlikely that his successor, with his "stability at any price", will change that.

Furthermore, there is also a serious legislative constraint. According to the Russian constitution, border revisions between republics require mutual agreement, confirmed via a referendum. For Ingushetia, this is an insurmountable obstacle since the Ossetians refuse to discuss Prigorodny's return."

HRW, June 2008:

"In November 1992, Ingush and the neighbouring Ossetians clashed over the disputed Prigorodny district, which both ethnic groups claimed as their own but which is officially a part of North Ossetia. The conflict brought about the destruction of a total of 2,728 Ingush and 848 Ossetian homes, and drove between 43,000 and 64,000 people from their homes."

For more details on the conflict, see also the May 1996 report from Human Rights Watch/Helsinki Human Rights Watch [The Ingush-Ossetian conflict in the Prigorodny region](#), and Radio Free Europe/Radio Liberty report ["Are Ingushetia, North Ossetia on verge of new hostilities?"](#), 28 March 2006 [Internet].

Prospects for resolution of the conflict over Prigorodny district (2007)

- Many agreements to resolve the conflict have come into force since 1993, though none have been implemented
- Tensions between Ingush and Ossetians increased after hostage-taking at a school in Beslan, North Ossetia in 2004
- Presidential envoy to the South Federal District was to have returned all Ingush IDPs to their homes by the end of 2006

Prague Watchdog, 28 July 2006:

"The current plan to resolve the dispute met with the approval of Dmitry Kozak, President Putin's envoy to the Southern Federal District. Kozak had been assigned the job of returning all Ingush refugees to their former homes in North Ossetia by the end of 2006. However, the Ingush accuse Kozak of having taken a pro-Ossetian position, and they've threatened to hold mass protests if his plan is not revised.

The problem seems to be that while more than 12,000 Ingush refugees are set to return to North Ossetia, they won't be going back to their native villages but to settlements that are being specifically built for them. This is the Ossetians way of preventing the Ingush from viewing these settlements as ancient Ingush villages; plus it will also sever the connection between the Prigorodny Region and Ingushetia.

Nevertheless, despite the Federal center's sudden decision to resolve this age-old conflict, experts predict that along with the old problems that will still have to be dealt with, new ones will arise. And both have a common denominator -- the historical enmity between Ingush and Ossetians.

Even Ingush President Murad Zyazikov, who rarely criticizes the actions of the federal leadership, recognizes that the plan does not uphold the rights of Ingush citizens [...]

During the past 13 years, numerous governmental commissions signed agreements about this conflict, the majority of which were never put in practice. This was due either to Moscow's disinterest in the matter or in not understanding its aspects. So these mountains of paper now reside in the archives, gathering dust.

While relations between these two nationalities are still complicated, the pinnacle of inter-ethnic hatred has been reached: even Beslan was unable to restore the level of their once mutual animosity. The Ingush and Ossetians sincerely want stability and peace, yet how can this be achieved without the political will of the Kremlin?

With the departure of Ingush President Ruslan Aushev (former Soviet general and critic of Moscow's policies towards North Caucasus), another general, the pro-Moscow Murad Zyazikov from the Federal Security Service (FSB), took over. The Ingush, of course, hoped he would help resolve their problem.

However this was not to be; tensions increased instead. The various military and police forces were given the green light to use repressive methods against guerrillas in the republic, even though their guilt or participation in the insurgency was highly doubtful. Needless to say, this has swept the Prigorodny question off the immediate political agenda.

After the events in Beslan, the federal authorities were finally reminded of the existence of the old Ingush-Ossetian conflict, which had again awakened serious fears. Were it not for the terrorist attack, this problem would have surely remained buried and forgotten. But now the situation threatened to spill over and lead to an explosion in North Ossetia and then in Ingushetia. This was probably part of the plan designed by the Beslan raiders, although many experts feel it is still too early to state that this plan failed."

See also, [Осетино-ингушский конфликт: у каждой из сторон – своя правда, Независимая Газета, 2 ноября 2007г. и \[Нерешенность проблем возвращения вынужденных переселенцев в свои дома и искусственные препятствия в реализации их прав, как отголоски геноцида 1992 г., Ингушетия.Ru, 29 ноября 2007г.\]\(#\)](#)

Other causes of displacement in the Russian Federation

Earthquake in Chechnya (2008)

- Many homes were damaged in an earthquake that hit southern Chechnya
- People were therefore living in makeshift accommodation

ICRC, 20 October 2008:

"The International Committee of the Red Cross (ICRC), working in cooperation with the Chechen Branch of the Russian Red Cross Society (RRC), delivered emergency supplies last week to over 2,700 families in three villages in the Kurchaloy region and one village in Gudermes region.

The villages had been severely affected by an earthquake on 11 October. The supplies included tarpaulins, blankets, hygiene kits, kitchen sets, candles and jerrycans. "We hope that these items will help local authorities to meet the basic needs of the victims of this earthquake, which unfortunately struck a region that has suffered a great deal in recent years," said Laurent Bernet, the head of the ICRC in the Chechen Republic.

The earthquake hit southern regions of the Chechen Republic, killing 13 people and leaving over 100 wounded. A week later, many people in rural areas still cannot enter their homes because of the damage sustained and are staying in makeshift accommodation."

RIA Novosti, 20 October 2008:

"The aftershock came just over a week after 5.5-magnitude quake hit the North Caucasus on October 11. The quake's epicenter was in Chechnya, and at least 13 people were killed and over 100 more injured in the republic. Some 10,000 buildings were also damaged. The tremor was also felt in five other Russian North Caucasus republics, as well as the neighboring South Caucasus state of Georgia."

Violence against Chechens outside of North Caucasus (2007)

- Ethnically motivated attacks against foreigners, Jews, and dark-skinned migrants from the Caucasus and Central Asia are increasing in Russia

- Forty-six Chechen IDPs fled Kondopoga after Chechens and other ethnic minorities were attacked
- Attack was sparked by brawl between ethnic Russians and Chechens, in which two Russians died
- Most IDPs returned within 2 months

IHF, 1 May 2007:

"According to statistics compiled by the Russian Analytical and Information Center SOVA, a total of 439 persons were victims of violence motivated by racial and ethnic hatred in Russia during the period January-November 2006. Out of these 44 died because of the injuries they sustained. Attacks were reported from across the country, but most occurred in Moscow and St. Petersburg.

Victims of racist violence included foreign students, asylum seekers, refugees, migrants and minority members, as well as anti-racism activists and others viewed as sympathizing with foreigners or minority groups and therefore as being "unpatriotic".

RFE/RL, 4 September 2006:

"Relative calm has settled over the industrial city of Kondopoga in Russia's northwestern Karelia Republic after clashes between Slavs and natives of the Caucasus on September 1-2 left two dead. Police detained some 100 participants in the violent riots that broke out in Kondopoga after the August 30 incident between a group of ethnic Russians and Chechens at a restaurant, Chaika, owned by a Chechen man.

The fight, which by all reports began as a drunken brawl, sparked angry riots after two of the Russians involved were killed. Angry mobs of Russian youths subsequently attacked businesses run by non-Russians in an attempt to clear the town of all but ethnic Slavs. Armed with Molotov cocktails, they stormed the restaurant and other Chechen-owned businesses, setting them ablaze.

On September 3, some 2,000 residents turned out at the Kondopoga square demanding that police expel Chechens and other ethnic minorities from the Caucasus from the town. [...] The riots come as ethnically motivated attacks are on the rise in Russia. Foreigners, Jews, and dark-skinned migrants from the Caucasus and Central Asia have all come increasingly under attack during the past several years.

The Karelia riots follow a market bombing in Moscow August 21 reportedly orchestrated by three young Slavs to kill non-Russians."

News.ru, 22 September 2006:

"Чеченцев, бежавших из Кондопоги, после недавних погромов, выселяют с турбазы под Петрозаводском, куда их эвакуировали. Как рассказала "Эху Москвы" одна из беженок, руководство санатория, требует, чтобы чеченцы возвращались обратно в Кондопогу, однако рынок, на котором они работали до сих пор закрыт.

"Нам сегодня сказали, чтобы мы возвращались туда, что там все спокойно, - сообщила в эфире радиостанции одна из беженок. - Но мы не можем вернуться, нас там никто не ждет, и никаких гарантий безопасности нам не дают".

По ее словам, чеченцам в Кондопоге постоянно угрожали, и они боятся за свою жизнь. Но кроме этого, добавила беженка, в Кондопоге чеченцам "просто нечего делать": рынок, где они работали, закрыт и все договоры об аренде торговых мест расторгнуты.

"Мы остались без копейки денег, нас бросили на произвол судьбы, и мы просто не знаем, куда нам идти", - заявила она. По словам женщины, для беженцев сейчас главная проблема, где найти новое пристанище. В Кондопогу они возвращаться не собираются."

RFE/RL, 6 September 2006:

"Last night, a sports school was torched in Kondopoga, a small city of 35,000 inhabitants in the northwestern Karelia Republic. Reports say that one of the trainers employed there is of Caucasus origin and that several families from Central Asia were living in the school at the time.

The incident was the latest in a string of attacks against ethnic Chechens and other ethnic minorities in Kondopoga that has prompted dozens of Chechen families to flee the city. The violence was sparked by restaurant brawl between ethnic Russians and Chechens last week that left two of the Russians dead. The restaurant, "Chaika," was owned by a Chechen man.

Angry mobs burned down the restaurant where the Russians were killed and destroyed a street market and several stores owned by Chechens and other people from the Caucasus. The violence has been accompanied by street rallies in Kondopoga demanding the expulsion of immigrants.

Several nationalist parties have expressed support for the riots. Some reports claim these parties actually orchestrated them. Aleksandr Belov, the leader of the radical Movement Against Illegal Migration, denies involvement in the rampage. But he backed the protests in Kondopoga during a news conference in Moscow on September 5.

[...] But the Movement Against Illegal Migration is not the only group to publicly support the events in Kondopoga.

Nikolai Kuryanovich, a deputy from the ultranationalist Liberal Democratic Party of Russia, joined forces with Belov at the news conference.

This is the solution he proposed to tackle ethnic tensions in Russia.

"Once again, this time totally, subjugate the Caucasus and toughen migration laws," Kuryanovich said. "Total cleansing. All criminal elements must be brought to responsibility -- even destroyed -- like the president said. We are waiting for him to make good on his promise to 'wipe them out in the outhouse.'"

Kuryanovich also proposed to build what he called a "wall of China" that would separate the North Caucasus republics from the rest of Russia.

Despite President Vladimir Putin's silence, the crisis in Kondopoga has spiraled into a national issue [...]"

News.ru, 2 November 2006:

"В Кондопогу вернулись почти все беженцы, покинувшие город после массовых беспорядков

Большинство чеченцев, уехавших из карельского города Кондопога после массовых беспорядков, произошедших там в начале сентября, определились с местом жительства, сообщили "Интерфаксу" в четверг в Духовном управлении мусульман (ДУМ) Карелии.

"Во время Священного месяца Рамадан 25 беженцев переселились в Петрозаводскую мечеть, остальные возвратились в Кондопогу", - отметили в ДУМ Карелии. На сегодняшний

день все беженцы определились с местом жительства, одна семья уехала к себе на родину, а все остальные вернулись обратно в Кондопогу.

После сентябрьских беспорядков 46 человек были вынуждены уехать из Кондопоги, и около месяца проживали на территории летнего лагеря под Петрозаводском. И сначала беженцы в Кондопогу возвращаться не собирались. Одна из беженок сообщила в эфире радиостанции "Эха Москвы", что их "там никто не ждет, и никаких гарантий безопасности не дают", а рынок, на котором они работали, до сих пор закрыт и все договоры об аренде торговых мест расторгнуты. По ее словам, чеченцам в Кондопоге постоянно угрожали."

Treatment of the remaining Meskhetian Turks improves (2008)

- Meskhetian Turks were expelled from Uzbekistan in 1989-1990 and settled mainly in Krasnodar Krai
- The authorities continue to refuse to issue them residence permits and citizenship, depriving them of access to land, employment and business opportunities
- As a result, more than 11,000 Meskhetian Turks have emigrated from Russia since 2004

US DOS, 11 March 2008:

"In Krasnodar Kray, Meskhetian Turks without Russian passports were denied the right to register, which deprived them of all rights of citizenship, and prevented them from working legally, leasing land, or selling goods. Because of the difficult conditions in Krasnodar, about 23,000 Meskhetian Turks applied to emigrate. With the departure of 11,316 Meskhetian Turks since 2004, facilitated by the Russian Federation, human rights groups reported a significant decline in arbitrary fines, and other forms of harsh treatment used previously by authorities against the community."

US DOS, 6 March 2007:

"Unlike previous years, Krasnodar Kray authorities did allow some Meskhetian Turks to obtain residence permits (propiskas) in Krasnodar Kray if they had obtained Russian passports in other regions. Meskhetian Turks without Russian passports were denied the right to register, however, which deprived them of all rights of citizenship to which they were entitled under the law. Krasnodar authorities continued to prohibit Meskhetian Turks who were not registered in Krasnodar from leasing land, obtaining employment or engaging in commercial activity. Because of the difficult conditions in Krasnodar, about 23,000 Meskhetian Turks applied for emigration to a third country, and Krasnodar officials cooperated in facilitating their departure. As almost 11,000 Meskhetian Turks departed from Krasnodar since 2004 human rights groups and other observers reported a significant decline in arbitrary fines, public statements, and other forms of harsh treatment used previously by authorities against the community. Authorities continued to refuse to grant permanent residency to those wishing to remain in Krasnodar, depriving them of the rights of citizenship to which they were entitled under the law. They and some other ethnic minorities living in Krasnodar were permitted only temporary registration and were subjected to special restrictions, such as being required to reregister every 45 days. There have been reports, however, that police continued to arbitrarily fine those who were not emigrating. Human rights NGOs reported that police stopped and checked persons who looked like Meskhetian Turks, immediately releasing those who declared their intention to emigrate and penalizing others."

Eviction of Roma from their houses and land (2008)

- Regional authorities initiated court proceedings to declare Romani's ownership of their houses as illegal
- However, Roma were not informed of the proceedings and therefore could not argue their case
- Houses of Roma were bulldozed by the authorities and then ruins were set on fire
- Some displaced Roma fled to temporary shelters, but many were left without alternative housing

UN CERD, 22 September 2008:

"26. The Committee is concerned about the destruction of Roma settlements, often on the basis of court orders to demolish illegally constructed dwellings, in numerous cities and regions of the State party, and about the disproportionate effects that such demolitions and forced evictions may have on the Roma families concerned (art. 5 (e) (iii)).

The Committee recommends that the State party review its policy of demolishing illegally constructed Roma settlements when the dwellings have existed for a long time, legalize existing settlements to the extent possible, and provide adequate alternative housing whenever forced evictions of Roma take place."

US DOS, 11 March 2008:

"Authorities previously bulldozed 37 houses in May and June 2006 that belonged to more than 200 Roma, including over 100 children, in the village of Dorozhnoe, Kaliningrad Oblast, and set fire to the ruins. Over 100 of the displaced Roma were forced to live in temporary shelters and were threatened with physical expulsion. Regional authorities began their eviction campaign by initiating court proceedings to have the Romani families' ownership of their homes declared illegal. According to observers, the proceedings violated fundamental standards of due process. In November 2006 the Open Society Institute's Justice Initiative filed a request for interim measures with the ECHR on behalf of 33 of the evicted."

FIDH, 5 September 2008:

"The Roma living in the Russian Federation are victims of severe forms of racial discrimination, which occur in the broader context of growing racist violence in the country. In 1956 a decree of the Soviet Supreme prohibited "vagrancy" and forced Romani people to settle. Their houses were rarely properly registered. Since the fall of the Soviet Union, the legal framework governing property and the use of land has become extremely complex, and Roma lack the knowledge and the documents to access property rights.

The locations where [Roma] communities settled had little or no value at the time, but have gradually become the target of speculation. The Russian administration refuses to regularise their occupation of the land and bypasses them when taking measures for the allocation or sale of the land they occupy. When Roma refuse to leave voluntarily, they are often cheated or become victims of forced evictions. In most cases, these evictions follow a court decision but the procedure often violates the right to a fair trial. These evictions are often carried out with violence and in some cases they follow a local campaign vilifying the Roma community as a whole.

Non-registration of their houses also deprives the Roma of a range of economic and social rights in the frame of the Russian Federation "permanent registration" system. When evicted from their house, they are not offered alternative housing or adequate compensation which, in similar cases, non-Roma Russian citizens are usually able to obtain... Forced eviction of Roma and the demolition of their houses carried out by the authorities violate the right to adequate housing guaranteed by the International Covenant on Economic, Social and Cultural Rights and the International Convention on the Elimination of All Forms of Racial Discrimination ratified by the Russian Federation...

Forced evictions make Romani the victims of structural discrimination, resulting usually in either homelessness of the evicted people, who lose everything and receive nothing in exchange, or in a significant worsening of their living conditions, with no access to transport, basic resources (water, gas, electricity) or schools for their children.

From the authorities' point of view and that of the people in charge of carrying out evictions (using bulldozers and the support of special police forces) accordance with the law is met with the issuance of court-ordered injunctions. A Tribunal or a Court declares a resident's occupancy of his/her home illegal, thereby authorizing the government to demolish the home.

Those judgments are generally just a confirmation of the intent of the authorities, which has been manifested long before the decision in the form of various campaigns and threats to move the population away from the coveted occupied lands. As a result of such a judgment, forced eviction and house demolition were carried out during the week of 29 May 2006 through June 2006 in the village of Dorozhnoe (Kaliningrad). In total, the Russian Government razed (demolished and burned) approximately 43 houses which comprised the village, leaving standing only two private dwellings in the area, both owned by ethnic Russians.

[FIDH] fears that the same scenario will be repeated in the case of the Kelderari settlement in the village of Kosaya Gora visited by the mission (Tula, Central Russia). As a matter of fact, more than 50 houses have been declared illegal by a collective judgment shown to the mission by the Kosaya Gora Romani inhabitants.

During the consideration and issuing of the court decision, nobody informed Roma about the lawsuit initiated against them, and they have not received any notices of appointment from the court, which violates the principles and norms of the civil procedural code of the Russian Federation. The consideration of the suit brought against Roma was taken in the absence of the latter, i.e. many respondents did not have any opportunity to state their own position to the court and submit their own evidence in the case. Therefore, nobody from the side of the respondents was present at the court hearing. The residents of the settlement came to know the decision of the court only after the visit of court officials in May 2007 for the purpose of evicting them from their houses. By that time the terms for submitting appeal and supervision claims in order to appeal the decision had already expired."

POPULATION FIGURES AND PROFILE

Global figures

Current estimates of IDPs range from 13,902 - 158,000 (2008)

- There are a range of IDP estimates: DRC 13,902; Federal Government 82,200; UNHCR: 158,905
- The government counts the number of people with forced migrant status, while DRC counts the number of IDPs eligible for assistance and UNHCR combines governmental and non-governmental figures
- The government reported there were about 51,000 IDPs with forced migrant status in mid-2008, and about 6,000 IDPs lost their forced migrant status in the first half of 2008
- Estimates of displaced persons predominantly include only those displaced by the second conflict in Chechnya

Number of Internally Displaced Persons in the Russian Federation

Current Location	Government	UNHCR	Danish Refugee Council
Dagestan	-	6,519 from second conflict in Chechnya (ICRC)	1,465
Chechnya		57,349 (Government)	-
Ingushetia	From North Ossetia: 8,327 (Federal Government) 21,000 (Ingushetian Government)	From Chechnya: 18,468 from second conflict in Chechnya (DRC) From North Ossetia: 10,019	From Chechnya: 12,437 from second conflict in Chechnya From North Ossetia: -
Southern Federal Area	82,200 (Federal Government)		
Other Areas of Russian Federation	-	40,000 from Chechnya displaced in other regions of North	-

		Caucasus, Moscow and elsewhere due to second conflict 26,550 registered as forced migrants from Chechnya and displaced due to first conflict in Chechnya (Federal Migration Service)	
TOTAL	82,200 - 90,527	158,905	13,902

Dates of statistics are as follows:

Federal Government, 8 February 2006

UNHCR, 31 December 2006

Danish Refugee Council, 30 September 2008

DRC, 30 September 2008:

DRC only collects information on IDPs in Ingushetia and Dagestan.

Ingushetia

The number of IDPs in Ingushetia has decreased from approximately 140,000 in 2001 to some 13,000 at mid-2008. About 25 per cent of IDPs live in Temporary Settlements in Ingushetia, while the remaining 75 per cent live in private accommodation. In 2006, 3,362 persons returned to Chechnya from Ingushetia. In 2007, another 965 had returned.

The number of IDPs in Ingushetia as reported by the DRC is the number of persons displaced by the first or second conflict in Chechnya, and who are registered to receive DRC assistance in Ingushetia.

Dagestan

As of 30 September 2008, there were a total of 1,465 IDPs receiving food from DRC in Dagestan. Of this number, 601 reside in Kizlyarskiy district, 135 in Nogayskiy district, 174 in Tarumovskiy district and 555 in Khasavyurtovskiy district. There are 775 females and 690 males.

The majority of IDPs receiving food from DRC in Dagestan are of ethnic Avar background, followed by Chechens and Nogaytsy.

Правительство Российской Федерации, 1 июль 2008г.:

Вынужденные переселенцы	Человек
Численность	51,832
Обратилось с ходатайством о предоставлении статуса	69
Предоставлен статус	41
в том числе вновь прибывшим	31
по решению суда	10
Восстановлены на учете	565

Утратили или лишены статуса	5,945
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UN CERD, 13 October 2006:

"71. As of 8 February 2006, there were 62,500 forcibly displaced persons (including 8,327 people displaced by the Ossete/Ingush conflict) and more than 82,200 internally displaced persons registered at local agencies of the Federal Migration Service in states of the Russian Federation belonging to the Southern Federal Area...

72. ...There are 62,200 internally displaced persons living in temporary housing in the North Caucasus region, including 2,100 in the Republic of Ingushetia and 60,100 in the Chechen Republic...

79. ... More than 40,000 people fled North Ossetia-Alania during the Ossete-Ingush conflict. Today, 8,327 people are registered with the Interregional Authority as being in need of housing and installation support."

Number of people internally displaced from the first conflict in Chechnya (2001)

- 169,000 displaced from Chechnya were officially registered as forced migrants between 1992 and 1999; about 114,000 of them were still registered as of June 2000
- Up to 300,000 ethnic Russians may have fled Chechnya during that period since not all of them were registered at their new place of residence, according to the government
- The Chechen diaspora throughout Russia may be 500,000 persons, the government estimates

Updated information on this topic could not be found among the sources consulted.

Government of the Russian Federation, 17 January 2000:

"Before October 1991 (the actual date of D. Dudaev's rise to power) Chechnya's population was over 1 million persons including 744,500 Chechens (57.8%); 229,500 Russians (23.1%); 21,000 Ukrainians; 15,000 Armenians; 10,000 Nogayans; 6,000 Tartars and other nationalities.

In 1992-1994, as a result of a determined policy of forcing out the representatives of the non-title nation and the flight of the Chechen intellectuals to other entities of the Russian Federation about 250,000 persons left Chechnya. Out of this number 83,400 inhabitants (in 1992 - 21,588; 1993 - 39,823; 1994 - 22,008) were officially registered as internally displaced persons.

In 1995-1996, 53,700 more persons were registered as internally displaced (in 1995 - 33,769; 1996 -19,922). In the consecutive years the outflow from Chechnya continued. 32,849 inhabitants were registered as internally displaced persons (in 1997 - 15,160; 1998 - 13,007; in the first half of 1999 - 4,682). The actual number of those who have fled Chechnya was much higher since not all of them were registered at their new place of residence.

The Chechen population of Chechnya as of September 1999 was about 650,000 persons but for social, economic and other reasons about 50% of the Chechen inhabitants were practically permanently residing beyond the Republic's territory i.e. under 350,000 Chechens were actually living in the Chechen Republic.

The Chechen 'diaspora' in other regions of Russia reaches today 500,000 persons, including up to 250,000 in Moscow.

According to some estimates, the Russian population in Chechnya accounts now for no more than 20,000 persons i.e. has reduced 10 times as compared to 1991."

COE 23 January 2001, para. 5:

Other neighbouring regions, namely the Republic of North Ossetia-Alanya, the Republic of Dagestan and the Stavropol region accommodate in total approximately 10 000 people displaced after the recent conflict. However, certain areas have been accommodating large numbers of Chechen IDPs since 1992. According to the Russian official figures, as many as 300 000 ethnic Russians have left the Chechen Republic since 1992. For example, in the Stavropol region alone, the number amounts to 76 000 people. The delegation visited some settlements of Russian IDPs from Chechnya in the area of Budennovsk constructed with the assistance of local communities. The Orthodox Church has largely contributed to this integration. Undoubtedly, living conditions in these settlements are much better than those in IDP camps and the majority of IDPs have been successfully integrated into the local communities. Many of them have found employment.

Federal Ministry on Federal Affairs, Nationalities and Migration Policy, June 2001:

Internally displaced persons registered as "forced migrants":

"131,340 IDPs currently hold the forced migrant status, as of June 2001. 810 percent of them have been displaced from Chechnya, mostly as a result of the first 1994-96 Chechnya. Other have been displaced from other republics in northern Caucasus, mainly Ingushetia and North Ossetia. The IDPs ex-Chechnya are spread all over the Russian Federation, but most have settled in the North-Caucasus District; IDPs with forced migrant status from Prigorodny district of North-Ossetia are mainly in Ingushetia (14,158 persons as of June 2001)."

Population figures: displacement as a result of conflict in Chechnya

UN estimates some 136,500 IDPs in the Russian Federation (2008)

- More than 350,000 people fled their homes as a result of the second conflict in Chechnya
- UNHCR estimated in 2007 that there remained 136,500 IDPs in the Russian Federation
- This included about 55,000 IDPs in Chechnya and 10,000 IDPs in North Ossetia
- UN OCHA estimated the total war-affected population in Chechnya to be 800,000 people in 2006

УВКБ, 31 марта 2008г.:

"В Чечне, согласно данным на 31 марта 2008 года, общее число лиц, перемещенных внутри страны, (ВПЛ), зарегистрированных во временных поселениях, составляло 5 476 человек (1 160 семей). Из них 4 889 человек (1 028 семей) находятся в 16 бывших пунктах временного размещения (ПВР) и 587 человек (132 семьи) размещаются в четырех временных поселениях. Кроме того, согласно местным администрациям, приблизительно 50 000 лиц, перемещенных внутри страны, проживает в частном секторе."

UNHCR, 17 April 2008:

"UNHCR and its partners estimate that there are some 50,000 remain displaced within Chechnya. For the figure of IDPs in Dagestan, UNHCR relies on figures resulting from monitoring by our Partner Vesta. For Ingushetia, the IDP figures reported by the government is 30% lower than the numbers registered in the DRC/HCR database."

UNHCR, 1 December 2007:

"Outside Chechnya, within the northern Caucasus, an estimated 22,000 people are displaced, of whom 15,000 live in Ingushetia and 7,000 in Dagestan. Approximately 20 per cent of those in Ingushetia reside in temporary housing and the remaining IDPs in private accommodation.

Total IDPs in country: 136,550
Total IDPs assisted by UNHCR: 118,270"

UN OCHA, 12 December 2006:

"There are at least 150,000 internally displaced persons in Chechnya and as many as 40,000 persons are also displaced in Ingushetia and Dagestan [...] The total war-affected population currently in [Chechnya], including IDPs, is estimated at 800,000 (or 2/3 of the Chechen population). Around 6,500 Chechen IDPs remain in Dagestan where the authorities have not registered them due to a lack of federal funding."

UNHCR, 16 July 2007:

The UNHCR estimate of the number of IDPs in the Russian Federation at the end of 2006 includes:

"57,349 IDPs displaced within Chechnya itself [...]
18,468 IDPs from the current hostilities in Chechnya, displaced in Ingushetia...
6,519 IDPs from the current hostilities in Chechnya, displaced in Dagestan...
40,000 IDPs from the current hostilities in Chechnya, displaced in other regions of North Caucasus and elsewhere in Russia [...]
26,550 IDPs officially registered as forced migrants in the republics of the North Caucasus [...]
10,019 IDPs officially registered as forced migrants from the Prigorodny district [...]"

The sources used by UNHCR to compile these estimates include Migration Services, the Danish Refugee Council, the International Committee of the Red Cross. UNHCR makes its own estimate of the number of IDPs living outside of Ingushetia, Dagestan and Chechnya.

UNHCR, February 2003:

"Over 350,000 persons have been forced to flee from their homes since the beginning of the [second] conflict..."

Government estimates 90,500 IDPs in Southern Federal District (2006)

- The Russian government reported in 2006 that there were more than 90,500 IDPs from Chechnya and North Ossetia living in the Southern Federal Area
- The Ingush government stopped registering IDPs from Chechnya in 2001 and very few of those displaced by the second conflict in Chechnya were granted forced migrant status

Government of Russian Federation, 13 October 2006:

"71. As of 8 February 2006, there were 62,500 forcibly displaced persons (including 8,327 people displaced by the Ossete/Ingush conflict) and more than 82,200 internally displaced persons registered at local agencies of the Federal Migration Service in states of the Russian Federation belonging to the Southern Federal Area..."

72. ...There are 62,200 internally displaced persons living in temporary housing in the North Caucasus region, including 2,100 in the Republic of Ingushetia and 60,100 in the Chechen Republic[...]"

Government of the Russian Federation, 26 April 2005:

"Dynamics disaggregated by years are as follows: at the beginning of 2002 there were 626,600 registered internally displaced persons, in 2003 - 491,900, in 2004 - 352,100, in 2005 - 238,000 [...]"

UN OCHA, 12 December 2006:

"Large numbers of IDPs left Ingushetia to return to Chechnya in 2006 after a vigorous promotional campaign conducted by the Chechen government over the summer [...] After the campaign and a parallel process of physical verification of the presence of IDPs in Ingushetia, the authorities consider that no more than 7,700 Chechen IDPs remain in the republic and qualify for state assistance.

However, according to the DRC/UNHCR registration system that has recorded arrivals of IDPs in Ingushetia since September 1999, the number of IDPs physically present could remain more than twice as high. This discrepancy can be partly explained by the fact that the Ingush authorities stopped registering IDPs from Chechnya in April 2001, while DRC and UNHCR continued [...] According to government sources, Ingushetia continues to host 8,000-20,000 IDPs from the Ingush/Ossetian conflict in the Prigorodny region."

UNHCR, February 2003:

"11. At the beginning of 2000 some 240,000 persons had been displaced from Chechnya. Very few of those displaced as a result of the current conflict have been granted forced migrant status."

About 12,000 internally displaced people living in Ingushetia (2008)

- According to the Danish Refugee Council (DRC), the number of IDPs in Ingushetia decreased by half from end-2005 to mid-2008 (from about 26,000 to about 13,000)
- Most IDPs in Ingushetia are displaced from the Chechen Republic and live in private accommodation
- Some 1500 IDPs in Dagestan receive food from DRC

DRC, 30 September 2008:

DRC statistics show that as of 30 September 2008, there were 12,437 IDPs from the Chechen Republic living in Ingushetia in private accommodation and government-organized temporary accommodation. In the first half of 2008, 655 IDPs were deregistered from receiving DRC assistance, and about 100 of whom returned to Chechnya.

DRC, 28 December 2007:

DRC statistics show that as of 28 December 2007, there were 13,853 IDPs from the Chechen Republic living in Ingushetia in private accommodation and government-organized temporary accommodation. In 2007, 4,180 IDPs were deregistered from receiving DRC assistance, some because they returned to Chechnya.

Ingushetia

IDPs from Chechnya Registered by DRC to Receive Assistance in Ingushetia - 2007-2008

Type of Housing	30 June 2008	28 Dec 2007	30 June 2007	31 Jan 2007
Temporary settlement	3,177	3,461	4,020	5,207
Private accommodation	9,867	10,392	11,364	12,826
Total	13,044	13,853	15,384	18,033

The number of IDPs in Ingushetia as reported by the DRC is the number of persons displaced by the first or second conflict in Chechnya, and who are registered to receive DRC assistance in Ingushetia.

Dagestan

According to DRC statistics dated 30 September 2008, there were a total of 1,465 IDPs receiving DRC assistance in Dagestan.

Number of IDP households in Dagestan

District	Registered IDP Households 30 September 2008	Registered IDP Households 30 June 2008	Registered IDP Households 28 Dec 2007	Registered IDP Households 31 July 2007	Registered IDP Households 28 Dec 2006	Registered IDP Households 31 Aug 2006
Kizlyarskiy	130	421	423	424	504	489
Nogayskiy	36	161	162	162	166	169
Tarumovskiy	36	189	192	191	216	210
Khasavyurtovskiy	117	305	309	309	415	435
Total	319	1076	1086	1086	1295	1303

Disaggregated data: Dagestan (2008)

- The Danish Refugee Council (DRC) provides data on IDPs in Dagestan who receive their food assistance
- About half of these IDPs in Dagestan are women; about half are ethnic Avar
- Children and youth comprise about 40 per cent of the displaced population in Dagestan assisted by DRC

DRC, 30 September 2008:

Profile of IDPs in Dagestan

Sex/Age	Less than 6 years	6- 13 years	14-28 years	29-60 years	Over 60 years	Total
Female	51	115	109	457	43	2,592
Male	64	124	106	367	29	2,314

Total	115	239	215	824	72	1,465
Percentage	8	16	15	56	5	100

Identifying Factor	Number
Pregnant women	10
Lactating women	25
Infants (2006-2008)	14
Children (2004-2005)	62
Invalids	64
Orphans	8
Children with a single parent	21

Ethnicity	Families	Persons
Chechen	111	522
Dargintsy	4	16
Russian	13	41
Nogaytsy	37	135
Avar	147	720
Others	7	31
Total	319	1465

Disaggregated data: Ingushetia (2008)

- About 55 per cent of displaced in Ingushetia are female
- There are approximately 1000 disabled IDPs living in Ingushetia
- About 60 per cent of displaced in Ingushetia are ethnic Chechen

DRC, 30 September 2008:

IDPs living in temporary settlements and the private sector

Sex/Age	Less than 6 years	7- 13 years	14-28 years	29-60 years	Over 60 years	Total
Female	555	893	775	3,908	738	6,869
Male	584	912	726	2,945	401	5,568
Total	1,139	1,805	1,501	6,853	1,139	12,437
Percentage	9	15	12	55	9	100

Identifying Factor	Number
Pregnant women	30
Lactating women	245

Infants (2007-2008)	167
Children (2005-2006)	437
Invalids	915
Orphans	35
Elderly with inadequate social support	21
Children with a single parent	554

Ethnicity	Families	Persons
Chechen	1,788	7,540
Ingush	1,185	4,820
Others	26	77
Total	2,999	12,437

Breakdown by ethnicity in Temporary Settlements

Ethnicity	Families	Persons
Chechen	624	2,609
Ingush	143	509
Others	12	37
Total	779	3,155

Breakdown by ethnicity in private accommodation

Ethnicity	Families	Persons
Chechen	1,164	4,931
Ingush	1,042	4,311
Others	14	40
Total	2,220	9,282

Over 50,000 still displaced within Chechnya (2008)

- In mid-2008, 5,250 people were registered in government-organised accommodation in Chechnya
- About 50,000 IDPs live in the private sector in Chechnya
- In 2007, most of the government-organised accommodation in Chechnya was located in Staropromyslovski and Oktiabrski districts and the bulk of the IDPs living there arrived in 2002, though some had arrived as late as 2006
- 132,000 IDPs living in the private sector in Chechnya were de-registered from the government list in 2005
- At the end of 2005, approximately 44,000 IDPs lived in government-organised accommodation

УВКБ, 30 мая 2008г.:

"В Чечне, согласно данным на 31 мая 2008 года, общее число лиц, перемещенных внутри страны, (ВПЛ), зарегистрированных во временных поселениях Чечни, составляло 5 250 человек (1 103 семьи). Из них 4 670 человек (972 семьи) проживает в 16 бывших пунктах временного размещения (ПВР) и 580 человек (131 семья) размещаются в пяти временных поселениях. Кроме того, согласно данным местных администраций, приблизительно 50 000 лиц, перемещенных внутри страны, проживает в частном секторе. Летом 2008 года Управление Верховного Комиссара ООН по делам беженцев (УВКБ ООН) планирует провести в Чечне опрос для уточнения численности ВПЛ."

UNHCR, 30 June 2007:

"The survey captured almost all families de facto residing in 32 TACs and TSs in the republic of Chechnya. Overall, 2,894 families/12,752 persons were interviewed. It must be noted that this may represent a number of individuals significantly lower than the figures reported by the Migration structures, as the latter normally include persons nominally registered in TACs/TS but not factually residing.

Reflecting the number of TACs/TSs in each location, most of the population living in temporary accommodations in Chechnya is concentrated in the Staropromislovski District of Grozny (28.7%), followed by the Oktiabrski District (26.2%), the Leninnski District (16.9%). The smallest percentage of the population (less than 1%) resides in Samashki...

According to the interviews, 13 temporary accommodations (40.6%) have a population comprised between 250 and 500 residents and 10 (31.2%) have less than 250 residents. The biggest TACs are located in the Oktiabrski District (Saihanova-Tabolskaia, 1,158 reported residents; Poniatkova 11, 882 reported residents) and in Assinovskaia (Centralnaia Usadba, 827 reported residents). The smallest accommodations are reported in the Staropromislovski District of Grozny (MKP Milana and MKP Saifulla, with 50 and 23 reported residents respectively).

Information on the length of the permanence of the family in the TS/TAC was retrieved during the exercise. Almost all TACs/TSs current residents (96.6%) report having settled in the collective accommodation as a consequence of the second Chechen conflict. The relative majority declared having arrived either in 2002 (21.4% of the total residents) or in 2003 (30.6%). Sustained arrivals have been reported also at the beginning of the conflict in 1999 (9.2%), in 2004 (13.9%) and in 2006 (13.9%). It is not difficult to detect that most of the arrivals coincided with critical events and the return trends from Ingushetia, with peaks either during the closure of the camps or during the recent promotional campaign.

The gender breakdown analysis shows that women represent 54.6% of the TACs/TSs residents, while men 45.4%. As for age breakdown, 51.0% of the population is comprised between 19 and 60 years old, 32.9% between 6 and 18 years old, 12.3% is less than 6 years old and 3.8% represents the elderly population of 60 years old or more.

Out of the total respondents, 7.5% have been identified as having special needs, including serious invalidities (4.6%), widows/ers (2.4%) or orphans (0.5%). In addition, 956 families, i.e. 33% of the total families surveyed have been identified as single-headed.

More than 99% of the surveyed population is in possession of a valid identity document, a passport (61.5% of the total surveyed population), a birth certificate (37.0%) or a temporary residence certificate (0.7%). Out of the surveyed population, some 11,481 persons (90.0%) reported to hold a registration with the Migration Service. The gender breakdown is almost identical to the overall one (54.4% women, 45.6% men)."

IHF 1 May 2007:

"At the beginning of the year [2006], about 60,000 persons who had been forced to flee from their places of residence remained displaced in Chechnya. Many of them resided in 32 temporary accommodation centers (TACs) and 14 areas of compact settlement for displaced persons, most of which were located in Grozny."

Memorial, 31 July 2006:

"IDPs in the Chechen Republic can be broken down into three categories.

The biggest group, 132,000 persons from the total number of registered IDPs, resides in private accommodation. The only help that was previously given to this category of the population was bread distribution, in accordance with Resolution of the Government of the RF No. 163 of March 3, 2001, to the amount of six rubles per person a day. Bread distribution was stopped in August 2004. And in November 2005, according to the information of the leadership of the Chechen Republic Migration Administration, the said category of IDPs was struck off the state register.

The size of the second group of IDPs, who, according to the same Resolution of the RF Government No. 163, live in rented housing paid for from the state budget, numbered 1,313 families, or 7,432 people, by the end of 2005 [...]

As of the end of 2005, 6,346 families, or 36,850 people, were registered [...] in the 32 TAPs and 15 CAPs existing in the territory of the Chechen Republic. "

More than 30,000 IDPs from Chechnya living outside of Chechnya (2007)

- UN and US DOS estimate that 30,000 to 40,000 people have left Chechnya and moved to other regions of the Russian Federation
- NGOs estimate that from 300,000 to 1,000,000 people moved from Chechnya to areas outside of North Caucasus in Russia since 1991

UNHCR, 16 July 2007:

"UN estimate of IDPs in other regions of Russia: 40,000."

US DOS, 6 March 2007, Sec. 2d:

"At [2006] year's end 20,070 IDPs from Chechnya were in temporary settlements or in the private sector in Ingushetiya; approximately 30,000 Chechen IDPs reportedly were elsewhere in the country, and an estimated 200,000 Chechens were living as IDPs within Chechnya itself. In addition to ethnic Chechen IDPs, almost the entire population of ethnic Russians, Armenians, and Jews left Chechnya during the strife of the past decade."

Memorial, 31 July 2006, p.24:

"The number of residents of Chechnya who can be counted among internally displaced persons [in areas of Russia outside the North Caucasus] is now, according to expert estimates by NGOs, between 300,000 and 1,000,000 people. Also rated among this group can be all citizens who have involuntarily left the Chechen Republic in the period since 1991 and till today [have] failed to find permanent housing and a job and receive full medical and social protection."

Population figures: displacement as a result of the conflict in North Ossetia

At least 10,000 people remain displaced from Prigorodny district (North Ossetia) (2008)

- From 30,000 to 64,000 people fled their homes as a result of the conflict in North Ossetia in 1992
- In mid-2008 the Inter-regional office of the Federal Migration Service in North Ossetia reported there were 7,000 IDPs from Prigorodny district registered as forced migrants
- In Ingushetia, the government and Human Rights Watch report there are some 10,000 IDPs from Prigorodny district , while a local NGO reports there are about 18,000 IDPs

Number of people who originally fled Prigorodny district

Government of the Russian Federation, 21 February 2006:

"В результате осетино-ингушского конфликта территорию Республики Северная Осетия-Алания покинуло свыше 40 тыс. человек."

HRW, 31 May 1996:

"The fighting was the first armed conflict on Russian territory after the collapse of the Soviet Union. When it ended after the deployment of Russian troops, most of the estimated 34,500-64,000 Ingush residing in the Prigorodnyi region and North Ossetia as a whole had been forcibly displaced by Ossetian forces, often supported by Russian troops. There are no authoritative figures for the number of Ingush forcibly evicted from the Prigorodnyi region and other parts of North Ossetia, because there were no accurate figures for the total pre-1992 Ingush population of Prigorodnyi and North Ossetia. Ingush often lived there illegally and thus were not counted by a census. Thus the Russian Federal Migration Service counts 46,000 forcibly displaced from North Ossetia, while the Territorial Migration Service of Ingushetiya puts the number at 64,000. According to the 1989 census 32,783 Ingush lived in the North Ossetian ASSR; three years later the passport service of the republic put the number at 34,500. To date, only a small minority of the displaced Ingush have returned to their homes. According to the migration service of North Ossetia, about 9,000 Ossetians were forced to flee the Prigorodnyi region and seek temporary shelter elsewhere; the majority have returned."

Memorial, 31 March 2006:

"According to various estimates, 30 - 60,000 Ingushis were forced to leave their houses and look for refuge in Ingushetia as a result of armed conflict in Prigorodny District of North Ossetia and in Vladikavkaz. In 1992-1993 Migration service of Ingushetia asserted that 61,000 Ingushis fled Republic North Ossetia – Alania (RSO-A). On November 10, 1992 Galazov, the Chair of North Ossetian Supreme Soviet, verbalized the figure of 32,782 IDPs. The difference in figures can be explained by the fact that before 1992 the percent of Ingush population living on the territory of North Ossetia without registration was very high. Due to the policy of restraint adopted by the republican authorities and to limitation of registration, practiced since 1982, Ingush for decades lived in Prigorodny district without registration in passport agencies. In 1992 these people appeared unable to prove the fact of their residence or property ownership in Republic North Ossetia-Alania (RNO-A). According to the Office of Special Representative, up to 50% of post-war Ingush housing had inadequate registration or no registration at all. When households expanded, new houses would not be added to books. Moreover, a widespread source of income for Ingush men until 1992 were seasonal works in Central Russia or Central Asia, where brigades spent several months a year doing (mostly construction) works. Up to 10,000 Ingushis could have been in this category of "unregistered" citizens. Thus, the situation that we face today originates from the politics of ethnic discrimination and mismanaged registration policy in 1970s, 80s and 90s."

Total number of IDPs from Prigorodny district

УВКБ, 29 февраля 2008г.:

"В феврале межрегиональный офис Федеральной миграционной службы в Северной Осетии-Алании не зафиксировал случаев возвращения в Пригородный район республики. По данным на 29 февраля 2008 года, в общей сложности 10 372 человек (2 816 семей) были зарегистрированы в качестве вынужденных мигрантов из Пригородного района."

УВКБ, 30 апреля 2008г.:

"Межрегиональный офис Федеральной миграционной службы также сообщил, что на 30 апреля 2008 года в республике зарегистрировано 7 366 вынужденных мигрантов (2, 020 семей) из Пригородного района."

Number of IDPs from Prigorodny district living in Ingushetia

HRW, June 2008:

"While the majority of the displaced Ossetians have since returned to their homes, successive decrees to return the Ingush displaced persons to North Ossetia have met with little success. At this writing, 10,000 displaced persons from Prigorodny district continue to live in Ingushetia."

Кавказский Узел, 24 апреля 2008 г.:

"В настоящее время в Ингушетии проживает 17-18 тыс. вынужденных переселенцев из Северной Осетии, а не 10 тыс., как утверждает президент Мурат Зязиков, заявил руководитель Комитета по защите прав вынужденных переселенцев Асламбек Апаев. Напомним, что 22 апреля в беседе с комиссаром Совета Европы по правам человека Томасом Хаммербергом президент Ингушетии Зязиков Мурат заявил о проживании на территории Ингушетии 38 тыс. вынужденных переселенцев из Чечни и 10 тыс. вынужденных переселенцев из Северной Осетии. Асламбек Апаев отметил, что, возможно, при приведении общего количества вынужденных переселенцев из Северной Осетии не учтен частный сектор, то есть вынужденные переселенцы, проживающие не в ПВР, а в частных домах."

PATTERNS OF DISPLACEMENT

General

IDPs living outside Chechnya and Ingushetia (2008)

- There are at least 260,000 Chechens living in Russia outside of Chechnya
- Many IDPs fled to Ingushetia and to alleviate the burden, Federal Migration Services tried to relocate IDPs to other areas of Russia where they have relatives
- IDPs from Chechnya are living in Moscow, St. Petersburg, Stavropol Krai, Voronezh, Tver, Orenburg and Tambov among other areas
- IDPs from Chechnya also fled to neighbouring Dagestan

Jamestown Foundation, 27 March 2008:

"The Chechen Diaspora in Russia is the most numerous of all Chechen communities spread around the world outside of Chechnya. According to the official results of Russia's 2002 census, 1.1 million out of 1,360,253 Chechens resided in Chechnya, while 260,000 were living in other regions of the Russian Federation, including 14,500 in Moscow - the actual number is assumed to be much higher than what the Moscow authorities admit officially, and the informal count may reach as high as 100,000 Chechens in Moscow and Moscow Oblast."

ICG, 3 June 2008:

"The relationship between [Dagestan and Chechnya] has been in flux since the mid-1990s, when Chechnya became increasingly unstable. During the first war there (1994-1996), Dagestan welcomed internally displaced persons (IDPs), but Chechens did not receive the same support during the second war, which started after warlords Ibn al-Khattab and Shamil Basaev invaded Dagestan in August 1999."

Grouping of Russian NGOs, 30 November 2006:

"In the Centers of Temporary Accommodation (CTA) for internally displaced persons from Chechnya in Tambov, Voronezh, Tver, and Orenburg Regions about 1,000 people have the forced migrant status."

Кавказский Узел, 4 декабря 2006 г.:

"Главным фактором размещения в [Ставропольском] крае и по его территории явились родственные связи: "родственники, друзья, жившие на данной территории или выехавшие вместе". Число мигрантов, намеренных остаться на постоянное жительство в крае увеличилось. Но решение "остаться здесь", скорее, вынужденно, часто сопровождаемое чувством обреченности, неуверенности. Процесс интеграции по своим причинам и установкам переселенцев на оседлость в крае представляется согласно исследованию как вынужденный."

UNHCR, February 2003, para. 29:

"In view of the overcrowded situation in Ingushetia, the Federal Migration Services (FMS) made some attempts, in 1999 and 2000, to relocate some IDPs to other regions of the Federation. Several hundred families thus voluntarily relocated to existing temporary accommodation centres in Tambov and Saratov regions, with the FMS covering transport costs (vouchers with train tickets were provided by the FMS). At the end of November 2002, some 573 persons were still

being accommodated in various [Temporary Accommodation Centres (TACs)] run by the Federal Migration Service (mainly in Tambov, Saratov and Moscow region). While originally the FMS intended to relocate more IDPs to other regions in central Russia, this project has not been as successful as the federal authorities expected. Firstly, most of the concerned regions do not have any sizeable Chechen community and were not enthusiastic with the prospect of having to provide accommodation to Chechen IDPs. Secondly, the Chechen IDPs themselves wish to remain close to their homes in Chechnya and are reluctant to travel beyond Ingushetia to regions where they are not welcome."

Villagers in mountainous areas forced to seek safety on plains (2007)

- Seven out of Chechnya's 15 districts are partially or totally mountainous or hilly
- About 2,500 people fled mountainous areas to the plains, mainly in 2002, though some were displaced as late as 2006
- Extreme violence forced most villagers to leave and seek safety in plains; some had family members wounded, killed or disappeared
- Some mountainous villages have been completely abandoned
- Armed forces suspect mountainous villages to be a hiding place for Chechen fighters, but the government reports there is no targeted policy to push residents out of mountain villages
- There are no official statistics on the current number of people from mountainous areas who are still displaced

Радио Свобода, 17 марта 2007 г.:

"Чтобы вы имели представление, 7 районов из 15 Чеченской республики частично или полностью входят в горную и предгорную зоны. То есть, естественно, это большая территория, и они не могли, конечно, иммигрировать в одну точку. Самый массовый поток населения был с гор на равнину в 2002 году. И в 2003 году только начали выдавать хлеб по линии миграционной службы, составлялись списки и выдавали. Вот только там был какой-то учет этих людей. А потом расформировали районные отделы миграционной службы, и абсолютно с тех пор никакого учета этих людей не ведется. Поэтому сказать, что такое-то количество ВПЛ, мы не можем. Но мы собираем сведения у местных жителей, которые говорят, к примеру, что в трех селах Чурчали до 2002 года было более 200 жилых домов и более 800 семей."

Мемориал, 15 марта 2007 г.:

"Обследование проводилось в местах массового расселения беженцев из горных сел: нескольких селах Гудермесского района: в селах. Ойсхара (13 семей), Верхний Нойбера (12), Нижний Нойбера (29), Гордали-Юрт (9), Кади-Юрт (6), Иласхан-Юрт (15) Гудермесского района, в самом Гудермесе (6) , а также в ст. Ильинская Грозненско-сельского района (14)[...]

Итак, нам удалось посетить 105 семей, выселившихся на равнину из 20 горных сел Чечни: из 10 сел Веденского района (Дарго, Тазен-Кала, Джани-Ведено, Гуни, Эрсеной Гезенчу, Шерды-Мохк, Верхние, Средние и Нижние Курчали), 3 сел Курчалоевского (Хеди-Хутор, Эникале, Белты) и 7 сел Ножай-Юртовского района (Гордали, Бас-Гордали, Верхние Гордали, Гансолчу, Турти-Хутор, Малые Шуани, Хашты-Мохк). Почти 70% опрошенных составили выходцы из 6 сел: Тазен-Кала, Гезенчу, Шерды-Мохк, В.Курчали, С.Курчали и Гансолчу [...]

Во всех случаях (за единичными исключениями) выезд был связан с проведением так называемой «контртеррористической операции». Большинство беженцев говорило о

причинах выезда односложно и практически одно и то же: «обстрелы, зачистки». Различия в формулировках обусловлены в основном наличием специфического личного опыта (обычно трагического). Приведу часть более развернутых ответов о причинах выезда, хотя, по правде говоря, хотелось бы выписать их все. Эпиграфом к этой части доклада могут служить слова одного из жителей села Средние Курчали: «Никакого закона не было, находились между молотом и наковальней» [...]

Об уровне насилия по отношению к жителям горных сел свидетельствует тот факт, что 25 из 105 опрошенных сообщили о наличии убитых, раненых и пропавших без вести в своей семье, в том числе 7 семей заявили о 10 убитых, 14 семей – о 19 случаях похищения близких родственников, 12 опрошенных – о 17 членах семьи, получивших ранения. При этом специально вопрос об этом не задавался, так что в действительности число такого рода событий, видимо, было больше. Что касается избиений и издевательств со стороны военных, то, судя по рассказам беженцев, через это прошло практически все взрослое мужское население горных сел, - по крайней мере, тех, откуда выехали наши собеседники [...]

Большинство опрошенных - 66 из 102 (в 3 случаях время выезда не указано) - покинули свои села в 2002 г. Видимо, именно в это время насилие по отношению к населению этих сел достигло запредельного уровня. Некоторые села тогда полностью опустели (Гансолчу, три села Курчали, Гезенчу, Ширды-Мохк). Однако, и в последующие годы исход из горных сел, хотя и в значительно меньшем масштабе, продолжался. Трое из опрошенных нами беженцев покинули свои дома в 2006 г."

IWPR, 16 August 2006:

"Memorial reported that in 2002, two and a half thousand people from mountain villages in southeastern Chechnya were uprooted by fighting. However, because these people were displaced within Chechnya itself, their plight has not been dealt with by the republic's migration department [...] The mountain villagers are mostly forced to live with relatives or in makeshift accommodation in other parts of Chechnya [...]

"In Nozhai-Yurt, Vedeno and Kurchaloi regions many villages have been deserted," said Khazmat Gadayev, who comes from one of Chechnya's mountain settlements. "The federal soldiers are driving people out of the mountains on purpose. The village of Alkhazurovo was recently surrounded - they spent three to four days carrying out a 'mop up' operation there. They do it on purpose, to keep people in a state of fear. But people are sick and tired of war."

IWPR 17 February 2005:

"[...] 'Since the war began in the autumn of 1999, the Russians have been constantly bombing and shelling the mountain gorges and forest both in our district and across southern Chechnya. They're still doing it,' said Usumov [...] Human rights activists have compiled an incomplete list of more than 20 villages that have been wholly or partially abandoned because of the conflict [...]

Memorial's Baisayev said, 'The exodus from the foothills and mountains peaked in 2001 and continued through 2002, when the cruellest mop-up raids were carried out. These villages were subjected to the most inhuman treatment. Soldiers rampaged through the communities again and again, breaking into homes, and taking people away. All this was accompanied by incessant shelling and bombing. Villagers had no choice but to flee to more peaceful places on the plains.'

Many ordinary Chechens believe the Russian military is pursuing a coordinated policy to drive people out of the mountains as a way of undermining the rebels' support base. [...] Most recently, Russian federal troops launched a bomb and rocket attack on a forested area close to the village of Zumsoi on January 14-16. Memorial activists later established that the home

of local resident Mahmud Tamayev was destroyed, and that three more locals had been taken away by soldiers. In the 'mop-up' raid that followed, federal soldiers allegedly stole cash and valuables from many homes. A similar attack happened in October 2003, and of the village's 56 homesteads, only 15 are now still inhabited.

Second Lieutenant Vladimir Yerofeev of the Russian security services insists there is no coordinated policy to make the residents of mountain villages leave."

Для более подробной информации, обратитесь к статью ""Кормильцы боевиков" стали бомжами," Чеченское Общество, 7 августа 2007 г.

Elderly in Chechnya taken to old age home in North Ossetia (2007)

- Starting in 2000, some IDPs from Chechnya were housed in an old age home in North Ossetia
- These IDPs report they were not given an option of where to settle
- Only 5 such IDPs were living in the home in 2007

Updated information on this topic could not be found among the sources consulted.

Prague Watchdog and Center for Journalism in Extreme Situations, 6 February 2007:

"Притеречная участковая больница расположена в Моздокском районе Северной Осетии. Это здание, в котором расположен 3-й пост сестринского ухода, где ухаживают за больными стариками, по-местному называют «стардомом». Сюда же в 2001 году поселили чеченских беженцев, искавших себе убежище от войны в соседних республиках и наше дшихкров в небольшой сельской больнице. А теперь в этих стенах им предстояло доживать свой недолгий век.

Как рассказала старшая медсестра Притеречной участковой больницы Людмила Суконцева, в 2001 году их было более 20 человек, позже некоторых перевезли в другие старческие дома, а некоторые со временем умерли. Сейчас осталось всего пять человек.

С 2000 года 68-летняя Неля Исагулова живет в этой больнице. Во время второй военной кампании в Чечне ей пришлось оставить свой дом и бежать, как она говорит, «искать счастья» в соседних республиках. Тогда-то и начались ее скитания. Со слезами на глазах женщина рассказала свою грустную историю. «В январе 2000 года в наш дом попала ракета, у меня сгорели все документы: домовая книга на квартиру, паспорт, трудовая книжка. Потом я ушла в Старую Сунжу». В январе 2001 года ее с другими беженцами сотрудники МЧС вывезли в село Знаменское и разместили в лагере для вынужденных переселенцев.

Неля Исагулова пробыла в лагере всего лишь месяц, здесь она заболела воспалением легких. 17 февраля администрация села Знаменское сообщила всем русскоязычным беженцам, что их повезут в Северную Осетию, при этом не разъяснила, куда именно. Только по прибытии в Притеречное Исагулова узнала, что ей предстоит жить в доме для престарелых. «Я была возмущена. Я еще не старая, чтобы меня в «стардом» определять. Могу сама за собой смотреть. Но меня никто не спрашивал» [...]"

PHYSICAL SECURITY & FREEDOM OF MOVEMENT

Physical safety in Chechnya

Armed hostilities continue in Chechnya (2008)

- Hostilities in Chechnya happen less often, but nevertheless continue
- The resistance is undefeated and has spread to other areas of the North Caucasus
- Security of civilians is still at risk, though they are not the direct targets of attacks
- Data on the remaining number of rebels is conflicting

RFE/RL, 31 October 2008:

"Throughout the Putin era, from late 1999 onwards, Chechnya has been the most sensitive political issue in Russia. And it is not hard to understand why, given that Vladimir Putin's ascent to power was a direct result of his decision to go to war to crush the Chechens' independence aspirations. The approach that Putin adopted was truly counterintuitive, however. Not only has the resistance not been defeated, it has spread across virtually the entire North Caucasus, even to regions where anti-Russian sentiment never existed in the past [...]"

In the meantime, and contrary to Russian claims, fighting across the region continues. Since the beginning of October, there have been at least 13 attacks on the Russian forces and their local allies in Chechnya -- and that is only according to official figures, which are widely known to understate the problem. Eighteen servicemen have been killed, and another 14 wounded. True, that is a far cry from the mass battles of the early stages of the war. But Chechnya is no longer the only focus of the resistance in the North Caucasus. These days the insurgents are employing different, more effective, tactics. The main objective now is to spread the conflict geographically, to reduce the effectiveness of the Russian security forces by decentralization of their potential targets. Chechens are no longer the only identifiable enemy of the Russian Army.

In fact, since the beginning of October, militants in Ingushetia, which is much smaller than Chechnya, have launched at least 29 attacks on the Russian Army and local police, killing 15 people and seriously wounding 16. In a belated acknowledgement that such violence cannot be allowed to continue indefinitely, Russian President Dmitry Medvedev on October 30 sacked Ingushetian President Murat Zyazikov (like Putin, a former career official in the Federal Security Service) and named as his temporary replacement army Colonel Yunus-Bek Yevkurov, whose sole claim to fame is as commander of the Russian paratroopers who occupied the Pristina airport in Kosovo in 1999.

Nine attacks were reported in Dagestan in which seven people were killed, and two in Kabardino-Balkaria, where a police lieutenant was shot dead. Even in Karachayevo-Cherkessia, a relatively quiet part of the North Caucasus, there was a gunfight on October 2 between a group of local militants and security forces.

Regardless of how you define war, one thing is certain: by no stretch of the English (or Russian) language can this be called peace."

ICRC, 27 May 2008:

"While the "counter-terrorism operation" was declared over, there were still skirmishes, armed attacks on law enforcement agencies, and "special operations" by the security forces. Although the number of accidents declined, mines and explosive remnants of war continued to pose a risk to the civilian population, especially in farm and forest areas."

Russia Profile, 22 July 2008:

"In Chechnya, things are also far from being as calm and peaceful as we would like them to be (and there is no irony in this statement). On July 13, a car with two police officers was attacked in the Grozny district of the republic; one high-ranking officer of the Russian MVD was wounded. Two days before that, on July 11, a powerful landmine was exploded on the route of the convoy of internal forces of Russia's MVD. On July 3, servicemen from Russia's Ministry of Defense were attacked by militants in the Vedeno district. On June 29, the building of the territorial police department came under fire in the village of Elistanzhi. Some people were wounded, some were killed."

NHC, 30 April 2008:

"Statements from officials, such as Chechen president Ramzan Kadyrov, confirm the existence of a still on-going insurgency in the Chechen Republic, however, it has significantly decreased. The UNDSS incident overview from Chechnya shows a steady decline of reported incidents of bomb attacks, killings of noncombatants and attacks on military, security and law enforcement officers. The only exception to the trend is in the category of armed clashes, where there was an increase in reported incidents from 2006 to 2007. In official figures relating to the counterterrorist operation released in March 2008, the Chechen government claimed that while in 2006 175 insurgent fighters were killed and 1100 detained, the respective numbers for 2007 were 164 killed and 735 detained. Clashes have reportedly continued through the winter of 2008, according to news sources."

ECHO, 5 December 2007:

"The trend observed in 2006 with regard to the stabilisation of the situation in Chechnya has been confirmed in 2007: Chechnya has returned to a more or less peaceful life. The pockets of resistance which remain are limited to a few areas and target law-enforcement structures and personnel."

Memorial, 31 October 2007:

"Despite occasional escalations of armed opposition in Chechnya, there has been a stable tendency to a decrease in militants' activities in the past years. [But] in spite of Kadyrov's successful struggle for power in the Republic, the latent confrontation between different armed groups created as a result of the "chechenization" of the conflict still continues."

Memorial, 31 December 2007:

"We can't speak of minimum safety level provided for residents in the Chechen Republic. Two days ago a meeting was held in Paris. There we presented a joint report of Memorial Human Rights Center (HRC) with the FIDH, the name of the report speaks for itself: "Nightmare Stabilization". In that report we speak about common practice of trumping-up criminal cases, torture as a method of obtaining testimony and false confessions, abductions of people, and the most important, about the unwillingness of the state to investigate the crimes, committed by its representatives."

Swisspeace, 15 November 2007:

"Security problems are nowadays secondary to economic ones. However, in the post-war society the level of residual hostility remains very high. Violence that occurred during the war cannot be easily forgotten. It remains difficult to overcome methods of profiteering from the war economy and chaos. This explains the demands (of the population and the Chechen authorities alike) for federal armed forces to be withdrawn from the territory of Chechnya... At the same time,

members and supporters of illegal armed groups are being detained almost every day in Chechnya. Firefights and attacks occur often but many of them appear to be acts of vengeance for past injustices rather than separatists' actions. Some attacks are targeting military servicemen and involve larger groups of militants (up to 10-20 people).

According to the Chechen law enforcement agencies there are not more than 70 active participants of the armed resistance still operating in Chechnya. However, it is difficult to estimate how many are really left and the amount also depends on seasonal fluctuations [...] Statistics on terrorist attacks and extremist actions for this year show that these activities have visibly subsided."

Swisspeace, 22 June 2007:

"The process of pacification in Chechnya continues, although slowly and with some set-backs [...] Secret caches of weapons are systematically being uncovered and destroyed. In the first quarter of 2007, 140 members of illegal armed groups were arrested, 27 were killed, and over 100 fighters surrendered [...] Armed clashes with illegal armed groups continued and therefore conflictive events remain on a relatively high level [...] Data on the number of members of illegal armed groups continuing the resistance appear to be contradictory. According to the military commissioner of Chechnya Gen. Leonid Krivonos, approximately 300 fighters and their direct supporters are active in Chechnya at present. They operate in small groups of 10-12 men. In 2005 the number of fighters was below 700 and in 2006 it was 400. Other official sources offer a differing assessment of the current number of fighters - up to 800."

IHF, 1 May 2007:

"While in 2006 there were no Chechen rebel attacks on civilians, the rebels continued to ambush federal police and military as well as pro-Moscow Chechen units. The rebel movement was, however, considerably weakened by the deaths of the rebel leaders Shamil Basayev and Abdul Khakin-Saidulaev."

ECRE, 22 March 2007:

"In short the situation has not changed significantly since October 2004 when UNHCR spoke of the grounds for "serious concern, due to targeted persecution including arbitrary detentions, widespread violence, insecurity and violations of human rights, as well as ongoing hostilities significantly affecting the civilian population and leading to continued forced displacement"."

Law enforcement forces and military units in Chechnya (2007)

- Presence of federal forces in Chechnya remains significant
- Operations against militants now carried out by law enforcement forces predominantly consisting of ethnic Chechens
- This has been termed the "Chechenisation" of the conflict
- Many of the ethnic Chechens on the forces are reportedly former rebels who were forcibly recruited
- The law under which some of these forces operate is questionable
- The composition and type of law enforcement structures in Chechnya have evolved significantly since the death of Chechen leader Akhmad Kadyrov in 2004

AI, 23 May 2007:

"There remain a large number of federal forces based in Chechnya, including from the Russian Federation Ministry of Defence, internal troops of the Russian Federation Ministry of Internal Affairs, and, in the mountainous areas, the federal border guards, part of the FSB. However, it is

those security structures made up of ethnic Chechens, which are reportedly carrying out the majority of operations against members of Chechen armed opposition groups, during which enforced disappearances and other serious human rights violations continue to be reported."

Grouping of Russian NGOs, 30 November 2006:

"Another important recent development has been "Chechenization" of the conflict. In 2003-2005, uniformed units made of ethnic Chechens were formed in the Chechen Republic. Alongside regular police, specialized units were set up to combat rebel fighters; these units are granted the power to use unlawful force.

The largest professional uniformed force manned by ethnic Chechens reports to Ramzan Kadyrov. It consists of numerous units scattered over the Chechen territory; earlier, they were integrated in the so-called Security Service (the service per se no longer exists formally in Chechnya, but the term has survived and is now widely used both by local civilians and uniformed personnel to describe all of Kadyrov's units). The Security Service (SS) was originally set up as personal security guard of Akhmat Kadyrov, and did not enjoy any legal status then; after three years, however, it grew into a powerful, well-armed force. In 2004 – 2005, SS units were legalized mostly as parts of various Chechen Ministry of Interior divisions. Former rebel fighters make up a large proportion of SS units -

wounded, disillusioned, captured - they had hoped to benefit from the declared amnesties to return to peaceful life; instead, they were recruited to SS units, often through torture and threats of violence against family members. Those who refused, "disappeared," falling victim to summary executions. This practice continued even after the expiration of the last amnesty.

In addition to "Kadyrov men" and their subordinate groups, two ethnic Chechen battalions operate in Chechnya; they are Vostok [East] Battalion (aka "Yamadayevev men" after their commander Sulim Yamadayevev) and Zapad [West] Battalion (aka "Kakyevev men" after Said-Magomed Kakyevev) and form part of the 42-th Motorized Artillery Division of the RF Ministry of Defense. Besides ethnic Chechens, these battalions include servicemen from various Russian regions. Over the past two years, members of the said forces have been promoted to virtually all key positions in the Chechen Ministry of Interior."

HRW, 13 November 2006:

"Most Chechen government law enforcement and security units originate from the personal security service of the late Chechen President Akhmad Kadyrov, which was headed by his son, Ramzan, who has since become prime minister of Chechnya. After Akhmad Kadyrov's assassination in 2004, this security service was disbanded, and its personnel were gradually reassigned to different branches of the Ministry of Interior of the Chechen Republic, including the Second Regiment of the Checkpoint Guard Service of the Police (PPSM-2) and the Oil Protection Unit ("Neftepolk") of the Extra-departmental Protection Service (UVO). They were also assigned to the Anti-Terrorism Center (ATC), which itself was disbanded in April 2006, with personnel reassigned to two battalions of Interior Troops of the Russian Federal Ministry of Interior.

Despite changes in formal affiliation, these units continue to be loyal to Ramzan Kadyrov personally and to some of his closest allies, such as Adam Demilkhanov, head of the Oil Protection Unit and currently the vice prime minister of the Chechen government.

These units operate in a questionable legal framework. PPSM-2 and the Oil Protection Unit routinely participate in security operations, even though they do not appear to be authorized by law to do so, and make use of ATC bases, even after the ATC was disbanded. More important, PPSM-2, the Oil Protection Regiment, and ATC personnel detain people, holding them secretly at unlawful detention facilities, and use illegal methods of interrogation, including torture and ill-treatment.

Another law enforcement structure in Chechnya are the local police departments (ROVD), whose top personnel for the most part were installed by Kadyrov to ensure his control over the police force. ROVD personnel process detainees within the criminal justice system and have lawful detention facilities, but personnel at some police stations—for example, in the villages of Kurchaloi, Shali, and Achkhoy-Martan—have become notorious for torture of detainees. For example, during our last two research trips to Chechnya, Human Rights Watch documented eight cases of people who had been detained and tortured by personnel of the Achkhoy-Martan ROVD.

Despite the gradual “legalization” of Kadyrov’s forces, detention at their facilities—both official and unlawful—and torture continue unabated to date. During our September 2006 mission to the region Human Rights Watch documented 82 cases of torture by these forces, 54 of which happened in 2006. The most recent of these cases were from summer and early fall of 2006.”

Memorial 16 May 2007:

“The presence of the Federal Forces in the Chechen Republic remains significant although their size has been considerably reduced over the past years.

The troops deployed in the republic on a permanent basis are: the 42nd Motor Shooting Division of the Ministry of Defence of the RF (around 15 thousand people) and the 46th separate operative brigade of the Interior Troops of the Ministry of Interior of the Russian Federation and in the mountainous regions: the forces of the Federal Border Guard Service of the FSB of Russia. In addition to these, elements of other forces of the Russian Ministry of Interior and special task units of the Ministry of Defence are deployed in Chechnya on a temporary basis.

The data concerning the size of the United Military Forces in the Chechen Republic are controversial. Even the data provided by the Command of the Defence Ministry of the Russian Federation and those provided by the Ministry of Interior differ significantly.

The majority of the troops belonging to the Russian Ministry of Interior and the Ministry of Defence deployed in the Chechen Republic now spend more time on their deployment bases and rarely participate in active operations against militant groups. The exception would be the special task units who still actively operate in the mountainous areas.

The main operations against militants groups and underground groups are now carried out by law enforcement forces predominantly consisting of ethnic Chechens. Only recently most of these units had no legal status at all, however, by the end of 2006 the vast majority of them had been legalised in the process of “Chechenisation” of the conflict and were nominally assigned to one or another law enforcement structure... not all military and law enforcement units operating on the territory of the Chechen Republic are controlled by Kadyrov.

The battalions East and West consisting predominantly of Chechens and belonging to the 42nd motorised infantry division of the Ministry of Defence of the Russian Federation are also deployed on the Chechen territories and are under the command of Kadyrov’s adversaries of long standing Yamadayev and Said-Magomed Kakiyev.

Among other forces operating in Chechnya are the ill-famed Operative Searching Bureau N 2 (OSB-2) of the North Caucasus Operative Department of the Russian Ministry of Interior Affairs in the Southern Federal District. This armed unit which is not answerable to the local authorities and which widely resorts to torture in order to “knock” out false confessions and to trump up charges and criminal cases is currently the bone of contention between the federal and the local authorities.”

"Kadyrovtsy" allegedly responsible for human rights abuses (2008)

- Human rights violations allegedly committed by "Kadyrovtsy", servicemen of Chechen President Ramzan Kadyrov
- Federal government is also implicated since it is responsible for the protection of all civilians

Dannreuther and March, 30 September 2008:

"[...] But Kadyrov is proving to be a more effective and capable leader than his unprepossessing exterior might suggest. The sources of his power certainly include brutality and repression, involving a pervasive recourse to torture, and Chechnya's reconstruction has a definite Potemkin-village element. But unlike earlier Russian-proxy leaders Ramzan has been reasonably efficient in getting insurgents to switch sides by striking the necessary balance between inducements (encouraging insurgents to join his security forces, the so-called *kadyrovtsy*, and benefit from the associate spoils) and threat (to insurgents' families)."

NHC, 30 April 2008:

"Two complaints were received by the Grozny procuracy last year (and by the Strasbourg Court) alleging illegal detention, deprivation of liberty and torture committed by high officials in the Chechen administration, including President Ramzan Kadyrov."

Orlova, 28 February 2008:

"Ramzan Kadyrov, with the aid of his security force, has engaged in massive human rights abuses and has relentlessly crushed his rivals, including people whose vision for Chechnya does not correspond with the one put forward by the Kremlin. At this point, Moscow has no choice but to acquiesce to Kadyrov's further consolidation of power and to his methods in exchange for his loyalty and the loyalty of the security forces that he controls."

IHF, 12 May 2006:

"'Kadyrovtsy' is a term used by the population of Chechnya – as well as members of the groups themselves - for members of the former so-called Security Service of the President of the Chechen Republic headed by Ramzan Kadyrov, son of the late President Akhmat Kadyrov, and now Chechen Prime Minister. This is the group now most feared by Chechnya's civilian population, more than federal servicemen. This Security Service was initially created as a personal security guard of the Moscow-appointed head of the Chechen administration, Akhmat Kadyrov, without any legal status, and gradually grew into a powerful military formation. It was commanded from the beginning by Ramzan Kadyrov. Some of its sub-units were legalized in 2004 and 2005 to become parts of different structures of the Chechen Ministry of Internal Affairs. After Akhmat Kadyrov was killed in a bomb blast in May 2004, the Security Service was formally liquidated and most of the rest of its units integrated into the system of Russian law enforcement agencies and security authorities. Gradually, all structures of the Chechen Ministry of Internal Affairs are falling under control of 'Kadyrovtsy'."

The total strength of the "Kadyrovtsy", which now include the "Second Road Patrol Regiment of the Police (PPSM-2)", the "oil regiment" and the "anti-terrorist centers" (ATC), is not disclosed. The estimations vary from 4 to 12 thousand people, although the last figure is probably an overestimation. Some are completely legalized into special structures of the Interior Ministry of Chechnya while others continue to exist in the form of paramilitary formations. By spring 2006, another reorganization of the "Kadyrovtsy"-structures started. Allegedly, the "anti-terrorist centers" (ATCs) are going to be closed down, and two new battalions will be formed: the battalions "Yug" ("South") and "Sever" ("North"). The announcement is that these two new battalions will be directly subordinated to the federal Ministry of Interior [...]

Particularly feared are the "Second Road Patrol Regiment of the Police (PPSM-2), named after Akhmat Kadyrov", and the so-called "Oil Regiment", headed by Adam Delimkhanov, Akhmat Kadyrov's former bodyguard, the main subdivision within the system of extra-departmental organs of the Interior Ministry of the Chechen Republic, comprising around 1,5 to 2 thousand persons by autumn 2005. Formally, PPSM-2 is aimed at ensuring security in the streets, while the "oil regiment's" official duties comprise the guarding of oil refineries, pipe-lines, oil products and other industrial sites. In reality, however, both structures are involved in so-called "anti-terrorist operations", accompanied by grave human rights violations.

Additionally, in 2005 so-called "Anti-Terrorist Centers" (ATC) were created in several Chechen districts. While so far they are not formally part of any power or law enforcement structure, they are also controlled by Ramzan Kadyrov.

By spring 2006, another (the third already) reorganization of the "Kadyrovtsy"-structures started. According to information that is available, the "anti-terror centers" (ATCs) are going to be closed down, and the persons belonging to this unit will most likely be transferred to the patrolling-duty regiments of the Interior Ministry of the Republic of Chechnya. Out of this, two new battalions will be formed: the battalions "Yug" ("South") and "Sever" ("North"). On 2 May 2006, Ramzan Kadyrov, stated in a press conference that this process is finished, that these two battalions will be part of the 46th brigade of the federal Ministry of Interior troops. According to this information, the battalion "Yug" will be headed by Muslim Ilyasov, until now the leader of the "anti-terrorist centres" ATCs of the Gudermes region, will comprise 500 persons, and be based in the Vedeno district. The battalion "Sever", allegedly to be headed by Alimbek Delimkhanov, will comprise 700 persons and will be based in Grozny [...]

Apart from the "Kadyrovtsy" there are two Russian armed formations consisting mainly of ethnic Chechens. These battalions are part of the 42nd Mechanized Infantry Division of the Russian Defense Ministry's Main Intelligence Directorate (GRU), these are the Battalions "Vostok" ("East") - with around 470 persons - and "Zapad" ("West") - numbering around 400 persons - whose task is to conduct military combat against the Chechen resistance. A certain percentage of soldiers serving in these divisions are not ethnic Chechens, but fighters assigned from other regions of Russia. The core of the "Vostok" Battalion ("*yamadaevtsy*"), commanded by Sulim Yamadaev, consists of former fighters from the "Second Battalion of the Ichkeria National Guards", who changed sides in the beginning of the second war and joined the federal forces. They are known to have participated in the abductions of people. The core of the "Zapad" Battalion ("*Kakievtsy*"), headed by Said-Magomed Kakiev, is built of Chechens who opposed the idea of independence from Russia and supported the federal forces already before the first war."

Research Centre for East European Studies and Center for Security Studies, 5 June 2007:

"Another factor that will clearly pose long-term problems is the federal government's reliance on "Chechenization" to supplement large-scale repression as the means of combating separatism in Chechnya. Starting in early 2003, Putin claimed that the pro-Moscow Chechen government led by Ahmad-Haji Kadyrov would take over much of the responsibility for preserving order in Chechnya with the aid of the local police and security forces. The Chechen guerrillas sought to prevent the pro-Russian government from establishing a firmer hold and repeatedly targeted police officers, especially the ones who (at Kadyrov's behest) had conducted mass roundups (*zachistki*) similar to those carried out by Russian troops. Many deadly bombings, shootings, and other attacks were directed against the Chechen police in 2003 and 2004, and in May 2004 the Chechen guerrillas planted a bomb that killed Kadyrov and other senior officials during a Victory Day celebration in the Chechen capital, Grozny. A subsequent wave of terrorist violence in Chechnya and elsewhere in the North Caucasus, combined with the federal commanders' distrust of Chechen officials, raised serious questions about whether Chechenization would remain a viable approach.

Putin, however, chose to continue moving ahead with Chechenization by giving ever greater authority to Kadyrov's son, Ramzan Kadyrov, a young and uneducated man widely known for his violent cruelty and for the egregious abuses committed by the roughly 15,000-strong security force he set up and oversaw, the so-called Kadyrovtsy. Ramzan Kadyrov was appointed a first deputy prime minister in the pro-Moscow Chechen government after his father's assassination and received a Hero of Russia medal from Putin in December 2004. In March 2006, Kadyrov became prime minister in the pro-Moscow government, and in February 2007 he was able to force Alu Alkhanov, who had succeeded Ahmad Kadyrov as Chechen president, to relinquish the presidency. A few weeks later, Ramzan Kadyrov became the new president, having reached the minimum age of 30 in October 2006. Kadyrov's consolidation of power has been strongly supported by Putin, despite the qualms of some of Putin's advisers, notably Igor Sechin.

In the short term, Kadyrov's consolidation of power has been a stabilizing factor in Chechnya. Using proceeds from a mandatory payroll tax on state-sector employees, Kadyrov has launched reconstruction projects in several urban areas, especially Grozny and his hometown, Gudermes, with impressive results. Funding for reconstruction in 2006 and 2007 was 500 percent higher than in 2004, when Kadyrov's father was assassinated. Equally important, in 2006 Kadyrov managed to convince hundreds of former guerrillas to switch sides and join the Kadyrovtsy. The federal government has had an amnesty program of its own for some time, but Kadyrov's personal assurances (and payoffs) to former rebels made a vital difference. Kadyrov has staunchly denied that the Kadyrovtsy ever engaged in kidnappings, torture, and other abuses for which they have long been known and feared, but he apparently did take steps in early 2007 to curb the worst of these excesses. In particular, the incidence of illegal abductions and "disappearances" declined significantly in the first several months of 2007. Nonetheless, although abuses and extralegal executions have been more carefully targeted against Kadyrov's perceived enemies (e.g., Movladi Baisarov) in 2007, normal legal procedures and restraints remain completely absent in Chechnya.

The future direction of Kadyrov's government in Chechnya remains highly uncertain. Soon after Kadyrov became president in early March 2007, he began bringing every significant administrative and security body in Chechnya under his de facto control and appointing close relatives to the highest positions, including Odes Baisultanov as prime minister and Adam Delimkhanov as first deputy prime minister. Kadyrov formed an Anti-Terrorist Commission in March 2007 with himself as the head of it, overseeing the Chechen Republic's branch of the FSB and other security units. Kadyrov has sought to bring all the security forces in Chechnya under his de facto control by eliminating or co-opting the Russian federal units that are still operating there (apart from the 50,000 or so federal troops that are not involved in day-to-day security, mostly in the federal Defense Ministry's 42nd Motorized Infantry Division and the federal MVD's 46th Internal Forces Brigade, both of which are to be permanently deployed in Chechnya). In particular, Kadyrov has sought to discredit the federal Operational-Investigative Bureau (OSB) No. 2, accusing it of having routinely used torture and committed atrocities in Chechnya. These accusations are well-founded but are also disingenuous. By voicing these allegations, Kadyrov not only hopes to shift blame from the Kadyrovtsy for the worst of the abuses, but also seeks to eliminate the only internal security organization in Chechnya that is not yet under his de facto control. In May 2007, Kadyrov formally asked the federal MVD to disband the OSB-2."

COE, 15 March 2006:

"[Mr. Ramzan Kadyrov, then acting Prime Minister and the Council of Europe's Commissioner for Human Rights] met for a private meeting during which we discussed two topics. First, the need to put an end to the illegal acts attributed to the forces under his [Kadyrov's] command - in particular, the so-called "anti-terrorist security forces", composed primarily of amnestied combatants - and the need to identify and prosecute those responsible.

Mr. Khadyrov declared that he was well aware that "there were problems of this kind", but that measures to purge this force of uncontrollable elements were being considered at the same time as how to integrate its members into formal local or federal law enforcement structures. Concerning their general conduct, Mr. Khadyrov referred, by way of example, to an operation that he had personally led the night before that had resulted in the arrest of a group of persons, amongst which there was an individual suspected of having collaborated in the assassination of his father, who had since been handed over to the competent authorities. Mr. Khadyrov added that he did not have any secret prisons under his control."

Enforced disappearances in Chechnya (2008)

- Decrease in the number of enforced disappearances in Chechnya since 2005, but increase since May 2008
- Cases may be underreported as victim's families are often reluctant to report details
- State agents allegedly involved in enforced disappearances in Chechnya
- Government has acknowledged the problem, but official data are contradictory and incomplete and investigations largely inconclusive
-

Enforced disappearances in Chechnya

Memorial, 14 October 2008:

"Since May 2008, the "Memorial" Human Rights Defense Center had recorded an increase in the number of kidnappings in Chechnya. This occurred after a reasonably long period of time, during which there were only sporadic cases of kidnapping and forced disappearances. According to "Memorial" statistics, during the three summer months 15 people were kidnapped, and eight of them in August alone (www.memo.ru/2008/06/19/1906081.htm). Naturally, these numbers are far from being exhaustive. We estimate that we record only about a third to a half of the total number of such crimes, however, the percentage of such crimes that go entirely unreported to law enforcement agencies or to human rights advocates may be even higher.

About one-fourth of victims were released by their kidnappers after several days. However both the victims and their relatives refused to share any information with the "Memorial" workers. This phenomenon, very common in Chechnya (as well as the refusal of eyewitnesses of kidnappings to testify, of doctors to record beatings and bruises etc.), is a clear indicator of citizens' fear of the uncontrolled and unaccountable tyranny of the "siloviki". Four kidnapped persons were found by their relatives in the local police stations, but by that time the police had already succeeded in getting criminal confessions from the unlawfully detained individuals. Seven kidnapped individuals have disappeared without a trace."

Memorial, 16 April 2008:

"Over the past year and a half the situation in the Chechen Republic has noticeably stabilized. There has been a notable decrease in the number of illegal arrests and abductions."

NHC, 30 April 2008:

"While there have been positive developments in the human rights situation in the North Caucasus region over the last year, notably in the Chechen Republic, which has seen a decrease in some of the gravest types of human rights abuses, such as enforced disappearances, the underlying problem of impunity for human rights abuse persists."

HRW, 30 September 2007:

"Chechnya continues to be the only place on the European continent where civilians are subjected to abuses such as torture, murder, enforced disappearances and rape on a regular basis. Enforced disappearances are a hallmark of the conflict and have risen to a level that constitutes a crime against humanity. Until recently disappearances usually occurred during raids by Russian federal forces; now they are increasingly perpetrated by forces under the effective command of Ramzan Kadyrov. The Russian human rights group Memorial estimates that between 2000 and 5000 people have disappeared since the conflict began in 1999. Although well aware of the frequency and pattern of disappearances, the Russian government has taken few steps to stop this practice and bring to justice its perpetrators."

AI, 23 May 2007:

"While the number of reported enforced disappearances has decreased, the incidence of "temporary" disappearance, when individuals are arbitrarily detained and held in incommunicado detention, while the authorities deny knowledge of their whereabouts, is high. During the incommunicado detention, the individuals are at very high risk of torture and other ill-treatment, in order to extract a "confession", after which they are transferred to another place of detention where their detention is logged [...]"

The Russian non-governmental organization (NGO) Memorial has logged over 2,000 individual cases of enforced disappearances and abductions in Chechnya. Its own research is conducted in one-third of the territory of the Chechen Republic, and therefore does not represent the full extent of the violations. Memorial has estimated that in fact, between 3,000 and 5,000 men, women and children have gone missing in the Chechen Republic following what they term as abductions, arbitrary arrests and detentions since 1999. In the majority of those cases, state agents were allegedly responsible [...]"

COE, 13 March 2007:

"The CPT has received in the past a large number of reports about abductions (forced disappearances) and the related problem of unlawful detention in the Chechen Republic as well as other parts of the North Caucasian region. In the report on its visit in November/December 2004, the Committee called upon the Russian authorities to spare no effort in putting an end to the problem of abductions, and highlighted in this context the need to ensure that no illegal detention facilities are operated in the Chechen Republic. During the 2006 visits, the CPT's delegation sought, but was not able to obtain, specific statistics concerning abductions. However, it is evident from the information at the CPT's disposal that they continue to constitute a troubling phenomenon in the Chechen Republic and in many cases involve an element of unlawful detention."

Statistics on enforced disappearances

Memorial, 16 April 2008:

"Based on extrapolation from our obviously incomplete information and on our analysis of official information, "Memorial" maintains that between 3000 and 5000 people have disappeared as a result of abductions, illegal arrests and detentions since the beginning of "the counter-terrorist operation" in the autumn of 1999. Unfortunately, for the moment, it is impossible to cite more precise figures. At that, we can state that the number of abductions we have recorded over the past six months has declined when compared with the same period two years ago."

Table: Number of abductions monitored by Memorial

Period	Number of individuals abducted	of Freed abductors ransom	by Found or murdered	Disappeared	Discovered in detention facilities
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2005-2006	122	63	12	36	11
2006-2007	53	29	3	12	9
2007-2008	12	7	0	5	0

Memorial, 16 May 2007:

"Recently, the percentage of people who were kidnapped and then disappeared, or whose corpses were found, has decreased. In 2002, when "mass cleansings" were at their peak, more than 80% of detained people got "lost" [...] We can note that there is a certain systematic decrease in the number of kidnappings- and it is especially noticeable since 2005. The greatest decrease in the number of kidnappings has occurred since January 2007. In our opinion, it is related to the fact that Ramzan Kadyrov gave very definite instructions to the leaders of the armed forces under his control to stop kidnappings. Consequently, most of the kidnappings in 2007 were probably done not by the armed forces but by the employees of OSB-2 or by the employees of the Federal Security Service of Russia (FSI)."

Grouping of Russian NGOs, 30 November 2006:

"Official data on the number of people who were kidnapped or "disappeared" are contradictory and incomplete. It is true of general statistics as well. In September 2004, during a visit of the Council of Europe Commissioner on Human Rights to Russia, the Office of the RF Prosecutor General informed him that over the past three years [apparently, since autumn 2001] in Chechnya, a total of 1,749 criminal investigations were launched into abductions of about 2,300 victims. On 13 October

2004, the acting Ombudsman in Chechnya, L. Khasuyev said that "over the last four years [apparently, since autumn 2000], more than 2,500 people have been kidnapped in the Republic." On 27 December 2004, A. Arsenteyev, Head of the Federal Prosecutor's Office in the Southern Federal District, said that "since the start of the anti-terrorist operation [i.e. since autumn 1999] in Chechnya, a total of 2,437 people were abducted and 347 freed by the law enforcement authorities." In addition, in September 2005, Chechen President A. Alkhanov said that since 2000, a total of 1898 people disappeared. A month later, Head of the Chechen President's Office for Constitutional Rights N. Nukhazhiev announced 2500 disappearances. In 2006, the same N. Nukhazhiev reported a total of 2780 disappearances over the entire period of conflict. However in early 2003, the lists of disappearances maintained by a working group of the Chechen Government contained more than 2800 names - so it almost looks like no one disappeared in Chechnya in three years.

The current official statistics look even less convincing. Speaking about abductions in 2004, Chechen President A. Alkhanov said, "In 2003 there were 362 abductions. This year [i.e. 2004], 175 facts were reported [...] our measures resulted in 47 persons returned to their homes." Two months before, the figure of 185 abductions was quoted at the meeting of the Collegium of the Chechen Interior Ministry. Shortly before, Chechen Minister of Interior R. Alkhanov said that, "over the outgoing year 2004, abductions in Chechnya dropped by 40%." On 21 January 2005, 168 abductions in 2004 were reported to the Ministry of Interior Collegium, which was supposed to mean that abductions had dropped by half as compared to 2003, where, according to the same official, 440 people were abducted.

Official statistics for 2005 and comparisons with 2004 share the same inconsistency. In October 2005, President A. Alkhanov said that "since early [2005], a total of 143 abductions have been reported in the republic; whereas last [2004] year, 128 abductions were reported over a comparable period." Ten days later, he said that "there is a general downward trend for this type of crimes in the republic." A few days later President Alkhanov clarified that in fact, only 65 people were kidnapped in Chechnya in 2005, while most of the 143 had been kidnapped before, but the crimes were officially reported in the current year.116 In end-December he reiterated,

“Abductions are on a downward trend; last year, there were 168 cases, and this year, there are 67 cases.” In January, he said, “A total of 77 abductions took place this year, while there were 213 such incidents last year.” [...]

Data available to human rights defenders on abductions and “disappearances” in Chechnya are far less optimistic - please see below a summary table for 2002 to 2005, provided by Memorial Human Rights Center.:

Table 5. Summary Table on Abductions in the Chechen Republic

Year	Abducted	of them freed or ransomed	of them found dead	of them disappeared	of them under investigation
2002	537	90	81	366	
2003	497	157	52	288	
2004	448	206	24	210	8
2005	316	151	23	127	15
Total	1799	611	180	985	23

"

State agents allegedly involved in enforced disappearances

Memorial, 16 May 2007:

"In most cases of kidnappings, everything points to the fact that the crime was committed with the help of the representatives of the state, or of the armed forces who are in collaboration with them. 90% of the criminal cases where the legal proceedings were commenced when people were kidnapped are not solved. It is evident that the responsibility for most of these crimes is on the federal army, police, and special forces. As the process of Chechenization is developing, we observed a gradual decrease in the percentage of missing and murdered people among the kidnapped. This is a decrease of more than 35% over the last 2 years. We suspect that these dynamics are probably connected to the final "chechenization" for the armed conflict and to the predominance of "latent violence" in Chechnya, which is registered neither by the human rights activist, nor, even more so, by the law enforcement bodies. We cannot be certain about how the overall number of kidnappings actually changed; however, the methods and tactics of the power departments have definitely changed: the majority of the kidnappings are committed by the security forces controlled by R. Kadyrov, as well as other local law enforcement authorities. As we have already said above, these structures do not need to murder all the kidnapped Chechnya residents or to make them "disappear" - usually they are able to extract all the necessary information after a few days of torture and beatings. On the other hand, the relatives of kidnapped individuals try to use all means to release them, and often the only way out is ransom; after this, neither the victim, nor his or her relatives complain to any official structures."

Government response to disappearances

CoE, 11 April 2008:

"The problem of disappearances was highlighted in the most recent reports by Mr. Bindig. In April 2006, the Ombudsman of the Chechen Republic, Nurdi Sadievich Nukhazhiev, published a special report on the problem of missing people in the Chechen Republic and the search for a mechanism to find them. A series of judgments by the European Court of Human Rights has confirmed the responsibility of the Russian authorities in cases of enforced disappearances, either directly or for failure to carry out effective investigations."

UN CHR, 26 January 2006:

"75. The Russian human rights commissioner Vladimir Lukin said on 10 December 2004

that 1,700 criminal cases involving disappearances of people in Chechnya had been launched since the beginning of 2004. The Commissioner for Human Rights of the Council of Europe reported that since Russian law had been reintroduced in the Chechen Republic, 1,749 criminal investigations had been opened into the disappearances of 2,400 people. He also acknowledged that the vast majority of those investigations had been put on hold. Additionally, human rights organizations report that there has not been a single conviction for enforced disappearance, despite recognition that the practice is widespread in the Republic."

Grouping of Russian NGOs, 30 November 2006:

" Attempts to reform investigation and prosecution did not result in practical improvements in terms of preventing or investigating crimes, in particular "disappearances."

Evidence of torture and ill-treatment in detention in Chechnya (2007)

- Torture and ill-treatment in detention in Chechnya are systematic, according to Human Rights Watch
- Amnesty International also provides evidence of torture and other ill-treatment during detention in Chechnya
- Such treatment is mainly used by law enforcement officials and security agencies in order to gain a confession, which is later used in court
- Investigations into unlawful treatment during detention are ineffective

Reports by human rights organisations

HRW, 30 September 2007:

"Credible reports of torture committed with impunity by Kadyrov's force and a federal law branch known as ORB-2 appear to be widespread and increasing. Human Rights Watch researchers have received detailed descriptions of at least 10 unlawful places of detention operated by Kadyrov's forces, where torture is rampant. These forces have increased the reprehensible practice of kidnapping relatives of rebel fighters, and in some cases torturing them, to pressure the fighters to switch allegiance to Kadyrov.

Moreover, in allowing the security structures controlled by Kadyrov to operate with effective impunity, the Russian government has abdicated its responsibility to protect the rights of Chechen citizens of the Russian Federation. Despite mounting concerns about the abusive actions of pro-Russian Chechen forces, the federal government continues to endorse their leadership and refuses to take concrete action to investigate allegations of wrongdoing."

HRW, 13 November 2006:

"While statistics on the scale of illegal detention and torture in Chechnya are unavailable, our research, taken together with that of the Memorial Human Rights Center and Nizhnii Novgorod Committee against Torture—two Russian human rights nongovernmental organizations—strongly suggests that torture and ill-treatment in detention in Chechnya are systematic.

In the majority of cases documented by Human Rights Watch, pro-Moscow Chechen forces under the effective command of Prime Minister Ramzan Kadyrov—known as "Kadyrovsty"—were responsible for the abuses; we also documented torture by personnel of the Second Operational Investigative Bureau (ORB-2) of the North Caucasus Operative Department of Chief Directorate of the Federal Ministry of Interior in the Southern Federal District.

Torture and other forms of ill treatment by ORB-2 personnel appear aimed at coercing confessions from detainees, which then lead to fabricated criminal charges and court convictions. Kadyrovtsy, by contrast, resort to such treatment to secure incriminating information about rebel forces from detainees whom they subsequently release or force to join their ranks. They have also taken hostage and mistreated relatives of alleged rebel fighters [...]

In the majority of cases we documented, victims of unlawful detention and torture were young males. We also documented a number of cases where the victims were women, elderly, disabled people, and minors, the youngest of whom was 13 years old.

Methods of torture used against the detainees include prolonged beatings, often with boots, sticks, plastic bottles filled with water or sand, and heavy rubber-coated cables; inflicting of burns with open fire or red-hot metal rods and wires, and widespread use of electric shocks. In addition, a number of interviewees told Human Rights Watch about psychological pressure, such as threats or imitation of execution or sexual abuse, as well as threats to harm their relatives.."

AI, 30 November 2006:

"Amnesty International Danish Medical Group's report documents that the extensive use of torture and other cruel, inhuman or degrading treatment or punishment takes place in Chechnya.

The Danish medical assessment thereby confirms the numerous reports from organizations all over the world, which for years have described the extent of torture and other human rights violations committed particularly by the Russian rulers - and to a lesser extent by ethnic Chechens - against Chechens in Chechnya. The abuse took place between 1995 and 2005 and the torturers typically used torture methods that did not leave scars, such as psychological torture and near asphyxiation.

All 21 Chechens that were examined had been beaten with rifle butts and plastic bottles, among other things. 15 witnessed the torture of their fellow prisoners, 14 were threatened directly and indirectly, and 13 were handcuffed for prolonged periods of time. 11 were subjected to electric torture, 9 experienced near asphyxiation whereby among other things a gasmask was placed over their heads and the oxygen supply shut off until they fainted. 7 had to undergo mock execution and 5 were subjected to sexual torture just to name a few of the most frequently used torture methods.

The examined Chechens are today visibly affected by their traumatization and several of them fulfill WHO's criteria for post traumatic stress disorder (PTSD), which is a typical result of severe trauma such as torture."

Reports by international observers

COE, 13 March 2007:

"Since February 2000, the CPT has carried out numerous visits to the Chechen Republic. On the basis of its visit reports, the Committee has sought to maintain a constructive dialogue with the Russian authorities. On two occasions, in July 2001 and July 2003, the CPT felt obliged to have resort to its power to make a public statement, in view of the failure to improve the situation in the light of the Committee's recommendations. Almost four years later, that stage has regrettably been reached once again.

The most recent CPT visits to the Chechen Republic were organised in April/May and September 2006. The Committee found that in some respects – notably as regards material conditions of detention - there had been definite progress. Moreover, no allegations were received of ill-treatment of prisoners by staff of the penitentiary establishments visited.

However, the CPT remains deeply concerned by the situation in key areas covered by its mandate. Resort to torture and other forms of ill-treatment by members of law enforcement agencies and security forces continues, as does the related practice of unlawful detentions. Further, from the information gathered, it is clear that investigations into cases involving allegations of ill-treatment or unlawful detention are still rarely carried out in an effective manner; this can only contribute to a climate of impunity."

COE, 6 March 2007:

"Thomas Hammarberg [Commissioner for Human Rights at the Council of Europe] shared the information he received when visiting the prison of Grozny. Through his conversations with the inmates, he became increasingly convinced of the existence of the use of torture and ill-treatment by the law enforcement agents, whether republican or federal, during the investigative proceedings. According to detainees, undue pressure and torture are a widespread practice used to obtain admission on guilt. These depositions are then used as a basis for the handing down of court judgments.

"I got the impression that torture and ill-treatment are widespread in Chechnya. This undermines justice. If one is coerced into telling a lie and the court takes the deposition into account, this perverts the whole judicial system. Such practices must come to an end immediately", declared the Commissioner.

The Commissioner wishes that the procuratura and the representatives of civil society carry out frequent unannounced control visits in order to extract from the perpetrators of torture their feeling of utter impunity. In this struggle for legality, a lot depends on the leadership of the law enforcement agencies at all levels. They must encourage their subordinates to respect the law and bring the guilty to justice relentlessly."

UN CAT, 21 November 2006:

"Mr. Goltayev [Government of the Russian Federation]: There were no unofficial places of detention in the Chechen Republic. The Government immediately investigated any reports of the existence of such places, but to date it had not been able to identify a single one [...]

Ms. Gaer, [UN] Country Rapporteur:

She had difficulty accepting the delegation's affirmation, in response to the allegations of detentions leading to disappearances, that such disappearances were the work of criminal groups disguised as law enforcement officials, and that there were no secret places of detention in Chechnya. In that case, she would have expected specific investigations to be under way. The relevant cases that had been heard by the European Court of Human Rights had all followed a similar pattern, starting with individuals being seen in - apparently genuine - military custody, and often ending with bodies being found in mass graves. That did not suggest a series of random incidents. She would welcome the delegation's comments on the recent report issued by Human Rights Watch that documented 82 cases of persons being held in 10 unlawful detention centres in Chechnya, namely private houses."

Women and children suffer violence and abuse (2008)

- Women and children have been subject to physical and sexual abuse and other violence, at times by state agents
- State agents take punitive measures against family members of those who have allegedly joined the militants, and women often suffer in this regard since they are often the ones left to head the family

- Women risk being ostracized by their family and community if they report they have been victims of violence or abuse, and cannot rely on protection from responsible authorities
- Internally displaced women are particularly vulnerable to abuse and gender-based violence and report passport controls by masked Russian security officers in collective centres

Coalition to Stop the Use of Child Soldiers, 19 May 2008:

"There were credible reports that a parallel system of secret detention centres operated in the [Chechen] republic. Four of them were linked to Ramzan Kadyrov, appointed Chechen president by President Vladimir Putin in 2007. They included centres run by a regiment that guarded oil and other economic installations, "anti-terrorist centres", and two prisons in private houses. Other detention centres were run by two federal armed battalions and by special units of the Federal Security Service. Reports of torture at these detention centres, and the enforced disappearance of civilians arrested by armed unidentified masked men, were rife [...] Children were among the victims. In the run-up to parliamentary elections in November 2005, villagers from Noviye-Atagi told local human rights monitors that in September children aged 12, 13 and 14 had been among people detained and subjected to enforced disappearance, severe beatings and sometimes torture. The villagers believed they were being punished for not showing sufficient support for Akhmed Kadyrov, Ramzan Kadyrov's father, in the earlier presidential elections. Many people feared reprisals if they spoke about such abuses."

US DOS, 11 March 2008:

"There were continued reports during the year that government forces took relatives of Chechen rebels as hostages to force them to surrender. According to Memorial, on January 16, officers of the Republic of Chechnya's Antiterrorism Center abducted five relatives of Khozh-Akhmed Dushayev in the village of Kurchaloy. Dushayev was wanted on suspicion of being a Chechen rebel. All five were later released. On April 15, officers from the Antiterrorism Center (ATC) detained relatives of Bislan Ilmiyev, an ATC officer under suspicion of aiding antigovernment fighters. Ilmiyev's wife, mother, one-year-old child, his brothers, their wives, and their children were detained. Ilmiyev's brother Ruslan was later released and ordered to find his brother, according to Memorial.

Chechen security forces seized relatives of Chechen commander Doku Umarov in May 2005, including his father, wife, and six-month-old son. They later released the wife and child, but the father's location remained unknown. In August 2005 security forces also detained Doku Umarov's sister, Natasha Khumadova. A source in the Urus-Martan district administration told Interfax that armed persons broke into Khumadova's house and threatening her with weapons, led her away. In August Chechen officials erroneously announced that Umarov, who later became the separatist "president," had voluntarily surrendered. Subsequent reports noted that it was Umarov's older brother, Akhmad, who surrendered. Appearing at a press conference with Chechen officials, Akhmad Umarov said that he had been arrested in March 2005 and held by authorities since. Human rights activists suggested that Akhmad Umarov had never participated in fighting alongside rebels, and that his detention was an effort to pressure Doku Umarov to surrender. At year's end there was no further information on the whereabouts of Umarov's relatives."

UN, 15 January 2008:

"The issue of lack of required state and non-state psychosocial assistance and results of the last IMC assessment has been extensively discussed. Despite a number of activities taken by UN agencies and NGOs there is still a strong remaining need for functioning and available state capacity building in areas of psychological and psychosocial professional support. The latest IMC conducted survey within its "prevention of gender based violence" illustrated the necessity for strengthening state and community capacity for highlighting the importance of violence based actions; their understanding; types of possible assistance; role of state actors, etc. The survey

and further operation of 2 IMC mobile teams staffed by trained counsellors revealed large number (more than 100) GBV survivors only within the first two months, including cases of rape of young children, forced polygamy, sodomy, beating, and major abuse. There has been a low level of required intervention from the side of responsible state actors (police, MoH, MoE, etc.) to get involved in prevention and follow up with consequences of such cases largely shadowed by the existing social norms and traditions. There has been initiative by IMC to develop a series of workshops targeting district police officers to get updated on the available state instruments in any of GBV cases. IMC is developing similar activities for school children, school teachers, village administrators and youth groups."

UN CHR, 26 January 2006:

"Violence in the private sphere

52. Women in the North Caucasus, like women elsewhere, are subjected to violence in the private sphere. The strong traditional patriarchal norms of family honour as well as the state of affairs in the region reinforce violence and perpetuate the silence surrounding it. Reportedly, women can be ostracized by their community if they report domestic violence. With the breakdown of law and order, severe lack of confidence in the authorities and pressure on women from marginalized groups to maintain group cohesion, taboo and silence have become the rule. Internally displaced women in particular face acute pressure to submit to abusive relationships. A study undertaken in 1998 by the World Health Organization found that gender-based violence tended to escalate among Chechen refugees. International observers have also reported forced marriages, polygamy and blood feuds as factors that increase the vulnerability women in this region. Ingush parliamentarians told the Special Rapporteur that they are particularly concerned about bride abduction and that a draft amendment to the Penal Code has been submitted to the Republican Duma to address this.

53. Ensuring security and establishing a sustainable peace in Chechnya were the priority concerns for everyone the Special Rapporteur spoke to in the region. However, it is evident that the conflict and the current military operations have had contradictory implications for women. Some women reported greater solidarity and less abuse within the family in response to the losses they experienced during the conflict. Others, however, including young women, were more burdened by the pressures of patriarchal scrutiny [...]

55. Six years after the resumption of hostilities, violence continues to prevail in the North Caucasus. Although men are the targets of most human rights violations perpetrated by State agents, women are increasingly targeted, both as relatives and as targets themselves. The Special Rapporteur heard testimonies from relatives of women who had disappeared and had been victims of extrajudicial execution, torture, rape and ill-treatment allegedly by members of the security forces. The Special Rapporteur was told that the bodies of 3 women had been found dumped in Grozny at the time of her visit and that the fate of another 21 women remained unclear. In the absence of the rule of law, the civilian population suffers abuse by both security forces and Chechen armed groups, creating a climate of fear and insecurity. People expressed the opinion that a war was better than the current situation of "guerrilla warfare", which makes life totally unpredictable, distracts international attention and diverts humanitarian assistance from the region.

56. The authorities explained that targeted operations are not a State policy. However, women have become even more vulnerable to human rights violations due to the counter-terrorist strategy adopted in response to suicide bombings allegedly committed by "black widows", the term for Chechen women avenging the deaths of family members. On 9 July 2003, Order No. 12/309 also known as "Operation Fatima" was issued, instructing police to detain all women wearing traditional Muslim headscarves. Reportedly women are also strip-searched at military checkpoints. Local NGOs explained that such operations were most humiliating for women as sometimes male guards conduct the searches in front of their family members.

57. The Special Rapporteur was also informed that under “Operation Fatima”, women are arbitrarily detained and criminal charges are opened against them. While in detention, they may encounter torture and gender-specific violence, such as rape and other kinds of sexual abuse to make them reveal the whereabouts of male relatives or to “confess” to crimes such as trafficking of weapons. Very few cases of sexual abuse are reported to the authorities, in part due to tremendous shame, social stigma and patriarchal repercussions, as revealed by the following statement of a Chechen woman.

58. “If they (raped women) come home, they would be better off shooting themselves. If anyone laid a hand on them they’d be written off for good here in Chechnya. It’s a kind of law. A sullied daughter is worse than a dead one to her father. It’s a terrible disgrace. She’ll never get married and no one will say a kind word to her, even though it’s not her own fault she was dishonoured.”

59. “Operation Fatima” has led to many women being detained on weak legal grounds. During the visit of the Special Rapporteur, Moscow News ran a story about a Chechen woman, Ms. Murtazalieva, who was detained on suspicion of recruiting terrorists and planning terrorist acts in Moscow. Human rights defenders informed the Special Rapporteur that the evidence presented against her was very weak. The Special Rapporteur expressed her concern to the Government about this and other similar cases, as Caucasian women generally seem to be increasingly targeted.

60. In addition to fear of being ostracized by the community and family, many women reportedly also fear reprisals by the police or security forces. In cases where women have attempted to report these crimes, the police have allegedly not started any criminal investigation.

61. Women in Chechnya are also targeted due to their relationship to Chechen fighters, or alleged fighters. Punitive actions against relatives include burning private homes, destroying their means of livelihood, and hostage-taking to force the fighters out of hiding or to extort information about their whereabouts.

62. After the Beslan school hostage-taking in September 2004, more than 300 relatives of the hostage-takers, including women and children, were reportedly detained by official command [...] The detention of innocent people as hostages by the State is contrary to international law. Chechen women, often the only remaining relatives, are thereby made vulnerable to incommunicado detention, torture and ill-treatment. Furthermore, it has been observed that this strategy is counter-productive as for Chechen men, inability to protect their women and elders is a strong blow on dignity and it strengthens the motivation of combatants to continue the guerrilla war by urge for revenge [...]

65. During her mission, the Special Rapporteur visited a temporary settlement in Ingushetia for Chechen IDPs. At a meeting with a group of women, she was told that their main concern was the continuing insecurity in Chechnya, where they feared they might be forced to return. In addition, there are numerous reports of targeted operations taking place against the camps in Ingushetia. This was confirmed by the women the Special Rapporteur met with, who told her about regular passport controls in the camp, reportedly carried out by Russian security officers wearing masks and arriving in vehicles with number plates blacked out. The women also spoke of corruption; for example, they were often forced to pay bribes in order to pass checkpoints.”

AI, 30 November 2006:

"Case 9.

Torture history. 34-year-old Chechen woman who was arrested in her home in the spring of 2005 and detained for two days by Russian troops who were masked during her arrest. The examinee was transported to an empty house, blindfolded and her hands were tied behind her back. The

examinee was interrogated about the other inhabitants of her village, among other things, and was tortured during the interrogation. The abuse consisted of electric shocks from an old hand generator that looked like a telephone; the examinee was raped several times by two persons and kicked in the chest and lumbar region of the back, and subjected to random blows. The examinee felt that she was "treated like a dog." The examinee was further threatened that next time her children would be detained too...

Case 17

Torture history. 44-year-old Chechen woman who was detained for 5 days in 2001 in a Russian military building. She was subjected to daily blows and kicks all over her body, her head was knocked against the wall, she was dragged down the stairs in a prone position, made to go naked, received death threats to herself and her family, was handcuffed and blindfolded and subjected to mock execution [...]"

Youth and family members at risk of human rights abuses (2008)

- Young people have been recruited by the militants in Chechnya and other republics of the North Caucasus
- Some young men voluntarily join the rebels
- Boys under 18 were detained during "sweep" operations by government forces
- Family of those suspected of joining the rebels have had their houses burned down

Youth in Chechnya join rebels

Jamestown Foundation, 1 August 2008:

"The mass exodus of Chechen youth to the mountains was something that Ramzan Kadyrov particularly emphasized during his meeting with the Muftiyat (the Islamic clerical establishment) and all the imams of mosques and village kadis (Islamic judges) of the republic. Kadyrov's angry address to the meeting's participants contained several revelatory moments. He admitted that the young men continue to join the ranks of the resistance fighters in the mountains and acknowledged that the village imams, despite the fact that he provided them with funds and security details, either cannot or are afraid to carry out propaganda activities against the spread of Salafi ideology. Kadyrov vowed he would hold the family and relatives of every youth who departs for the mountains responsible for the youth's decision to join the rebels. Finally, Kadyrov said that anyone in a position of authority up to the post of director with relatives who joined the militants would have to convince those relatives to return or risk losing their jobs."

Memorial, 31 October 2007:

"Despite occasional escalations of armed opposition in Chechnya, there has been a stable tendency to a decrease in militants' activities in the past years. Thus, the information on many young people joining militants came as a big enough surprise in May. Militants' websites usually exaggerate and put the number of young newcomers at two thousand. On May 25, S-Kh. Mirzaev, Chechnya's Mufti, called upon parents to "explain to their children how harmful wakhhabism is" and mentioned that "twenty people" had joined the ranks of militants, whereas M. Khambiev, a Chechen Parliament deputy, talked of some three hundred in July.

Whatever the figure is, the problem is real, which was highlighted by a meeting of Chechen Vice-Premier A. Delimkhanov and Interior Minister R. Alkhanov with relatives of those wanted. The meeting took place in Grozny on August 19 and was not well-reported. There were about a hundred civilians from all over Chechnya. Delimkhanov promised them that from now on nobody would be spared and detained militants would see their "heads cut off". R. Alkhanov also

confirmed Delimkhanov's words that the families whose members side with militants would be invaded at night by masked "siloviks" (security servicemen) and the neighbours informed about the intentions to join militants would also be punished.

It is important to note that young people headed for mountains after amnesty had expired. They have nothing to hope for and yet they leave aware of the serious problems their relatives will have. The young men's decision is triggered by losses and abductions of relatives, tortures and humiliation they themselves suffered."

Coalition to Stop the Use of Child Soldiers, 2008:

"Under-18s were reportedly recruited into opposition separatist forces in the Chechen Republic and other parts of the north Caucasus [during the period 2004 to October 2007]."

RFE/RL, 1 August 2007:

"Many young men, especially those whose relatives were abducted and disappeared, have flocked to join the ranks of the Chechen resistance, and took part in the multiple attacks in June 2004 on police and security facilities in which some 80 people died."

RFE/RL, 12 October 2008:

"In Chechnya, dozens if not hundreds of men, and some women, still join the resistance forces every year. Threats by Chechen Republic head Ramzan Kadyrov to hold responsible the parents of young men who do so have failed to stem the outflow."

Punishment of family members of those allegedly linked to rebels

NYT, 29 September 2008:

"In a campaign to punish families with sons suspected of supporting the insurgency, at least a dozen homes have been set ablaze since midsummer, residents and a local human rights organization said [...]"

Since 2005, however, the insurgents have been weakened, and have not conducted large-scale operations in Chechnya [...] Many rebels have switched sides. A sizable fraction of the remnants have moved to neighboring Ingushetia, where the Moscow-backed local government is weak.

The events of this summer, however, have made clear that the rebels have proven resilient and remain able to recruit new members. And the Chechen government, attuned to the intensive loyalties that define family life in the Caucasus, has applied intensive pressure on what it sees as the insurgents' vulnerability: their relatives [...]"

How effective the intimidation has been is an open question. Natalya Estemirova, a researcher for Memorial, a private Russian human rights organization with an office in Grozny, said that young men had continued to join the rebels, no matter the threats. "It is like Palestine," she said. "The young guys leave for the forest, even knowing that their relatives are at risk."

Caucasian Knot, 26 July 2007:

"Magomet Khambiev, former Maskhadov's Minister of Defence who is now a respectable member of the Chechen Parliament, said not so long ago that according to his sources the number of young men who joined militants from January to April 2007 was about 300. What happens in reality? If the data on a young man has got into the database of power agencies, their members start to 'pull him up.' ...Especially vulnerable are those young men who happen to have active or former militants among their relatives."

US DOS, 6 March 2007:

"There were reports that boys under 18 were detained as part of targeted raids and security sweeps conducted by Russian and pro-Moscow Chechen forces in Chechnya. Troops in Chechnya reportedly placed Chechen boys ages 13 and older in filtration camps where some reportedly were beaten and raped by guards, soldiers, or other inmates. The women's action group White Kerchief (Belyy Platok) reported that some federal forces kidnapped children in Chechnya for ransom."

UN CRC, 23 November 2005:

"[...] The Committee is also concerned about reported cases of arrests and disappearances by security agents of young persons suspected of being associated with insurgency groups."

Civilians exposed to mines and unexploded ordnance in Chechnya (2008)

- In Chechnya there is 60 km² of mined land
- There were 26 landmine incidents recorded in Chechnya in 2007
- Government forces and rebels continue to use mines in Chechnya, though disarming also continues
- Information on the risks posed by landmines and unexploded ordnance to IDPs and returnees could not be found among the sources consulted

ICRC, 27 May 2008:

"In Chechnya, mines continued to pose a risk to the civilian population, with 26 incidents recorded in 2007. The Chechen authorities made the issue a priority, conducting mine clearance and establishing a coordination centre involving the relevant ministries."

ICBL, 22 November 2007:

"There are at least 60 km² of mined areas in Chechnya. Russian forces and rebels continued to use antipersonnel mines in Chechnya [...] In March-May 2007 a Russian humanitarian demining mission cleared 620,000 square meters of suspected hazardous areas in Chechnya [...] In June 2006 Russian officials confirmed to Landmine Monitor that Russian forces continued to use antipersonnel mines in Chechnya, both newly emplaced mines and existing defensive minefields, noting, "Antipersonnel mines are used to protect facilities of high importance." They insisted that all use of antipersonnel mines "complies with Amended Protocol II," that "all necessary documentation for minefields is retained," and that all minefields "are fenced and the civilian population informed."

There is no comprehensive and publicly available casualty data collection mechanism in the Russian Federation. The primary source of casualty information is media reports, which do not clearly distinguish between devices causing the incidents [...] Landmine Monitor identified at least 62 casualties (eight killed and 54 injured) in incidents that were clearly caused by mines, ERW or victim-activated IEDs. The 2006 casualty rate appears to be similar to that of 2005 (60 casualties) [...] From 1999 to December 2003 more than 2,500 mine casualties, including at least 600 killed and 1,700 injured, were recorded by Russian federal forces in Chechnya."

Swisspeace, 22 June 2007:

"At the end of May, it was announced that the disarming of mines on agricultural lands has been completed (over 62 hectares in total have been cleared). The total number of mines and other devices that have been disarmed and destroyed was 412."

UN OCHA, 12 December 2006:

"According to the UNICEF-managed IMSMA (Information Management System for Mine Action) database, as of end-October 2006, some 3,061 civilians (including 753 children) had been killed or injured by landmines and UXO in Chechnya since 1995. In addition, landmines and UXO aggravate the social and economic vulnerability of the population, including by hindering access to agricultural land and increasing the existing challenges to the physical reconstruction of houses, factories, and infrastructure."

Reprisals against applicants to the European Court of Human Rights (2008)

- Chechen applicants to European Court of Human Rights have been harassed and even murdered
- Family members and legal representatives of applicants are also pressured
- Some have withdrawn their claims, while others have been discouraged from applying to the Court

CoE, 10 February 2007:

"Illicit pressure has also been brought to bear on lawyers who defend applicants before the Court and who assist victims of human rights violations in exhausting national remedies before applying to the Court. Such pressure has included trumped-up criminal charges, discriminatory tax inspections and threats of prosecution for "abuse of office". Similar pressure has been brought to bear on NGOs who assist applicants in preparing their cases. Such acts of intimidation have prevented alleged victims of violations from bringing their applications to the Court, or led them to withdraw their applications. They concern mostly, but not exclusively, applicants from the North Caucasus region of the Russian Federation.

In November 2006, I received a memorandum by the European Human Rights Advocacy Centre detailing twenty-three concrete instances of pressure on applicants by different authorities on applicants from the Chechen Republic and other Republics in the North Caucasus region of the Russian Federation. The acts of intimidation detailed in this memorandum range from oral threats to outright murder of the applicant or close relatives. Such threats are said to have emanated from a wide variety of persons in positions of authority, including members of federal or republic security forces (military, police, FSB), as well as from officials of prosecutors' offices. None of the cases of killings of applicants or their relatives have, to date, been resolved."

ECRE, 22 March 2007:

"NGOs have also expressed concerns that the "Chechenisation" of the conflict, repercussions against those who have applied to the European Court of Human Rights and the continuing atmosphere of impunity in Chechnya now mean that those who have suffered torture and other inhumane and degrading treatment are now much less likely to report it to NGOs and other bodies. They prefer to keep quiet and pay bribes in the hope of having the bodies of their loved ones returned to them."

AI, 23 May 2007:

"Scores of people, despairing of finding justice in Russia, have turned to the European Court of Human Rights, but have faced additional intimidation, threats and violations as a result of this step[...] the authorities appear unable to guarantee the safety of lawyers, witnesses or even investigators in cases of enforced disappearance, which severely hampers the possibility of effective investigation. serious human rights violations continue to be reported..."

HRW, 30 September 2007:

"Unable to secure justice in domestic courts, hundreds of victims of abuse have filed applications with the European Court of Human Rights. Russian law enforcement and military have responded

by harassing and further abusing victims who have filed with the court. At least one applicant was murdered and another "disappeared."

NHC, 30 April 2008:

"As noted above, pressure against applicants has continued after their cases have been decided in Strasbourg, possibly aimed at impeding the full execution of the Court's decision."

Memorial, 31 July 2006, p. 6:

"Harassment against applicants to the European Court of Justice continues, along with pressuring of witnesses, torture of prisoners, coerced confessions, self-incriminations and incrimination of other people and huge sentences for crimes not committed."

Reconstruction continues in Chechnya (2008)

- There has been significant reconstruction in Chechnya, but much remains to be done
- In the process there have been delays in salary payments of construction workers and breaches of labour law
- A new federal programme for reconstruction in Chechnya was approved
- Islam is playing an increasingly important role in reconstruction

ACCORD, 22 April 2008:

"When the presidency changed from Alu Alkhanov to Ramzan Kadyrov, it was the beginning of impressive construction programmes in Chechnya. Not only President Kadyrov himself, but also private businessmen and the Russian government raised a lot of money for the region, which is being used for the reconstruction of roads (e.g. from Nazran in Ingushetia to Grozny), houses, schools, hospitals, streets, streetlights, power lines etc. As often mentioned, what was reconstructed first of all in Chechnya were the mere facades in the centre of Grozny with nothing behind. But in the last years the renovation of the city centre has been finished, and by now the building activities have achieved a decent quality."

Memorial, 16 April 2008:

"Rehabilitation of settlements in the Chechen Republic is proceeding at a rapid pace. Cities and villages, including those in the mountains, are all being rebuilt. The reconstruction of infrastructure in the mountainous Vedeno district is scheduled for 2008. Many villages are now even supplied with gas, even if they had not been supplied with it before the war. The construction is financed by funds allocated from the federal budget as well as by extra-budgetary sources and loans."

CoE, 11 April 2008:

"Since the adoption of the last report by Mr. Bindig in January 2006, there has been, according to concurring reports from the very few international observers granted access to the region, an indisputable improvement in the population's material situation, particularly as regards the reconstruction of buildings and infrastructure in the Chechen Republic destroyed during the two periods when the conflict was at its most intense."

ECHO, 7 April 2008:

"Chechnya finally seems to be recovering after a long period of devastation, darkness and despair [...] Although the conflict is now virtually over in Chechnya, humanitarian needs remain high because of the extent of past destruction."

Swisspeace, 15 November 2007:

"Not only in the city of Grozny, but across the entire republic, drastic change is visible although the scale of destruction was so large that much remains to be done [...] New houses are being built as well as electric power lines, water supply networks, etc. Gasification of the restored settlement of Bamut that was nearly completely destroyed during the war is almost finished [...] Main bridges on the Terek River have also been reconstructed.

The draft of a new federal program targeting the reconstruction of the Chechen Republic has been completed. It was discussed and updated in September at the Ministry for Regional Development now headed by the former presidential envoy in the South Federal district Dmitry Kozak. The sum of 110,7 billion rubles is likely to be allocated from the state budget to finance this program. These vast resources, according to the Chechen experts, will be sufficient to fully restore the economy, social sphere and housing in Chechnya [...]

Islam plays an increasingly important role in the current process of post-war reconstruction in Chechnya. First, the main enemy of the present-day regime in Chechnya is a religious one, Wahhabism. This idea was repeatedly and very emotionally conveyed by President Ramzan Kadyrov. The ideological separatist element in the movement is being played down and ignored. Second, the president positions himself as a devout Muslim observing the norms and sharing the values of Islam."

Amnesty International, 28 November 2007:

"The situation in Chechnya in the North Caucasus has improved to some degree in recent years. Roads and some housing have been rebuilt, businesses have opened and flights to the capital of Chechnya, Grozny have resumed. Communication with the rest of the country has become easier with internet cafes and the mobile phone network now operating nationally.

At the same time human rights violations by security forces in Chechnya persist. Current and past violations, such as enforced disappearances, torture including rape and ill-treatment and extrajudicial executions continue with impunity. Moreover, it has become increasingly difficult to report openly on human rights violations as victims fear to speak out, and human rights defenders and journalists are targeted for repression."

Memorial, 31 October 2007:

"The downside to Grozny's fast reconstruction with large-scale mass delays in salary payment and outrageous breaches of labour law became evident in early summer. Workers repeatedly took to streets for protest in June and applied to Memorial, claiming they had not seen their money for several months, no employment contract had been signed with them, they had no medical insurance (employers did not pay either for being on a sick list or for work injuries) and some were arbitrarily dismissed without any explanation. Similar violations have become large-scale.

In response to Memorial's letter the Prosecutor's Office in Chechnya informed on May 27 that arrears in payment had been recorded during a checkup the Office conducted, all violations were eliminated, all managers responsible fined and reprimanded, workers given their money for March and partly for April and May. However, another group of workers came to Memorial in early September to say that they had not seen their money for the last five months."

UNHCR, 5 September 2007:

"The humanitarian situation has improved significantly in the region. Stabilization of the situation has become a reality, tangible positive changes have happened, particularly in Chechnya," noted Jo Hegenauer, head of the UNHCR office in the neighbouring republic of North Ossetia.

"There have been big changes," agreed Maren Dikaeva,* a resident of a temporary accommodation centre for displaced people in Grozny. "We are not scared to go out of the house anymore. Before, I was afraid to let my children go out to visit their friends," she added.

Despite the widespread material damage, there are clear signs of economic recovery. Aside from the return of displaced people, the pace of reconstruction is gathering pace with building sites all over Grozny. The authorities earlier this year announced plans to build housing for some 3,000 displaced families currently living in temporary accommodation centres [...]"

Caucasian Knot, 26 July 2007:

"Tatiana Lokshina, head of the "Demos" Centre, told about the life of the modern Grozny; some quotations are given below:

"The appearance of Grozny is a heap of repaired houses; it includes beautiful pathways, alleys, boulevards and mini-parks. ...These are the positive moments, which cannot remain unnoticed in today's Grozny. On the other hand, there is an ocean of absurdity. For example, fountains are playing in the city, but there is no water in the taps and the sewerage is inoperative[...] Chechnya is still overwhelmed by the atmosphere of fear. People understand that they are now allowed to speak freely and as much as they would about the crimes committed by employees of federal forces in the Chechen Republic before 2004, but they cannot even open the mouth on the crimes related to the actions of local power agencies."

Physical safety in other areas of North Caucasus

Insecurity rises throughout North Caucasus (2008)

- Attacks increasingly reported throughout the North Caucasus, including Ingushetia, Dagestan, North Ossetia, Kabardino-Balkaria
- A number of rebel groups operate with different members, techniques, targets and aims
- Universal challenge in the region is Islam, not separatism, and governments have very different structures of support and opposition

Grouping of Russian NGOs, 30 November 2006:

"From the onset, the armed conflict in the North Caucasus was not limited to the Chechen Republic - in 1999, hostilities started in Dagestan. Since around 2002, there has been a strong tendency of the conflict "spreading" to RF regions neighboring with Chechnya. As of today, some forms of extremist activities and the "counterterrorist operation" have spread to most republics in the North Caucasus - such as Dagestan, Ingushetia, North Ossetia, Kabardino- Balkaria, Karachayevo-Cherkessia - and Stavropol Krai. Accordingly, the entire North Caucasus is affected by the "counterterrorist" practices, involving abductions, arbitrary detentions, torture, cruel and degrading treatment. This, in turn, further fuels the escalation of conflict [...]"

ICRC, 27 May 2008:

"In neighbouring Daghestan and Ingushetia, attacks by armed elements and counter-strikes by the security forces increased in the second half of the year, perpetuating a feeling of instability. Incidents also occurred in Kabardino-Balkaria, and sporadic intercommunal unrest flared up in southern Russia. The Prigorodny district remained a bone of contention between North Ossetia and Ingushetia, and passions over the 2004 Beslan school hostage crisis resurfaced."

Jamestown Foundation, 1 August 2008:

"This summer, which was discussed with much fear in the offices of the pro-Moscow authorities in the North Caucasus as well as among the top brass of the Russian armed forces in the region, turned out exactly as was predicted. Militant activities by members of the resistance from Derbent to Nazran were truly unprecedented. Just in the course of one night alone—from June 23 to June 24—according to the independent Ingushetia.ru website, six armed assaults were carried out, including an attack on the prime minister of the Republic of Ingushetia, Kharun Dzeitov (www.ingushetiya.ru/news/14895.html). In the morning, in plain view of the police, another assassination attempt was carried out against the Deputy Mufti of Ingushetia Kambulat Zyazikov (www.rbcdaily.ru/2008/07/25/focus/364139; North Caucasus Weekly, July 24). This was clearly meant to demonstrate to the authorities that the militants do not differentiate between day and night despite an increase in the number of police checkpoints."

RFE/RL, 12 October 2008:

"But it was the Nalchik attack that served to underscore two key developments: first, the extent to which the armed resistance against Russian police and security forces had already spread from Chechnya to other North Caucasus republics, primarily Ingushetia, Daghestan, and Kabardino-Balkaria; and second, the degree to which Islam had supplanted the Chechens' pro-independence aspirations as the motivating force. As a result of that geographical expansion of military activities, Chechens no longer constitute a majority among the resistance ranks [...]"

The abortive Nalchik attacks nonetheless marked a turning point in terms of military strategy. Since then, the resistance has eschewed spectacular large-scale operations in favor of a lower-level war of attrition targeting primarily local police and security personnel, but also increasingly local government officials and representatives of the pro-establishment clergy [...]. Finally, the resistance has demonstrated it is capable of inflicting comparable casualties at far less risk to its own men by systematically targeting either police patrols or small groups of police or Russian troops. The death toll among police, Russian Interior Ministry forces and other security personnel in Ingushetia since January this year has already exceeded 50."

Commission on Security and Cooperation in Europe, 19 June 2008:

"The regions of Northern Caucasus are not one unity as well. The rebels and the terrorists, which are different groups, different people, are using different techniques. In Northern Ossetia they try to target gambling clubs, or they've been very effective targeting after 11 troop carriers and even a helicopter. In Karachayevo-Cherkesiya they mostly are targeting official religious leaders and attacking them and killing them. And Kabardino-Balkariya religion, which was mentioned above, religious leaders have announced jihad, which is quite a serious difference from the things which are going on in Dagestan, where mainly the police officers are targeted. So it's really an issue to keep in mind that the regions are different from each other, and the things which are going on there have a lot in common, but a lot is different."

Russia Profile, 22 July 2008:

"It is possible to mention some common challenges, as well as some serious differences. The universal challenge everywhere (in Chechnya, in Ingushetia and in Dagestan) is radical Islam (which is not one and whole – it is built on a network principle, not on a vertical one). Separatist ideas were never in popular demand in Ingushetia or Dagestan, and in Chechnya the "Ichkerian idea" ended up rejected by yesterday's separatists themselves. All three examples (Chechnya, Dagestan and Ingushetia) are united by a common approach to governing the Northern Caucasus. This approach can be defined as "remote." What matters most is the outside loyalty of the elites and guarantees that nobody is going to secede. The cost of the matter is the increasing regional particularism, along with the absence of Russian law and state in the region."

However, this is where the differences begin. The republican government in Chechnya is much more organized and consolidated than the ones in Ingushetia or Dagestan. Kadyrov Jr. has his

own resource of popularity and support (even despite the periodical attacks from people who are disloyal to the current regime in Grozny). There is no opposition to Kadyrov – except for the forces that exist in the mountains. Many “Ichkerians” are settled quite comfortably in different administration jobs and in police positions (or anywhere in the “law-enforcement bloc” in general, which is not limited to just the police in the Chechen republic). Grozny periodically receives messages of ideological support even from abroad. The “vertical” created by Ramzan does not allow the existence of any kind of systemic opposition. Therefore, the choice is simply this: either to the mountains (and, with it, the ideology of a pan-Caucasian Islamic dissent) or to a budget and personal dependence on the republic’s leading man.

The situation in Ingushetia is different. The authorities do not have a popularity resource that can be compared to what Kadyrov has in Chechnya. The regime there is not seen by the people as their “own.” “All the recent events, starting with the protest meetings at the end of last year and beginning of this year, point to the fact that the local population is strongly anticipating some changes in personnel within the republic’s government. This is so because it is quite obvious that the current authorities do not satisfy the people,” as Ivan Sukhov, columnist for Vremya Novostey newspaper, justly claims. But the opposition is different in Ingushetia too. It is not limited to only radical Islamists. There is also a “loyalist” opposition here – that is, the part of the protest movement that appeals to the Russian authorities and Russian legislation. This opposition group does not support separatist approaches and values of “pure Islam” but prefers peaceful fighting methods to diversionary acts and terrorism. It is worth noting that such a type of opposition is not present in Chechnya at all, while in Dagestan it is not powerful enough to be reckoned with. The secular democratic opposition (the Communist Party, Yabloko and the Union of Right Forces (SPS)) have lost its past influence and has been demoralized (take, for example, last year’s tragic death of Farid Babayev, the leader of the local Yabloko).

In Dagestan any “vertical” is rather problematic. A fragmented society (divided on the principles of ethnicity and different perceptions of Islam) needs a mediator, not a dictator. And although the old 1990s model of a “collective president” (a State Council, made up of representatives of the main fourteen ethnic communities of the republic) was replaced by the model of a presidential republic, this does not change the heart of the matter. Mukhu Aliyev has a certain resource of popularity and significant political influence, but the conglomerate character of the Dagestan society, in the conditions when there’s no clear federal strategy for the republic’s development, defines its own, special rules. In today’s Dagestan, there are three main conflict groups. The first one is the confrontation between “traditional” Islam (Sufi and Tariqat) and Salafism (or Wahhabism, as it is called by the mass media and the republic’s authorities). The second line of schism is ethnic, although today this problem is less manifest than in the early 1990s. And the third group of conflict consists of the Dagestani who live outside of the republic but have certain financial resources and political ambitions, along with the local elite. Objectively speaking, “Dagestan’s domestic emigrants focus their efforts on “opening” the republic. Meanwhile, their ambitions conflict, in some ways subjectively, and in some – objectively, with all levels of the power elite in Dagestan.”

Research Centre for East European Studies and Center for Security Studies, 5 June 2007:

"Whether the relative calm in Chechnya can be transformed into a lasting and stable solution under Putin’s successors is far from clear. For one thing, a number of grave problems continue to afflict the North Caucasus — pervasive corruption, the brutality of the local police and security forces, perennial government malfeasance, high levels of unemployment, a harsh clampdown on moderate Islamic groups, and the exploitation of ethnic tensions and intercommunal strife. These conditions have fueled extremism and political violence in republics like Ingushetia, Dagestan, and Kabardino-Balkaria. Although Putin’s chief envoy in the region, Dmitrii Kozak, has made considerable headway over the past two years in dealing with some of these problems and defusing possible flashpoints, daunting obstacles remain. The general

volatility of the North Caucasus tends to militate against greater long-term stability in Chechnya itself [...] The drop in the number of separatist military operations in Chechnya has been accompanied by a growth in such operations in other North Caucasus republics, particularly Dagestan and Ingushetia, which border Chechnya."

Youth joining rebels throughout the North Caucasus (2008)

- Young people throughout the North Caucasus are joining the rebels
- Some join for religious reasons, but other reasons include corruption, impunity, human rights abuses suffered by family members and lack of jobs

RFE/RL, 12 October 2008:

"[...] Yet it remains debatable how many of the men who continue to join the resistance ranks do so purely out of religious conviction. This may hold true for law-abiding young Muslims in the Kabardino-Balkaria Republic (KBR) and Dagestan who have for years been subjected to persistent harassment and victimization by police. (In December 2007, kavkazcenter.com quoted unnamed KBR officials as estimating the number of young men who had joined the resistance over the past two years at over 500. The population of the KBR is a little over 901,000.)

The abortive Nalchik attacks nonetheless marked a turning point in terms of military strategy. But other political and economic factors may also be in play across the region, including the conscious rejection of a corrupt political system and the lack of employment opportunities. In a prescient analysis, presidential envoy to the Southern Federal District Dmitry Kozak warned then-Russian President Vladimir Putin in the early summer of 2005 that high-level corruption, clan ties, cronyism, incompetence, economic stagnation, unemployment, and poverty in the North Caucasus could lead to a sharp rise in radicalism and extremism across the entire North Caucasus and parts of Stavropol Krai.

Some of the young Ingush who participated in the June 2004 attacks said at the time that they joined the resistance after their male relatives disappeared without a trace after being arbitrarily detained by local security services. In Chechnya, dozens if not hundreds of men, and some women, still join the resistance forces every year. Threats by Chechen Republic head Ramzan Kadyrov to hold responsible the parents of young men who do so have failed to stem the outflow. "The New York Times" reported on September 29 that the Chechen authorities have launched savage reprisals, such as torching the homes of fighters' families. The paper also quoted Grozny Mayor Muslim Khuchiyev, a close associate of Kadyrov, as warning that the authorities will not permit families to bury slain insurgents."

Orlova, 28 February 2007:

"The abuses against civilians committed by Russian federal troops and pro-Moscow Chechen military units constitute one of the factors that impacts the terrorist situation, as persons join the rebels due to the inability to find justice through the Russian courts. Thus, one of the things that is needed to truly normalize the situation in Chechnya - apart from undertaking greater democratization efforts, economic aid and reconstruction efforts as well as combating the corruption of officials - is a serious endeavor to consistently prosecute atrocities so that the rebuilding of trust can begin."

Security situation in Ingushetia (2008)

- War came to Ingushetia in 2004 with a rebel attack and now it is "most explosive" republic in the region

- Counterterrorist operation followed rebel attack in 2004, as did increase in human rights abuses
- Attacks rose sharply in 2007, and in response government agents detain suspects and allegedly tortures them
- Ingushetia has the most number of abductions relative to population in the North Caucasus

Memorial, 14 October 2008:

"In the Republic of Ingushetia, militants continue to intensify their activities. During the past summer, seldom a day passed without news about attacks, ambushes, skirmishes and explosions in the Republic. The past summer marked the first time when Ingushetia took the lead among the other republics of the Northern Caucasus in the number of casualties among military and law enforcement agencies. This was a widely anticipated outcome of actions occurring in Ingushetia over the last years, as security forces violate the rights of the local population on a constant basis during counterterrorist operations. In practice, the "siloviki" assist the militants by undermining the population's trust in the authorities and expanding the militants' recruiting base. We would also underline the fact that the total number of [Russian military and security services] casualties in the tiny Republic of Ingushetia have exceeded such figures for Chechnya for the first time – 104 and 103 casualties, respectively."

HRW, 2 July 2008:

"That "black June [2004]" was the turning point - war came into Ingushetia. On the stifling night of 21-22 June, Shamil Basaev appeared in Nazran with a force several hundred strong. For a few hours they held the republic. They killed dozens of policemen and left the local law-enforcement agencies without leadership....The next day the funerals of the murdered policemen began and Ingushetia was almost literally flooded with hatred...Law-enforcement officers broke into houses and seized young men. Many were taken to neighbouring North Ossetia. Some were put in pre-trial detention centres and tortured there. Others were even held in pits. They were forced to confess to taking part in the "attack on Nazran" and having connections with the militants...Support for the militants is constantly increasing. And so is hatred of the special services. This was illustrated last year, when there was a wave of murders in Ingushetia (24 Russians were killed between July and November). Many people in the republic refused to believe that the militants were responsible...In their unsuccessful hunt for militants, the special services shoot young men in broad daylight"

HRW, 25 June 2008:

"The Chechnya armed conflict has spread human rights abuses and instability across the North Caucasus, and particularly in Ingushetia, Human Rights Watch said in a report released today. In the last few years in Ingushetia, Russia has been fighting several militant groups with a loose agenda to unseat the Ingush government, evict federal security and military forces based in the region, and promote Islamic rule in the North Caucasus. Beginning in summer 2007, insurgent attacks on public officials, law enforcement and security personnel, and civilians rose sharply. Against this background of increasing insurgent activity, law enforcement and security forces are carrying out abduction-style detentions of those suspected of insurgency; those abducted are regularly tortured, and sometimes "disappear." Abduction-style detentions and killings in Ingushetia often happen during "special operations," which resemble the pattern of abusive sweep operations and targeted raids seen in earlier years in Chechnya. Groups of armed personnel arrive in a given area, often wearing masks. They do not provide the residents with any explanation for the operation, force entry into homes, beat some of the residents, and damage their property.

Particularly disturbing are the frequent extrajudicial executions. The Human Rights Watch report documents eight such cases. The youngest victim, six-year-old Rakhim Amriev, was killed in a raid on his parents' home, where security forces believed an alleged insurgent was hiding. An

investigation into his death is ongoing. That investigation is exceptional, however, and can be explained only by Amriev's young age, which precluded the authorities from alleging his involvement in insurgency. In the majority of extrajudicial executions, insurgency-related charges are filed against the victims posthumously, and their killings are never investigated."

AI, 19 September 2007:

"In Ingushetia, the security situation has seriously deteriorated, with armed groups launching attacks on troops on a regular basis. Reported killings of ethnic Russians has contributed to fears for the stability of the region. Law enforcement officials including troops of the Ministry of Internal Affairs, and members of the Federal Security Service reportedly are responsible for arbitrary detention, torture, enforced disappearances and extra-judicial executions of ethnic Ingush men. In some cases where men have been arbitrarily detained, their relatives have discovered that they have been transferred to Vladikavkaz under investigation by the investigative group of the department of the Prosecutor General for the Southern Federal Region. They are held without contact with their family and a lawyer of their choice. Amnesty International considers that these individuals are at high risk of torture and other ill-treatment. Others, such as Ibragim Gazdiev, have gone missing without a trace."

Grouping of Russian NGOs, 30 November 2006:

"Since 2002, abductions and disappearances have been reported in Ingushetia - initially affecting mostly refugees from the neighboring Chechnya. Bodies were later discovered in the Chechen territory. In most cases, circumstances suggested involvement of uniformed personnel. "Security" and "sweep" operations began in refugee camps. Federal forces and units started to be deployed in Ingushetia. In 2003, escalation of violence in Ingushetia continued. Disappearances and deaths were reported not only among those "kidnapped by unidentified perpetrators," but also among officially detained or arrested individuals. "Sweep operations" targeted Ingush villages. Rebel fighters became more active as well. In 2004, an increasing number of "disappearances" affected permanent residents of Ingushetia. In many cases, circumstances suggested involvement of federal forces.

And finally, the "counterterrorist operation" in its Chechen format was fully established in Ingushetia following the rebel attack on the night of 21 to 22 June 2004. Whereas before the incident, there had been few cases documented by human rights groups where Ingush police was suspected to perpetrate grave violations of human rights, since then, such complaints have been documented on a massive scale. After the Beslan school hostage-taking crisis, military and law enforcement officials, apparently, sought to demonstrate effective war against terrorism in the North Caucasus. The patterns of fabricated criminal prosecutions and the "conveyor of violence" operate in Ingushetia along the same lines as in Chechnya, but with some specifics."

See also [Militant attacks increase as cracks emerge within leadership](#), RFE/RL, 1 August 2007, [The new hot spot in Russia's Caucasus](#), Commission on Security and Cooperation in Europe, 27 September 2007 and [Do not repeat mistakes made in Chechnya](#), Amnesty International, 25 October 2007.

Security situation in Dagestan (2008)

- Militant Islamists attacking government agents and journalists
- Local security forces conduct special operations against militants
- Police efforts have been ineffective and at times counter-productive
- Reasons for violence include search operations by authorities, persecution of Islamic youth, movement of rebels across border with Chechnya, corruption and criminality

- There are cases of enforced disappearances of young men, in some of which state agents were involved

ICG, 3 June 2008:

"The North Caucasus (Russian) Republic of Dagestan has avoided large-scale violence despite its proximity to Chechnya but is now suffering from escalating street warfare. Several hundred local and federal security forces, administrators, politicians, ministers and journalists have been killed since 2003. The militant Islamist organisation Shariat Jamaat is responsible for much of the violence. Some of its leaders fought in Chechnya, but its extremist propaganda is also attracting unemployed Dagestani youth. This home-grown extremism, espousing jihadi theology and employing terrorist methods, is a new phenomenon. Police efforts to end the street war have been ineffective and in some instances counter-productive. While supporting loyal local elites, Moscow can help halt the increase in violence if it implements an efficient anti-corruption policy and reintegrates youth into the economic and political system.

Street warfare has increased since 2003 and has by far surpassed inter-ethnic conflict over land, resources and employment as the main source of violence. In response, the republic's security forces, often with federal reinforcements, are conducting special operations against Islamic militants which result in yet more bloodshed. The cycle of attacks and reprisals has created a spiral of violence, which has grown distinctively worse in the past year.

Dagestan is not a second Chechnya. Secession has no public support, but the porous border between the two republics has contributed to the problems. Their Islamist movements have historically had different agendas, but in the late 1990s links were created between Dagestani and Chechen Islamists, culminating in an August 1999 joint attack in Dagestan and declaration of a unified Chechen-Dagestani Islamic State.

Violence in Dagestan today is mainly caused by jihadi fighters, not inter-ethnic tensions. Although competition for land and political appointments often follows ethnic lines, the republic's ethnic complexity has neutralised tensions by encouraging allegiances between groups and has prevented the emergence of a dominant one. Conflict between Avars and Dargins, nevertheless, remains a possibility, especially after an Avar, Mukhu Aliyev, became president. Electoral reforms in 2006 sought to "de-ethnicise" politics by ending ethnic electoral districts and introducing a general voting list. They were put to the test in the March 2007 parliamentary elections and appeared to be a relative success: the elections were less an inter-ethnic competition than a personal duel between Aliyev and Said Amirov, a Dargin, for political and economic power...

Large-scale war is unlikely to develop in Dagestan, but violence can be expected to continue to be caused by competition over lands and jobs, spillover from Chechnya and the rise of local jihadi groups. The origins of the present jihadi-inspired violence are in the "hunt for the Wahhabis" carried out by the Dagestani authorities after the 1999 Chechen incursion and the arbitrary persecution of pious youth by local law enforcement officers. The violence in Dagestan's streets is also fed by the movement of rebels and Islamist militants across the porous border with Chechnya, as well as by the republic's omnipresent corruption and criminality...

Reprisals by local and federal security forces have failed to curb the violence; instead they seem to be escalating it. The troubled March 2007 electoral campaign and the growing number of attacks on local officials and assassinations carried out by Islamic militants suggest Dagestan faces a violent future."

Russia Profile, 1 August 2007:

"[...] Today it is not Chechnya, but Dagestan that is the hotspot in the region. Reports from the area's largest republic now recall the "counterterrorism operation" in Chechnya [...] What is now

happening in Dagestan, however, is not explained through any kind of framework, not even an inadequate one. In the first half of 2006 alone over 70 terrorist acts were carried out. And, unlike terrorist acts in Chechnya, the majority of those in Dagestan are not anonymous in nature."

Swisspeace, 22 June 2007:

"The situation with crime in Daghestan continues to be acute. Nevertheless, conflictive events, for instance politically motivated attacks against policemen and demonstrative actions by the implacable opposition, have diminished [...] Most attacks are directed against officials [...] However, civilians often became victims of these operations too. Political control over the law enforcement bodies has been growing."

Swisspeace, 3 May 2007:

"The war between Islamist "jama'at's" (politically engaged criminal gangs) and the law enforcement bodies continues in the republic. It has lately become noticeable that the law enforcement bodies took the initiative. A series of successful operations was conducted resulting in arrests of many members of illegal armed groups and their supporters, as well as liquidation of several influential underground leaders. Secret caches of weapons are regularly found and illicit weapons confiscated from the population, which is reported to continue to possess large amounts of firearms. There were fewer terror attacks, but when they did occur, the response by the law enforcement bodies was better coordinated. It must be mentioned, however, that the Islamist fighters carried out some rather sophisticated attacks against the law enforcement officers."

AI, 19 September 2007:

"According to reports, around 16 young men, between 20 and 31 years old, have gone missing in Dagestan in 2007 so far. Their families fear that they have been arbitrarily detained by police officers and are being held in incommunicado detention in Dagestan or in Chechnya, where they are at a high risk of torture or extra-judicial execution. The prosecutor of Dagestan has reportedly stated that law enforcement officials were involved in some of the cases. A demonstration by a group of relatives of the disappeared who protested against the disappearances in Makhachkala, the capital of Dagestan, was violently dispersed on 10 August 2007. Several participants were charged with violations of the Administrative Code of the Russian Federation. A court in Makhachkala later found that the demonstrators had acted in line with the law and criticized the police action. Amnesty International is not aware of further actions against the policemen involved in this incident. "

Security situation in Kabardino-Balkaria (2008)

- Nalchik raids in 2005 unsuccessful, but significant: showed how the resistance had moved beyond Chechnya with Islam guiding their operations, not separatist aspirations
- Increase of rebel activity in mid-2008 in Kabardino-Balkaria

RFE/RL, 12 October 2008:

"On October 13, 2005, some 150 to 200 highly motivated but poorly trained and prepared young local Muslims launched multiple attacks on police and security facilities in Nalchik, capital of the Kabardino-Balkaria Republic. The raid, seven months after the death of Chechen President and resistance commander Aslan Maskhadov, was not a success. The attackers killed 35 police and security personnel and 14 civilians, but lost 92 of their own. Many of the survivors were apprehended and are currently on trial. Yet despite that setback, and the deaths the following year of two key Chechen resistance figures, the Islamic resistance across the North Caucasus is today stronger, more organized, more ideologically cohesive, and more deadly than it was three years ago. The Nalchik raid was not the first resistance launched outside Chechnya.

But it was the Nalchik attack that served to underscore two key developments: first, the extent to which the armed resistance against Russian police and security forces had already spread from Chechnya to other North Caucasus republics, primarily Ingushetia, Daghestan, and Kabardino-Balkaria; and second, the degree to which Islam had supplanted the Chechens' pro-independence aspirations as the motivating force [...] The decimated Yarmuk jamaat in Kabardino-Balkaria retrenched following the Nalchik debacle, and in late 2007 was subsumed into a larger fighting unit that now operates both in Kabardino-Balkaria and neighboring Karachayevo-Cherkessia."

Memorial, 14 October 2008:

"Furthermore, there was a significant increase in the activity of militants in Kabardino-Balkaria as well [in summer 2008]."

Grouping of Russian NGOs, 30 November 2006:

"From the onset, the armed conflict in the North Caucasus was not limited to the Chechen Republic - in 1999, hostilities started in Dagestan. Since around 2002, there has been a strong tendency of the conflict "spreading" to RF regions neighboring with Chechnya. As of today, some forms of extremist activities and the "counterterrorist operation" have spread to most republics in the North Caucasus - such as Dagestan, Ingushetia, North Ossetia, Kabardino- Balkaria, Karachayevo-Cherkessia - and Stavropol Krai. Accordingly, the entire North Caucasus is affected by the "counterterrorist" practices, involving abductions, arbitrary detentions, torture, cruel and degrading treatment. This, in turn, further fuels the escalation of conflict [...]"

On 13 October 2005, there was an armed attack against a number of government establishments in Nalchik. By official data, 35 law enforcement officers and 92 attackers were killed in the fighting. Most of the attackers were members either of the terrorist underground or of Jamaats.

In the second half of October, authorities convened "meetings of residents and workers' collectives" in many communities of Kabardino-Balkaria. The meetings were presided over by 144 local officials of the FSB, prosecutorial offices, and the Ministry of Interior. The meetings adopted resolutions to expel from the republic all family members of people involved in the 13 October attacks, all followers of "unconventional Islam," all migrants from the Chechen Republic, etc. The republic's authorities had to invalidate the scandalous "resolutions" following high-profile protests by human rights defenders."

Physical security of IDPs in Ingushetia (2007)

- "Special operations" were carried out in temporary accommodation where IDPs live in 2006
- IDPs living in Ingushetia were abducted in North Ossetia

Updated information on this topic could not be found among the sources consulted.

US DOS, 6 March 2007, Sec. 2d:

"Throughout the year security forces continued to conduct security sweeps and passport checks at temporary settlements in Ingushetiya housing IDPs from Chechnya. These sweeps sometimes led to reports of human rights abuses or disappearances.

Following rebel attacks across Ingushetiya in 2004, federal forces conducted sweeps in several settlements housing Internally Displaced Persons (IDPs) from Chechnya. Human rights groups reported cases in which military personnel beat or verbally abused persons during these sweeps;

however, the 20 IDPs they arrested were all released. Human rights groups also reported that several dozen Ingush and Chechens disappeared in Ingushetiya. As with similar operations in Chechnya, reports of beatings, arbitrary detentions, and looting usually followed security sweeps.

...Many IDPs reported that guards at checkpoints forced them to provide payments or harassed and pressured them. "

Memorial, 31 July 2006, p. 12:

"Nominally the residents of TAPs are granted better security than other residents of Chechnya, since they are provided with security guards. To provide security for IDPs two to three guards from the MVD [Ministry of Interior] contract security are deployed in every TAP building for a 24-hour duty. However, many TAPs have been subjected to armed attacks, with guards been unable to call for reinforcement because they did not have radio sets. Besides, they were unable to repel the attacks independently. Following a number of incidents where weapons were seized from TAP guards by armed individuals, the MVD leadership decided against giving weapons to them altogether...

Sudden passport checks keep the inhabitants of CAPs stressed out. Quite often detentions have been carried out with violations of the law and criminal cases being opened without any grounds...

In addition to passport checks, special operations are conducted in CAPs and other settlements, involving large numbers of troops and hardware. Such operations are the harshest of all; they are carried out with a complete disregard for the law: armed men wearing masks do not introduce themselves to anybody; they arrive by vehicles with no license plates and do not explain where they take away the people they detain. It is known that the detainees are subjected to severe torture to force them to make required confessions."

Prague Watchdog and Center for Journalism in Extreme Situations, 19 December 2006, p.7:

"22 ноября 2006 года стало известно о похищении двоих граждан Чеченской Республики, временно проживающих на территории Ингушетии. Оба были похищены и пропали без вести в обеденное время на территории РСО Алания. Похищенные – Магомадов Абубакар Сурьянович, 1985 года рождения, проживал в частном секторе села Кантышево, и Азиев Лема Вахаевич, 1983 года рождения, проживал в МКП «Кристалл»... К сожалению, это не единственный случай похищения людей чеченской и ингушской национальности в Северной Осетии после известных бесланских событий. Родители всерьез обеспокоены пропажей своих сыновей и взывают о помощи ко всем, кто может как то прояснить эту ситуацию."

COE, 21 December 2005:

"NGO's have documented a large number of human rights abuses, abductions and torture, that have taken place in Ingushetia [...] These abuses have sometimes been committed in the course of "special operations" to verify passports in refugee camps. Another worrying trend is that of abductions in Ingushetia of persons who are then taken away and detained in the Chechen Republic, sometimes in unofficial places."

For other examples which occurred in temporary accommodation centers in Ingushetia, see also [Information Bulletin №1005, Council of Nongovernmental Organizations, 23 May 2007](#), ["A Chechen lady-refugee kidnapped from a TRC in Ingushetia," Caucasian Knot, 27 January 2007](#) and ["Two refugees from Chechnya kidnapped in Ingushetia," Caucasian Knot, 21 June 2006](#) and [""Mop-up" at refugee camp in Ingushetia," Prague Watchdog, 30 June 2005](#).

Rule of law

Rule of law in Chechnya and Russia (2008)

- In Chechnya:
- There has been progress in strengthening judicial system, but consolidation of rule of law has been slow
- Legal recourse is still difficult for IDPs in the North Caucasus
- High level of corruption in judicial system, local government and federal subsidy distribution
- In Russia:
- Significant reforms have been implemented since 1993, but President Medvedev has identified deficiencies and questioned independence of judiciary
- Other concerns include a lack of equal access to the courts, transparency of judge selection and non-implementation of decisions against state officials
- While it is possible to identify trends, generalisations about the judiciary in Russia should be avoided

Rule of law in Chechnya

Swisspeace, 22 June 2007:

"The level of corruption, especially in the judicial system and local self-governance as well as in the entire system of distributing the targeted federal subsidies, remains very high. There is, however, a transition from corrupt practices in the use of armed violence-based appropriation, which was wide spread during the war, to a comparatively more peaceful way of accumulating wealth, such as extortion by officials. This of course leads to utter frustration and occasional aggression on the part of the population, especially among youths."

UN OCHA, 12 December 2006:

"Although progress has been made in strengthening the judicial system, the slow consolidation of the principle of rule of law raises serious protection concerns. Legal recourse remains difficult for large numbers of citizens, and particularly those made most vulnerable by displacement or localized violence."

Rule of law in Russia

UN, 29 May 2008:

"The Special Rapporteur highlights the significant changes that have been taking place in the country over the past years and their enormous impact on all spheres of life. He notes that Government authorities at the highest level, including President Medvedev, have expressed concerns over deficiencies in the functioning of judicial institutions, including the question of their independence. The removal of these deficiencies is crucial for the future development of the country. Recent reform initiatives, such as the creation of a special working group on the judicial reform and the establishment of a council to fight corruption, chaired by the President, demonstrate the political will to tackle the problems facing the justice system."

The Special Rapporteur makes the following preliminary observations:

Institutional and legal framework: The Special Rapporteur acknowledges the important reforms implemented since 1993, particularly the adoption of new legislation governing judicial proceedings, and the significant improvement of working conditions of the judiciary. Important

concerns remain about the lack of equal access to the courts and the fact that an important percentage of judicial decisions, including those against state officials, are not implemented. In addition, in spite of early reform initiatives, there is still no legal framework at the federal level for juvenile justice and for a system of administrative courts.

Judiciary: With the adoption of new procedural legislation judges have been assigned the guiding role in judicial proceedings. The Special Rapporteur notes that in some cases judges have not yet been able to assume this central function. Problems with the implementation of judicial decisions have contributed to the poor image of the judiciary in the eyes of the population. Furthermore, criticism has been expressed with regard to the transparency in the selection process of judges and the lack of objective criteria in the allocation of court cases by court presidents, as well as in the implementation of disciplinary measures. Political interference in these spheres has been brought to the attention of the Special Rapporteur, as also confirmed by recent media reports.

The Prosecution: The reform of the office of the prosecutor has apparently led to a more specialized investigative procedure through the establishment of an investigation committee. However, various opinions were expressed as to whether this has actually resulted in a more effective and balanced system between different sides in judicial proceedings.

The Bar: The 2002 Federal law governing the activities of defense lawyers constituted a crucial step towards establishing the Russian bar as an independent and self-regulatory body. However, lawyers have expressed concerns about current proposals to amend this law which may threaten their independence. These relate to procedures for withdrawing the professional status of lawyers and requirements for providing working files as part of potential inquiry which would compromise the privileged nature of lawyer-client relations. The Special Rapporteur expresses his concern with the tendency to identify defense lawyers with the interests, opinions and activities of their clients. Lawyers also drew attention to the practical obstacles they face in becoming judges; in fact, it appears that the majority of judges – before being appointed - have served as prosecutors, investigators or court staff.

Non-governmental organizations: NGOs play a crucial role in the protection of human rights, particularly through the justice system."

EU-Russia Centre, 30 April 2008:

"Before dealing with specifics, it is necessary to sound a note of caution about making generalised statements concerning the Rule of Law and the Independence of the Judiciary in Russia. Russia is a vast country. That reality inevitably means that the writ of the executive is felt more powerfully in some regions than others. This in turn means that some regions have a stronger reputation for judicial independence than others. For example, whilst the Moscow and St. Petersburg judges are highly qualified from a professional standpoint, they are also commonly regarded as the most susceptible to political influence, while in other Russian regions, the 'fusion' of executive and judicial authority is not so pronounced. Therefore it should not be assumed that any of the issues referred to below applies in any uniform across Russia, although they do nevertheless, represent recognised trends.

The Positives

As is widely appreciated, there has been substantial legal reform in Russian since the early 1990s. Much has been positive and encouraging from the point of view of a strong Rule of Law.

- The introduction of jury trials for serious offences (with consequential increases in the rate of acquittals, although the impact of this is reduced by the prosecution's right of appeal which is often successful).
- The expansion of judicial power over areas such as pre-trial detention, arrest warrants, searches and seizures and the corresponding reduction in the power of the Procuracy.
- The requirement that a suspect be brought before a judge within 48 hours of arrest.

- The provision of extra protection for judges.
- The establishment of a Judicial Training Academy.
- The efforts that have been made to inform judges of the provisions and relevance of international law.
- The Presidential Programme for Financing the Courts which allocated a budget of 45 billion roubles for the period 2002-2006 to improving court buildings, the computerisation of courts, increasing court staff and increasing the salaries of judges (although these still remain relatively low – the highest being in the region of \$3,000 per month) [...]

Negatives

There are, however, a number of areas of obvious concern in relation to the Rule of Law and Judicial Independence. In criminal cases there remains an unhealthy proximity between prosecutors and judges. There is a widespread view that the courts are often merely the judicial arm (and an extension) of the Prosecutor General's office. Judges mostly come from prosecutors' profession. It is almost impossible for an advocate to become a judge. There is a continued perception amongst judges that their principle function is to act as the defender of State interests [...] There can be little doubt that in cases where major economic or political interests are at stake the courts of all levels tend to be politically subservient. If anything this trend has grown in recent years. The most pronounced and extreme example is the internationally renowned cases involving Yukos and Mikhail Khodorkovsky where 'total State influence' over the judicial process is widely perceived to have occurred.

Political Interference in the judicial appointments procedure has, if anything, worsened under laws brought into force in the wake of the Beslan siege, allegedly for "counterterrorism" purposes[...]

Unlike in Western democracies, there is no presumption of innocence in Russia. The evident bias of the courts towards conviction is claimed by many human rights activists to be the most important reason - setting aside socio-economic causes – for the recent rise in the numbers of those imprisoned. Another is the readiness of judges to approve requests from the prosecutor's office and investigative bodies to use custody as a measure of restraint for suspects and defendants. Once detained by the police, the FSB or one of the other numerous Russian law enforcement agencies, a suspect can expect court approval of his arrest in almost 100% of cases. Furthermore, bail is almost never granted. The suspect is then kept in pre-trial detention isolation (or prison), sometimes for weeks without access to his lawyer. In order to visit his client at a pre-trial detention centre, a lawyer must first obtain permission from an investigator – permission that is rarely given [...]

Many factors contribute to a lack of independence in the way the decisions are taken by judges in modern Russian courts. The way that an individual is treated once he is caught up in the machine of Russian justice, is far from humane, as well-documented evidence shows. The Russian judicial system does not have a single element that seeks to rehabilitate or convert criminals, and appears to have no interest in returning them to the society as reformed people. The system is concentrated on severe punishment, with little or no public control over state repression."

CRI Project, 31 May 2007:

"Russia's judiciary system is developed well enough to protect citizens' rights [...] Despite the large number of applicable cases, the number of instituted criminal cases is incomparably small. The state of affairs is not much better for other articles of Chapter 1743. It should be taken into account that, in accordance with Russian legislation, one is allowed to file charges in court against unjust actions of state officials or unfair verdicts and decisions made by government agencies, local government authorities, organizations and businesses. NGOs know of numerous cases where law enforcement officials refuse to accept statements from victims and people who find themselves in danger. At the same time, law enforcement officials often take a prejudiced view of people from the

Caucasus and Central Asia, as well of those of African and Asian origin.

Corruption engulfs the courts as well. On the one hand, often appearing in court in defence of victims, nongovernmental organizations are unable to win convictions of the guilty. On the other hand, NGOs often have to deal with cases where the evidence is fabricated against the accused. In order to win legal protection, one must use attorneys' assistance, which may be supplied during critical moments by nongovernmental organizations and the lawyers who work with them. It is evident that NGOs are unable to guarantee free legal assistance."

Inadequate investigations into human rights abuses in Chechnya (2008)

- Investigations are opened into human rights abuses, but largely with no results
- Forces in charge of "counter-terrorist operations" are exempt from liability for damage caused
- State officials are rarely prosecuted for human rights abuses which has resulted in continued impunity
- Those who seek justice are pressured and intimidated and others are therefore reluctant to report abuses

CoE, 11 April 2008:

"Although a positive evolution has been noted in the Chechen Republic by the majority of NGOs in respect of new cases, the problem of impunity for serious human rights violations remains."

NHC, 30 April 2008:

"In some cases, federal and Chechen servicemen have been prosecuted for crimes committed in relation to the counter-terrorist operation. The decisions in the cases against federal servicemen Budanov, Lapin and Ulman have been confirmed and there have been a few other cases of convictions of servicemen for grave crimes, such as murder. However, the general picture is one of continued impunity for grave crimes committed by local and federal servicemen. The Prosecutor's office in Chechnya has opened a number of cases into allegations of grave human rights abuses (such as enforced disappearances, of which there are at least 3000), but (except for the Lapin case) the investigations have not produced any results...There has been no effective response by the Chechen prosecutors to these complaints, underlining another basic problem: Prosecutors consistently refuse to open cases and/or investigate effectively complaints dealing with abuse of power by local and federal law enforcement, military and security officers whose identity is unknown."

Grouping of NGOs, 8 February 2008:

"Numerous civilians became victims of grave, widespread and systematic human rights violations in the course of hostilities. Hostage-taking, extrajudicial executions, indiscriminate bombardments, torture and enforced disappearances became common practice of all the parties to the conflict. However, the crimes committed by both by insurgents and by the agents of the Russian State remain largely uninvestigated and unpunished. The ineffectiveness of legal remedies theoretically available according to the Russian legislation to victims of the crimes committed by the Russian military and police has been confirmed in numerous judgments of the European Court of Human Rights relating to their individual applications.

According to Russian law, the only avenue for bringing those allegedly responsible for grave human rights violations to justice is criminal prosecution, opened and conducted by the relevant prosecutor's office, public or military. Civil proceedings may lead to an award of pecuniary

compensation, but their outcome will often depend on the results of criminal investigation and they are incapable of establishing and punishing those responsible.

Further, the Federal Laws on Suppression of Terrorism of 1998 and of 2006 exempt the forces in charge of counter-terrorist operations (the 'official' label for the armed conflict in Chechnya and neighbouring regions) from liability for damage caused, which effectively prevented both civil and criminal proceedings and allowed those responsible for crimes against civilians to remain unpunished..."

HRW, 30 September 2007:

"Only a few cases against servicemen and police officers for abuses against Chechen civilians reach the Russian courts. In the majority of cases involving serious abuses, prosecutors fail to mount meaningful investigations, in many cases even failing to question eyewitnesses. Many of those who have sought justice have been subjected to verbal and physical threats."

AI, 19 September 2007:

"Amnesty International is concerned that serious human rights violations have been committed with impunity in the course of the second Chechen conflict. While there have recently been some developments in the prosecution and conviction of alleged perpetrators, nevertheless Amnesty International considers that the Russian authorities' record on investigation, prosecution and convictions of members of law enforcement bodies for serious violations of human rights and humanitarian law in the North Caucasus continues to fall far short of its obligations under international law.

In June 2007, a Russian court sentenced four men, members of a special unit of the Russian Military Intelligence (GRU), to imprisonment for nine to 14 years for murdering six Chechen civilians in January 2002. A military court in Rostov-on-Don is currently hearing the case against two officers of the Russian Ministry of Interior troops, accused of abduction and the murder of three Chechen civilians. Jury trials have acquitted the men on two previous occasions. Investigations are reported to have been opened into alleged torture at detention facilities in Grozny run by the Operational/Search Bureau No. 2 of the Main Department of the Ministry of Internal Affairs of

the Russian Federation responsible for the Southern Federal Region (ORB-2), and against individual members of the Chechen security forces."

AI, 23 May 2007:

"When someone is detained or abducted, the authorities' immediate reaction has usually been woefully inadequate. And once an investigation is opened, the steps taken to investigate the crimes are largely ineffective. The prosecutor's office appears unable to identify suspects and cases are routinely suspended. Cases are opened and suspended numerous times [...] To Amnesty International's knowledge, of the thousands of criminal cases opened, in only one has a person been convicted in connection with the enforced disappearance of a person in Chechnya, whose whereabouts remain unknown. The lack of effective prosecutions has resulted in a climate of impunity [...]"

[...] Everyone who seeks justice for human rights violations in Chechnya faces a climate of hostility and menace. People searching for missing relatives are no exception. As a result, witnesses in enforced disappearance cases have been reluctant to come forward and relatives are increasingly hesitant to speak openly to human rights monitors...Families searching for their relatives have received death threats and anonymous phone calls. Some have reportedly been "advised" in a threatening manner by officials from the prosecutor's office not to continue their search. Family members have been detained and beaten. Some have themselves become the victims of enforced disappearance. Due to fears for the security of the individuals concerned, it is

not possible to make public many of the names or other details that would identify those individuals [...]"

HRW, 3 March 2005:

"The Russian government has utterly failed to establish a meaningful accountability process for abuses by Russian and pro-Moscow Chechen forces. In what is also a long-standing pattern, law enforcement agencies usually make no effort to conduct even the most rudimentary investigative actions, such as questioning witnesses or searching for a particular car that had allegedly been used by the perpetrators. Even in cases where the victims or witnesses have information that could easily lead to establishing the perpetrators, such as the names of unit commanders or the license plate number of the cars, the investigators take no action to utilize this information. In some cases, when the evidence strongly suggests the involvement of Russian forces, the civilian procuracy tries to hand the case over to the military prosecutor, who in turn usually refuses to take it, and the case becomes stalled between the two institutions."

See also *Integration of the Human Rights of Women and a Gender Perspective: Violence Against Women*, UN Commission on Human Rights, 26 January 2006.

European Court of Human Rights confirms inadequate investigations and responsibility of Russia for abuses (2008)

- European Court of Human Rights consistently finds Russian investigations inadequate because of long delays, omissions in people questioned and a failure to conduct thorough and prompt inquiry into complaint
- In response to the rulings, Russia has paid compensation but has failed to conduct proper and thorough investigations and bring perpetrators to justice

EHRAC, 3 July 2008:

"The European Court has yet again found Russia responsible for the disappearance and 'presumed death' of persons detained during the Chechen conflict. While the events of the past cannot be changed it is within the State's power to conduct effective investigations into these atrocities and in so doing provide some form of redress to the relatives of the disappeared. After 37 European Court judgments finding gross human rights violations in Chechnya, and as negotiations for a new EU-Russia agreement start this week, the EU must take steps to ensure there is accountability for these abuses."

HRW, 31 July 2007:

"WHAT DO THE EUROPEAN COURT JUDGMENTS ON CHECHNYA SAY?"

- The European Court determined that Russian security forces committed grave human rights abuses in Chechnya, including murder, enforced disappearance, torture, illegal destruction of property, and violation of privacy during an illegal search.
- In cases involving enforced disappearance, the court found that victims could be presumed dead, since they were abducted by unidentified Russian servicemen without any subsequent acknowledgement of detention and had not been seen in many years. Furthermore, the court found that the Russian authorities failed to provide any explanation for the "disappearances."
- The European Court determined that Russian officials have been negligent in their investigations into victims' complaints regarding abuses committed by Russian servicemen. The authorities failed to promptly open investigations or conduct basic investigative steps, such as interrogating witnesses or potential perpetrators identified in video footage or other materials. Victims and their relatives most often received no information or only perfunctory letters about the investigations. Officials repeatedly suspended and reopened investigations for up to six years without producing any results.

- The court determined that the indifference demonstrated by the Russian government, as exemplified in the failed investigations, caused suffering of such gravity as to constitute inhuman treatment of victims' relatives.
- The European Court found that Russia failed to provide victims the opportunity to achieve justice within Russia. Incomplete and inadequate investigations meant that no perpetrators of abuses were ever identified. In the absence of suspects, no cases were ever referred for trial.
- The court found the Russian authorities in violation of their obligation to cooperate with the court by refusing to submit requested documents. The Russian authorities have repeatedly rebuffed requests from the European Court for documents in cases concerning Chechnya, claiming that domestic law precludes them from doing so because investigations are ongoing or the documents contain state secrets...

The patterns of detention, torture, and enforced disappearance have changed little since the earliest days of the crisis. The widespread patterns of abuse in Chechnya persist primarily due to the continued lack of accountability for perpetrators. The Russian government has continuously failed to investigate and prosecute crimes committed by state agents. Regarding torture, Human Rights Watch is aware of only one case in which an official was convicted for physically abusing someone in custody. Not a single person has been held accountable for enforced disappearance."

COE, 12 June 2007:

"Since 2005 a number of judgments of the European Court of Human Rights ("the Court") have found important violations of the European Convention on Human Rights ("the Convention") by Russian security forces during anti-terrorist operations in Chechnya in 1999 and 2000. The judgments relate to:

- the failure to present any justification for the use of lethal force by the state agents in respect of the applicants' relatives and one of the applicant's sons (violation of Article 2)2;
- the failure to prepare and execute anti-terrorist operations involving the use of heavy combat weapons with the requisite care for the lives of civilians (violations of Article 2)3;
- the failure to carry out an effective criminal investigation into the circumstances surrounding the deaths or alleged deaths of the applicants' relatives or allegations of torture and lack of an effective remedy in these respects (violations of Articles 2, 3 and 13)4;
- the state's responsibility for the unacknowledged detention of the applicant's son and his subsequent disappearance and the authorities' failure to provide the applicant with any plausible explanation in this respect for more than 6 years, notably through the criminal investigation not opened until 1 and a half years after the event (violations of Articles 3 and 5)5;
- unjustified destruction by the security forces of the property of one of the applicants in the course of a anti-terrorist operation (violation of Article 1 of Protocol No. 1)6."

For decisions on cases lodged against Russia at the European Court of Human Rights, visit the Court's [website](#).

Implementation of European Court of Human Rights' judgments (2007)

- Government of Russia has paid compensation to successful applicants and investigated criminal cases anew
- It has also taken measures to prevent new similar violations and establish effective remedies
- However, investigations drag on and none of those identified as responsible have been brought to justice

Memorial, 31 October 2007:

"What measures are being taken by Russian authorities to implement the ECtHR decisions? Applicants are paid monetary compensation in time and in full, criminal cases are investigated anew, but investigation drags on with no good reason. None of the officials who were clearly involved in perpetrating crimes have gone on trial. There is still no information on people whose abduction was considered by the ECtHR, not to mention that no amendments have so far been taken to change the normative acts outlining security services' actions in areas of internal conflicts (anti-terrorism legislation, charters of armed forces). Meanwhile, the need for such changes results directly from some ECtHR decisions."

AI, 19 September 2007:

"Amnesty International is not aware of any case where the Russian authorities have brought to justice those responsible for the human rights violations detailed in these European Court judgments. At the same time, Amnesty International continues to receive reports of harassment and intimidation of those who turn to the courts in Russia or the European Court of Human Rights seeking justice."

CoE, 12 June 2007:

"[...] 74. Since the events of the present cases, a number of changes have taken place which should contribute to the prevention of new similar violations:

-the General Prosecutor created on 8 February 2000 the Prosecutor's Office of the Chechen Republic and on 9 September 2002 the Military Prosecutor's Office of the Joint Group of forces in the North Caucasian region;

-according to Ruling n°15 of the Prosecutor of the Chechen Republic of 30 November 2002, interagency investigative groups were created with a view to investigate grave crimes;

-an interagency working group has been created in June 2005, headed by the Deputy Prosecutor of the Chechen Republic and including the heads of law enforcement bodies and of the security forces, to coordinate their action in those cases;

-the United Register of kidnapped or disappeared persons has been also created and is regularly compared with the lists of detained or convicted persons;

-a program providing for a set of measures to prevent kidnappings and to ensure the effective investigation into disappearances, adopted in 2004, was corrected in January 2005 by the prosecutor's office of the Republic in cooperation with the Ministry of Interior of the Republic, the local FSB department and the Prosecutor's Office;

-the new Code of Criminal Procedure entered into force on 1 July 2002, with new rules of investigation.

b) Sanctions against officials responsible for abuses

75. According to the statistics provided by the General Prosecutor's Office, since 1999, the time of first anti-terrorist operations in the North Caucasian Region, the Military Prosecutor's Office has opened 245 criminal cases in relation to crimes allegedly committed by servicemen, out of which

- 98 cases concerning 127 servicemen have been transferred to military courts for trial;
- 62 cases have been discontinued for different reasons, notably an amnesty act, for want of corpus delicti or following the death of the accused);
- 85 cases are still under investigation.

76. So far no statistics regarding possible convictions has been provided. Military courts have tried criminal cases against 117 servicemen, including 28 officers.

c) Redress for victims

77. No specific information has been provided by the authorities on this issue. However some basic principles emerge from the laws referred to by the authorities with regard to the legal framework governing the actions of security forces (see §§ 18 and seq.).

78. The recent Law "On Suppression of Terrorism" contains a number of provisions regarding compensation for damages resulting from terrorist acts and anti-terrorist activities applicable as from 1 January 2007. Prior to its entry into force, these issues were governed by the former Law "On Suppression of Terrorism".

[...]

82. As regards the draft law setting up a specific procedure to allow victims to obtain redress for ineffective investigations, the Russian authorities indicated, on 7 November 2006, that this draft law was considered inappropriate, given the fact that Russian law already contains legal mechanisms allowing victims to obtain redress in such cases.

[...]

85. The measures reported by the authorities (see § 74 above) should doubtlessly contribute to the establishment of effective remedies in the Chechen Republic, inasmuch as they provide the necessary infrastructure which was deficient at the time of the events impugned by the Court."

Continued impunity for human rights abuses in North Caucasus (2008)

- Only a few servicemen have been found guilty and sentenced for murdering Chechen civilians
- In general there is continued impunity for crimes committed by state agents in Chechnya
- Impossible to charge for crimes against humanity under Russian domestic criminal law
- Persons who commit crimes against humanity will at most be charged with murder or war crimes
- Ultimately, social barriers are standing in the way of systematic prosecution of crimes against humanity

Conviction of some servicemen

NHC, 30 April 2008:

"In some cases, federal and Chechen servicemen have been prosecuted for crimes committed in relation to the counter-terrorist operation. The decisions in the cases against federal servicemen Budanov, Lapin and Ulman have been confirmed and there have been a few other cases of convictions of servicemen for grave crimes, such as murder. However, the general picture is one of continued impunity for grave crimes committed by local and federal servicemen. The Prosecutor's office in Chechnya has opened a number of cases into allegations of grave human rights abuses (such as enforced disappearances, of which there are at least 3000), but (except for the Lapin case) the investigations have not produced any results...There has been no effective response by the Chechen prosecutors to these complaints, underlining another basic problem: Prosecutors consistently refuse to open cases and/or investigate effectively complaints dealing with abuse of power by local and federal law enforcement, military and security officers whose identity is unknown."

AI, 19 September 2007:

"In June 2007, a Russian court sentenced four men, members of a special unit of the Russian Military Intelligence (GRU), to imprisonment for nine to 14 years for murdering six Chechen civilians in January 2002. A military court in Rostov-on-Don is currently hearing the case against two officers of the Russian Ministry of Interior troops, accused of abduction and the murder of three Chechen civilians. Jury trials have acquitted the men on two previous occasions. Investigations are reported to have been opened into alleged torture at detention facilities in Grozny run by the Operational/Search Bureau No. 2 of the Main Department of the Ministry of Internal Affairs of the Russian Federation responsible for the Southern Federal Region (ORB-2), and against individual members of the Chechen security forces."

RFE/RL, 14 June 2007:

"A military court in southern Russia has sentenced four soldiers for killing six civilians in Chechnya [...]"

The case, which failed to secure convictions in two earlier civilian jury trials, is seen as a test of Moscow's willingness to acknowledge atrocities by federal troops. The court in Rostov-na-Donu handed down sentences ranging between nine and 14 years. The stiffest sentence went to Eduard Ulman, who was commanding the unit in January 2002, when the soldiers opened fire on a civilian vehicle and killed the survivors, including a pregnant woman."

UN CHR, 26 January 2006:

"76. With regard to prosecutions for violence against women in Chechnya, the information received by the Special Rapporteur suggests that such cases are rarely prosecuted and punished. Memorial reports that in two cases where the perpetrators were found guilty of rape, they were

only sentenced to symbolic punishments and were not actually deprived of their liberty. The case against Colonel Yuri Budanov is an exception. On 25 July 2003, Colonel Budanov was found guilty and sentenced to 10 years in prison for the murder of Elza Kungaeva, a 19-year-old Chechen woman. It was however only following a public outcry that Colonel Budanov was prosecuted but, despite evidence that he had raped Ms. Kungaeva, he was only charged with murder."

BBC, 25 July 2003:

"A Russian officer has been convicted of murdering a Chechen woman and sentenced to 10 years in jail. Colonel Yuri Budanov admitted killing Kheda Kungayeva in March 2000, but claimed he was temporarily insane. Last December, a court in the southern Russian city of Rostov-on-Don accepted his defence and acquitted him. But that verdict was overruled in February by Russia's supreme court, which ordered a retrial. The judge in the new trial ruled on Friday that Budanov was of sound mind at the time of the killing and found him guilty of kidnapping, murder and abuse of power."

Dim hopes for justice

Orlova, 28 February 2007:

"[...] direct application of the universally-recognized legal norms dealing with crimes against humanity or even the provisions of the Nuremberg Charter in Russian domestic criminal law poses tremendous difficulties. Thus, it is currently virtually impossible to charge anyone with crimes against humanity under Russian domestic criminal law due to the absence of a provision in the Criminal Code specifically dealing with such a crime. Hence, persons who commit crimes against humanity will at most be charged with murder or war crimes.

Even if the offence of crimes against humanity is eventually explicitly introduced into the Russian Criminal Code, a number of other problems are likely to arise that would potentially make it

challenging to prosecute individuals who commit atrocities against Chechen civilians. Some of the difficulties would stem from how the civilian population is defined, some from the widespread or systematic requirement that is characteristic of crimes against humanity, while other difficulties would include the hardships in collecting and the credibility of evidence, as well as the social perception of the Chechens in the rest of the Russian Federation.

[...] presenting the Chechen situation as "normalizing," while at the same time dismissing the pro-independence elements in Chechens as mere "pawns of al-Qaida", combined with the negative public perception of the Chechen population, virtually eliminates the possibility of conducting systematic prosecutions of offenders who commit crimes against Chechen civilians.

[...] On the whole, social factors constitute perhaps "the" most significant barrier to the prosecution of crimes against humanity. Negative public attitudes towards the people of Chechnya are one of the factors that prevent civil society from demanding that the Criminal Code be amended to incorporate the offence of crimes against humanity in order to enable prosecutions of those responsible for the atrocities in Chechnya. As long as both the general population and the political elites view the deaths and disappearances of Chechen civilians as somehow "justifiable," "excusable," or even "isolated conduct," the hope for trials of perpetrators of crimes against humanity remains slim.

Furthermore, evidence that points either to "widespread" or "systematic" abuses against Chechen civilians - the two hallmarks of the crimes against humanity offence - will likely be dismissed by both the Russian public and leadership, in part due to these negative public attitudes, and in part due to Moscow's efforts to present the situation in Chechnya as stable, and to "move forward" with the peace enforcement process. Such "moving forward" is currently done without acknowledging the nature and the scope of abuses that have taken place, especially if such acknowledgment would implicate the current Chechen leadership - a factor that does not fit into the Kremlin's current Chechen strategy. Absent the public support and the political will to prosecute crimes against humanity, the Russian courts will continue to deal with cases of abuses perpetrated in Chechnya under the murder rubric, as indicated by the Budanov and Ulman cases. On the whole it is these social barriers that serve as effective roadblocks to the systematic prosecution of crimes against humanity."

Prague Watchdog, 21 July 2008:

"It will not be possible to obtain justice through the Russian judicial system for rather a long time yet. There are no particular grounds for hoping that a special tribunal on the lines of those that were set up for Rwanda or the former Yugoslavia will be created. A resolution to this effect would have to be adopted by the UN Security Council, where Russia, assuming that other countries would dare to go along that path, has the right of veto. The International Criminal Court is also out of the question, because the Russian leadership has not yet ratified its statute.

Of all the available mechanisms for the restoration of justice, only the Strasbourg court is available to Chechens. But that court only considers cases of specific crimes against the person and in no way affects the system of killings and abductions that has been created in Chechnya. As a result, the creators of the system and those who have headed it (in particular, the generals who have ordered "mop-ups") remain outside the court's jurisdiction."

Lack of police protection for victims of racially motivated attacks (2008)

- Victims of racially motivated attacks say police are unwilling to record details and in some cases have not stopped such attacks happening in their view

- There was a decline in criminal prosecution of racist violence in 2007, though acts of racist violence increased
- Many victims are discouraged from making complaints
- Official statistics on the incidence of hate crimes and their prosecution are not collected

AI, 24 October 2007:

"Many individuals to whom Amnesty International has spoken relate stories of futile attempts to complain to the police about attacks that they have suffered, which they believe were racially motivated. According to them, the police are reluctant to record those details of the attack that suggest it was racially motivated. It seems that the police and law enforcement authorities are more likely to investigate racially motivated attacks when the attacks have resulted in a killing or serious injury.

Victims of attacks state that the police are simply not interested in recording attacks, or will not process a complaint until they have checked the documents of the complainant. If they do reluctantly record the attack, they appear to downplay any racist motive, and take very few steps to actively investigate the incident. In some instances, there have even been reports of police standing by, watching, as violent racist attacks occurred, and using racist language themselves.

Despite some improvements, Prosecutors' offices, equally, seem to make uneven efforts to secure convictions for racist attacks all too often, attacks are classified as hooliganism or simply assault.

This attitude has deterred many victims from making complaints. In addition, some fear reprisals from the police."

Human Rights First, 8 September 2008:

"Hate crimes – acts of violence targeting individuals on account of their race, religion, ethnicity, sexual orientation, or other similar attributes – have been a growing problem throughout the Russian Federation. The number of hate crimes in Russia continues to grow steadily, with 2008 on track to be another record-setting year.

The government response to this serious problem has been inadequate. Government officials have on occasion publicly spoken out against racist violence in general, and on individual cases of hate crimes, but with little apparent follow-through. Just as often, officials have sought to downplay the scale of the problem. No official statistics on the incidence of hate crimes and their prosecution are systematically collected and regularly reported by Russian criminal justice authorities, suggesting indifference to the problem. And despite the relatively sound legal basis with which to address hate crimes as the more serious crimes that they are, those responsible for hate crimes operate with relative impunity.

Although cases of racist murders and serious assaults are likely to generate some attention by the media and may be recorded by nongovernmental monitors, the day-to-day low level harassment is thought to be widely under-reported. Victims of hate crimes are often members of vulnerable minority groups and fear risking further discrimination, harassment, and abuse at the hands of law enforcement officials. Given that most hate crime victims in Russia are consequently reluctant to inform police or authorities for fear of official indifference or retribution, many crimes go unreported every year. Thus it is believed that even the most credible nongovernmental figures on hate crimes are very low in comparison to the actual number of hate crimes occurring in the country.

-Law enforcement and criminal justice agencies should publicly commit to investigate allegations of bias motives in specific violent hate crimes, and to provide regular public updates into the investigation and prosecution of such crimes.

-Criminal justice officials should undertake a more systematic application of available criminal law provisions that allow for enhanced penalties when a crime has been determined to have been motivated by bias.

-Police and prosecutors should be trained in identifying, recording and investigating bias motivations, and in bringing evidence of bias motivations before the courts.

-Law enforcement officials should work together with victims, their communities and civil society groups to increase the confidence of hate crime victims to report crimes to the police."

SOVA, 14 March 2008:

"The biggest incident occurred in Stavropol Krai in early summer. On 24 May, a common fight broke out in one part of the city and rapidly led to a mass conflict and interethnic tensions, panic and rumors alleging that "dozens of Russians were killed by natives of the Caucasus," and that attempts were made to set fire to buildings and sites whose owners were from the Caucasus, etc. The situation became worse after two ethnic Russian students were killed on 3 June, allegedly by "Caucasian men."

[...] the local police anticipated disturbances and were able to prevent riots. A few cars were damaged, but otherwise serious harm was avoided. It was revealed later that the fight had been preceded by an attack against two young Chechen men, which the police refused to register or respond to.

The Stavropol authorities, to give them credit, did their best to prevent "a Kondopoga scenario." They mobilized the city's emergency services, temporarily limited the opening hours of the city's restaurants, clubs, and other entertainment facilities. That said, they made a number of mistakes which, in the short term, added to the tensions already existing in the community, and in the longer term may have paved the way for recurrence of similar incidents in the future.

Firstly, as in most such incidents, the authorities attempted to withhold information about what was coming, which immediately caused panic and rumors. When official information about the conflict became available, it was too late – the rumors persisted. The level of panic was so high in the community that a university in Stavropol imposed a curfew on the students to protect them from "massive killings and rapes of young people."

Secondly, the police obviously lacked clear guidance on how to respond to the ultra-right's "unusual" conduct, particularly at the peak of the conflict. As a result, the situation was exploited by two competing local ultra-right groups active in the community at that time: while the authorities suppressed the local RONS chapter, their competitors, the Stavropol Union of Slav Communities (an ultra-right neo-pagan group) partnered up with the city authorities, ostensibly to assist them in resolving the conflict. [...]

Unfortunately, the main visible outcome of 2007 in criminal prosecution of racist violence was a considerable decline of the rate of such prosecution. While in the years prior to 2007 we saw the number of convictions taking into account the hate motive doubling each year, in 2007 the trend discontinued. This fact is alarming, given the fact that racist violence has been growing at the same fast pace. We know of only 24 trials of racist violence cases ending in convictions in 2007. Held in 17 Russian regions, such trials sentenced at least 68 people. In 2006, 33 trials sentenced 109 people. However, we should also note a few positive developments.

Firstly, the Moscow City Prosecutor's Office made a visible progress in its treatment of racists violence [...] Secondly, courts did not take long to apply the August 2007 amendments of the Criminal Code. "

Discrimination

Some IDPs from Chechnya living outside of north Caucasus feel unsafe (Special report, 2008)

- Some IDPs from Chechnya living outside of the north Caucasus feel unsafe
- Ethnic Chechens are targeted by police and extremist groups, but so are non-ethnic Chechens

IDMC Special report, 2008:

"IDPs have the right to life, liberty and personal security, as set out in Guiding Principle 12 and Article 3 of the UDHR. While IDPs generally felt secure where they were living, some reported they felt unsafe as they were targeted by skinheads, nationalists and police on the basis of their origin from Chechnya.

The Open Society Institute concluded in 2006 that the Moscow police were disproportionately targeting people in the Moscow metro system who seemed non-Slavic for identity checks. This pattern was confirmed by a number of IDPs interviewed by IDMC. One displaced woman in Moscow explained how her younger son, who looks ethnic Chechen, was stopped by the police, whereas her elder son, who looks ethnic Russian, was not. Her husband, an ethnic Chechen, has also been stopped and detained by police, though she added that such stops happened less often now than in the past. Ethnic Chechens, however, were not the only group to report being stopped by police, as a displaced ethnic Russian man in Saint Petersburg said he was also often stopped by the police. He was born in Chechnya, but grew up in Saint Petersburg and had been permanently registered there for ten years. He now carried only his driver's license in order to conceal his place of birth.

In Moscow some Chechen boys were reportedly beaten by skinheads and in Rostov nationalists harassed one Russian family when they found out the family was from Chechnya. This was consistent with reports of increasing racial and nationalistic attacks and growing extremism in Russia on national, religious and racial grounds."

Discrimination of Ingush in North Ossetia-Alania (2007)

- Ingush residents in North Ossetia believe they are being persecuted on ethnic grounds, according to International Helsinki Federation for Human Rights

Updated information on this topic could not be found among the sources consulted.

IHF, 26 January 2007:

"After the 1992 Ossetian-Ingush conflict, the majority of the Ingush inhabitants were forced to leave their places of permanent residence in the Prigorodny region. During the post-conflict years, a number of them returned to their houses. In spite of the fact that in many villages the situation remained complicated, as previously, life started returning to normal, and good neighborly relations were slowly reestablished between the Ingush and Ossetian inhabitants.

Unfortunately, after the terrible Beslan hostage taking the interethnic tension is again aggravated. Since some time ago Ingush inhabitants have started disappearing and the number of incidents of armed attacks against them increased...

During their missions in the North Caucasus, IHF representatives more than once traveled to the Prigorodny region. Unfortunately, we have yet to ascertain that the local authorities made no real efforts to investigate these crimes, and to find and punish those who are guilty. Especially disturbing is the fact, that in some cases it is precisely the law enforcement bodies themselves that allegedly were subjecting to the unlawful persecution of Ingush families living here.

Such facts, and also some candid insults by representatives of North Ossetian power structures addressed to the ethnic Ingush people, create the impression among Ingush inhabitants that they are being ethnically persecuted."

Treatment of Chechens outside of the North Caucasus (2008)

- Russian NGOs report that ethnic Chechens outside Chechnya are systematically discriminated against and cannot enjoy their rights
- Ethnic Chechens outside of Chechnya face particular difficulty obtaining residence registration and jobs, and are singled out for document checks on the street
- Increase in incidence and severity of racially motivated violence, including against Chechens

Grouping of Russian NGOs, 12 August 2008:

"Ethnic Chechens outside Chechnya are systematically discriminated against, persecuted and subjected to restriction of rights [...]"

Discrimination against Chechens

112. According to NGOs estimates at the moment the number of former Chechnya residents who may be classified as 'internally displaced persons' vary from 300,000 to 500,000 people. These include all people forced to leave the Chechen Republic since 1991 up to now who have failed to find permanent housing and employment and get access to adequate medical care and social welfare. Most of them still cannot integrate in Russia. Apart from that, a lot of ethnic Chechens who left Chechnya before 1990s or were born outside it live in many places all over Russia. Internally displaced persons are the most vulnerable category amongst Chechens, but even Chechens with a stable social status are discriminated against [...]"

Denial of registration by place of residence and sojourn

114. The problem of Chechens' registration is real and acute in all regions outside the Chechen Republic. Housing owners often refuse to give Chechens even temporary registration and prefer either to reject problem-making tenants or let them move in but without any registration. Even if landlords are ready to offer registration to Chechens, they need a very strong motivation, knowledge of laws and energy to make police agencies register a Chechen family in their dwellings. Besides, this procedure is time-consuming. Quite often police officers regularly visit houses with Chechen tenants and offer all sorts of trouble to their owners. Even with housing owners' consent the struggle for registration can last for months or even years [...]"

117. To hamper the Chechens' registration, passport office employees often invent requirements absent in the registration regulations. [...]"

119. In Moscow the Chechens' registration, even if granted, is arranged as a humiliating ritual, including registration authorization by the police station head, special check for a criminal past, compulsory fingerprinting, taking full-face and side profile photographs. Sometimes getting consent of the Federal Security Service and the military enlistment office is required. Even if registration is granted, practically all Chechens are recorded in separate files as potential suspects. Similar practices exist in a number of other regions. In Kazan, all Chechens are obliged to re-register themselves each year; as a part of this procedure they have to write a report explaining why they stay in Tatarstan.

120. Chechens are often subject to degrading ID and registration checks. Policemen also regularly visit apartments or houses where Chechens inhabit for examining whether the dwellers were really staying there and to what extent they seemed politically reliable. Chechens are routinely checked outdoors. [...]

Dismissals

121. Refusals to employ Chechens or illegal dismissals happen fairly regularly. Quite often the initiative does not come from employers, since they are regularly pressurised by law-enforcement and security services, i.e. they are either 'not advised' or expressly prohibited to hire Chechens [...]

124. Human rights organizations' experience shows that it makes absolutely no sense to file any enquiries to the Federal Security Service or complaints against it. One never gets any response or explanation; the heads of local Federal Security Service departments utterly ignore all calls and requests to explain the demands of their subordinates.

Fabrication of criminal accusations

125. From autumn 1999 till mid 2003, fabrication of criminal accusations was systematic and looked like a series of mass campaigns initiated from the top after the terrorist acts in Russian cities. In particular, in autumn and winter of 2002, after the hostage taking in Dubrovka Theater, dozens of people whose relatives fell victim to fabricated accusations complained to Moscow human rights organizations. Since mid-2003, such fabrications have been no longer massive in scope, but individual incidents still happen. "

UN CERD, 20 August 2008:

"12. The Committee notes that article 286 of the Criminal Code criminalizes violations of rights and lawful interests of individuals and organizations committed in an official capacity while exceeding official powers. It is nevertheless concerned that, despite this provision, ethnic minorities such as Chechens and other persons originating from the Caucasus or from Central Asia, as well as Roma and Africans, reportedly continue to be subject to disproportionately frequent identity checks, arrests, detentions and harassment by the police and other law enforcement officers (arts. 2, para. 1 (a), 5 (b) and 5 (d) (i)).

The Committee recommends that the State party take appropriate action, including disciplinary or criminal proceedings, against public officials who engage in racially selective arrests, searches or other unwarranted acts based solely on the physical appearance of persons belonging to ethnic minorities, provide continuous mandatory human rights training to police and other law enforcement officers to prevent such profiling, and amend the performance targets for the police accordingly. In this connection, the Committee draws the attention of the State party to general recommendation 31 (2005) on the prevention of racial discrimination in the administration and functioning of the criminal justice system [...]

18. While noting with appreciation the explanation given by the Head of the Russian delegation concerning the root causes of racist and xenophobic attitudes among parts of Russian society, the Committee is nevertheless gravely concerned about the alarming increase in the incidence and severity of racially motivated violence, especially by young persons belonging to extremist groups and, in some cases, by extremist elements of Cossack organizations, against Chechens and other persons originating from the Caucasus or from Central Asia, Roma, Meshketian Turks, Muslims, Africans and other ethnic minorities (art. 5 (b)).

The Committee recommends to the State party to further intensify its efforts to combat racially motivated violence, including by ensuring that judges, procurators and the police take into account the motive of ethnic, racial or religious hatred or enmity as an aggravating circumstance in any proceedings under the criminal law provisions mentioned in paragraph 3 above, and to provide updated statistical data on the number and nature of reported hate crimes, prosecutions, convictions and sentences imposed on perpetrators, disaggregated by age, gender and national or ethnic origin of victims. "

See also Report submitted by Mr. Doudou Diene, Special Rapporteur on contemporary forms of racism, racial discrimination, xenophobia and related intolerance, UN, 20 February 2008.

Freedom of movement

Freedom of movement and residence continues to be restricted (2007)

- The Russian Constitution provides for freedom of movement and residence
- Federal legislation abolished sojourn or residence authorization (*propiska*) and instituted a system of residence registration, an informative procedure
- Some regional authorities nevertheless continue to apply restrictive local regulations or practices
- Lack of residence registration bars IDPs' access to essential services, such as health care, pensions, benefits, education and jobs
- Russian citizens are permitted to stay in an area outside their residence for up to 90 days, otherwise they must apply for temporary registration

CoE, 25 June 2004:

"7. The *propiska* (obligatory residence permit), although formally outlawed in all countries concerned, can be traced in administrative regulations and practice causing undue hardship to the displaced population. It should be totally abolished in accordance with Assembly Recommendation 1544."

Gannushkina 2004, p. 54:

"The Russian Constitution states in Article 27 that:

(1) Everyone who is lawfully staying on the territory of Russian Federation shall have the right to freedom of movement and to choose the place to stay and reside. (2) Everyone shall be free to leave the boundaries of the Russian Federation. The citizens of the Russian Federation shall have the right to freely return to the Russian Federation.

In light of the tsarist-era restrictions on movements of the subjects of the Empire, as well as of the Soviet-era '*propiska*' regime, the Russian government found it necessary to issue a law in 1993

regarding freedom of movement. The basic concept under this federal law has been to establish a system of registration at the place of sojourn (so-called '*temporary registration*') or at the place of residence (so-called '*permanent registration*'), whereby citizens notify the local bodies of interior of their place of sojourn/residence, as opposed to the former '*propiska*' regime, which empowered the police authorities to authorise (or deny) citizens to sojourn or reside in a given location.

Although federal legislation officially has abolished '*propiska*' requirements, many regional authorities of the Federation nevertheless apply restrictive local regulations or administrative practice. Relevant in this context is the partial failure of the State organs responsible for control of the legality of administrative acts (e.g. the Russian Federation Constitutional Court and the Commissioner on Human Rights of the Russian Federation, or Ombudsman) to effectively correct the violations of federal legislation on freedom of movement perpetrated by the various constituent entities of the Federation. In its October 2000 special report '*On the Constitutional Right to Liberty of Movement and Freedom to Choose a Place of Sojourn and Residence in the Russian Federation*,' the Russian Federation Ombudsman deplores that

violations of constitutional rights to liberty of movement and freedom to choose one's place of sojourn and residence by government bodies are due not only to regulations of constituents of the Russian Federation being contrary to federal legislation regulating this constitutional right, but also to unlawful law-enforcement practices,

which are, by nature, more difficult to document and thus to contest before the courts of law."

CRI Project, 31 May 2007:

"In order to travel freely on the territory of Russia one needs to have a Russian citizen's passport with the stamp of permanent registration as well as the travel documents (tickets from the place of permanent registration to the place of destination). A person who wants to travel by train or by air, needs to show his passport to the cashier who will write his name and the passport number on the ticket. This will permit the traveller to enter on board the train or plane. Big luggage provokes the suspicion of the police and can lead to luggage and documents checks. The traveller is not required to register at his destination if his stay is limited to a period of 90 days. However, he needs to keep his travel ticket and show it to the police in case of control. If he stays longer than 90 days, the traveller has to appeal for the provisional registration."

SUBSISTENCE NEEDS

Food

Most vulnerable IDPs still require food assistance (2008)

- Most people receiving food assistance have become dependent on it, and still need it
- World Food Programme and UNICEF identify possible food security and nutritional crisis in Chechnya

DRC, 31 January 2008:

"Being supported by the DRC and other human aid organisations for a long time most beneficiaries used to get basic food products "at the door step" and have become strongly dependent on this assistance. Many beneficiaries have still not fully recovered from severe psychological impact of the recent hostilities and will require support to get away from the dependency created by many years of food aid."

WFP/UNICEF, 3 April 2007:

"The nutritional analysis has identified a situation of possible severe wasting which would require timely response and further monitoring. *There is a significant incidence of severe wasting throughout the region, but concentrated in the mountain areas of Chechnya.* Wasting is an acute condition which implies that the child's weight is abnormally low for its height. Typically, findings of malnutrition may be partially explained by inadequate quantity and/or quality of diet. In this study the prevalence of wasting is associated mainly with vulnerability, food insecurity and socio-economic status, all of which have been identified as interrelated problems in these regions. Consistent with the levels of severe wasting and wasting determined by the analysis, data also suggest a slight prevalence of underweight children in the sample. Though the data may have overestimated height/length, thus overestimating wasting and underestimating stunting, these findings may indicate an acute food security and nutritional crisis that should be addressed immediately. Malnutrition may possibly still be related to health and feeding practices; however, more information on child health is recommended."

Action contre le faim, 31 July 2007:

"...access to food still remains a problem for the most vulnerable."

Details of food assistance in Chechnya and Ingushetia (2008)

- Danish Refugee Council and World Food Programme assist IDPs in Chechnya and Ingushetia
- World Food Programme will finish activities in Russia in 2008; ICRC finished in 2007
- Food is distributed to the most vulnerable, including the disabled and children
- Danish Refugee Council also supports livestock projects for vulnerable people
- Government food assistance delayed in Ingushetia in 2008

DRC, June 2008:

"In June 2008, DRC completed the cost-extension cycle for delivering food packages to homebound handicapped in Gudermess and Nozhai-Yurt districts funded by ECHO. Totally 2,183 beneficiaries received food packages consisting of flour 10 kg, oil 2 litres, rice 2 kg, sugar 2 kg, tea 3 packs.

In June 2008, DRC initiated a survey on identification of non-food needs of school canteens in Shatoi, Sharoi and Itum-Kali districts. The results of the survey will reveal the urgent non-food needs for improving the project of hot meals to schoolchildren. During regular monitoring at the end of academic year (late May), DRC registered certain amounts of these commodities as leftovers of School Feeding project funded by SIDA. Schools which are enrolled into the project halted their activities for two weeks in March 2008 due to Presidential Election, and that gave some savings of food commodities (sugar, rice, buckwheat, cereal porridge, cocoa, buckwheat, salt) [...]

110 ECHO supported farming projects have been implemented in the Nozhay-Yurtovsky district. In June, the tender committee identified suppliers for 11 additional livestock projects in the same district. The livestock, 11 dairy cows, have been delivered to the beneficiaries residing in the villages Meskety and Gilyani. The fodder, 7700kg in total, will soon be delivered to DRC's warehouse [...]"

WFP, 1 January 2008:

"This is the last extension of Russia EMOP, no follow up operation is planned and it is expected that the CO will close in line with financial closure of the EMOP at the end of 2008. Government counterparts have requested to extend the programme into next year, based on identified needs.

The extension of activities is as follows:

- Food for Education until June 2008 (end of school year)
- General Food distribution until July 2008 (based on three double distribution cycles)
- FFW until October 2008 (taking into account harvest cycle)

As FFW is implemented directly with the authorities and related financial transactions are limited to warehousing expenses and commercial transporters, CO should be in a position to financially close the EMOP by December 2008

Currently, WFP, through its cooperating partners, is undertaking a General Food Distribution to the most vulnerable displaced Chechens in Ingushetia (10,478 people), and 66,562 vulnerable persons in the central and western part of Chechnya.

The Food-for-Education programme in Chechnya - which started with some 20,000 primary students and 250 pre-school children – has been gradually expanded and currently covers some 107,788 primary and secondary schoolchildren (first to sixth grades), representing a total of 408 educational institutions all over Chechnya.

Food-for-Work/Training projects aim at promoting sustainable livelihoods through the rehabilitation of agriculture and local infrastructure, as well as skills promotion.

As a means to stimulate counselling and treatment, food incentives are provided to all tuberculosis patients undergoing the DOTS treatment (Directly Observed Treatment Short Course), as well as the PLWHA (People Living With HIV/AIDS) treatment for those who are registered in local HIV/AIDS centres.

Finally, WFP supports a few Social Canteens in Grozny with supplementary food aid to provide daily hot meals for the most vulnerable urban population."

Кавказский Узел, 9 июля 2008г.:

"Жители пункта временного размещения (ПВР) "Малхас" в городе Назрани (Ингушетия) заявляют о задержке выдачи продуктов питания. Об этом говорится в пресс-релизе Регионального общественного движения "Чеченский комитет национального спасения" (ЧКНС), поступившем в адрес "Кавказского узла".

По словам Люды Муртазалиевой, жительницы Грозного, матери двоих детей, вынужденной переселенки с 1999 года, последний раз им выдали продукты в начале февраля текущего года. Это было сгущённое молоко и растительное масло, причём первый продукт был просрочен, и некоторые жильцы "Малхаз" отказались от сгущёнки.

Собеседница ЧКНС сказала, что в тот день она была в отъезде и по этой причине вообще ничего не получила. ЧКНС отмечает, что располагает информацией о том, что подобные недостатки отмечаются и в работе других ПВРов, расположенных на территории Чеченской Республики и Республики Ингушетия.

Однако, по словам жителей "Малхаса", в последнее время газ, вода, электричество жителям ПВР подают бесперебойно, а потому выражают надежду, что порядок с доставкой продуктов питания также восстановится.

Представители ЧКНС встретились с комендантом "Малхаса" и представителем миграционной службы по Ингушетии, которые отметили, что задержка связана с нехваткой техперсонала для раздачи продуктов питания на территории Республики Ингушетия.

В настоящее время идёт раздача продуктов питания в Сунженском районе, затем эта работа будет проведена в Назрановском районе. Как заверили представители миграционной службы, гуманитарной помощью обеспечены будут все вынужденные переселенцы без исключения..."

Prague Watchdog, 26 October 2007:

"The International Committee of the Red Cross (ICRC) recently began its last distribution of humanitarian aid in Chechnya. The process of handing it out to the 15,000 people who qualify for it has now begun in the republic, and it will end on November 20.

The decision to terminate the aid, which consists mainly of food products, was taken by the ICRC on the grounds that the situation in the republic has returned to normal and that therefore such support is no longer needed by residents there.

Many aid recipients are taking a very negative view of the news. People are seriously worried, because the aid has been almost their only source of nutrition [...]

The ICRC is offering recipients of humanitarian aid a program for micro-economic projects. "Anyone who has received assistance from us can get something from us to make it possible for them to carry on a trade or profession of their own - to open a café, a sewing workshop, or an auto repair garage, for example," a representative at the Moscow office of ICRC told Prague Watchdog."

Shelter and non-food items

Housing conditions of IDPs from Chechnya outside of north Caucasus (Special report, 2008)

- Most IDPs interviewed outside of north Caucasus live in private housing
- Government-organised accommodation is being progressively closed
- IDPs spend most of their salary on rent and they should be able to acquire a place on the list for government housing

IDMC Special report, 2008:

"Most of the IDPs interviewed rented a privately-owned room or apartment, though some lived in temporary accommodation centres (TACs) provided by the government or dormitories provided by their employer. Guiding Principle 18.2b states IDPs should have basic shelter and housing, and Article 25.1 of the UDHR states housing should be adequate for health and well-being. A Supreme Court decision stating that property compensation recipients should not lose their right to a place in government-organised accommodation has not consistently been respected. TACs are progressively being closed and more IDPs are being forced to rent in the private sector where they spend most of their salary on rent, and in the case of Chechens, experience discrimination. Only three of 30 IDPs interviewed had managed to secure permanent housing since their displacement.

With most IDPs in the private sector spending the bulk of their income on rent, it is important that they have the necessary documents and registration to acquire a place on the list for government housing.

IDPs paid a range of rent for their accommodation, and rent in the private sector was most expensive. Residents of TACs had to pay from \$30 to \$85 (700 to 2,000 roubles) per month for utilities, though some pensioners paid half this amount and some who no longer had forced migrant status paid more. IDPs living in dormitories provided by their employer paid from around \$20 to \$100 (400 to 2,300 roubles) per month. Private sector rent was almost as much as the monthly salary of most people interviewed. Rent was most expensive in Moscow, where there is no option of staying in a TAC. IDPs pay about \$340 (8,000 roubles) for a shared room in a communal apartment and \$1,055 (25,000 roubles) for a two-room apartment. In other areas rent ranged from \$125 (3,000 roubles) for two small rooms in Volgograd with no indoor plumbing or gas to \$420 (10,000 roubles) for a two-room apartment in Rostov.

Article 4.1.4 of the law on forced migrants states that people with forced migrant status are entitled to housing in TACs. There were TACs for IDPs from Chechnya in Saint Petersburg, Veliki Novgorod, Vishni Volochek district, Pyatigorsk and Volgograd, though such centres have generally been vacated. In Saint Petersburg, the TAC had been built to accommodate forced migrants, while those in Veliki Novgorod, Vishni Volochek district and Pyatigorsk were former work dormitories, sanatoriums and hotels. The TAC in Rostov apparently only accommodated refugees from the former Soviet republics such as Azerbaijan and Tajikistan.

IDMC only visited the Serebrianniki TAC in Vishni Volochek district, but interviewed IDPs living in TACs in all other locations. Families were occupying one or two rooms with no separation of the sexes or age groups. Rooms ranged from nine to 19 square metres. By comparison, a federal housing programme allocates 33 square metres for a single person, 42 square metres for a family of two, and 18 square metres per person for families of three or more. While most residents had

no major complaints about the living conditions, those in Veliki Novgorod reported that there were security cameras throughout the building, they had to inform the TAC administration if they left for more than 24 hours, and the installation of a home telephone or internet connection was not permitted. Residents repaired their rooms at their own expense, though in one case a court decision forced the Federal Migration Service to renovate a TAC in Volgograd.

The TACs provided shelter and guaranteed physical safety. They included essential facilities, except for some IDPs who reported they had lived in a dormitory in Pyatigorsk for five years without hot water or gas. Residents had access to energy for cooking, heating and lighting, and facilities for sanitation and washing, food storage, refuse and waste disposal. The TACs were in urban areas, with the exception of Serebrianniki, allowing access (at least for those with residence registration) to work opportunities, health care services, schools and childcare centres.

"

IDPs from Chechnya living outside of north Caucasus still without permanent housing solutions (Special report, 2008)

- IDPs told to leave government-organised housing after they receive property compensation
- But a Supreme Court ruling said recipients of property compensation should not lose their place in government housing if the compensation does not allow them to buy housing or does not adequately compensate them for their loss
- Ethnic Chechen IDPs reportedly face discrimination when looking for housing
- A federal housing programme is a positive initiative, but it is proceeding slowly with few funds for forced migrants

IDMC Special Report, 2008:

"IDPs living in TACs were concerned about evictions. Those who had received property compensation were protected by a Supreme Court ruling of 2002, but the tenure of those who had not received property compensation and who had lost forced migrant status was at risk. The loss of forced migrant status serves as grounds for evicting IDPs from TACs since the status is the legal basis for which the state should provide them with housing. Article 9.6 of the law on forced migrants states:

"If a person loses forced migrant status or if he/she is deprived of forced migrant status, he/she shall be obliged to leave the accommodation provided to him/her from the housing fund for the temporary accommodation of forced migrants" [unofficial translation]

Thus if an IDP's forced migrant status is not extended after the initial five-year period they must leave government-provided accommodation. Some IDPs in this situation in Pyatigorsk and Veliki Novgorod received regular letters from local migration authorities demanding that they vacate their rooms at the TACs. However, they were not leaving since they had no alternative affordable accommodation and a court order is required for eviction.

While it could be lawful for IDPs to be asked to leave their place in government housing upon loss of forced migrant status, the migration authorities did not always seem to be respecting a 2002 Supreme Court ruling on the issue. The Russian Supreme Court ruled in 2002 that people who receive compensation for lost or destroyed property in Chechnya should not be removed from the list of those in need of improved housing, or lose their right to a place in accommodation for forced migrants as long as the compensation does not correspond to the amount of property lost,

or allow one to acquire housing at the new place of residence. This decision declared Article 19 of law 510 on property compensation inactive and unlawful. This Article stated:

“A citizen who has received compensation for lost housing loses the right to live in temporary accommodation centres for forced migrants and in housing of the fund for temporary accommodation of forced migrants and is also taken off the list of those in need of improved housing.” [unofficial translation]

The decision does not explicitly state that these IDPs should retain forced migrant status. Nevertheless, those who receive property compensation retain the right to live in the TACs. However, some IDPs had been told to vacate their accommodation after the 2002 decision as they had received compensation for lost or destroyed property. The migration authorities had explained that to grant compensation they must take away recipients' forced migrant status.

TACs are being progressively closed to accommodation by IDPs. During this visit, IDMC witnessed an attempted eviction of an IDP family from the Serebrianniki TAC. There was a court order from 2005 to evict this family as they did not have forced migrant status. With no alternative accommodation the family had successfully appealed to postpone the eviction since that time. In the end a compromise was reached and the family reluctantly vacated one of two rooms they were occupying in the TAC. This was the last family living in the TAC as all the others had left or been evicted on the basis of not having forced migrant status, some under pressure and in the winter with no offer of alternative accommodation.

IDPs in Saint Petersburg and Pyatigorsk were also being asked to leave TACs. In Saint Petersburg, an 80-year-old displaced woman had been evicted from her room in a TAC, without an offer of alternative accommodation, as she did not have forced migrant status. Her attempts to regain forced migrant status through the courts on the basis of the 2002 Supreme Court decision and prove she did not have the means to secure other accommodation despite receiving property compensation had been unsuccessful. She subsequently shuttled between living with her daughter and a distant relative. In Pyatigorsk, the dormitory where IDPs were living was being handed over to the army and IDPs were being told to leave.

IDPs in employer-provided housing and the private sector had also experienced eviction. In Rostov, IDPs living in dormitory rooms provided by their employer were under pressure to leave as the building was being handed over to the municipal authorities; they were not being offered alternative accommodation. IDPs living in the private sector in Saint Petersburg and Rostov explained how they had been evicted from the housing which they had rented on the basis of verbal agreements which offered no protection. In Rostov, the eviction had been on the basis that someone else allegedly had rights to the apartment, while in Saint Petersburg the municipal authorities had claimed they owned the apartment. After having exhausted local remedies, two IDPs had applied to the European Court of Human Rights about their eviction, but the Court had yet to reply on whether it would admit their cases.

Discrimination is an obstacle for many ethnic Chechen IDPs in search of housing in the private sector. Several IDPs in Moscow reported that they often saw advertisements for rooms and apartments for rent which stated that only people of Slavic descent need apply. The Council of Europe's European Commission against Racism and Intolerance reported in 2006 that:

“...Chechens face great difficulty in finding a flat to rent in Moscow and other big cities. When they do manage to find accommodation, they are often forced to pay at least twice the usual price. Racial discrimination in the field of housing has also been reported in advertisements for rental accommodation appearing in newspapers. These state that persons belonging to a specific ethnic group, such as Caucasians, may not apply”.

Ethnic Chechen IDPs described how they had moved seven or more times since arriving in Moscow in the mid-1990s, as landlords refused to let apartments to them for long periods. An internally displaced single mother in Volgograd had moved 11 times in as many years, and her children had often had to change schools. With only verbal rental agreements, these displaced people had no security of tenure. In Russia Chechens are generally viewed as "the enemy," an image that has been reinforced by the mass media, especially after the 2002 Moscow theatre hostage crisis, the 2004 Beslan school siege and the 2005 Nalchik raids for which Chechen rebel fighters took responsibility.

Provision of permanent housing to IDPs with forced migrant status now falls within the federal housing programme set to run until 2010. Regional government agencies issue housing certificates to entitled citizens, who use them to purchase housing or pay off loans and other credits within nine months of receipt. The state housing certificates are planned and released based on the average cost per square meter of housing in Russia, and the standard size for the new housing. The size is set at 33 square metres for a single person, 42 square metres for a family of two, and 18 square metres per person for families of three or more.

The main problem with this programme is the lack of funds. Approximately \$225 million (5.3 billion roubles) are to be allocated up to 2010 to issue housing certificates to forced migrants, or around thirty per cent of the 38,445 forced migrants recognised to be in need of improved housing.

Furthermore, disbursement will have to accelerate if this sum is to be used. While from 2002 to 2005 more than 7,400 forced migrant families received improved housing within the federal programme, in 2006 and 2007 only 1,654 housing certificates were issued to forced migrants. IDPs and their lawyers reported that issuance of housing certificates had slowed, and even stopped in some locations. One IDP in Rostov was 161st on the list when he applied in 1997, and he still occupied that place in 2008. In Veliki Novgorod there were 800 people on the list and only two people received certificates in 2007, while in Volgograd there were 900 people on the list and none had received a certificate during the year. Only one housing certificate was issued in Moscow in 2007.

Another problem with the programme is that it does not include all IDPs still in need of permanent housing. IDPs reported that forced migrant status and permanent residence registration were needed to get on the list. Recipients of property compensation are not currently included in this programme, although the Federal Migration Service is currently advocating that compensation recipients be included and that the amount of credit conferred by their housing certificate takes into account the amount of compensation they have received."

Evictions from Temporary Accommodation Centers outside of North Caucasus (2006)

- Some 1,000 IDPs from Chechnya settled in Temporary Accommodation Centres (TAC) outside of North Caucasus
- Forced migrant status of IDPs expired after a five-year term in 2005 and an extension was denied
- Other IDPs lost forced migrant status because they receive compensation for lost property and housing
- Those without forced migrant status were evicted from TACs in Tambov and Tver, sometimes by force

Updated information on this topic could not be found among the sources consulted.

Memorial, 31 July 2006:

"The total number of Chechen IDPs who were resettled into temporary accommodation centers (TACs) located outside the North Caucasus is approximately 1,000 people. In 2005, their situation worsened dramatically.

Those migrants whose five-year term since the date of receipt of a forced migrant status has expired are denied extension of this status by local Directorates of the Federal Migration Service (FMSDs). In the Tambov and Novgorod TACs migrants who received compensations for lost housing and property, have also been stripped of their forced migrant status. The Tambov Region Migration Administration issued Regulation No. 114 of June 6, 2005, whereby all the individuals without a forced migrant status were to be struck off from the Form No. 7 Register. After that the TAC administration filed claims with the court demanding eviction of IDPs.

As of today, all the people without a forced migrant status have been evicted from the Tambov TAC. Only two families have stayed, who have a court's decision to suspend the execution. No ethnic Chechens without a forced migrant status have been left among the dwellers of the TAC. It should be noted that none of those evicted have returned to Chechnya: they are renting apartments and work, as a rule, as salespeople in the markets [...]

In the Tver region, similar decisions were taken by the court in regard of nine families, or 42 people, from Serebryaniki TAC. In April this year, their eviction was carried out by armed OMON troops [...]

On April 20, 2006, Kulsum Shavkhalova and her daughter, Petimat, went on a hunger-strike in protest over the court decision to evict them from the TAC. Shavkhalova with her two daughters and three grand-daughters lived in Serebryaniki for six years. Members of the Shavkhalova family are reluctant to return to Chechnya, where their relatives were killed before their eyes. A year ago, the Shavkhalova family was stripped of registration at the TAC. The migration service officials keep refusing to take documents for compensation from Shavkhalova and her daughter Petimat Khatayeva, since they do not have a residence permit. They are counseled to register at someone's place in the Tver Region, but the family does not have money to rent housing and besides, Chechens are denied registration here and local people are extremely hostile towards them...

A few days after they went on a hunger-strike, an observer from the Novaya Gazeta newspaper Vyacheslav Izmailov, who came to Serebryaniki, convinced the women to stop the hunger-strike. He had negotiations with the new head of FMSD for the Tver Region Vadim Ivanov to have a temporary registration certificate re-issued to Shavkhalova's family and their documents for compensation registered. However, the intervention of the prominent journalist has helped only to postpone the eviction. Members of Shavkhalova's family have never been registered at Serebryaniki and their documents for compensation have been turned down. All the TAC dwellers are worriedly waiting for the ripples caused by the newspaper article to calm down and the pressure on them to resume.

The evicted dwellers are advised to return to Chechnya, where they have nowhere to live, since their homes are in ruins. Today there are no rooms even at TAPs, as the campaign to shut them down is in full swing [...]

Currently, only ten families have been left at Serebryaniki TAC."

See also "[Переселенцы на улицы](#)," Новая Газета, 11 мая 2006 г.

Government continues to close Temporary Accommodation Centres (TACs) in Grozny (2008)

- Government has been closing temporary accommodation centres in Chechnya since 2006
- In 2008 temporary accommodation centres were renamed dormitories
- IDPs living in them lost their "forced migrant" status and are now "people in need of improved living conditions"
- Officially, there are no longer any IDPs in Chechnya
- Those who stay in the dormitories no longer receive government assistance and must pay for water, electricity and gas

Caucasian Knot, 14 March 2008:

"No temporary residence points for forced migrants (TRP) have remained on the territory of the Chechen Republic. From now on, the TRPs are officially referred to as the "dormitories" and those who live in them - as the "persons who need to improve their living conditions". The formal liquidation of TRPs may result in depriving the people residing in them of humanitarian aid.

"...Or they may be evicted from the premises they occupy for various reasons of purely formal character", he says. "Additionally, people residing in the "dormitories" will have to pay for such utilities as water supply, electricity and gas, while many of them simply can not afford it because they have lost everything as a result of war actions".

The republic's Migration Service officials have refused to comment on this. Nor could they answer the question how the loss of their official status may affect the situation of the forced migrants."

UNHCR, 17 April 2008:

"Housing is a major problem for IDPs in Chechnya. The temporary shelters for IDPs are in the process of closure despite Chechen government's Instruction 387 (17 October 2007) which stipulates that IDPs are allowed to stay in the former temporary accommodation centres if they pay for utilities. The Chechen authorities have taken some measures to provide the residents with alternative shelters, but it is unclear if such initiatives can cover all the people in need. The contested ownership of apartments provided by the government is a rising issue as well."

UN OCHA, 12 December 2006:

"In Chechnya [in 2006] the government took measures to close Temporary Accommodation Centers (TACs) hosting IDPs, and to facilitate the return of IDPs to their places of origin. A special commission was established to verify physical presence in TACs and the condition of IDPs' former housing, and thus to identify IDPs no longer in need of state assistance. As a result, the Migration Services de-registered IDPs who had habitable accommodation. The initial implementation of this plan was imperfect. The checks on the condition of houses were not accurate, and the wishes of IDPs unwilling to return to their native villages were disregarded. These shortcomings were rectified, and the residents of the second group of TACs that were closed were provided with alternative shelter in other temporary accommodations. The closure of TACs was put on hold in July when it became apparent that the plan to close the TACs left insufficient accommodation facilities for IDPs returning from Ingushetia. New Temporary Settlements were opened for the returnees, but mostly to serve as food distribution points for IDPs residing in private dwellings. By Fall, 26 TACs were left in Chechnya, hosting around 30,000 IDPs, and 23 TSs served around 17,000 IDPs."

Мемориал, 6 июль 2008г.:

"ПЦ «Мемориал» уже обращал внимание на положении наиболее уязвимой части населения Чечни, пострадавшей в период военных действий – внутриперемещенных лиц (ВПЛ), проживавших в пунктах временного размещения (ПВР). В 2007 г. их численность, по ориентировочным данным, достигала 10 тыс. чел. Работа по закрытию ПВР проводилась администрацией республики с мая 2006 г. по поручению Президента ЧР. Основным аргумент в пользу закрытия ПВР: беженская среда-де оказывает *«деградирующее влияние на чеченскую культуру»*. С середины марта 2008 г. ПВРы переименованы в общежития, а ВПЛ стали именоваться *«лицами, нуждающимися в улучшении жилищных условий»*. А беженцев в Чечне больше не осталось.

Реального положения дел это не изменило: общежития теперь ликвидируют столь же энергично, как прежде ПВРы. Выселяемым на «добровольно-принудительной» основе, - всем им приходилось писать заявления о добровольном снятии с учета по форме №7, влекущие за собой выселение из ПВР, - либо предлагают обстроиться по месту постоянной регистрации (если у администрации есть сведения, что они имеют там жилье). либо предоставляют земельные участки под застройку; либо выделяют квартиры; либо, наконец, предлагают просто освободить жилплощадь, взамен получив 18 тыс. руб. для аренды квартиры на полг.. Выделение этих денег началось после того, как на бедственное положение выселяемых обратили внимание правозащитники."

УВКБ, 29 февраля 2008г.:

"В Чечне местная администрация продолжила процесс закрытия бывших ПВР. В феврале 2008 года были закрыты два бывших ПВР; остается еще 17 ПВР, включая 5, которые находятся на стадии закрытия. Подобная ситуация наблюдалась в трех из пяти временных поселений.

Закрытие ПВР противоречит Инструкции № 387 от 17 октября 2007 года, подписанной Председателем Правительства Чеченской Республики. Согласно этой инструкции, ПВР должны изменить свой статус на общежитие, а ВПЛ могут остаться в них в качестве обычных граждан, при условии, что они будут оплачивать коммунальные услуги. Однако, по данным властей г.Грозный, в конечном счете, только 3-4 ПВР остались функционировать в качестве общежитий."

УВКБ, 31 марта 2008г.:

"Местная администрация продолжила процесс закрытия бывших ПВР. В марте 2008 года были закрыты один бывший ПВР и одно временное поселение. На конец марта остаются еще 16 ПВР (3 из них находятся на стадии закрытия) и 4 временных поселения (3 из них на стадии закрытия). Не было каких-либо сообщений об оказании давления на жителей с сельской пропиской, не имеющих альтернативного жилья после закрытия центров. Людей переместили в оставшиеся центры."

УВКБ, 30 мая 2008г.:

"Ситуация в бывших ПВР и временных поселениях оставалась относительно спокойной. Ни один из центров / поселений не был закрыт в течение мая месяца. Однако в ПВР по ул. Дёповская, 76 в Гудермесе и во временных поселениях Сабила, Милана и Архистрой в Грозном начался активный процесс закрытия пунктов. Пока ВПЛ, проживающие в этих пунктах, не получили какого-либо альтернативного жилья."

Number of dormitories remaining in Chechnya (2008)

- In fall 2008, 3,526 people were living in 15 temporary accommodation buildings in Grozny

- In fall 2008, 1,316 people were residing in 5 temporary accommodation buildings outside of Grozny
- According to Memorial, there is no official data on remaining dormitories

UNHCR, 30 September 2008:

"IDPs residing in the city of Grozny:

716 families /3,449 persons- residents of 11 TACs; 14 families/77 persons- residents of 4TS in Grozny. TOTAL: 730 families/3526 persons

About 15 % of IDPs residing in Grozny have rural registration and remained in the TACs/TS of the city of Grozny despite of the relocation exercises. Majority of them reside in the TACs Dudaeva and Vuborgskaya.

IDPs residing in the TACs and one TS outside of Grozny (all have rural registration):

222 families/983 persons- residents of 4 TACs (Gudermes, Assinovskaya, Argun and Achkoy Martan); 79 families/ 333 persons- residents of 1 TS Sernovodsk
TOTAL: 301 family/1316 persons"

Мемориал, 7 апрель 2008г.:

"Значительная часть жилого фонд ЧР была уничтожена в ходе военных действий. В настоящее время власти ЧР еще не в состоянии обеспечить собственным жильем всех нуждающихся....В заключение надо отметить, что после всех расформирований, ликвидаций и преобразований в общежития и ПВРах, после всевозможных перетасовок их жителей по районам, трудно сказать, сколько на сегодня сохранено общежитий и какова численность их жителей. Официальных данных такого рода нет, а жилищные проблемы ВПЛ сохраняются."

Options for those leaving TACs in Chechnya (2008)

- People leaving the TACs were offered accommodation in other TACs, new housing or abandoned apartments, land plots, \$700 (18,000 roubles) to rent temporary accommodation, and letters of guarantee for a priority place on the list of those in need of housing
- Private sector accommodation was offered to IDPs with residence registration in Grozny and land plots were offered mainly to those who had previously lived in villages
- However, it is not clear which criteria were used to offer other types of housing, or if these criteria were being applied consistently
- Young people with their own families who have never had property now urgently need shelter
- Those who accept new housing must renounce rights to former housing

Prague Watchdog, 24 January 2008:

"The issue of the closure of TACs in the Chechen Republic is a recurring problem. The authorities have promised that none of the IDPs will be left without a roof over their heads, and that each family will either be provided with housing from municipal funds or be given land on which to build a property. However, the reality is somewhat different.

A few weeks ago, the closure began of a TAC located in the suburb of Chernorechye in Grozny's Zavodskoy district. Migration and local authority officials ordered people to vacate the premises at very short notice. Each family was granted 18,000 roubles for rented accommodation over a period of six months, as well as certificates entitling them to preferential municipal housing. Many IDPs believe that actions of this kind amount to common deception...

Meanwhile the authorities claim that the problem of internally displaced persons in Chechnya is being dealt with quite successfully. "There are currently 12 TACs operating in Grozny. They are home to just over 1,000 families. Last year there were 21 TACs in the city, housing 4,445 families. In the space of only one year we've been able to resettle more than 3,000 families. Some of them received accommodation from the 'refused housing fund' [flats that have been transferred to the state by their original tenants, who typically left Chechnya], and others are being given the opportunity to rent an apartment," the mayor's office in Grozny says.

According to some reports, it is planned to close the several large TACs still remaining in Grozny in the spring of this year. Where the authorities intend to resettle the families who live there, while the problem of IDPs living in TACs that have been officially closed has not yet been resolved, is unknown."

Кавказский Узел, 9 июля 2008 г.:

"...по словам сотрудника администрации города Грозного, все бывшие вынужденные переселенцы, проживающие в столице Чечни Грозном, до конца года получают жилье. В настоящее время, по его словам, в списках на первоочередное получение муниципального жилья состоит 678 человек.

С недавнего времени в Чечне пункты временного размещения (ПВР) вынужденных переселенцев называют "общежитиями для лиц, нуждающихся в улучшении жилищных условий".

"Те жильцы семейных общежитий, которые ранее имели в Грозном жилье, разрушенное в ходе боевых действий, будут обеспечиваться квартирами в первую очередь. До конца года планируется обеспечить их квартирами из фонда муниципального жилья", - сказал собеседник.

В конце мая по распоряжению президента Чечни городские власти выделили квартиры в центре Грозного 100 семьям бывших вынужденных переселенцев. Как сообщил мэр города Грозного Муслим Хучиев, за 2007 год были расформированы 17 ПВРов, в которых жили 4 445 семей."

ACCORD, 30 April 2008:

"The primary objective of the government is to get people out of the temporary accommodations and back to their home districts...Thereafter, a shelter programme was introduced and in the current construction programmes. The main concern now is the reconstruction of public apartment buildings for the population.

In Chechnya, 20,000 houses have been built or re-built, most of them in Grozny and in villages within 50 km from Grozny, and along the main roads, which have been repaired as well. In the centre of Grozny the housing standard is rapidly changing for the better, while in the outer areas it is still bad, with more destroyed houses, no garbage disposals and no proper sewer systems. At the country side, however, houses are generally still damaged, roads are mere tracks with potholes and war damages, and there are no power lines or gas lines.

The beneficiary criteria for these newly built apartments are not entirely clear while there are legal regulations on the beneficiary selection of the governmental shelter programme. However, roughly speaking the beneficiary will be selected on the degree of damage to accommodation, on vulnerability and on regional provenance. For example, people from remote, still damaged districts, who have not received compensation payments from the government, are likely to get access to temporary shelter.

A big problem for the authorities is so-called 'newly created families'. Young people who were living with their families at the wake of war and have never had property now have their own families and urgently need shelter."

УВКБ, 29 февраля 2008г.:

"По просьбе ингушских и чеченских властей жилищные программы в 2008 году будут направлены на решение проблем внутриперемещенных лиц, проживающих в бывших ПВР в Чечне и временных поселениях в Ингушетии. В настоящее время идет процесс установления, проверки и отбора семей ВПЛ для получения жилья в рамках жилищной программы. Данная деятельность охватывает две республики - Ингушетию и Чечню. Программа жилья служит дополнением программ Правительства Чечни, согласно которым власти предоставляют отремонтированные квартиры молодым семьям."

УВКБ, 30 мая 2008г.:

"УВКБ ООН получило информацию, что правительство предоставило восстановленное здание, 117 квартир, уязвимым семьям. При проверке было выяснено, что 23 семьи из числа благополучателей являются бывшими жителями ПВР и многие из них имели на руках 'Гарантийные письма'. Все те, кто получил квартиры, подписали заявления, что откажутся от своего прежнего разрушенного жилья в обмен на новую квартиру."

Problems with housing offered to those leaving TACs in Chechnya (2008)

- Some IDPs claim they were forcibly evicted from temporary accommodation centres
- Many IDPs were given short notice to vacate temporary accommodation centres
- Some IDPs were given apartments that others claimed ownership to
- Others were told to return to their former place of residence, but their housing was destroyed
- Not clear if the housing needs of all IDPs are covered
- Without forced migrant status, IDPs lose access to government assistance
- Government tried to solve cases where IDPs were given inadequate accommodation

Мемориал, 6 июль 2008г.:

"Как показала практика, какими бы благими намерениями не руководствовались власти Грозного и республиканское правительство, поспешная ликвидация ПВР породила массу издержек, ставших в значительной мере неожиданными для самих чиновников. Далеко не у всех ВПЛ в местах их постоянной регистрации оказалось пригодное для проживания жилье. Квартиры, выделенные семьям ВПЛ, нередко оказываются уже занятыми или «проблемными», на них претендуют еще одна или несколько семей. Сотрудники ПЦ «Мемориал» обследовали 62 известные им квартиры, выделенные для семей ВПЛ. Из них 35 квартир оказались «проблемными» - там либо уже живут люди, либо они непригодны для жилья. В наиболее неопределенном положении оказались семьи, которым выделены весьма скромные средства на временную аренду жилья. Что их ждет в дальнейшем, не знает никто. Выселяя людей из общежитий, работники администраций и сотрудники милиции устанавливали им короткие сроки для освобождения занимаемых комнат. Способы воздействия варьировались от обещаний и уговоров до шантажа и угроз [...] Жилищные проблемы возникают не только беженцев - обездоленными, подчас, совсем неожиданно, становятся собственники квартир в домах, подлежащих капитальному ремонту."

Apartment ownership contested

ACCORD, 30 April 2008:

"There has often been contested ownership over destroyed properties and there are reports of corruption."

Кавказский Узел, 8 апреля 2008 г.:

"Вместе с тем многие квартиры, выделенные самым остро нуждающимся ВПЛ из так называемого "отказного жилья", являются проблемными, т.е. на них имеется несколько законных претендентов, сообщили правозащитники. Управление Верховного Комиссара по Беженцам ООН на Северном Кавказе предоставило ПЦ "Мемориал" список из 62 семей, которым, по заявлению властей, выделены квартиры. 31 квартира, согласно этому списку, является проблемной - в них живут люди. Еще четыре семьи обратились в "Мемориал" непосредственно. Сотрудники ПЦ "Мемориал" выезжали по 35 адресам, по которые по тем или иным причинам не смогли вселиться люди."

Prague Watchdog, 24 January 2008:

"[...] "I know several families who were living in TACs and were then given apartments in Grozny. After a while people appeared who had all the legal deeds to the apartments , and the IDPs were left with nothing. I won't mention their names, so that people don't have problems later on. They're now trying to provide them with new housing, " says a member of a local human rights organization.

"Nearly everything here is done Chernomyrdin-style (Chernomyrdin was Russia's prime minister under President Yeltsin). You remember his famous 'We hoped for the best, but it turned out like always?' It's the same here. Our authorities may be hoping for the best, but it's turning out like it usually does – i.e. not in the interests of people who're disadvantaged," he says.

Meanwhile the authorities claim that the problem of internally displaced persons in Chechnya is being dealt with quite successfully. "There are currently 12 TACs operating in Grozny. They are home to just over 1,000 families. Last year there were 21 TACs in the city, housing 4,445 families. In the space of only one year we've been able to resettle more than 3,000 families. Some of them received accommodation from the 'refused housing fund' [flats that have been transferred to the state by their original tenants, who typically left Chechnya], and others are being given the opportunity to rent an apartment," the mayor's office in Grozny says."

УВКБ, 31 марта 2008г.:

"14 марта 2008 года УВКБ ООН представило несколько дел жителей бывших ПВР, подтверждённых документальными доказательствами, в офис Уполномоченного по правам человека Чеченской Республики с просьбой рассмотреть их с соответствующими властями. Эти дела касаются нарушений прав, связанных с жильем, и бездействия местных властей. Оспариваемая собственность переданных федеральных квартир становится все более серьезной проблемой в республике. 31 марта офис Омбудсмена сообщил УВКБ, что мэру г. Грозный был послан запрос относительно квартир, являющихся оспариваемой собственностью."

Evictions from temporary accommodation on short notice, at times with force

Кавказский Узел, 8 апреля 2008 г.:

"Работа по перемещению жильцов общежитий, как и предыдущие кампании по ликвидации ПВР, имела авральную форму. Работники администраций и сотрудники милиции устанавливали людям короткие сроки на освобождение занимаемых комнат. Способы воздействия варьировались от обещаний и уговоров до шантажа и угроз, говорят активисты правозащитного движения.

Кавказский Узел, 26 декабря 2007 г.:

"Внутриперемещенные лица на территории Чечни, проживающие в ПВР (пункте временного размещения) сообщают, что три дня с 23 декабря по 25 декабря 2007 года идет насильственное выселение людей из ПВР в поселке Мичурина.

Как сообщает "Чеченский Комитет Национального Спасения" со ссылкой на беженцев, 23 декабря 2007 года в ПВР по улице Поняткова 11 в поселке Мичурина Октябрьского района столицы Чечни прибыли главы местных администраций и другие чиновники с многочисленной охраной и вооруженными людьми в камуфлированной одежде. Они потребовали от вынужденных переселенцев покинуть ПВР. Немногим жителям, получившим жилье, предложили немедленно переселиться туда.

Затем вооруженные люди стали насильно погружать людей вместе с имуществом в грузовые машины "Камаз". Подобное же выселение было продолжено на второй и третий день. Согласно словам очевидцев, "подавленные безысходностью люди проявляли уже меньше сопротивления".

Всего в ПВР проживало около 800 человек. Только некоторые из них ожидают предоставления жилплощади. Большинству же некуда идти.

Источник сообщает, что людей с ПВР переселяют в другие ПВР, где им просто не находится места. Многие поэтому были вынуждены ночевать в коридорах ПВР, куда они были доставлены. Некоторые остановились у своих родственников.

Этот же источник сообщает, что прибывшими вооруженными людьми был избит один житель ПВР. Как ранее сообщал "Кавказский узел", в конце ноября в ПВР, расположенном в поселке Мичурина отключили тепло и электроснабжение. От вынужденных первенцев требуют освободить занимаемые помещения на том основании, что на территории ПВР будет строиться онкологический центр."

Housing needs of all IDPs not covered

Кавказский Узел, 8 апреля 2008 г.:

"Правозащитники убеждены, однако, что восстанавливаемого и выделяемого жилья недостаточно для всех нуждающихся в нем бездомных жителей ЧР. В приемные общественных организаций ежедневно стекаются потоки людей с просьбой оказать им помощь, по крайней мере, во временном обустройстве.

Активизация процесса закрытия общежитий, в которые были преобразованы ПВРы, вызвала еще одну волну коллективных и индивидуальных заявлений в ПЦ "Мемориал". После протестов жильцов общежитий, вмешательства правозащитных организаций и предания ситуации гласности власти ЧР предприняли определенные шаги для жилищного обустройства особо нуждающихся. В частности, были предложены 18 000 рублей на семью для съема жилья на полгода. Такой вариант большинство семей не устраивал, так как он мог решить вопрос обустройства лишь на короткий промежуток времени.

По заявлению жителей общежития - бывшего ПВР (г. Грозный, Старопромысловский район, городок Маяковского) - ПЦ "Мемориал" направил в прокуратуру Старопромысловского района запрос о незаконных действиях со стороны работников администрации:

"15 января 2008 года жителям ПВРа, заместителем главы администрации Старопромысловского района г. Грозный Берсановым А. было объявлено, что получен приказ об освобождении общежития. Тем, кто добровольно освободит комнаты, обещалась денежная выплата в размере 18 000 рублей для аренды жилья на шесть месяцев. В это же время комендант общежития М. Идигова озвучила приказ об освобождении комнат до 20 января 2008 года. Иначе, сказала она, их выселят насильно".

Прокуратура Старопромысловского района в настоящее время проводит дополнительную проверку вышеизложенного случая.

22 февраля 2008 года состоялась встреча Президента ЧР Рамзана Кадырова с представителями ПЦ "Мемориал", на которой обсуждалась, в числе других вопросов, проблема ВПЛ. В результате Президент ЧР поручил главе администрации Грозного М.Хучиеву проверить совместно с сотрудницей ПЦ "Мемориал" Н.Эстемировой всю информацию о случаях нарушения прав внутриперемещенных лиц (в том числе и при их расселении из ПВР), и, если эта информация соответствует действительности, то исправить ситуацию. Начало проверке было положено в тот же вечер.

Таким образом, на практике при всем стремительном восстановлении жилого массива и возрождении Чечни тысячи людей остаются без жилья и надежды на его получение в обозримом будущем. Без участия федеральной власти в жилищном обеспечении жителей Чеченской Республики эта проблема решена не будет."

IDPs pressured to sign form taking away government assistance

Кавказский Узел, 8 апреля 2008 г.:

"В Чечне при ликвидации пунктов временного размещения грубо нарушаются права граждан. Об этом сообщает Правозащитный центр "Мемориал". Анализ многочисленных жалоб, заявлений, проведенный ПЦ "Мемориал", а также результат мониторинга на местах показывал, что в процессе расформирования ПВРов грубо нарушались права внутриперемещенных лиц (ВПЛ). Внутриперемещенные лица, в большинстве своем, писали "добровольные" заявления о снятии с учета по форме №7 ВПЛ под влиянием грубого давления. Были зафиксированы случаи, когда людей насильно выселяли из комнат общежитий, выкидывая вещи, а иногда дело доходило до рукоприкладства. Многие, особенно женщины, были вынуждены ставить свою подпись под подготовленными работниками администраций заявлениями во избежание инцидентов между мужчинами своей семьи и выселяющими их вооруженными людьми.

По словам правозащитников, так властям удалось существенно сократить число ВПЛ. Часть ВПЛ, выстоявших в борьбе против произвола, просто сняли с учета по акту Комиссии по соблюдению норм и правил проживания в ПВРах (далее - Комиссия). "Мемориал" отмечает, что в распоряжении Правительства ЧР о создании Комиссии не были прописаны ни ее полномочия, ни способ оформления принимаемых ею решений, ни нормы, которыми она должна была руководствоваться в ходе проверки ПВРов. Поэтому ее действия нарушали положения Жилищного Кодекса РФ, которые допускают выселение граждан из жилых помещений только в судебном порядке. Обращаться за защитой своих прав в правоохранительные органы люди отказывались, считая это бессмысленной тратой времени [...]"

Loss of forced migrant status deprives IDPs of government assistance

Кавказский Узел, 8 апреля 2008 г.:

"Изменение статуса вынужденных переселенцев на "лиц, нуждающихся в улучшении жилищных условий" может создать для них и другие проблемы. "К примеру, теперь их могут лишиться гуманитарной помощи. Или же их могут выселить из занимаемых ими помещений по различным причинам чисто формального характера", - заявил сотрудник одной из местных неправительственных организаций в беседе с корреспондентом "Кавказского узла"."

Housing of IDPs from mountainous areas in Chechnya (2007)

- According to a Memorial survey, 58 of 105 IDP families from mountainous villages have their own housing, while others live with relatives or acquaintances, rent or spend the night at the homes of various local residents
- Some families pay 500 roubles a month to rent a house while others pay 1000, 1500 and 2000 roubles
- Some local residents gave IDPs housing for free out of sympathy for their situation, but only for a short time
- IDPs who own homes managed to do so in various ways, including by receiving government compensation for lost property and housing, selling cattle, taking a loan, inheriting a land plot and then building with the help of family members and neighbours
- Other IDPs have half-built houses since the compensation they received was not enough to build an entire house and they lack funds to continue building
- One cow gives from 15,000 to 20,000 roubles and land plots cost 25,000 to 100,000 roubles

Updated information on this topic could not be found among the sources consulted.

Memorial and Civic Assistance Committee, 13 March 2007:

"«Живут в чужом доме». Эта фраза часто звучала в разговорах коллег из «Мемориала» и наших помощников из числа беженцев как очевидный признак неблагополучия. Для большей части опрошенных этот уровень неблагополучия уже остался в прошлом: 58 семей из 105 имеют на равнине свое жилье. Остальные 47 распределились так: 19 семей живут в домах родственников (в том числе одна семья – в купленном родственниками железном вагончике, непригодном для проживания), 7 семей – у знакомых и малознакомых местных жителей, 18 снимают жилье, двум семьям жилье предоставлено местными жителями на условиях последующего выкупа, одна семья никакого жилья не имеет - ночует то у одних, то у других местных жителей.

Стоимость аренды жилья по московским меркам – ничтожная: из 9 человек, назвавших стоимость аренды, 3 семьи платят за дом 500 р. в месяц, 4 семьи – по 1000 р., одна – 1500 рублей и еще одна – 2000 р. Однако, в условиях, когда регулярные денежные доходы в лучшем случае сводятся к пенсии в размере 2000-3000 рублей, или к пособию по безработице в размере 700 рублей, а иногда и вовсе отсутствуют, ежемесячная выплата даже такой арендной платы за жилье может представлять определенную проблему.

Одна семья снимает за 500 рублей двухкомнатный облицованный кирпичом саманный дом в с. Иласхан-Юрт, другая - часть большого кирпичного полуразрушенного дома в п. Ойсхара, а третья - бетонный цокольный этаж из 2 комнат в пос. В.Нойбера.

За 1000 рублей снимают и хороший кирпичный дом в п. Ойсхара, и маленький саманный домик с окнами, затянутыми вместо стекла пленкой, в том же поселке, и крохотный деревянный домик в Гудермесе. За 2000 р. семья из 13 человек снимает трехкомнатный кирпичный дом в с. Н.Нойбера.

Совершенно очевидно, что разница в стоимости аренды определяется не только местонахождением и качеством жилья, но и наличием каких-либо неделовых отношений между хозяином и нанимателем - знакомства или едва прослеживаемого родства: в таких случаях сдают, конечно, дешевле, не увеличивают плату, снисходительно относятся к просрочке платежей. Некоторым беженцам местные жители (не родственники и не знакомые) предоставили жилье бесплатно – просто из сочувствия к их положению.

Однако многие из тех, кто живет в чужом доме бесплатно, все же находятся в напряжении - либо из-за необходимости в скором времени освободить жилье, на использование которого

у хозяев есть другие планы, либо из-за того, что чувствуют неудобство, стесняя хозяев или вынужденно нарушая традиции. В одной из семей я почти физически ощутила, какое постоянное смущение (до страдания) испытывает глава семьи - человек с развитым чувством собственного достоинства – из-за того, что вынужден жить в доме у родственников жены. Поэтому для всех, кто живет в чужих домах, включая вдов с несколькими детьми на руках, главная забота - построить свой дом.

Каким образом реализуют это стремление беженцы, чьи материальные возможности должны быть, по характеру их положения, крайне скудны? Думаю, что читатель, как сначала и мы, с некоторым недоумением узнал о том, что большинство беженцев из горных сел проживает в своих домах. Что же это за беженцы? И действительно ли они бедны, если оказались в состоянии построить себе дома?

Один беженец в селении Добыча (п. Ойсхара), на мой вопрос, как же он смог построить дом, не имея регулярных денежных доходов, ответил, что дом обошелся ему почти бесплатно: он продал свой скот (двух коров и быка) и на вырученные деньги построил саманный дом с помощью пятерых братьев (40). Думаю, что этот ответ можно рассматривать как своего рода формулу строительства чеченского саманного дома, хотя в ней и отсутствуют некоторые элементы. Но сначала о том, что в ней есть.

Скот. Действительно, для тех беженцев, которым удалось пригнать с гор свой скот, он стал основным капиталом, который они могли использовать для приобретения земельных участков и строительства жилья. Из 58 семей, построивших себе дома, 10 сообщили, что продали ради этого свой скот. При этом специально вопрос о том, на какие средства строились их дома, беженцам не задавался. Так что, расстаться со своим скотом, чтобы обрести собственную крышу над головой, возможно, пришлось и другим беженцам. (Правда, в результате они остались без основного источника их существования).

Средняя цена коровы или быка в Чечне – от 15 до 20 тысяч рублей. Значит, нашему беженцу из п. Добыча удалось выручить за свой скот 50-60 тысяч. Могло ли этих денег хватить на строительство дома?

Вряд ли, но за эти деньги он мог в начале 2001-2002 гг. получить земельный участок и приобрести часть тех стройматериалов, которые требуют денежных затрат.

Вопрос о стоимости земельных участков не был включен в опрос, но многие беженцы говорили об этом сами. Затраты на получение участков сильно различаются в зависимости от времени и места их получения. В первые годы после переселения горцев на равнину они могли получить участки за 2500 руб. (Кадии-Юрт), 8000-10000 руб. (Ойсхара), 15 000 руб. (В.Нойбера). Сейчас участки в этих местах стоят 60-100 тысяч рублей. В Иласхан-Юрте нам говорили о покупке земли за 25 тысяч рублей, в Ильинской - за 35 и 50 тысяч.

Второй важный элемент упомянутой «формулы» - саман. Подавляющее большинство домов беженцев выстроено из саманного кирпича: 36 из 58. Беженцы делают этот кирпич сами – из глины и соломы - и его изготовление им ничего не стоит, либо требует минимальных денежных затрат. Часто изготовлением кирпича занимаются женщины, которым помогают подростки. Реже встречаются и несколько дороже обходятся турлучные дома: глиняные дома на деревянном каркасе. Собственные турлучные дома были у трех опрошенных нами семей беженцев. Хозяин одного из них построил его из материалов своего разобранного старого дома в горах.

Те, у кого есть какие-то дополнительные средства, облицовывают саманные дома кирпичом: такие дома выглядят наряднее и престижнее сереньких саманных домиков с торчащими из стен «хвостиками» соломы, но с точки зрения тепла и прочности

существенных преимуществ они не имеют. 9 из опрошенных нами семей имели облицованные кирпичом саманные дома в собственности.

И наконец, третий элемент «формулы» строительства беженского дома: помощь родственников. Элемент очень важен: об участии родственников – денежными средствами и трудом - в строительстве их домов упоминали многие беженцы. Некоторые говорили о том, что строить дом им помогали соседи. Но участие это в Чечне настолько естественно и традиционно, что наверняка в той или иной степени им пользовались все, кто строил свои дома, просто не всем пришло в голову упомянуть об этом. Двум вдовам с детьми дома были построены братьями покойных мужей (5, 27). Некоторым родственники приобрели или отдали свои земельные участки (16,43,78,98). Семье одного парня, потерявшего оба глаза и правую руку при взрыве мины, участок под строительство дома подарил друг (43).

Однако, не у всех беженцев был скот, не у всех есть родственники, способные помочь деньгами, да и те, у кого все это было, вряд ли могли полностью покрыть все затраты на строительство только за счет этих источников. Судя по результатам опроса, у беженцев есть только два способа раздобыть недостающие средства: получить компенсацию или взять деньги в долг. 20 из 58 семей построили жилье, благодаря получению компенсации. 9 семей, чтобы построить дома, влезли в долги, и теперь ждут компенсации, чтобы расплатиться.

Опрос дает некоторое представление и об общих размерах затрат на строительство.

Вот, например, как беженцы определяли источники средств на строительство саманных домов:

- компенсация 65% + бесплатный участок (подарил брат-16),
- компенсация + бесплатный участок (мать отдала участок, полученный до войны - 22),
- продал много скота (36),
- скот (маленький дом в одну комнату, за участок заплатили 25 тысяч - 18),
- компенсация +скот (в том числе за участок 35 тысяч рублей – 6) ,
- компенсация 50%.+ долг + скот (в т.ч. за участок 30 тысяч рублей - 50).

О стоимости саманных домов, облицованных кирпичом, говорит тот факт, что один из опрошенных истратил на облицовку всю компенсацию, полученную, конечно, не целиком (46).

Затраты на строительство турлучного дома: компенсация + долг 150 тысяч рублей (46). У владельца кирпичного дома остался невыплаченный долг в размере 300 тысяч рублей (41).

Шесть семей живут в недостроенных домах: четыре – в саманных, две – в бетонных подвалах своих будущих домов, накрытых шифером (39,54). Эти два подземных жилища производят на свежего человека особенно сильное впечатление.

Еще 8 семей, живущих в чужих домах, сообщили, что были вынуждены прекратить начатое строительство из-за отсутствия средств.

Одна семья купила в п. Ойсхара участок за 25 тысяч, заготовила саманный кирпич для дома (все лето делали), но он пропадает, потому что денег на фундамент нет: ждут компенсацию, чтобы продолжить строительство (31).

В то же время некоторые семьи, получившие компенсацию, начали на нее возводить дома, но столкнулись с тем, что не могут завершить строительство (таких семей 6). Причина в том, что размер компенсации в ее усеченном за счет взяток виде заведомо недостаточен, а других средств у этих семей нет.

- «На компенсацию купили участок, начали строить, заложили фундамент и купили часть материала для крыши. На остальное не хватает средств» (71)
- «Получили 230 тысяч компенсации. Деньги ушли на фундамент и на покупку участка 8 соток» (82).

Рост цен – особенно на земельные участки – приводит к тому, что получение компенсации все в меньшей степени решает проблему строительства нового жилья.

А если эту усеченную и все более обесценивающуюся компенсацию приходится еще делить с другими родственниками или расходовать на насущные нужды, перспективы строительства жилья становятся еще более туманными: «Получила 140 тысяч (пополам с братом), отдали долги, проели, построить дом не можем» (30).

Остается отметить, что в с. Иласхан-Юрт действуют и другие причины, мешающие горцам строить жилье: как рассказал один беженец, он купил участок, заложил фундамент, но строить дальше ему не разрешают! (26)."

Для дополнительной информации, читайте статью "Кормильцы боевиков" стали бомжи, Чеченское Общество, 7 августа 2006 г.

Poor living conditions for IDPs in Ingushetia and Dagestan (2007)

- Main issue raised by IDPs during UNHCR survey in Ingushetia is poor living conditions in temporary settlements, followed by lack of accommodation and jobs
- Tent-like camps were abolished in Ingushetia in 2004 and IDPs moved into temporary settlements, which are garages, workshops of former industrial plants and former livestock farms
- Most IDPs in Dagestan live in private accommodation, though some in collective accommodation feared eviction
- Temporary Accommodation Centres have not been a temporary measure

Updated information on this topic could not be founded among the sources consulted.

Ingushetia

UNHCR, 30 June 2007:

"In Ingushetia, the survey on the IDPs' situation in Temporary Settlements captured 1,097 families/5,710 persons residing in 81 TSs on the territory of the Republic [...] In an effort to analyse protection-related concerns among the IDPs in TSs, families were asked to identify in order of priority the main two problems encountered in their daily presence in Ingushetia.

39.3% of the 1,097 surveyed families did not report any particular problem in their daily existence in Ingushetia, while some 60.7% expressed having one or more issues of concern related to their permanence in the republic. The unsatisfactory living conditions in the TSs was the issue mentioned more often as the primary concern (38.9% of the respondent population), followed by the lack of accommodations in Ingushetia (17.9%), the lack of job opportunities (17.6%) and the loss of MS registration allowing free residency in the TSs (15.6%)."

Memorial, 31 July 2006, p. 19:

"After tent camps were shut down in 2002-2004, compact accommodation points (CAPs) were set up on the territory of the Republic of Ingushetia with the help of international organizations, including some new centers, where IDPs were invited to move. These small settlements, totaling 67 and having a total capacity of slightly more than 12,000 are housed in unsuitable buildings: garages, shops of shut-down factories, on the premises of former cattle farms, etc [...]

Substandard living conditions, lack of money and lack of adequate social support are constituent elements of the lives of IDPs [...] Temporary Accommodation Points (TAPs) are mostly housed in restored brick buildings that were previously used as hostels. TAPs are much more suitable for living than camps and CAPs. Living conditions there have not been changed since the time when people were first housed there in great haste. The living rooms are very crowded; many people

have to sleep on the floor. Families of five or six live in small rooms. People tend to their basic needs in one and the same room: preparing meals, taking a shower, doing the laundry, etc. All this contributes to unsanitary conditions. Most TAPs lack sewage, shower rooms and laundries. It should be noted, however, that having recognized the seriousness of this problem, the Migration Agency of the Chechen Republic started to provide vehicles to take people to bathhouses on a weekly basis. It must be said that the IDPs for whom there was no room in TAPs, often live in conditions that are much worse than these."

Dagestan

UN OCHA, 12 December 2006:

"[...] About 90% of [the 6,500 IDPs in Dagestan] reside in private accommodation, while the rest live in precarious conditions in unsubsidized collective accommodation. The owners of some of the buildings used as collective accommodation may vacate them in 2007, adding to the residents' concerns about their future prospective.

In Dagestan, IDPs lack federal support, and the Protection Working Group has been unable to work with the government to find durable solutions. Nearly 10% of the estimated 6,500 IDPs reside in precarious conditions in collective accommodation, which is not subsidized by the migration authorities.

"[...] Despite these new strategies much of the population of Dagestan resides in sub-standard accommodation."

Most IDPs in Chechnya and Ingushetia still in need of permanent shelter (2008)

- Compensation and other programmes have not solved housing crisis; about 22,000 IDPs still living in collective centres and in need of housing
- In 2008 humanitarian organisations to restore over 1000 houses in Chechnya for IDPs in former TACs and build over 150 new homes in Ingushetia for IDPs living in temporary settlements

Радио Свобода, 17 март 2008г.:

"- Сколько осталось людей, которые сейчас нуждаются в жилье и остаются в лагерях беженцев?

- Это порядка 22 тысяч человек. За них уже не платят за свет, за газ. Энергетики, газовики требуют свои деньги от беженцев, и они вынуждены скидываться и платить, чтобы их не отключали от света и газа."

УВКБ, 30 мая 2008г.:

"Выбор благополучателей для программ жилья на 2008 год завершен, при этом предпочтение отдано ВПЛ, проживающим в бывших ПВР в Чечне и временных поселениях в Ингушетии. Организации, занимающиеся вопросами жилья, планируют восстановить более чем 1 000 домов в отдаленных районах Чечни и построить более 150 новых домов в Ингушетии."

UNHCR ,17 October 2007:

"In the Russian republic of Ingushetia, UNHCR has long been implementing housing projects aimed at supporting durable solutions for displaced people in the region – especially those who have fled from Chechnya to the east. After Chechnya's second recent conflict broke out in 1999, tens of thousands of people fled to Ingushetia and many were housed in tented camps. These

were dismantled in 2004 and those who had not returned home were moved to grim collective centres, which were only envisaged as being temporary.

People are also benefitting from housing help back in Chechnya. UNHCR's "Permanent Shelter" programme in the republic focuses largely on renovating badly damaged houses in urban and rural areas. More than 20,000 houses had been repaired by the end of last year."

Electricity and gas cuts to temporary accommodation in Ingushetia and Chechnya (2008)

- Heat and electricity turned off at TAC in Chechnya and IDPs requested to move out
- Ingushetian energy company ordered that electricity to temporary settlements where IDPs from Prigorodny district were living be cut off due to late payments
- Electricity and gas frequently cut off in Maisky, reportedly due to Government of Ingushetia arrears totaling more than 400,000 roubles
- Government of Ingushetia made some payments, but this did not always mean the electricity was turned on

Chechnya

Caucasian Knot, 27 November 2007:

"For several days already, the Temporary Accommodation Centre (TAC) for forced migrants, located in Michurin settlement of the Oktiabrskiy District of the city of Grozny, the capital of Chechnya, has been cut off from heat and electricity supplies. According to the source, the forced migrants are requested to move out of the premises, as the authorities are planning to build an oncology centre on that land estate.

"Several families were removed to another TAC, located in the Zavodskoy District, although no conditions have been created there. And we faced serious problems. Several days ago gas and electricity were cut off. It's winter outside, there's negative temperature in the rooms, and we don't know what to do," the source said.

The Migration Service of Chechnya has refused to comment on the situation in the TAC of forced migrants in the Michurin settlement."

Ingushetia

УВКБ, 31 марта 2008г.:

"Директор энергетической компании в Ингушетии издал приказ от 11 марта 2008 года отключить электричество за неуплату во временных поселениях, где проживают ВПЛ из Пригородного района. В отличие от чеченских ВПЛ, зарегистрированных в Миграционной службе, данная группа не попадает под юридические условия, освобождающие от оплаты коммунальных услуг. Однако до недавнего времени большинство расходов за коммунальные услуги покрывалось местной администрацией, которая использовала для этого различные бюджетные линии."

Кавказский Узел, 14 июня 2007 г.:

"С конца 1992 года по сей день, беженцы прожили в этом жутком лагере, который не был обеспечен ничем. Там рождались и болели дети. Только полтора года назад мы туда поставили медицинский пункт.

Там постоянно отключали электричество и газ, потому, что теоретически, платить должны были за них осетинские власти, а платили ингушские, но Ингушетия - дотационная республика и средств не хватало. Всё, что там происходило, не соответствовало закону", - поясняет глава "Гражданского содействия".

Кавказский Узел, 6 мая 2006 г.:

"Несколько дней назад отключено электроснабжение лагеря ингушских беженцев в поселке Майский Пригородного района Северной Осетии. По некоторым данным, отключение произведено из-за накопившегося за электроэнергию долга в размере около 400 тысяч рублей. На прошлой неделе, благодаря усилиям ингушской стороны часть задолженности удалось погасить - правительство Ингушетии выплатило за беженцев более 130 тысяч рублей. Однако подача электроэнергии в МКП до сих пор не возобновлена. В настоящее время в вагончиках по-прежнему отсутствует тепло, а дети вынуждены делать уроки при свечах.

"Давление газа в печках очень слабое, и вагончики в основном отапливались за счет электронагревательных приборов. Сейчас вот уже вторую неделю (с 27 апреля) сидим без электричества. В помещениях прохладно, нет возможности готовить горячую пищу. Свет в вагонные окошки проникает слабо, и школьники даже днем вынуждены делать уроки при свечах. Мы слышали, что ингушское правительство выплатило часть нашего долга за электроэнергию, но почему-то свет нам до сих пор не дали", - говорят беженцы.

Городок вынужденных переселенцев на окраине с. Майское стихийно образовался после осетино-ингушского конфликта. В момент образования в нем находилось более 200 жилых вагончиков, в которых проживало 230 семей. МКП не является административной единицей и не имеет официального статуса и его жители лишены предусмотренных федеральным законодательством льгот. До сих пор ни власти Северной Осетии, ни Федеральная миграционная служба не взяли на себя обязательства по возмещению расходов за потребленную жителями городка беженцев электроэнергию, а сами беженцы сделать это не в состоянии. По этой причине проблема с отключением электроэнергии существует здесь постоянно. Время от времени власти Ингушетии погашают долги беженцев, однако полностью решить эту проблему так и не удалось."

IDPs in Ingushetia live mainly in private accommodation (2008)

- About 75 per cent of IDPs in Ingushetia live in private accommodation; the remainder live in temporary settlements
- In either case residents are 55 per cent women and 45 per cent men and live in inadequate conditions
- Ethnic Ingush: about 20 per cent live in temporary settlements, while about 50 per cent live in the private sector
- Ethnic Chechen: about 80 per cent live in temporary settlements, while about 50 per cent live in the private sector

DRC, 31 October 2008:

Total age/gender statistics

Sex	>2002	<=2002 - >1994	<=1995 - >1990	=1990 - >1948	<=1948	Total	%
Female	551	870	752	3,779	715	6,667	55.3
Male	564	885	696	2,851	392	5,388	44.7
Total	1,115	1,755	1,448	6,630	1,107	12,055	100.0
%	9.25%	14.56%	12.01%	55.00%	9.18%	100.0%	

Temporary settlement age/gender statistics

Sex	>2002	<=2002 - >1994	<=1995 - >1990	=1990 - >1948	<=1948	Total	%
Female	170	230	200	1,024	118	1,742	55.4
Male	182	241	166	754	58	1,401	44.6
Total	352	471	366	1,778	176	3,143	100.0
%	11.20%	14.99%	11.64%	56.57%	5.60%	100.0%	

Private sector age/gender statistics

Sex	>2002	<=2002 - >1994	<=1995 - >1990	=1990 - >1948	<=1948	Total	%
Female	381	640	552	2,755	597	4,925	55.3
Male	382	644	530	2,097	334	3,987	44.7
Total	763	1,284	1,082	4,852	931	8,912	100.0
%	8.56%	14.41%	12.14%	54.44%	10.45%	100.0%	

Breakdown by ethnicity of temporary settlements

Ethnicity	Families	Persons
Chechen	623	2601
Ingush	142	505
Others	12	37
Total	777	3143

Breakdown by ethnicity of private sector

Ethnicity	Families	Persons
Chechen	1100	4670
Ingush	1022	4205
Others	13	37
Total	2135	8912

UNHCR, 17 April 2008:

"IDPs [in Ingushetia] are still settled in some 70 Temporary Settlements or hosted by relatives - in either case, most of them live in sub-standard conditions with little self-reliance mechanism. Shrinking humanitarian assistance directed to the Republic aggravates their situation."

IDPs in Dagestan need assistance for local integration (2008)

- Some IDPs from Chechnya living in Dagestan were allocated land, money and construction materials by the government
- In September 2007, 22 families had already moved and 15 families were due to move soon
- Those who had moved were living in temporary shelter because they still needed construction assistance

UNHCR, 17 April 2008:

"The government [in Dagestan] provided upon the closure of the camp, assistance to 37 residents with a land plot, construction materials and a cash grant. The camp was near the Chechen-Dagestani border."

Кавказский Узел, 22 сентября 2007 г.:

"Беженцам из станицы Бороздиновской Шелковского района Чеченской республики, [переселяющимся из лагеря "Надежда" в Дагестан](#), который выделил им землю для постоянного расселения, нужна помощь в строительстве домов, об этом говорится в сообщении на сайте [международного общества "Мемориал"](#).

Правозащитники следят за развитием событий вокруг лагеря, информируют о происходящем общественность и представителей государственных структур. По инициативе президента Дагестана Муху Алиева была создана рабочая группа для размещения семей беженцев в сёлах Кизлярского района республики. Для тридцати семи семей, остававшихся в лагере на сегодняшний день, выделены земельные участки под строительства домов в нескольких сёлах – Аверьяновке, Южном, Косякино, Кизлярском. Однако финансовая поддержка для строительства новых домов предусмотрена не была, отмечается в сообщении.

Беженцы всеми силами стараются построить камышовые жилища или палатки из старого материала, оставшегося от прежних жилищ в лагере. Практически никто из переселенцев не в состоянии самостоятельно оплатить строительство саманного или кирпичного дома. У них нет финансовых средств для приобретения строительных материалов: цемента, шифера, балок, реек, кирпича. Только стоимость строительных материалов для одного домика из четырёх комнат составляет 90-100 тыс. рублей.

Переселенцы нуждаются во многом, но в первую очередь - в строительных материалах. Им нужно срочно, до наступления зимы, построить себе в поле хотя бы маленькие домики.

Как отмечают правозащитники, беженцев фактически переселили на голую землю. Новое место расселения, по сути, - всё тот же лагерь, они снова в открытом поле, и все их житейские проблемы сегодня точно те же, что год и два назад. Рабочая группа пока ничего им не обещает, кроме выделения земельных участков, - по 6 соток.

Сотрудник Сети "Миграция и Право" ПЦ ["Мемориал"](#) направил письменное обращение президенту Дагестана с просьбой обратиться за помощью в переселении беженцев к Датскому Совету по беженцам или УВКБ ООН на Северном Кавказе, как международным организациям, чья прямая миссия - оказывать помощь людям, оказавшимся в подобных ситуациях.

Правозащитный центр также намерен обратиться в международные и российские организации с просьбой: помочь бороздиновцам. На Северном Кавказе наступили холода, и обитателям камышовых шалашей уже сейчас очень трудно удержать тепло в своих жилищах, которые перемещаются на новое место вместе с ними, отмечают правозащитники [...]

Они заявили, что не вернуться на территорию Чечни, где вынуждены жить в атмосфере постоянного страха. Ни власти Чечни, ни власти Дагестана тогда не проявили должной заботы о новых беженцах.

В сентябре текущего года более 130 [беженцев из станицы Бороздиновской](#), проживающие в палаточном лагере "Надежда", начали переселение в Кизлярский район Дагестана, где им выделены земельные участки под индивидуальное жилищное строительство. На

сегодняшний день на новое место жительства из палаточного лагеря "Надежда" выехали 22 семьи. Остальные 15 переедут в самое ближайшее время."

IDPs in North Ossetia still live in poor conditions (2008)

- More than 24,000 forced migrants from Prigorodny district received housing assistance since 1994
- The federal housing programme set to run until 2010 issued a total of 822 housing certificates from 2006 to 2008
- IDPs in North Ossetia still live in alarming conditions and state дума deputy committed to solving housing issue of remaining IDPs

Кавказский Узел, 6 июля 2008г.:

"По информации "Кавказского узла", мероприятия, проводимые с 1994 года, позволили обустроить на территории Северной Осетии более 24 тысяч граждан, пострадавших в результате осетино-ингушского конфликта октября- ноября 1992 года. Более четырех тысяч вынужденных переселенцев получили помощь в обустройстве вне мест прежнего проживания через систему открытия и оплаты банковских счетов на приобретение жилья...

В рамках реализации программы "Жилище на 2006-2010 годы" для обустройства вынужденных переселенцев было предусмотрено выделение 30 жилищных сертификатов в 2006 году и 792 - в 2007 году. Фактически в 2006 году на эти цели Рострой выделил всего 804 600 рублей на обустройство лишь одной семьи в составе 3 человек. На 2007 год общая сумма составила 800 тысяч рублей, что позволило обустроить еще одну семью. Выделенных средств в 2008 году достаточно лишь для того, чтобы обустроить только две семьи. Таким образом, за три года вместо запланированных 822 семей могут быть обустроены всего 4 семьи, и такие темпы, по мнению специалистов, просто недопустимы, с учетом вышеприведенных обращений граждан...

Депутат Государственной Думы Арсен Фадзаев убежден в том, что при принятии поправок в федеральный бюджет нужно обязательно отразить все финансово-хозяйственные и организационные аспекты, связанные с решением проблемы вынужденных переселенцев, проживающих на территории Северной Осетии.

"На следующей неделе мы соберем членов комитета и от имени комитета выйдем к правительству с конкретными предложениями, - поделился планами Арсен Фадзаев. - Речь идет не о том, что в этом году будет 800 или 1000 сертификатов, речь идет о том, чтобы раз и навсегда решить этот вопрос в рамках программы "Жилище", рассчитанной до 2010 года".

Особую тревогу, как выяснил "Кавказский узел", вызывают семьи вынужденных переселенцев, проживающие на протяжении 16 лет в лишь немногих приспособленных для жизни помещениях. Таких объектов в Северной Осетии - 21, из них 7 - во Владикавказе, 11 - в Пригородном районе, 2 - в Кировском районе и 1 в Дигорском районе. Здесь проживают 1500 человек, имеющих гражданство РФ и статус вынужденного переселенца. Указанные объекты находятся в аварийном состоянии, не соответствуют санитарным нормам, и дальнейшая их эксплуатация в таком виде представляет реальную угрозу для людей.

Living conditions in Novy, North Ossetia (2007)

- As of late 2007, more than 300 families live in Novy, a government-organised purpose built establishment for IDPs from Prigorodny district
- An additional 500 families have applied to move to Novy
- Living conditions in Novy better than in Maisky, according to Civic Assistance Committee
- Authorities rent land to IDP resettlers in Novy and according to IDPs, they must build a house on the land within 3 years or the land could be taken from them
- With few jobs in the village, many IDPs take loans to pay for essential items and worry they will not be able to build a house within 3 years

Вести, 6 ноября 2007г.:

"Полпред президента РФ в ЮФО побывал, в частности, в населенном пункте Новый, который специально строится для вынужденных переселенцев. В настоящее время здесь проживает свыше 300 семей, еще около 500 заявлений о заселении в Новый находится на рассмотрении в администрации Пригородного района.

«Многое делается руководством республики, чтобы это обустройство состоялось. Выделена, как мне кажется, хорошая плодородная равнинная территория, прокладываются дороги, создается инфраструктура», - заметил Рапота."

Кавказский Узел, 14 июня 2006 г.:

"Председатель Комитета "Гражданское содействие" Светлана Ганнушкина считает, что Майский был давно обречён. По её словам, жизненные условия в посёлке Новый намного лучше.

"Есть семьи в Новом, которые уже коров купили, огород посадили. Они живут во "временках", но приличных вполне. Им дали землю в аренду. Предполагается, что когда выстроят капитальные строения, то тогда они земля перейдет к ним в собственность", - полагает Светлана Ганнушкина.

Кавказский Узел, 3 апреля 2007г.:

"1 апреля вынужденные переселенцы ингушской национальности, проживающие в поселке Новый Пригородного района Северной Осетии, провели митинг протеста в районе федеральной трассы "Кавказ".

Об этом [...] рассказал председатель Комитета по защите прав вынужденных переселенцев Асламбек Апаев. По его словам, вынужденные переселенцы вышли на акцию в связи с тем, что в поселке в течение двух суток было отключено электричество.

"В поселке Новый проживают вынужденные переселенцы, проживавшие ранее в различных населенных пунктах Пригородного района РСО-Алания. Их переселили сюда из разных пунктов временного размещения, расположенных как на территории Осетии, так и Ингушетии, пообещав решить все проблемы и создать нормальные условия для проживания - говорит он. Реальность же оказалась далеко не такой, как ожидалось".

"Газа в поселке практически нет, так как газифицировано чуть более десятка из примерно 300 установленных здесь для вынужденных переселенцев вагончиков. Поэтому люди для обогрева помещений вынуждены пользоваться электронагревательными приборами. По непонятным причинам в Новом в течение двух дней не было электричества, и люди начали буквально вымерзать в своих комнатках. А ведь здесь находится очень много детей, женщин и стариков. Доведенные до полного отчаяния вынужденные переселенцы вышли

на акцию протеста и хотели заблокировать федеральную трассу "Кавказ", - рассказывает собеседник.

"В митинге участвовало около 200 человек. Затем туда прибыли представители местных властей и сотрудники силовых структур. Последние потребовали, чтобы митингующие немедленно разошлись, - сказал Апаев. Мне позвонили знакомые проживающие в поселке Новый и попросили немедленно приехать, поскольку ситуация там начинала накаляться. Мне удалось убедить людей не предпринимать действий по блокированию автотрассы, поскольку их акция не была санкционирована властями, и дело вполне могло дойти до применения силы. Ближе к вечеру свет в поселок все же дали".

Как стало известно, в поселке Новый проживает 289 семей (более тысячи человек), вынужденных переселенцев из Пригородного района Северной Осетии, покинувших свои дома после осетино-ингушского конфликта осени 1992 года."

Кавказский Узел, 3 августа 2006 г.:

"По словам беженцев, при переселении из Майского в п. Новый им обещали создать все необходимые для нормального проживания условия: выделить земельные участки, подвести к новому месту жительства коммуникации, в первоочередном порядке решить вопросы выплаты денежных средств на строительство жилья. Однако, утверждают они, на сегодняшний день ни одно из этих условий не выполнено.

"Как оказалось, земельные участки нам выделили не в собственность, а в аренду на 3 года. Вроде как все в рамках закона, но у нас имеются серьезные опасения. По истечении трех лет, если мы не построим на этих участках капитальные жилища, можем их лишиться. Средств на строительство у нас нет, а с получением государственной поддержки возникают серьезные трудности [...] Во-первых, органы миграционной службы отказываются продлевать статус вынужденных переселенцев и каждый из нас вынужден вступать в долгую судебную тяжбу", - говорится в тексте обращения вынужденных переселенцев."

Housing certificate programme too slow (2008)

- Federal program "Housing" set to run through 2010 and provide housing to citizens government is responsible for
- Forced migrants are included in the programme
- Citizens receive housing certificates in an amount based on their location and number of family members
- In mid-2008 the government reported there were about 55,000 forced migrants with a right to state assistance for permanent housing

CRI Project, 31 May 2007:

"Recent years have witnessed significant changes to legislation in the sphere of citizen's housing accommodations. A December 31, 2005 government resolution No. 865 adopted a new edition of the "Housing" special federal program, allocating spending through 2010. This resolution embraced a national project for the issue of housing accommodations to all categories of citizens for which the government is obligated to provide under federal law.

It plans to secure housing for servicemen, for participants of radiation accidents and catastrophes cleanup operations, those relocated from the Baikonur space launch facility, and to the benefits-eligible categories of forced migrants. It also foresees payment of subsidies to citizens being

relocated from the Far North and its surrounding regions. Finally, it plans to finance complete construction, reconstruction and modernization of housing assigned to people being relocated from shabby or disaster-state housing.

It envisions regional government agencies issuing state housing certificates to the assigned categories of citizens. These certificates would be based on the existing location of those forced migrants recognized as in need of better housing conditions. At the same time, financing for these needs is assigned through the federal budget."

"Правительство Российской Федерации, 1 июль 2008г.:

"Вынужденные переселенцы

Состоят в сводном списке, имеющих право на оказание государственной поддержки в постоянном жилищном обустройстве 53274

в том числе включены в число участников подпрограммы "Выполнение гос.обязательств по обеспеч. жильем категорий граждан, установленных федеральным законодательством" 41291"

Caucasian Knot, 28 April 2008:

"This year, Stavropol Territory has received only 34 housing certificates for forced migrants, while today's waiting list comprises 1500 persons. This was reported today to the "Caucasian Knot" correspondent by Vasily Tselovalnikov, Chairman of the Board of Associations of Migrants' Organizations of the Stavropol Territory.

"The situation with reception by forced migrants of housing certificates in the Stavropol Territory is very bad. If it goes like that, we'll need 80 years to receive all of them. Meanwhile, the neighbouring Volgograd Region received over 100 certificates this year," he has noted.

According to Mr Tselovalnikov, last year the money's worth of a housing certificate for immigrants made with 576,000 roubles per person.

"Certainly, you won't buy even a one-room 33 sq. m apartment for this money, such apartments are 1.5 million roubles worth now. One can only buy some housing in most remote districts."

Вести, 17 октября 2007г.:

"Часть средств, выделенных Северной Осетии из федерального бюджета на улучшение жилищных условий льготников по нацпроекту «Доступное жилье», осталась неиспользованной.

Как сообщил в среду начальник отдела развития рынка доступного жилья министерства строительства республики Владимир Рубашенко, на улучшение жилищных условий семей ветеранов и семей с детьми-инвалидами в этом году из федерального бюджета республике выделено 14,5 миллиона рублей, из которых освоено всего шесть.

Жилищные сертификаты, по словам Рубашенко, в текущем году получили 56 из 1140 семей, стоящих на очереди.

For the details of the housing programme in Russian, see [On the Federal Programme "Housing" for the period 2002 to 2010.](#)

Health

IDPs from Chechnya outside of north Caucasus have limited access to medical care (Special report, 2008)

- IDPs have limited access to medical care because they often lack residence registration
- Lack of medical insurance policy and limited finances also restricts their access

IDMC Special report, 2008:

"Russian citizens are entitled to free medical care in state and municipal medical facilities . UDHR, Article 25 and Guiding Principle 18.2d also set out the right of IDPs to medical services. In practice, IDPs should present residence registration to receive general medical care, which is only free if they also have a medical insurance policy. As a result, medical care is limited by the possession of residence registration, medical insurance and finances.

Article 4.1 of the law on forced migrants foresees the provision of free medical assistance and prescriptions for IDPs with forced migrant status in accordance with the laws of the Russian Federation. In practice, however, they may only receive medical assistance in the municipality where their residence is registered, and it may not be entirely free. Those with permanent residence registration may apply for a medical insurance policy through their employer or the Fund for Social Security, which permits free medical services, while those with temporary residence registration are not entitled to apply for a medical insurance policy, but may use medical services in their local clinic for a fee. In principle, those without registration should not be denied emergency care. Furthermore, it should be noted that all citizens, displaced or not, are subject to informal fees when accessing medical services.

Access to medical care for IDPs is limited by finances. The majority of IDPs interviewed had a medical insurance policy that they received through their employer or through the local medical clinic where they were registered as resident. However, despite the guarantee of free medical care, IDPs claimed that only an appointment with a general practitioner and a few routine tests came for free with their policy. Hospital stays and certain operations were payable, as were most prescriptions. A displaced man in Rostov explained that despite his medical policy, the cost of treating any illness in the family would break the family budget. Several elderly displaced people reported that their medicines cost up to one half of their monthly pension.

The scope of medical services available was also an issue. IDPs reported that they could not afford to travel and pay for specialist treatment or surgery, and so their illnesses had gone untreated. In one case in Volgograd, the local branch of the Ministry of Health had generously paid for the first operation of a young displaced woman with a bone disease, but further treatment was needed in another city. The young woman's single mother had built up debts from friends and relatives to pay for her treatment, but had still not been able to meet the cost. Several IDPs complained they had not been offered psychological help since their displacement. They believed serious trauma had gone unacknowledged and untreated, and that IDPs needed psychological counselling.

Only one IDP reported having been denied access to medical services. An internally displaced woman in Moscow explained how a neighbourhood clinic refused to treat her when she was pregnant since she did not have residence registration. She later brought her baby to the clinic, but the staff refused to examine the child. According to a lawyer with Memorial's Migration and

Law service in Moscow, the Ministry of Health never failed to provide hospital care to those in need or consult with IDPs needing medical care on their appeal."

Health system slowly recovering in Chechnya (2008)

- Government is increasingly funding the health system in Chechnya
- Hospitals and clinics understaffed and underequipped with shortages of water and electricity and poor sanitation facilities
- Health staff in Chechnya could improve technical, administrative and managerial skills
- Pediatric care needs to be improved, and mother education on child care needs to be strengthened
- Blood system diseases and traumas main cause for death in Chechnya
- Reproductive sterility has become an important socio-medical issue
- ICRC finished providing medical supplies to hospitals at the end of 2008

WHO, November 2008:

"In 2007-2008, the region has continued to experience positive changes in the Health Sector largely linked with the implementation of the national priority plan "Health" throughout the country and through an increase of the federal budget allocations to the strengthening of the health care system. There is a visible progress in high rates of the physical rehabilitation of the health infrastructure, especially in the Republic of Chechnya. Throughout the region there is a continuous process of distribution of selected specialized medical equipment. One of the most positive gains is the improved and established partnership and co-operation between the federal and the republican health authorities resulted in the set up and continuous strengthening of systems of methodological and information control, surveillance and exchange. In 2007-2008 despite many obstacles there is a definite improvement of situation with higher accessibility to medical services, drugs supply, especially on the level of central district hospitals and polyclinics. However, initial expectations are yet to be met...Finally, tuberculosis (TB) remains a serious public health threat for the year 2008 in all North Caucasus republics, especially Chechnya, where while the prevalence of TB is still below the national average, the TB mortality rate stands at 26,8 per 100,000 (17,2 Russian average), according to the Chechen Ministry of Health. Only Chechnya itself has more than 19.000 officially registered TB patients."

ACCORD, 30 April 2008:

"The Public Health Sector in the Chechen Republic lacks technical, administrative and managerial skills among the staff as well as specialised and basic medical equipment and drugs. Hospitals and clinics in the region are not only of low quality, but moreover struggle with power cuts and are in need of generators. There are health programmes run by WHO and other agencies to support hospitals in Chechnya and Ingushetia and also train medical staff. Like all over Russia and Eastern Europe, it is common to prescribe drugs in any case. Although drugs are often expired and expensive, they are very popular among the people, hence there is a high demand for pharmaceuticals. For surgeries, people attempt to go to Sochi, Rostov on Don or Moscow. As this is very expensive, they usually have to borrow money from friends and relatives."

UN, 4 March 2008:

"During the last discussions between WHO and the Chechen MoH there has been a special focus on the needs for further capacity building of local health workers in terms of training and upgrade of their professional knowledge. According to the MoH there is a large group of health workers who are not in the position to leave the Republic for various objective reasons (family, health,

poor social-economic conditions, etc.) and strongly requested health sector organizations to carry out a number of training events inside of Chechnya. Among other specialties, there are a total of 159 obstetricians and gynecologists required undertaking state certification. A group of few available Chechen psychiatrists would have to go similar state certification in 2008. In addition, over 100 laboratory assistants throughout the Chechen Republic need to go through a four month initial specialization courses. There has been a standing problem to provide four-month initial specialization courses for a group of 25 head doctors working in different health facilities of the Chechen Republic...

In the framework of the WHO project on "Strengthening Primary Health Care in the North Caucasus region" WHO in co-operation with the Ministry of Health of the Republic of Chechnya completed its assessment of quality of pediatric hospital care in the Republic of Chechnya. The main objectives of the assessment study were to: a) highlight and identify problems related to the quality of hospital-based paediatric care; and b) make suggestions for improving the quality of care based on recommendations from assessment study results. A total of 20 hospitals providing paediatric services were covered by the assessment. The survey showed the lack of adequate supplies and equipment in most of the hospitals. The quality of paediatric hospital-based care in Chechen Republic need to be improved extensively: a significant proportion of children in the hospitals do not receive appropriate clinical management with many of patients receive unsubstantiated treatment. There is a lack of application of evidence-based standard treatment guidelines for common conditions, particularly in the management of diarrhoea, neurological pathology, malnutrition, respiratory infections and fever. Pre-service training and continue medical education programmes should be focussed on international standards and evidence-based protocols, starting from adapted IMCI guidelines, manual of referral care and training materials. It was recommended to continue and to start new programs on strengthening of mother education on child health, feeding and sick child care in the Republic which will have an impact as on improvement of child development and health care seeking behaviours resulting on prevention of referral delays, overuse of unsubstantiated treatment as well."

UN, 15 January 2008:

"WHO shared the brief outcomes of Chechen health state system performance in 2007 following the release of nine month report by the MoH. As reported, 2007 illustrated some significant changes in areas as medical equipment supply and health personnel capacity building. Dynamics of the medical and demographic situation are characterized by some negative public health indicators. The level of socially significant diseases is quite high.

Mortality rate

The mortality rates (10.2 per 1.000) remain high (blood system diseases and traumas are among leading ones).

Life expectancy

Average life expectancy continues to decrease (men – 57-58 years; women – 65-70 years).

Morbidity rates

Certain increase of morbidity rates was noted for diseases of cardio-vascular, nervous and genital-urinary systems, and also allergic diseases and congenital pathologies.

Cardiac care

Provision of cardiac care in the republic is at a very low level.

Cancer

In 2007 there were registered 15,168 people diagnosed with malignant tumors.

Diabetes

Diabetes morbidity rates are high throughout all regions in the RF. In the Chechen Republic about 4.5% of population is affected by this disease.

Tuberculosis

TB morbidity rates remain at a high level and account for 366.2 incidents per 100 000 population (101.3 in RF). TB morbidity rates inside the penitentiary system are 30 times higher, compared with the same indicators outside.

Sexually transmitted diseases

STIs remain a growing problem with some 900 new cases registered in 2007.

Nephrology

Nephrology services are of increased demand with more than 500 new patients being registered [...]

Working conditions for health care workers

While having a strong interest in attracting outside health experts, including native Chechens, the MoH admit that available limited working conditions are the greatest obstacle. Only few medical specialists returned for working in Chechnya. The situation worsens with the increasing outflow of medical faculty graduates as well with MoH attempting to sign a Government decree enabling recent medical graduates to be assigned for work for a certain time period inside of Chechnya."

ICRC, 27 May 2008:

"As the Chechen health system was increasingly funded by the federal and local authorities, the ICRC gradually reduced its deliveries of medical supplies to hospitals, ending them altogether at the end of the year. Support to the Grozny prosthetic/orthotic centre and training of Chechen technicians continued."

MSF, 31 December 2007:

"Healthcare in Chechnya has been crippled by more than a decade of war. The majority of doctors have fled and the security situation for hundreds of thousands of civilians and internally displaced persons (IDPs) remains precarious."

IDPs in Ingushetia largely without access to health services (2008)

- Most IDPs in Ingushetia from Chechnya and North Ossetia have no access to health services
- More than 330 million roubles allocated to develop health care system in Ingushetia since 2006
- Money went towards equipment, ambulances and training of health care staff

MSF, 31 December 2007:

"Some 17,000 IDPs from the conflict in Chechnya and 18,000 from the Ossetian conflict of the early 1990s still live in Ingushetia. They lead difficult lives with little support and largely without access to health services."

UN, 15 January 2008:

"According to the official internet site of the Government of the Ingush Republic, within the last 2 years more than 330 million rubles were allocated for development of the local healthcare system. The funds were used to supply the republican healthcare facilities with 130 units of new medical equipment and 56 ambulance cars. Also some 330 Ingush health workers raised the level of their knowledge and skills through provided professional trainings."

Access to health care for IDPs (2008)

- Children who are not registered at their place of residence cannot access medical services
- Even with medical insurance or a serious condition, in Chechnya patients must give doctors bribes
- Patients must also bring bedding and other items

MHG, 2008:

"В России же по-прежнему медицинские услуги недоступны детям, не зарегистрированным по месту жительства. Им не выдаются полисы обязательного страхования, соответственно и медицинскую помощь они могут получить только за плату. Это положение делает практически невозможным получение медицинской помощи детьми из уязвимых групп населения — беженцев, вынужденных переселенцев, трудовых мигрантов, цыган и многих других."

Prague Watchdog, 11 March 2008:

"In order to receive treatment at hospitals in Chechnya patients need above all to have money. Neither the existence of compulsory medical insurance, nor disability, nor any other circumstance spares them from having to give the doctors financial incentives.

"A couple of weeks ago my 20-year-old niece was in the central maternity hospital. She told me about the practices that exist there," says 44-year-old Grozny resident Birlant Matsayeva. "She had to pay the midwives fifteen hundred roubles. And everyone thought it was quite acceptable because some other pregnant mothers had to pay three thousand."

"Not only that, but for each test she underwent she had to pay a hundred roubles. She paid separately for injections, tablets and other medications. When she was discharged her family gave the midwife 500 roubles. That's the kind of 'tax' you have to pay here. And yet Grozny's central maternity hospital bears the name of Aymani Kadyrova (the mother of the republic's president, Ramzan Kadyrov), and is supplied by the republic with all necessities, including high salaries for the medical personnel. Earlier, the patients were even warned not to make any payments to anyone, but the system of bribery continues to exist here in more concealed forms. Incidentally, this also applies to the republic's other medical institutions," Birlant asserts.

The patients in Chechen hospitals also complain that when entering the facility they have to take with them complete sets of bedding, all the way from mattresses and blankets to the other items. Alongside Chechnya's state health institutions there are also a number of private hospitals. They differ from the state ones only to the extent that the doctors who practise there take much more money from their clients...

In Chechnya there are private pharmacies next to almost every hospital. Local residents claim that the drugs and medicines which come from the Ministry of Health and should be issued free of charge to patients. Moreover, doctors usually recommend to their patients that they should their medication at the pharmacy where they have their "own" retailer, explaining that it is only there that genuine, not counterfeit, medication can be obtained."

Mental health of displaced adults and children is poor (2008)

- General:

- Inadequate mental health services as a result of the conflict
- No treatment for post-traumatic stress disorder available in Chechnya
- To cope with psychological stress IDPs resort to denial, prayer and support of family members respective
- Children:
- There are psychosocial and rehabilitation programmes for children
- State of mental health of children in Chechnya nearing critical because of post-war syndrome and lack of parental attention

WHO, November 2008:

"The importance of psychosocial assistance, including in cases of gender-based violence, as well as the health services available for conflict-affected people cannot be underestimated. Displacement and poverty in an unstable and volatile environment are conducive to psychosomatic conditions, aggravate stress, and increase the number of adolescents and children in need of professional psychological care. Mental health services, including psychosocial rehabilitation, are among those suffering the most from the crises in the North Caucasus. The shortage of psychologists and specialized medical professionals is an issue of concern in this sector."

UN OCHA, 12 December 2006:

"The importance of psychosocial assistance, including in cases of gender-based violence, as well as the health services available for conflict-affected people cannot be underestimated. Displacement and poverty in an unstable and volatile environment are conducive to psychosomatic conditions, aggravate stress, and increase the number of adolescents and children in need of professional psychological care. Mental health services, including psychosocial rehabilitation, are among those suffering the most from the crises in the North Caucasus."

ACCORD, 30 April 2008:

"No treatment of PTSD (post traumatic stress disorder) is available in Chechnya at the moment, neither for civilians nor for former soldiers or officials."

UNICEF, 3 March 2008:

"UNICEF has initiated a network of psychosocial school programmes and rehabilitation centres in Chechnya. The schools and centres complement each other, since children are referred from school-based psychosocial programmes to the rehabilitation facilities located in the same district. A total of 19 UNICEF-supported centres are operating in Chechnya today, and more are set to open in the near future."

WHO, 5 March 2007:

"Psychiatric care is provided through two hospitals, in Samashki – 180 beds and Darbanhi – 180 beds. The building of the Republican psychiatric dispensary is not reconstructed. In Grozny there are 3 psychiatrists (or 7%). In rural area psychiatric services are carried out by neuropathologists and 4 districts do not have one at all. Children psychiatrist rate is 9%. District psychiatrist rate is 35%. Psychiatrist staffing is 0.2 (average RF – 1.5)."

Prague Watchdog, 2 June 2007:

"According to specialists, the psychological condition of children in Chechnya today is close to critical. "Several factors are involved, but two basic ones can be singled out," Kheda, a female child psychologist, told Prague Watchdog.

"One is so-called post-war syndrome, when people return from a state of depression to a normal condition, and all the deprivation and suffering they have endured during the war is reflected in them and through them in their children. Because of their fragile psychological make-up, children are more vulnerable to this syndrome than others."

"The second factor is the transitional period to so-called peaceful life. The children's parents try to make up for time that was lost because of the war and put all their effort into earning money for the family. In pursuit of material goods they deprive their children of simple parental attention. The kids don't get the motherly affection they need at that early age just as much as they do oxygen," the psychologist says.

The doctor explains that the children develop an unconscious desire to draw attention to themselves by the most radical methods. Without realizing it, they are simply taking revenge on adults simply for the fact that things are not the same for them as they are for their peers.

The authorities are aware of the magnitude of the problem and are making attempts to remedy the situation, as they know that when they grow up, such children could easily be recruited to join the ranks of the armed resistance. "The only social guarantee that will work where these children are concerned is the payment of state benefits," an official government statement says.

For this reason the authorities are trying to open child rehabilitation centres. A few days ago one such centre for children and adults opened in Gudermes, and this summer another will open in Grozny, catering for 200 people."

Conflict and Health, 13 March 2007:

"At the beginning of 2004 MSF undertook quantitative surveys among the displaced populations in Chechnya and neighbouring Ingushetia [...] Surveys were carried out in Ingushetia (January 2004) and Chechnya (February 2004) through systematic sampling. Various conflict-related factors contributing to ill health were researched to obtain information on displacement history, living conditions, and psychosocial and general health status [...]"

Results of the general health questionnaire (GHQ 28) showed that nearly all internally displaced persons interviewed were suffering from health complaints such as somatic complaints, anxiety/insomnia, depressive feelings or social dysfunction (C: 201, 78.5%, CI: 73.0% – 83.4%; I: 230, 81.3%, CI: 76.2% – 85.6%). Poor health status was reflected in other survey questions, but health services were difficult to access for around half the population (C: 54.3%, I: 46.6%).

Most respondents believed the conflict had triggered mental disturbance or feelings of being upset (C: 205, 80.1%; I: 189, 66.8%). To cope with their psychological distress people responded that their first most important coping strategy was 'turning their head' (a local term meaning to deny a problem exists) (C: 123, 48.1%, I: 131, 46.3%). In the second response category the preferred option was prayer (C: 137, 53.5%, I: 131, 46.3%). A third and last stated option was the support of the family members (Table 6).

For displaced populations, the length of stay in temporary (and often precarious) accommodation is associated in other studies with higher likelihood of developing symptoms of psychological distress [22-24]. The average length of being displaced in both locations was five years. Most people had to move at least two times.

Chronic exposure to traumatic events is associated with higher levels of mental health problems and poorer physical health [25,26], and witnessing and self-experienced extreme violence is also associated with psychosocial and mental health problems, including depression [27], generalised anxiety disorder [30], and post-traumatic stress disorder [11,12,31,32]. Both survey groups had experienced similar levels of violence since the start of the conflict (exposure, witnessed, self-experienced), possibly contributing to ill health outcomes."

Women's and children's health in Chechnya (2008)

- Sterility has become a serious social and medical issue
- In 2007 there were about 16,000 handicapped children registered in the republic
- No specialized state health facility for child and mother care
- There is a high rate of infant death during the first 6 days
- Almost every woman in Chechnya is diagnosed with 2-3 chronic conditions, the most common is gynecological conditions, including genital inflammation
- Children who are not registered at their place of residence cannot access medical services

WHO, November 2008:

"While the birth rates in Ingushetia (14.2) and particularly in Chechnya (22.0) for 2007 were above the Russian average of 10.3, they were often linked with increasing maternal and infant mortality. The latter remains highest in Ingushetia with 24.5 per 1,000 live-born children in 2007, and though reducing from 28.1 in 2008, is notably above the Russian average of 12.4. Maternal mortality continues to be high in Ingushetia (44.1 in 2007) and Chechnya (43.6) though reducing from 2007 with 73.4 in Ingushetia and 78.5 in Chechnya (average RF – 23.4).

Maternal and infant mortality rates in Chechnya and Ingushetia are two to four times higher than in the rest of the Russian Federation. Despite some improvements in overall child mortality rates since 2002, mother and child health remains a priority of the health care system for 2007-2008. Population coverage by nurses, district pediatricians, and gynecologists is low and many pregnant women remain unseen throughout their pregnancy. Iron-deficiency anemia is highly prevalent in pregnant and lactating women as well as in children. Poor follow up of children and women's health as a result of poor health awareness presents an additional challenge. The awareness of mothers and other primary child caregivers on breast-feeding practices remains low. The absence of sufficient infrastructure and adequate equipment and drugs to properly treat newborns, children and pregnant women, together with the lack of knowledge among responsible health staff, leads to the high prevalence of early childhood illnesses. Alarming indicators of mother and child health are early age child disability, the number of out-of-town referrals, late hospitalizations, and pathologies at child delivery (up to 40%)."

UN, 15 January 2008:

"Infant mortality

Infant mortality rates are at 18.1 per 1,000 live born (11.5 in the RF). Since 2006 the overall morbidity rates for children under 14 decreased by 11%.

Reproductive health

The state of reproductive health of women is mainly characterized by prevalence of gynecological pathologies. Significant number of surgical operations carried out on female genital organs indicates the scale of the problem in the area of reproductive system diseases.

In the context of the current demographic situation, the problem of sterility has become a serious medico-social issue. Female sterility indicators have reached the point of 510 cases per 100,000 female population (407 in the RF). The number of maternal mortality cases went down from four cases in 2006 to one case registered within the first half of 2007. In 2007 birth rate was 22.8 (10.4 in RF).

Children

In 2007 there were 16,244 handicapped children registered in the republic. Infant mortality rates in 2007 reached 21.6 (18.4 in 2006). Neonatal mortality rates have not changed and accounted for 64.9% in the structure of infant mortality. Asphyxia and congenital anomalies are among the main constitutive factors for neonatal mortality."

UN, 30 January 2008:

"The Chechen MoH briefed the participants about the situation in mother and child care.

Facilities for mother and child care

A variety of existing problems were brought up for the discussion, starting with absence of any specialized state health facility for child and mother care. There are no specialized hospital wards. The functioning ones are primitive and provide a rather general health care though aimed at provision of specialized health services.

Infant mortality

One of the greatest concern for the MoH is high perinatal (deaths under first 6 days) mortality, accounting for 83% in overall infant mortality.

Reproductive health

Despite all reported improvements the health of pregnant women get worse with 2/3 of all registered and delivering women having extra-genital infections and pathologies. While having and reporting services for the department of newborn pathologies, the provided services are extremely limited and rather basic. The Republic has no capacity at present to nourish pre-mature infants, especially under consideration that as of 2010 Russian health facilities should put in place technologies and conditions for nourishing new born (weight 500 grams). The unacceptable situation is with existing children mortality at home when all of these cases should get serviced at state health facility. There is a serious shortage of neonatology staff (20 out of 63 are available).

The same situation is with pediatrician staffing (43% are available), an example was given when 4 doctors are assigned to serve 20,000 children population geographic area. In the last few months with the new administration of the medical faculty the MoH has significantly improved co-operation levels with the medical faculty. The MoH reported that physical rehabilitation rate was lower in 2007 when federal funding was not available. At present, the construction of the new Republican children hospital is on going. The construction of the new Republican perinatal centre has been slowed down with only one polyclinic building nearly finished. Rehabilitation centre for children is still under construction."

MHG, 2008:

"В России же по-прежнему медицинские услуги недоступны детям, не зарегистрированным по месту жительства. Им не выдаются полисы обязательного страхования, соответственно и медицинскую помощь они могут получить только за плату. Это положение делает практически невозможным получение медицинской помощи детьми из уязвимых групп населения — беженцев, вынужденных переселенцев, трудовых мигрантов, цыган и многих других."

HIV/AIDS in Chechnya and Dagestan (2007)

- About 800 people living with AIDS in Chechnya
- HIV/AIDS Prevention Centre in Grozny is now operational
- Growing number of children with AIDS
- HIV/AIDS prevention programme approved in Chechnya

WHO, November 2008:

"The situation with sexually transmitted diseases remains critical, at the background of the lacking capacity of local health facilities to diagnose and treat them...Migration and displacement, combined with a lack of education and employment, are associated with the spread of sexually transmitted diseases and risky behaviour such as drug and alcohol abuse. The promotion of safe reproductive health practices is at its lowest. The HIV prevalence in Chechnya and Ingushetia is still lower than the Russian average but is steadily increasing, including HIV mortality. More pregnant women with HIV are being detected. In Chechnya only, the mid-year HIV incidence rate has increased from 41.9 per 100.000 in 2005 to 65.7 in 2007 (the HIV rate was 10.3 in 2004 and 7.0 in 2003). With respect to STIs, the situation is critical, as the capacity of health facilities to diagnose and treat them is virtually non-existent as reflected by increasing cases of congenital syphilis and mortality cases of late syphilis complications. The testing of blood for transfusions remains a challenge in both Chechnya and Ingushetia. In both republics available blood reserves at the blood banks are insufficient and technical capacity for testing is not appropriate...

In 2007 there were detected 1 953 people with different forms of STI, which constituted STI morbidity rates accounting for 167,9 cases per 100 000 population. During the first half of 2008 there were detected 895 people with STI.

The following shows the share of different diseases in the overall STI morbidity structure:

- trichomoniasis – 42.2%
- syphilis – 20%
- clamidiosis – 16.3%
- gonorrhoea – 15%
- genital herpes – 2.8%
- venereal carbuncle – 3.9%

Within the first six months of 2008 there were detected and put on dispensary record 1 342 people.

Within the framework of the federal priority plan there were started construction works to set up a Republican Dermatovenerologic Centre, which was intended to improve the situation in terms of diminishing the spread of dermatovenerologic diseases in the republic. During the reporting period all primary health care facilities intensified their activities to effectively detect and identify STI cases throughout the republic. A timely provided diagnosis is one of the most important elements in regards to the further STI spread control.

The existing high STI morbidity and HIV prevalence rates have set the following goals and objectives to be achieved by the republican health cares system:

- with active involvement all social institutions and mass media to raise up the level of awareness about the HIV and STI problem among the general population;
- optimization of all activities aimed towards timely detection and monitoring of STI with the thorough analysis of epidemiological information and data;
- Creation of good workable conditions for all structures involved in STI reduction, which includes efficient allocation of financial resources."

Russia Today, 15 October 2007:

"The spread of HIV is becoming a major concern for more and more people in Chechnya. The local HIV/AIDS Prevention Centre has recently moved to a new building in the republic's capital, Grozny. Doctors are hoping to make the fight against the disease more efficient...Ten patients in this small republic died from AIDS-related illnesses this year alone...The Grozny HIV/AIDS prevention centre has big plans for the coming months. They now have facilities and equipment capable of dealing with HIV/AIDS cases. For all 30 doctors, counsellors and lab personnel, there is now a chance to help more people."

Prague Watchdog, 3 October 2007:

"Official approval has been granted to a nation-wide program bearing the title "Urgent measures to prevent the spread of disease caused by human immunodeficiency for the period 2008-2012." A health ministry official believes that the acceptance of this document will strengthen the fight against disease and the spread of HIV/AIDS in the republic.

"... The situation with regard to the spread of HIV in the republic today is a dangerous one," he says."784 cases of HIV infection have been registered at the National Centre in Grozny alone. Of those patients, 283 are currently on the clinic's books," he said in an interview with Prague Watchdog's correspondent.

"The spread of HIV has been observed in 98 of the country's population centres. The highest number of AIDS cases was recorded in the city of Grozny, affecting 304 people, including 58 women and 10 children," the employee says. "It's followed by Groznensky district, with 93 cases, including 21 women and 3 children, and Urus-Martanovsky district, with 74 patients, of whom 15 are women and 2 are children."...

"It should also be noted that of the 784 HIV cases, more than 50% are drug addicts. Just over 30% were infected by sexual transmission. In recent years 84 people have died of AIDS in Chechnya, including 5 in the first half of the present one," the medical worker says.

Specialists are seriously worried by the fact that the republic has a growing number of children infected with the AIDS virus. " There is a total of 95 HIV-infected families in the republic as a whole. 73 children born to women with AIDS have been registered...In fact, the actual number of people infected with HIV may be several times higher. "

A few weeks ago a National Centre for the Prevention and Control of AIDS opened in Grozny, and is now operational. It has a special laboratory, a clinic for patients who are HIV-infected, an obstetric department and a psychiatric service."

UN OCHA, 12 December 2006:

"The HIV prevalence in Chechnya and Ingushetia is still lower than the Russian average but is steadily increasing, including HIV mortality. More pregnant women are being detected. In Chechnya only, the mid-year HIV incidence rate has increased from 41.9 per 100,000 in 2005 to 57.3 in 2006 (the HIV rate was 10.3 in 2004 and 7.0 in 2003)."

Water and sanitation

Access to water for IDPs in Ingushetia and Dagestan improved (2008)

- Access to water for IDPs in Ingushetia and Dagestan improved, though water supply and quality is generally poor

ICRC, 27 May 2008:

"In Dagestan, some 5,400 IDPs, enjoyed access to cleaner water following rehabilitation work on water distribution networks in three remote villages. The living conditions of some IDPs accommodated in collective centres or living in the vicinity of Khasavyurt were improved by rehabilitation work.

In Ingushetia, some 3,000 IDPs benefited from improved access to safe water following completion of the second phase of the Karabulak water supply project. Some 1,300 IDPs in Gamurzievo and Nesterovskaya benefited from two projects to improve the water supply. About 300 IDPs benefited from renovations to water supply systems in six temporary centres."

Кавказский Узел, 21 августа 2007г.:

"Международный Комитет Красного Креста (МККК) завершил водопроводный проект в селении Терекли-Мектеб Ногайского района Дагестана, который позволит обеспечить водой около 8000 жителей. В поселке Дудаевка в течение долгого времени 850 жителей, среди них 150 внутриперемещенных лиц из Чеченской Республики, были практически не обеспечены водой.

Как говорится в пресс-релизе МККК, для того, чтобы обеспечить людей качественной водой, комитет разработал проект, направленный на восстановление и улучшение существующих, но ограниченных по пропускной способности водоприемных соединений имеющейся артезианской скважины.

Проведенные в рамках проекта работы включали строительство водонапорной башни (18 кубических метров), установку емкости для хранения воды (25 кубических метров), возведение насосной станции, подключение двух новых водяных насосов, прокладку 4000 метров пластмассовых труб по главным улицам населенного пункта, а также улучшение системы распределительных соединений."

UNDP, 15 May 2007:

"Sustainable supplies of safe drinking water are a very urgent problem, and half of people in the Republic [of Dagestan] currently drink water that does not meet hygiene norms. Over a third of water supply systems do not meet sanitary and hygiene standards. The republican capital of Makhachkala, where over 30% of the population lives, has severe difficulties with water supplies, particularly during the summer. The October Revolution Canal is not sufficient to meet water needs of the population of Makhachkala, and construction work has therefore begun on a third branch of the Miatlinskoe water conduit, which should solve the problem."

IDPs in Chechnya still need better access to water (2008)

- Water infrastructure and supply is still a problem in Chechnya, especially in rural areas
- Humanitarian organisations carried out water projects at collective centres in Ingushetia, Chechnya and Dagestan, the central blood bank, a home for the deaf, a home for the blind, a diagnosis centre and a kindergarten

General situation**ACCORD, 30 April 2008:**

"The infrastructure is still a problem in Chechnya, especially for vulnerable people. While there is telephone, mobile phones and internet, electricity is cut off frequently, and water is not available everywhere. Usually there is a central spout near buildings, but for some places

water is distributed by trucks. At the countryside the infrastructure is even worse than inside Greater Grozny."

Bundesasylamt - Staatendokumentation, 30 May 2008:

"Water supply

Answers by interviewed people

a) General

- no problems with water in mountainous areas due to springs and rivers.
- one can buy as much water as is wanted and able to carry
- for bathing/showers there is hardly any water available, in addition there are very few showers
- how much and how good the quality of water is, depends on the region; almost every family has its own water well.

b) Town/Village

- Villages: wells have often drinking water quality; wells are self-made (dug quite deep); tank trucks filled with water; water supply lines tapped; carried home in buckets (physicians later prohibited that)
- Towns: enormous competition; entrepreneurs are bringing water in trucks and sell it (also possible to order – in such cases with the agreement of neighbours)

c) Grosny

- damaged iron conduits in cellars; water flows permanently; people often carry water from there in buckets
- supply lines often damaged or no pressure in conduits
- during hot weather the water is turned off for economy reasons
- Outskirts: water supply lines are always functioning and providing drinking water (in the centre: very different); water conduits in bigger houses are often rusty and old
- During the night water usually is available and rarely during the day."

UNICEF, September 2007:

"The public water supply and solid waste collection system of Grozny, which was showing signs of ageing and deterioration already by the early 90s (most of the pipes had never been replaced since 1956), was heavily damaged during the decade of violence that followed: an estimated 80% of the water network was completely destroyed, which deprived most of the city's population (still some 70% of it as late as in mid-2005) of direct access to potable water. The simultaneous flow of IDPs from Chechnya also increased the number of people in need of water and sanitation assistance in Ingushetia by more than 60%.

For over half a decade, such a critical situation - similar to that faced in terms of sewage and solid waste disposal - also continued to pose a serious threat to public health, both in IDP settlements and in Grozny, in light of the increased danger of outbreaks of water-borne diseases, including among schoolchildren and hospital patients. Until 2006, in fact, the progress made by local authorities in rehabilitating the water and sewage network had barely been noticeable, due to lack of financial resources and the shortage of qualified personnel. Some developments have been taking place in the first half of 2007, with 54 km of water pipes and 45 km of sewage pipes replaced by the public service provider (Grozvodokanal), in addition to the replacement of over 570 hatches and the restoration of 633 wells. However, much remains to be done in this direction: the water pipeline, in fact totals 2,023 km, while the sewage one consists of 510km."

Humanitarian assistance on water and sanitation

ICRC, 27 May 2008:

"Support to water boards shifted from Grozny to rural Chechnya, while a limited number of water and habitat projects were carried out at temporary accommodation centres and collective centres housing IDPs in the three republics.

In Chechnya, with the water boards in Grozny and rural areas still struggling to maintain and restore the water and sewage infrastructure, 42 villages were assessed by the ICRC and seven water supply projects were initiated, targeting 9,300 people. As planned, the PS-1 water pumping station in Grozny, operated by the ICRC since 1995, was handed back to the water board. The Grozny prosthetic/orthotic centre was reconnected to the municipal water supply system, after being cut off for three years, and the sewage network was rehabilitated. Water supply systems were renovated in the central blood bank, a home for the deaf, a home for the blind, a diagnosis centre and a kindergarten. In anticipation of winter, social institutions and medical facilities in remote villages received gas heaters."

Reuters, 7 November 2007:

"About 9000 beneficiaries profited from the latest water and sanitary project realised by PHO in Chechnya. Within the project a sewerage system was repaired, 15 lavatories were built, 23 sinks installed and a basement in the hospital number 4 in Grozny was cleaned up. Before all patients from hospitals which received help had to use toilets placed outside of the buildings. Patients and medical staff could not use bathrooms or get ready for operations in proper conditions. Within the sanitary project a water system and a water intake were built outside the buildings of 4 schools and 1 kinder-garden. A facility for medical waste combustion was built in the hospital number 1 in the town of Argun."

ACCESS TO EDUCATION

Ingushetia

Displaced children now attend regular Ingush schools (2007)

- Displaced children used to be schooled in "parallel" schools since Ingush schools could not receive all children for lack of space
- These displaced children were integrated into the Ingush school system by the 2006-2007 school year
- Council of Europe concerned about children living in remote and impoverished areas of Ingushetia not being able to access schools
- In 2006, almost 40 per cent of displaced children did not attend school regularly; more current information could not be found among the sources consulted

UNICEF, September 2007:

"Following the steady decrease in the number of IDP schoolchildren remaining in Ingushetia, UNICEF, in collaboration with its NGO partners undertook consultations with the Ingush MoE, which led-in the summer of 2006 - to the signature of a MoU whereby 900 IDP schoolchildren were smoothly integrated into the local education system."

Council of Europe, 2 May 2007:

"The Advisory Committee [on the Framework Convention for the Protection of National Minorities] is concerned about difficulties encountered by children living in remote and economically impoverished settlements, whose parents cannot afford to transport them to school...Children belonging to the Dargin minority in Stavropol *krai* also face severe difficulties in this regard, as do the children of Chechen and Ingush displaced persons living in temporary accommodation in Ingushetia.

...There is increasing awareness of the specific educational needs of the children of refugees and internally displaced persons, whose numbers are growing in many Russian cities and towns. For instance, five secondary schools in Moscow have been working jointly since 2003 with the United Nations High Commissioner for Refugees in the Russian Federation to facilitate the social, linguistic and cultural integration of refugee children."

UN OCHA, 12 December 2006:

"Similar structural problems affect access to education opportunities, as well as the quality of services provided for children in Ingushetia and Dagestan. In the latter republic, some 416,000 children are enrolled in 1,664 schools with 389 primary schools located in mountainous rural areas. In Ingushetia, 73,000 students are enrolled in 113 schools, often working in 2 or 3 shifts. However, the VAM exercise found that over 33% of children aged 7-15 in Ingushetia were not attending school regularly either. The situation is particularly critical for displaced children, 37.5% of whom are not attending school regularly. It should be noted that the integration in the mainstream education system of the 1,200 displaced children hosted in the remaining UNICEF-supervised 'parallel' schools in Ingushetia was successfully completed in summer 2006. In terms of educational achievements, the VAM found no indication that femal education is disadvantaged in Chechnya and Ingushetia. On the contrary, girls seem to have a slightly higher school achievement record than boys."

Chechnya

Capacity of the educational system still limited (2008)

- Over 400 schools and most kindergartens were damaged by the conflict
- More than 120 schools have been built since 2006
- Many classes are cut short because of cold weather and classrooms have no proper heating
- Improvements to education system visible in Chechnya in 2006 with repaired schools and high enrollment rate
- However, over 40 per cent of children 7-15 years of age are not going to school every day, schools in remote areas are still in need of repair, teachers require additional technical skills and availability of study materials and furniture is inadequate
- Return of IDPs putting further constraints on education system in Chechnya

Prague Watchdog, 22 January 2008:

"The present winter in Chechnya has probably been one of the coldest in the past few years. In many schools classes have been cut by almost half because of the cold weather..."

"Now one lesson lasts only 20 minutes. It's because the classrooms are horribly cold, and the children simply can't tolerate it any longer than that. What kind of normal education can there be under such conditions? Our children aren't really getting any teaching at all," the woman says angrily. "Why isn't the education ministry doing anything? Why isn't anyone being punished?"

For several years the republic's schools have been heated by small gas stoves and open gas rings because the central heating systems have fallen into disrepair as a result of the military activities. In 2006 Ramzan Kadyrov demanded that gas stoves should be removed from school premises and proper central heating installed. Seda says that before the school year began it was announced that repairs had been carried out in all the republic's schools, and that all matters related to heating were fully resolved. However, she believes that in many schools this was not in fact the case. "Every director, every civil servant in charge of these things needs to be asked why the problem still exists," she says.

According to the director of one Grozny school who does not wish to be named, the heating problems in many schools are the fault of their management. "In my school, for example, everything is fine," he says. "There are no breaks in classes, and we've had no cancellations or cuts in the length of classes (from 45 to 20 minutes, as in some other schools). It's all down to the fact that we used the money we were allocated for the repair of the heating system for the purpose it was earmarked for. But others, in order to save money, or even for some other reasons that I wouldn't want to go into, have not done so. And the result is, as the saying goes, plain to see."

Swisspeace, 15 November 2007:

"Problems in school education are almost resolved. Only 54 schools were built between the years 2000-2005, but more than 120 schools were built in the last 1.5 years."

UNICEF, September 2007:

"The education system in Chechnya was heavily battered by the most violent phases of the crisis that hit the republic, as confirmed by assessments conducted by UNICEF and UNESCO in 2001-

2002. In particular, it was estimated that, out of just over 400 schools, 38 had been completely destroyed, 50 needed major repairs, 231 required serious rehabilitation work and 60 needed minor repairs, with only 2 schools being still intact. Most kindergartens had also been destroyed or badly damaged. Many teachers had either left or been directly affected by the conflicts, while those remaining had been deprived of technical support and training for more than a decade."

UN OCHA, 12 December 2006:

"In Chechnya, the education system has witnessed some visible progress in 2006, as the republican government managed to attract and allocate additional federal funds for its recovery. According to the Chechen Ministry of Education, while only 54 schools and kindergartens were rehabilitated (mostly without central heating, water and power supply) within the Federal Special Program during the period 2000-2005, in 2006 alone some 46 facilities (schools, kindergartens, sport schools, children recreational centers and houses for teachers) were physically repaired, with the installation of latrines, gas supply and heating systems included. Official statistics from the Chechen Ministry of Education indicate that 98% of school age children (215,000 pupils) - including boarding schools and over 13,000 young people attending evening schools - are currently enrolled in 456 ordinary and 24 evening primary and secondary schools in the republic. Significant gaps, however, remain. According to the preliminary findings of the recent WFP/UNICEF VAM exercise, over 41 % of children aged 7-15 in Chechnya are not attending school on a regular basis. The disruption of school infrastructure, extensive population displacement, and economic hardship seem to be the root causes of this alarming situation. Many schools located in remote areas are still damaged or dilapidated, while classes are often organized according to 2 or even 3 shifts per day. The steady return of IDPs is further compounding the limited reception capacity of the education system. In addition, the availability of textbooks, stationery, school furniture and other educational materials, although recently improved, remains insufficient, particularly in rural schools. Strengthening the technical capacity-building of teachers also remains an outstanding issue. New updated versions of Chechen textbooks should be printed and distributed, so as to support the children's knowledge of their mother tongue."

Schools in Chechnya (2007)

- School in Chechnya divided into 3 shifts, with lessons being 30 minutes each
- IDPs from mountainous areas reported they did not have enough money to send their children to school
- Most IDP youth from mountainous areas did not finish high school
- Many schools have not reopened since the war
- Education system in Chechnya requires urgent attention

Updated information on this topic could not be found among the sources consulted.

Memorial and Civic Assistance Committee, 13 March 2007:

"Образовательный блок включал в себя вопросы о доступности среднего, профессионального и высшего образования. Оказалось, что каких-либо бюрократических проблем с доступностью среднего образования нет. Несмотря на то, что большинство школ в Чечне переполнены, занятия ведутся в 3 смены, а уроки по 30 минут, ни один из опрошенных не сказал, что его ребенка не приняли в школу из-за отсутствия места или регистрации, как это бывает, например, в Москве. Но несколько человек упомянули о проблемах материального характера. Некоторые жаловались на то, что в школе выдают бесплатно только часть учебников или не выдают вовсе. В одной семье два

мальчика ходят в школу в одной одежде, благо учатся в разные смены. Выше приводилось сообщение о том, как женщина все лето делала на продажу саманные кирпичи (а это очень тяжелая работа), чтобы собрать своих детей в школу. В другой семье нам рассказали, что на подготовку четверых детей к школе (одежду, ранцы, учебники, письменные принадлежности) истратили 13 тысяч рублей, при этом купить им зимнюю обувь так и не смогли. То есть, чтобы собрать одного ребенка в школу, надо 3-4 тысячи рублей. При отсутствии регулярных денежных доходов это для многодетных чеченских семей действительно серьезная проблема, с решением которой справляются не все: в двух семьях нам сообщили: дети не ходят в школу, потому что нет денег на одежду.

Одна из женщин, с которыми мы разговаривали, обозначила другую серьезную проблему: «Все дети ходят в школу, но учатся плохо из-за пропусков военное время». Думаю, что то же самое могли бы сказать многие. Часть молодых людей, чьи школьные годы пришлось на период активных боевых действий, вообще не смогли закончить школу, так как занятия в горных школах почти не велись из-за постоянных обстрелов, многие школы были разрушены.

По предложению сотрудников гудермесского офиса ПЦ «Мемориал», мы спрашивали беженцев, есть ли в семье молодежь, не получившая среднего образования. Выяснилось, что такие молодые люди есть в 15 из 105 опрошенных семей. Наиболее неблагополучной в этом отношении оказалась станица Ильинская, где в половине опрошенных семей есть молодежь, не сумевшая закончить школу...

В составе опрошенных семей ВПЛ, проживающих в Ильинской, мы насчитали 31 человека в возрасте от 16 до 24 лет. Так вот, 20 из них, то есть больше 60 %, не смогли получить среднее образование. Вечерней школы в Ильинской нет, так что нагнать упущенное в горах молодежи негде.

В Гудермесе удалось опросить только 6 семей. Из 10 членов этих семей в возрасте от 16 до 24 лет школу не смогли закончить. Причем «четверо получили аттестаты, но образование не получили». Две из трех семей, где есть недоучившаяся молодежь, также прибыли из с. Тазен-Кала.

В с. Иласхан-Юрт ситуация существенно лучше. Из 10 молодых людей в возрасте от 16 до 24 лет школу не закончили четверо. Трое ходят в вечернюю школу, а один сам не захотел учиться дальше.

В п. Ойсхара лишь в одной семье нам сообщили о детях, не получивших среднего образования. То же самое – в с. Гордали-Юрт. В селах Верхний и Нижний Нойбера, а также в с. Кади-Юрт в опрошенных семьях таких детей не оказалось.

Проблемы получения высшего образования затрагивают, конечно, меньшее число людей. О том, что дети не смогли после окончания школы продолжить образование из-за отсутствия средств, сообщили 7 человек.

- «Сын отлично окончил школу, хотел поступать в мединститут, но не смог – не было денег»
- «Один сын поступил в Нефтяной институт, но не смог учиться из-за недостатка средств, другие тоже хотели бы учиться – нет возможности».
- «Дочь хотела бы поступить в мединститут, но он платный, не может заплатить 25 тысяч рублей за поступление».

Однако, четверо молодых людей из опрошенных семей все же учатся: один молодой человек в Грозном в Нефтяном институте, заплатив за поступление 7500 рублей, другой обучается в Гудермесе с ежегодной оплатой в 7000 рублей, два юноши бесплатно учатся в

бухгалтерском колледже в Нойбера. И один 47-летний мужчина в прошлом году закончил истфак ЧГУ.

Возможно, студентов и тех, кто желает ими стать, было бы больше, если бы не одно обстоятельство, о котором напоминает замечание одной из наших собеседниц: «Все дети получили специальности, а работы нет».

UNDP, 15 May 2007:

"The problem of access to education has several dimensions in the Chechen Republic. One of them is loss of educational establishments. Many schools (including six technical colleges and general secondary schools and four specialized secondary schools in Grozny) and the majority of pre-school establishments have been closed. About 460 secondary schools are currently operating in the Republic with 13,000 teachers. This is roughly equal to pre-war levels, but the condition of schools today is entirely different: the teachers work in extremely difficult conditions and pupils in some districts have only 10% of the necessary textbooks. Over 152 schools are using temporary facilities. The education system in Chechnya requires urgent attention in order to support reconstruction of the Republic's industry and meet real demands of the regional economy."

Poor state of schools in mountainous areas (2007)

- State of schools in mountainous areas depends on the village and the will of people there to build a new life
- Schools suffer from lack of teachers since there is a shortage of housing
- Many children's parents were killed or went to fight with the rebels during the conflict
- Foreign language in almost all schools in mountainous areas is Arabic; teachers also try to speak to children in Russian

Updated information on this topic could not be found among the sources consulted.

Русский репортер, 17 мая 2007 г.:

"В Чечню меня взяли по благу: знакомые из Комитета помощи беженцам «Гражданское содействие» поехали туда исследовать школы в горных селах. Нужно было понять, какие школы больше всего нуждаются в помощи и в какой именно. Я увязалась вместе с ними. Это дало мне возможность увидеть очень много чеченских школ, поговорить с массой людей, побывать в десятке разрушенных горных селений. При этом, надо признаться, я была далеко не самостоятельна — многое мне пришлось видеть глазами тех, с кем я ездила. Нашими проводниками были сотрудники чеченских отделений «Мемориала», у них мы и жили. Все они очень симпатичные люди: Идрис в Аргуне — веселый и несурзанный, ни про кого не говорит плохо; Хасан в Гудермесе — мягкий, интеллигентный, переживающий за всех; Шамиль в Грозном — серьезный молодой аскет, его родители погибли во время войны, братья и сестры уехали в Ингушетию, теперь он живет один в большом холодном доме, единственным украшением которого являются расклеенные по стенам желтые карточки с английскими словами. Всех этих людей объединяет безоговорочное желание оказывать помощь — в общей обстановке страха и абсурда это очень важный мотив остаться в Чечне. «Будем притворяться, как будто ничего не было», — с печальной улыбкой говорит Хасан, который всю войну провел в Гудермесе; хотя его самого судьба пощадила, увиденное и услышанное травмировало молодого чеченца почти как личный опыт [...]

За четыре дня мы посмотрели двадцать две школы в четырех горных районах. Это очень много. Почти все школы в итоге слились у меня в голове в одно холодное помещение с сине-белыми стенами, украшенными многочисленными портретами Кадырова-младшего и его же афоризмами. Кто это все вешает? «Попробуй не повесь!» — отвечают директора. Среди этих школ были и образцово-показательные, с ремонтом и детской площадкой, и совсем унылые, где жизнь еле теплится. Почти везде жалуются на нехватку кадров. «Было бы жилье, учителя сюда бы поехали, — говорят в РОНО. — Вон Кадыров, рассказывают, привез в свой Беной русских учителей, положил им зарплату 15 тысяч, они работают... А у нас ставка — две-три тысячи в месяц». Иностраный язык почти во всех школах — арабский. Преподаватель арабского, как правило, ведет факультативы по Корану и уроки этики, на которых рассказывает детям о чеченских традициях. В одной из школ Веденского района имам собственными руками сложил печку. Еще почему-то все говорят про ремонт спортзала: казалось бы, зачем бегать в душном помещении, когда вокруг чистый горный воздух и прекрасная природа, но нет — подросткам некуда девать энергию, говорят учителя, нужен спортивный инвентарь. Оказывается, для чеченцев спорт вообще очень важен, особенно вольная борьба. В некоторых школах есть психологи, и, как правило, они действительно занимаются с детьми.

Вот, пожалуй, и все отличия от среднестатистической российской школы. Впрочем, ситуация в разных населенных пунктах неодинаковая, многое зависит от состояния села и готовности людей строить здесь новую жизнь. Например, в селе Ушкалой школа с трудом помещается в маленьком домике учителя, а в соседнем селении, всего в паре километров отсюда, есть огромное здание, оснащенное дюжиной компьютеров — но учиться в нем некому: почти все жители с детьми уехали на равнину. Директор школы, пожилая усталая женщина с потухшим взглядом, рассказывает, как ученица школы погибла от осколка, как ее, директора, водили на расстрел, а дети увязались за ней — и только по доброй воле какого-то командующего всех отпустили. Я вспоминаю последнюю фразу изложения, которое читала в тетрадке одной чеченской девочки: «И Пугачев оставил Гринева в покое». Мы пытаемся выяснить у директора, чем можно помочь этой школе. «Да ничего не нужно. Загородку поставьте железную, а то нашу изгородь из дерева коровы опрокидывают» [...]

В школе 72 ученика, занятия проходят в три смены. Учителей химии, физики и русского языка нет. Эти предметы ведут другие преподаватели. «Как же так? Они же этого не знают...» — «Ничего, прочитает учебник, расскажет детям». Директор дает уроки информатики на единственном в школе компьютере, кроме того, ведет уроки труда и физкультуры. Мальчиков до шестого класса он обучает навыкам земледелия, с седьмого по девятый — строительному делу, а в старших классах — вождению своего собственного автомобиля. Иностранного языка нет. «Раньше был учитель арабского, но его арестовали. Потом отпустили, но он уже сюда не вернулся». Питание здесь, как и в большинстве чеченских школ, гуманитарное — от организации World Vision. Кашу варят в учительской на электроплитке. Раньше готовили на молоке — как нетрудно догадаться, тоже директорском — но недавно Зелимхан продал своих коров, поэтому молочная каша в школе теперь большая редкость. Над плиткой на стене висит зеркало, а над ним — трогательная надпись: «Учитель! Посмотри на себя. Улыбнись! И иди на урок».

Насколько я поняла, в традиционном чеченском обществе школа — это не антитеза семьи, а как бы ее продолжение. Здесь нет проблем с дисциплиной, учителей принято слушаться: они уважаемые в селе люди. При моем появлении ребятишки неизменно встают, и это каждый раз меня коробит — но они всегда встают в присутствии старших. С другой стороны, и к детям здесь, как везде на Кавказе, отношение другое: их редко наказывают, стараются выполнять их желания. В хорошем, но очень редком варианте, как в Гансолчу, чеченская школа — это нечто вроде сельского клуба, где взрослые учат детей тому, что умеют сами [...]

Почти все занятия в первых трех классах — это уроки русского языка, дети его ведь совсем не знают. Да и чему там учиться в начальной школе? Там же, насколько я помню, одна ерунда. Но вместе с элементарным словарным запасом дети усваивают чужие для них аксиомы, стиль мышления и систему абстрактного знания: «Человек — разумное существо», «Волга впадает в Каспийское море», «Математика — царица всех наук» и так далее.

«Не поймут по-русски — скажем по-чеченски, потом опять по-русски. Встречая ребенка, говорим ему: «Доброе утро. Как дела?» Стараемся по-русски. Им же самим это нужно, им же... жить...» — смущенно признается директриса школы села Химой Шаройского района. Школа занимает половину жилого дома — во второй половине живут хозяева, сдающие в аренду две класса. В одном из них, съжившись и уставившись в парту, сидит оказавшаяся в центре внимания единственная тринадцатилетняя девочка. «Вторая смена — остальные заболели», — объясняет директриса. Сейчас она занимается с девочкой математикой. На вид они ровесницы; прожившая много лет в Ростове 25-летняя директриса в кокетливой джинсовой юбке иногда кажется даже моложе, чем зажатый сельский подросток в платке[...]

При желании придраться можно почти к любому горцу. Почти все они так или иначе имели отношение к боевикам. Для многих это родственники, кто-то пустил переночевать, кто-то давал еду. Правоверный чеченец, вообще говоря, должен принять любого — тем более трудно отказать человеку с оружием. «Мы были между двух огней, — говорят беженцы из горных сел. — Утром приходили боевики, вечером — федералы». Нетрудно догадаться, что на уроках истории тема российско-чеченских отношений здесь вообще не затрагивается. «Я боюсь что-то сказать, — говорит учительница истории в селе Харачой, одном из самых напряженных в Веденском районе. — У многих детей здесь родители погибли, у кого-то — ушли к боевикам. Рассказываю только то, что предписано учебной программой: в таком-то году имели место такие-то военные действия. Если я скажу что-то больше, меня могут не так понять»."

Other areas

Displaced children access education outside of north Caucasus (Special report, 2008)

- All displaced children can now go to school regardless of residence registration
- Some students fell behind since their schooling had been interrupted as a result of a residence registration requirement in the past
- Access to education is limited by finances

IDMC Special report, 2008:

"Article 26 of the UDHR and Guiding Principle 23.1 state that everyone has a right to education and Guiding Principle 23.2 states that primary education is compulsory and free. The education of many displaced children had been interrupted because of a former residence registration requirement and the frequent change of their family residence. The right of displaced children to primary education is now ensured, but parents highlighted the high cost of sending their children to school and attending higher education.

Until 2001, many internally displaced children were denied access to school as they had no residence registration, but then the Ministry of Education ordered directors of schools to enrol children on the basis of their parents' internal passport alone. Now, displaced parents must present their internal passport and the birth certificate of their child in order to enrol their child in school.

Local schools accepted most children of those interviewed, and they studied together with their non-displaced peers. However, many children had not been formally educated between 1996 and 2001 and so had fallen behind. Many families had moved several times, which also interrupted the schooling of their children.

There were schools in all the areas visited, but attendance was not always free. The biggest expenses for parents of displaced schoolchildren were transport and food. Some children received free meals at school, but in Moscow children born to long-term residents received these meals ahead of others. Some displaced parents said schools asked them to pay for renovations and contribute to the salary of the school security guard.

Cost was also the major obstacle facing IDPs hoping to access higher education. Most people who had completed higher education after being displaced had had to work full-time in order to pay for tuition and study materials."

Separate schooling in some villages of Prigorodny district, North Ossetia (2006)

- North Ossetian authorities introduced separate schooling for Ingush and Ossetians since feared inter-ethnic clashes

Updated information on this topic could not be found among the sources consulted.

Memorial, 31 March 2006:

"Important role in perpetuation of this division is played by the system of separate schooling, practiced in some villages (eg. Chermen) of Prigorodny district. The decision to introduce separate education was taken by the authorities out of fear of possible clashes on national grounds. However, the teachers at schools with mixed classrooms (Dongaron, Kurtat) explained to "Memorial" monitors that there have been no ethnically colored conflicts in their schools."

Some displaced children face obstacles to going to school in Dagestan (2007)

- In Kizlyarski district, more than 100 children from the IDP camp "Nadezhda" do not go to school for second year in a row because of "indifference of authorities"
- Dagestan has one of highest numbers of youth in education in all of Russia and Dagestan has received more subsidies through the national education project than most other regions

Updated information on this topic could not be found among the sources consulted.

ТВ Центр, 7 сентября 2006 г.:

"В Кизлярском районе Дагестана из-за безразличия чиновников более сотни детей из лагеря беженцев «Надежда» в сентябре так и не смогли пойти в школу. Призывы людей о помощи власти игнорируют уже второй год. Беженцы доведены до отчаяния и готовы на крайние меры. Эти ребята из лагеря беженцев «Надежда» в Кизлярском районе Дагестана в этом году в школу так и не пошли. Им попросту негде учиться. В этой палатке жители

лагеря предлагали устроить начальную школу для детей. Тем более что среди беженцев немало педагогов. С этой просьбой обращались в различные инстанции, но дальше разговоров дело не пошло. Началось все в июне 2005 года. Тогда жители станицы Бороздиновская Чеченской республики (уроженцы Дагестана) в результате вооруженного конфликта с чеченцами покинули свои дома. Они разбили лагерь на территории Кизлярского района Дагестана. Прошло уже больше года, в лагере родилось 8 детей, а положение беженцев не изменилось."

UNDP, 15 May 2007:

"Dagestan outranks many of Russia's major cities by numbers of young people in education. The Republic currently has 1,664 educational establishments with 415,664 students. There are 20 higher educational establishments and over 30 branches of various higher educational establishments,

whose main facilities are in other parts of Russia. There are over 100,000 students at higher educational establishments. Dagestan has received more subsidies through the "Education" national project than most other Russian regions. Over 660 million roubles were invested by the federal government in Dagestan's education system in 2006. The share of spending on education in the Republic's budget increased from 23% in 2001 to 31.2% in 2006."

ISSUES OF SELF-RELIANCE AND PUBLIC PARTICIPATION

Self-reliance

IDPs from Chechnya living outside of north Caucasus struggle to find jobs in official market (Special report, 2008)

- IDPs from Chechnya struggle to find jobs outside of north Caucasus because they lack documents
- Some reportedly experience discrimination on the basis of their origin from Chechnya

IDMC Special report, 2008:

"All citizens of Russia have the right to freely seek work opportunities without discrimination. Article 23 of the UDHR and Guiding Principle 22.1.b set out the right to work and equal participation in the labour market. IDPs reported they were made to present a valid internal passport with registration at their new residence to work in the official market, and experienced discrimination when it was discovered they originated from Chechnya. IDPs with forced migrant status could not access unemployment benefits they are entitled to on account of the need to present permanent residence registration.

The majority of IDPs interviewed have some form of work, but only a minority in the official market. IDPs without residence registration work in the unofficial labour market. One woman in Saint Petersburg was offered work in an insurance company, but could not accept it because the salary was paid only through a bank account and she could not open a bank account without residence registration. People who were highly educated and had previously worked as engineers, university professors, ambulance attendants and librarians, said they were now working as cleaners, cooks, construction workers, dishwashers, flyer distributors, childcare providers and market salespeople. In Veliki Novgorod IDPs were also working in a fish processing plant. Most displaced pensioners interviewed were working as cleaners and bus drivers to supplement their low pension.

In some cases displaced people from Chechnya had been denied employment on the basis of their origin. One ethnic Chechen woman in Moscow told how her husband worked as a police investigator in Chechnya and tried to find such work in Moscow, but was openly refused since he was ethnic Chechen. She reported that she was denied a position as an accountant at a bank on the basis that she was from Chechnya. She was offered the position, but once she handed over her internal passport she was told she did not have the right education. A young ethnic Ingush man was refused work several times in Moscow when it became clear that he had been born in Grozny.

The Council of Europe's European Commission against Racism and Intolerance reported in 2006 that:

"...the majority population increasingly associates Chechens and other Caucasians with terrorists. Most Chechens and other Caucasians are therefore under suspicion; a situation which brings about cases of racial discrimination, for instance in housing and employment sectors...The pressure on Chechens becomes apparently stronger in the aftermath of each terrorist attack against the Russian population".

According to Article 7.2.2 of the law on forced migrants, the authorities shall register forced migrants as unemployed if they cannot provide them with employment, regardless of the period of residence in the given location. In practice, none of the unemployed IDPs with forced migrant status had been registered as unemployed by the local authorities. Furthermore, IDPs and their lawyers reported that unemployment allowances were paid only to people with permanent residence registration. Attempts to contest this in court have been unsuccessful."

Memorial, 31 July 2006, p.24:

"A significant portion of th[ose who have left the North Caucasus to live elsewhere in Russia] have so far failed to integrate themselves into local life on the territory of Russia...There are no organizations in Russia which would provide internally displaced persons with housing, jobs or financial support. Since 1999, a forced migrant status has been the only thing that gives IDPs a hope to get a minimum support from the state and also serves as some guarantee that his social rights could be fulfilled."

Ganushkina 2004, pp. 58-60:

"Although the law forbids turning down job applications for reasons unrelated to the worker's qualifications, such as ethnicity or place of residence, in practice both of these factors constantly serve as a barrier for Chechens in their job search, the former (ethnicity) to a much greater extent than the latter (registration). Both employers and workers think that the absence of registration is perfectly legal reason to turn down a job application. Most of them react with surprise and even doubt when told that this is not a legal basis for denying employment. But openly refusing a candidate on the basis of his or her ethnicity is something most employers didn't dare do, preferring to give the candidate some other kind of reason for the rejection. However, recently Chechens have been told the real reason in a straightforward fashion; ethnicity, is more and more frequently named when they are shown the door. In so acting, employers expect understanding and often get it. People get used to such a situation and begin to see it as a norm.

[...]

It can be said for certain that over the last year the financial situation of Chechens (particularly IDPs) in Moscow and the city's environs has grown worse. A group of Chechens, having either failed to find jobs or lost them were deprived of the opportunity to rent housing in Moscow and provide for their families, and so returned to Chechnya – to ruins or to the houses of relatives already teeming with people. Those who remain in Moscow can barely make ends meet."

Full pensions difficult to secure for most IDPs (2008)

- Over 40,000 displaced pensioners receive a pension lower than they are entitled to
- The government has not put a mechanism in place to solve the issue of burned archives during the war
- Many other obstacles to receiving a full pension: need to have contacts and pay bribes
- As a result, many elderly work to make ends meet
- European Court of Human Rights has complaints from Russian citizens about the non-payment of pensions

IDMC, 30 June 2008:

"Many displaced pensioners receive a pension lower than they are entitled to because the necessary documents and their archives were destroyed during the conflict and no mechanism has been put in place to rectify the issue. While some displaced pensioners managed to receive their entitled pension through the courts, decisions on this have

varied with most pensioners left with a minimum pension. The majority therefore continue to receive a pension that does not reflect their work experience and work in order to make ends meet.

To receive a pension that corresponds to their professional experience, Russian citizens must submit their work booklet and salary certificate. In lieu of these documents, they can present a Communist party, trade union or Komsomol (Communist youth league) card to determine their salary scale according to dues paid.

People who fled Chechnya without these documents have faced difficulties having them reissued where the archives holding them were destroyed during the conflict. Guiding Principle 20 sets out that government authorities must facilitate the issuance of new or replacement documents lost in the course of displacement and Guiding Principle 29.1 states that IDPs should have equal access to public services. To date, a mechanism has not been put in place for these IDPs to receive the pension they are entitled to. As a result, they receive only a minimum pension. According to the Commissioner for Human Rights of the Russian Federation, there were as of 2003 around 40,000 internally displaced pensioners from Chechnya who were in this situation, and the number was rising.

The average monthly pension in Russia at the end of 2007 was about \$140 (3,300 roubles)³⁰. Most internally displaced pensioners interviewed were receiving a monthly pension of approximately \$85 (2,000 roubles) and were struggling to make ends meet. Some were receiving less, and only a few were receiving the pension they were entitled to. Most reported that they had to work full-time to pay all their bills and cover their expenses.

Some internally displaced pensioners had managed to obtain a pension based on an average monthly salary for their work experience through the courts. However, there is no instruction for the courts to employ this practice and so only some courts have applied it and even then on an irregular basis. The municipal court rejected the claim of one pensioner in Rostov for his pension to be based on the average monthly salary for the positions he had occupied, on the basis that there was no law regulating such payments.

Pensioners in Chechnya who do not have the documents necessary to receive the pension they are entitled to receive a financial supplement issued by the government of the Chechen Republic based on their work experience. However there is no such provision for pensioners living elsewhere in the Russian Federation, to whom local authorities are unwilling to allocate money from their limited budgets. The Commissioner for Human Rights of the Russian Federation has acknowledged that internally displaced pensioners from Chechnya living outside of Chechnya cannot access their full pension entitlements, but the issue remains unresolved."

Bundesasylamt-Staatendokumentation, 30 May 2008:

"Other remarks by interviewed [Chechen] people

- Pensions are often paid out only against bribes, amount depends on bribe
- One has to pay also for the acceptance of an application for a pension
- Pension system has functioned, but not without difficulties
- Contacts had to be used in order to receive the pension amount"

EHRAC, 2008:

"The ECtHR is flooded with complaints against Russia for its failure to execute domestic court judgments regarding such issues as the payment of pensions, teachers' allowances and other financial obligations of the State."

Economy slowly recovering in North Caucasus (2007)

- Poverty still rife in North Caucasus, but it has shifted to the countryside
- Rural villages increasingly income poor and people suffering from ongoing threats to food security
- IDPs who have been able to return have done so; those who remain are in most vulnerable position
- Many people have moved from depending on humanitarian assistance to relying on employment income
- Numerous obstacles to business remain, such as poor access to credit and low purchasing power of consumers
- Youth make up 30-40 per cent of population, but face a lack of work opportunities
- Situation of IDPs in Ingushetia has gotten worse

DRC, 31 January 2008:

"Remaining caseload of the DRC beneficiaries belong to the most vulnerable part of population that are needy in connection with lack of provider, many children, illness, disability and most often in this or another way entitled for some of the state benefits described in the Ch. 5.1 above. Size of these benefits is comparable with the support provided by the DRC either in a form of food distribution or as a cash transfer. Unfortunately DRC's beneficiaries are not always aware of the benefits that they are entitled to and hence unable to press for their rights, thereby becoming easy targets for corrupt officials. Several examples of money extortion connected to obtaining social benefits mentioned by beneficiaries during the interviews point at corruption as one of serious problems affecting many of DRC's clients. "

WFP, 1 January 2008:

"Since the cessation of the conflict, the federal Government has increased the financial support for Chechnya's recovery. This financial injection has started to generate temporary employment, particularly in the urban centers, while livelihoods in rural areas, compounded by insecurity, have stagnated.

The humanitarian situation in Chechnya and Ingushetia remains serious. The 2006 WFP-led Inter-agency VAM Assessment revealed endemic income poverty among the conflict-affected population. Nearly 80 percent of the people surveyed failed to reach the Russian Federation poverty cut-off level of US\$2.25 per person per day and the average daily income reported was as low as US\$1.31 per capita.

A comparison with an earlier ICRC survey indicated that a significant number of households have, in fact, become worse off over the past two to three years, particularly in the mountainous areas of Chechnya and among the IDP population in Ingushetia. The VAM Assessment also revealed an alarming incidence of global acute malnutrition among 10 percent of the surveyed children."

WFP, UNICEF, 3 April 2007:

"The first conclusion from this study is that income poverty is still endemic in the region, and the progress toward recovery has been irregular and sporadic. Large segments of the population remain mired in poverty - severe poverty by any comparative measure - and, in some cases, significant numbers of households have become worse off over the last 2-3 years, despite the cessation of open conflict. The survey results have identified evidence of the impacts of reconstruction in the urban areas of both Chechnya and Ingushetia. Poverty in urban Chechnya

and most of Ingushetia (e.g., Nazran, Malgobek) has decreased and incomes appear to be more stable. While unemployment rates remain high, government investment has created some opportunities and should continue to do so, assuming improved security. On the other hand, poverty has shifted to the countryside. In the rural areas, especially of Chechnya and most intensely in the mountain villages, poverty has increased and there are few signs of livelihood recovery. The rural villages are becoming increasingly income poor by either an estimated income or expenditure measure, and their populations are suffering from on-going threats to their food security. They are relatively less healthy, less educated, and more indebted.

The other highly vulnerable segment of the sample consists of the IDP households in Ingushetia. Fully 85 percent of these households classify themselves as poor, and 14 percent state that they have fallen into poverty since 2004. For every economic and food consumption indicator, this group demonstrates that it survives only on the margin. As the IDPs able to do so have moved back to Chechnya or been effectively integrated into Ingush society, those that remain are the homeless and the asset-less whose traditional safety nets and kin-based networks have been compromised by warfare."

UN OCHA, 12 December 2006:

"Although many economically disadvantaged and conflict-affected groups in the region have restarted economic activities and have thus begun the transition from dependency on humanitarian assistance to active employment, among the dissuading factors for doing business in the region entrepreneurs note primarily access to finance but also funding conditions, legislative environment, access to information, purchasing power of local consumers, unfavorable legal framework and lack of skilled professionals.

Enhanced access to credit is at the top of the government priorities. Most entrepreneurs today access financial resources not through banks, as they lack the required collateral, but by borrowing from family, friends or private lenders. Even these sources of finance, as research shows, are becoming more "commercialized" when the borrowers have to pay interest. In order to boost employment and enhance livelihoods in the region, there is an urgent need to provide alternative sources of accessing credit through e.g. micro-credit funds, cooperatives, and/or establishing leasing mechanisms. Entrepreneurs also face problems at the conceptual level and lack skills to formulate business concepts and develop business plans necessary for accessing credit.

The lack of employment opportunities is a critical issue for the youth who represent 30-40% of the population and the bulk of the unemployed in the region. While young people have energy, creativity and relevant skills, there are no targeted mechanisms in place in order to ensure that young people find and seize opportunities for decent and productive work that will allow them to become independent and responsible citizens."

Youth in North Caucasus most idle youth in Russia (2006)

- North Caucasus has the youngest population in Russia; this is a major asset
- But North Caucasus also has highest percentage of youth neither in school nor work
- Youth in North Caucasus face lack of employment opportunities, growing health risks

- Biggest obstacle to youth employment in North Caucasus is mismatch between skills youth have and jobs available

Updated information on this topic could not be found among the sources consulted.

World Bank, 31 December 2006:

"The North Caucasus is the most disadvantaged region in the Russian Federation. The region is characterized by high levels of poverty (over 40 percent in Ingushetia, Kabardino-Balkaria and Dagestan);¹ large youth populations (21 per cent in Southern Russia and 36 percent in the Republic of Ingushetia);² poor educational preparation for the job market and low youth employment rates (26.5 percent in the Southern Federal Region as a whole³); significant linguistic and ethnic diversity; and the presence of numerous security risks, including that of violent conflict

and religious extremism. In addition to unsuccessful school-to-work transitions, youth nationwide, as well as in the North Caucasus face an array of growing health risks that include substance abuse, sexually transmitted infections (STIs), the spread of infectious diseases (including HIV/AIDS), lack of knowledge about health issues, and, in Ingushetia, malnutrition.

Despite acute development gaps, the North Caucasus has a major asset that Russian Federation as a whole does not: young people. It is the region of the country with the youngest population. The Russian State Committee for Statistics estimates that the population of the Russian Federation in 2006 is 142.5 million, down from almost 148.3 million in 1996— a decrease of roughly 5 million over a ten-year period. The population is, moreover, currently decreasing by approximately 700,000 a year. Not only are fewer people being born in Russia—the current fertility rate is below the replacement level—but many working-age members of the population are dying at young ages due to a catastrophic rise in non-communicable diseases (especially cardiovascular disease) and injuries [...]

Youth in the North Caucasus have the highest rate of idleness (percentage of youth neither in school nor work) in the country, ranging from two to seven times the national average of 10 percent.

- The biggest obstacle to youth employment is the skills mismatch between the educational system and the job market, together with corruption in the educational system. Too many youth are being trained in professions in which there are no jobs. As a result, young people desperately need practical job experience and skills.
- Young people are interested and motivated to pursue self-employment, but require additional support and training to do so.
- Whereas most young people in the region strongly identify with their religious traditions, they clearly recognize the threat of Islamic extremism. They advocate higher-quality private religious education and better training of religious leaders as potential means of combating extremism.
- In addition to Islamic extremism, young people consider the corruption of republic and local authorities, including local police forces, an important security threat to their communities."

Widows work to support their families (2006)

- Role of Chechen women is changing as more become widows
- These women work outside the home to support their families
- Widows do not receive a social benefit from the government

Updated information on this topic could not be found among the sources consulted.

IWPR, 14 June 2007:

"Petemat Umakhanova, 35, is tired of being a victim. She has had to bring up four children on her own in Grozny ever since her husband disappeared in 2004. What money she has had - just 2000 roubles (around 75 US dollars) a month - has come in benefits from the state and the Red Cross.

Now she is branching out, and has asked the Red Cross for credit to help set up her own business.

"I applied to purchase a freezer and foodstuffs," she said. "I'm tired of living on the humanitarian aid alone. I want to have a business of my own, earn money and maintain my family properly."

She is part of a trend in Chechnya, where both local residents and NGOs are keen to move away from being dependent on aid to building a local economy. The war in Chechnya, which has rumbled on since 1994, is now all but over. But it has devastated the infrastructure and economy of the region and most people are unemployed.

In 2005, the United Nations drew up a plan to help Chechnya develop for itself. The UN and other organisations like the Red Cross have started giving small loans to Chechens and those in neighbouring regions that have also seen bloodshed between local insurgents and Russian forces. Abubakar Tashayev, manager of the Red Cross microfinance programme, said recipients of the assistance in Chechnya, Ingushetia and Dagestan could start their own businesses to improve the living standards of their families.

[...]

In 2005, the International Committee of the Red Cross launched 86 microeconomic projects. In 2006, that number was 379. In 2007, it is focusing on encouraging trade, and plans to have dozens of projects like Umakhanova's going by the end of the year.

Each lucky family receives 1000 Swiss francs (around 23000 roubles) to put its business together."

UN CHR, 26 January 2006:

"54. Particularly with the constantly growing number of widows, the role of Chechen women is changing. These widows work outside the home in order to support their families. A woman whose husband has been killed or has disappeared does not receive a pension or any other form of support. The disappearance and death of loved ones have numerous psychological consequences for women, including trauma, stress, anxiety and insecurity. Since 1994, many women have organized in reaction to human rights violations, in particular the widespread disappearances. While this has empowered women, it has also created new vulnerabilities as they become potential targets during security operations."

Chechnya: unemployment still high (2008)

- Officially, some 400,000 people are unemployed in Chechnya - or about 50 per cent, but could be higher
- The only jobs available in Chechnya are in construction or police, and this is an incentive for IDPs to return
- Government has taken measures to address unemployment

ACCORD, 30 April 2008:

"According to WHO, WFP and UNICEF, the republics of the North Caucasus are still rather

poor, with unemployment rates of 50- 60%. Recently a lot of inhabitants of Chechnya have started to work for the construction programmes, and the government claims they are paid 12 dollars a day. One of the reasons why IDPs come back from Ingushetia is that there are now job opportunities in Chechnya, at least in Greater Grozny."

Jamestown Foundation, 29 May 2008:

"The assassination of rank-and-file policemen is always condemned by the public because many of them have joined the force as the only available way to earn a living. It should not be forgotten that the educational system, which would have given many people a chance to learn marketable skills, has been missing in Chechnya for the last 18 years. Today the only opportunities available in Chechnya are in the construction business or the police."

Prague Watchdog, 13 January 2008:

"Post-war Chechnya has one of the highest unemployment rates in Russia. Reported figures show that only every fifth Chechen is in work. The authorities, realizing that unemployment levels are directly related to the stability of the republic, make attempts to counter this negative factor..."

It is quite possible that the unemployment rate in Chechnya has been exaggerated. But not by much. If a man is receiving unemployment benefit, his family receives a discount on public utility bills. Last year there were several cases where the prosecution found evidence that benefits had been obtained by men who were in work. Such misdemeanours are punished by large fines. People then complain to the human rights workers and the parliamentary commission.

In one case, criminal charges were filed against a woman who had received benefits, and she appealed to Parliament to investigate the matter. It turned out that she was employed in a rural café, and thus, in principle, had committed an offence. The prosecutor's office publicized the case widely, but parliamentary deputies intervened on the woman's behalf, and the charges were dropped.

A spokesman for the Chechen Department of Employment says that there are a fair number of such cases, and that quite often people will go to any lengths to grab money from the state...

The problem of bribe-taking in Chechnya is also a very expensive one. The money involved would be sufficient to buy any kind of social support, pensions and disablement benefit for any group. The scale of the bribery is enormous. But people break the law because they have no prospects, and because of the lack of jobs. So independent observers believe that the fight against unemployment should not start from below, but with certain concrete steps. Unemployment is at critical levels, and threatens with the risk of social disruption.

There is an official total of around 400,000 people who are registered as unemployed in Chechnya. The Department of Employment pays each of them 720 roubles per month. In addition, there is a national training program to prepare young people for certain professions: driver, tailor, programmer, etc. But this meagre sum is wholly insufficient to deal with such a difficult situation."

Chechnya: IDPs have still not re-established livelihoods (2007)

- People in rural areas have still not re-established livelihoods because of insecurity and lack of investment capital
- Therefore families in rural areas still purchase food rather than grow it themselves
- Social benefits and networks have been two major safety nets that vulnerable families have depended on

- Most disadvantaged are those families who have lost support of extended networks

Updated information on this topic could not be found among the sources consulted.

WFP/UNICEF, 3 April 2007:

"Whereas urban areas can respond more quickly to a reconstruction program, rural livelihoods have not been able to re-establish themselves. The reason for this stagnation is two-fold. First of all, the security situation is still extremely precarious. There is a strong military presence throughout Chechnya's plains and mountain regions, and local villagers have fear of returning to abandoned pastures, fields, and forests. Many rural households supplemented their incomes (and diets) with the gathering of forest products such as wild garlic (a major cash crop), but no one ventures into the forests anymore for fear of lives. The cattle herds, which were held primarily in private hands rather than state enterprises, remain decimated, and they have not been reconstituted because of the inability to fully utilize more distant pastures. The second reason is the lack of private capital to invest in agriculture. Irrigation systems have been destroyed and are no longer operable, and much farmland remains uncultivated for lack of seeds, tools, and equipment. At the same time, agricultural markets for outputs and inputs are not fully functional, and farmers complain that prices are far too low. Thus, in areas where rural livelihoods were diversified and mostly self-sufficient, combining production for consumption and for market, families are now forced to purchase the vast majority of their basic food basket with small, unstable incomes.

It is justified to say that the two major safety nets, after food aid, that have supported the most vulnerable households have been government social transfers and local social capital. In the former case, over 89 percent of the households receive one or another form of pension support - either for their children, for disability, or for unemployment. The pension is the most stable source of income for most families and, even when the amount is small, does provide a minimal buffer against the uncertainties of poverty. In qualitative interviews, many individuals stated that their main survival strategy was to overcome the bureaucratic hurdles and pursue a government disability status (even for a condition such as near-sightedness). The truly disadvantaged households are those who have lost, for whatever reason, the support of extended family, friends, and broad kin and clan-based networks. In both Chechnya and Ingushetia, active clan membership represents access to a large stock of social capital. Clan and kin provide opportunities for employment, shopkeeper credit, food-sharing and gifts of food and money, even start-up capital for business enterprise. The loss of kin-based support is often catastrophic for vulnerable families. In the qualitative interviews, the most predictable story of personal woe and tragedy was that of separation from the village and the family networks - the loss of a breadwinner son, the abandonment of the village because of conflict, and so forth. Kin-based mutual support is an embedded cultural value in Chechen and Ingush society, and it provides a major safety net for the vulnerable households. "

Various sources of income for IDPs from mountainous areas (2007)

- IDPs from mountainous areas work as language teacher, guard, dishwasher, village administrator, teacher, cleaner, veterinarian
- Women and teenagers work, in addition to men
- Women usually work as plasterers, make mud bricks or in business; many men work on temporary construction jobs
- Social benefits are main source of income for both IDPs and the general population, not employment income
- Poor soil conditions in Chechnya as a result of armed conflict

Updated information on this topic could not be found among the sources consulted.

UNDP, 15 May 2007:

"The armed conflict had negative impact on soil quality in many districts of the Republic, mainly through pollution of soils by oil products. The worst oil pollution is found around facilities for filling, storing, and transporting oil products, fuels and lubricants and around fuel and energy plants at which accidents have occurred. Such pollution is mainly due to depreciation of oil infrastructure, particularly oil storage tanks and fuel pipelines."

Мемориал, 15 марта 2007 г.:

"Когда мы задавали беженцам вопрос о работе, они считали, что речь идет о постоянной работе в организации, как это было в советские времена, а не о каком-то более или менее постоянном занятии, дающем определенный доход. Поэтому положительно на этот вопрос ответили только те, кто работает в бюджетных организациях. Оказалось, что работающие в этом смысле есть в 9 семьях из 105 опрошенных, и таких людей на 339 трудоспособных членов этих семей всего 11 человек. Поэтому не составляет труда их перечислить, указав размеры их зарплаты:

учитель арабского языка – 2000 руб., охранник - 10000 руб., две посудомойки с зарплатой по 1200 руб., управделами сельской администрации – 4000 руб., учитель средней школы – 2000 руб., санитарка – 1200 руб., учитель и завуч средней школы - 6400 руб., фельдшер – 3800 руб., ветврач – 2500 руб., без указания профессии – 3500 руб.

О наличии временных (сезонных или эпизодических) заработков сообщили члены 71 семьи, однако, возможно, не все сочли необходимым сказать об этом. Большинство мужчин в теплое время года работают на стройках. Об этом сообщили 58 человек. 5 сказали, что подрабатывают на сельскохозяйственных работах, Один занимается жестяными работами (делает ворота), трое занимаются торговлей, двое - перевозками. Не только мужчины, но и некоторые женщины и даже подростки используют любую возможность, чтобы подработать. Женщины обычно занимаются штукатурными работами, изготовлением саманных кирпичей, торговлей. Приведем некоторые содержательные высказывания о том, как беженцы зарабатывают на жизнь.

- «Муж работает на стройках в Грозном, и сын с ним работает. Когда есть работа, их вызывают. Денег пока не платят. Но на уразу дали 10 тысяч рублей» (2)
- « С прошлого года не работал. Жена обмазывает дома глиной» (7)
- « Месяц назад за строительство фундамента получил 7000 р. До этого 3 месяца был без работы. Держим 3 коровы (подарили родители). Покос арендуем у совхоза. Помогаю в сезон арендаторам и за это тоже получаем сено» (9)
- «Держим скот – 6 голов. Иногда работаем на стройке» (11)
- «У мужа есть трактор, на нем по найму пашет весной и осенью, в другое время работы нет» (Очень бедная семья -18).
- «Взял в аренду грузовик, заработка почти нет, предложение превышает спрос» (30)
- «Летом работал на стройках, заработал, чтобы собрать детей в школу /в семье четверо школьников/ и на питание. Занял 40 тысяч и купил автобус, хотел возить людей, но не получилось» (32)
- «Подрабатываем чисткой орехов» (42)
- «Чтобы собрать четверых детей в школу, жена сделала летом на продажу несколько тысяч саманных кирпичей» (40)
- «Покупаем-продаем скот. Сыновья (школьники) разбирают разрушенные дома на кирпич и продают его» (43)

Судя по рассказам беженцев, средний размер заработка в основной сфере их занятости – строительстве – колеблется от 2 до 5 тысяч рублей в месяц. Если работа есть в течение всего строительного сезона, можно заработать 12-30 тысяч рублей (33, 49,65,72,88,95). Однако, при том, что строительными навыками в Чечне обладает

большинство мужчин, а многие 40-50-летние мужчины имеют и значительный опыт, нажитый в довоенное время, найти работу на весь сезон удастся, конечно, далеко не всем.

Итак, работа в Чечне – для большинства жителей, а не только для ВПЛ – в настоящее время не является источником регулярных денежных доходов. Таким источником служат пока только социальные выплаты: пенсии, пособия по безработице, пособия на детей. Если ежемесячную зарплату получают, как уже говорилось, только в 9 опрошенных семьях, то пенсии - в 61 семье, а пособия по безработице – в 63-х. При этом 16 семей на момент опроса вообще не имели регулярных денежных доходов. (Пособия на детей в виду их ничтожного размера не учитывались). Еще 26 семей не имели иных регулярных доходов, кроме пособия по безработице. Размер этого пособия небольшой: в ходе опроса назывались суммы от 450 до 740 р. Правда, для семей, с большим количеством трудоспособных, эти пособия могут сложиться в приличную сумму. Например, мы беседовали с семьей, в которой это пособие получали одновременно 9 человек. Но это – редкость. В большинстве семей пособие по безработице получает 1-2 человека, что на бюджет семьи серьезного влияния не оказывает. Получать его можно трижды по 6 месяцев с полугодовыми перерывами.

Мы провели грубый подсчет: сложили названные беженцами суммы регулярных месячных доходов - зарплат, пенсии, пособия по безработице (в тех случаях, когда размер пособия не был указан, брали его обычный размер – 700 руб.). Полученную сумму разделили на общее количество членов опрошенных семей, то есть на 661. Получилось, что в среднем регулярные денежные доходы на 1 человека составляют в этой группе беженцев чуть менее 500 рублей или 18 долларов в месяц. При этом

- 16 семей не имеют вообще регулярных денежных доходов,
- 42 семьи имеют доход до 500 рублей на одного человека в месяц (в т.ч. 14 семей – менее 200 руб. на человека),
- 37 семей получают ежемесячный доход в размере от 500 до 1000 руб. на человека,
- 10 семей имеют доход свыше 1000 руб. на одного человека.

Таким образом, 48 семей (55 % опрошенных) либо вообще не имеют регулярных денежных доходов, либо имеют совершенно ничтожный доход до 500 р. в месяц, то есть находятся на грани выживания. 37 семей (35%) получают несколько большие, но весьма скромные доходы до 1000 р. на человека в месяц. И только 10 семей (около 10 %) имеют доходы свыше 1000 рублей на человека в месяц. Но ни у одной из этих семей доходы не достигают прожиточного минимума, установленного постановлением ВРИО президента Чеченской Республики Р.Кадырова от 28 февраля 2007 г. на уровне 3132 рублей.

6 из 10 семей, получающих доход свыше 1000 рублей на человека в месяц, по чеченским меркам совсем маленькие - 3-4 человека - и состоят в основном из пенсионеров. Самый большой доход – 2233 руб. на одного человека - получает семья из трех человек, двое из которых – инвалиды, а единственный трудоспособный получает пособие по безработице (89).

Впрочем, надо иметь в виду, что такие небольшие пожилые семьи, как правило, тратят на себя только часть своих доходов, поскольку служат донорами других родственных – более многочисленных и молодых семей. Такие семьи, как подтверждает и наше обследование, находятся сейчас в Чечне в наихудшем положении. Пенсий они не получают, заработков нет, поэтому они вынуждены регулярно принимать помощь от родителей и других родственников-пенсионеров. Об этом нам многократно приходилось слышать и в ходе этой поездки, и раньше - во время бесед с беженцами и жителями Чечни.

Относительное благополучие остальных 4-х из 10-ти семей, имеющих доход свыше 1000 руб. на человека в месяц, основано на том, что они получают деньги из 2-3 источников (пенсия + пособие + зарплата, или пенсия + зарплата). Обладателем второго самого большого душевого дохода (2118 рублей) оказалась семья из 11 человек, потерявшая четверых мужчин, похищенных в 2002 г. Семья состоит из пожилой женщины, вдовы одного и матери трех похищенных, единственного оставшегося у нее сына, трех вдов-

невесток и 6 внуков и внучек, одна из которых – ребенок-инвалид. В этой семье сразу 7 человек получают пенсии (в том числе 5 - по потере кормильца) и 3 человека (редчайший случай!) имеют работу: единственный мужчина работает охранником в одной из резиденций Р.Кадырова, получает 10 000 р., и две молодые женщины моют посуду за 1200 рублей в месяц (34). Вот откуда «богатство» этой семьи.

При крайней недостаточности денежных доходов некоторым подспорьем для ВПЛ служит подсобное хозяйство. К сожалению, мы не включили в опрос эту тему, поэтому она возникала в беседах с беженцами лишь эпизодически. Вот, например, запись, сделанная в Иласхан-Юрте: «Летом работаю на стройке. Держим 2 коровы, сено покупаем. Землю под огород не дают» (17). Или пугающе обыденное сообщение беженца, живущего в многолюдном п. Ойсхара под Гудермесом: «Корова выручала, недавно подорвалась на mine недалеко от дома» (41).

Обстановка во многих домах, где мы побывали, также свидетельствует о бедности. Правда, почти нигде бедность не бьет в глаза – ее камуфлирует характерные для чеченских домов идеальный порядок и чистота. Но все же она проглядывает в отсутствии каких-либо предметов не первой необходимости (кроме телевизоров – они есть почти у всех), в том, что везде висят одни и те же дешевенькие ковры и занавески, в том, что почти ни в одном доме нет детских игрушек. Иногда мы заставили людей за едой и видели на столах часто только самодельный хлеб, чай и сахар, реже сыр и масло. Известно, что чеченцы – мясоеды. Мы обошли больше 100 чеченских домов и, кажется, ни разу не уловили запах мяса.

Dagestan: Poor economy, but IDPs have various sources of income (2007)

- Unemployment is a major problem in Dagestan: 70 per cent of people under 30 years of age are unemployed
- DRC survey shows that IDPs in Dagestan have various sources of income, including temporary jobs, social benefits and trading
- ICRC has helped some people in Dagestan to start their own business

Updated information on this topic could not be found among the sources consulted.

DRC, 28 February 2007:

"Nowadays IDPs in Dagestan survive due to different sources of income. Thus, we witness rather clear subdivision according to the districts:

Kizlyarsky – live on incomes from temporary job (trading on market, agriculture, construction services);

Nogaisky – on social payments (pension and benefits); Khasav-Yurtovsky – on incomes from trading (there is a large regional market in Dagestan, providing temporary job for quite a number of IDPs).

However, the above-mentioned sources of income are available just for the small part of the IDPs total number. Temporary job as a source of income in Kizlyarsky district is an exception (members of every third family are temporarily employed on the market)."

District	Total	Social payments	Trading	Household effects	Temporary job	Job	Assistance from relatives
Kizlyarski	165	7	4	10	53	5	1

Nogayski	41	4		2			1
Tarumovski	68	4	3	6	8		3
Khasav-Yurtovski	128	2	16		9	2	
Total	402	17	23	18	70	7	5

UNDP, 15 March 2007:

"Dagestan currently has problems in all spheres of its economy. The Republic has suffered a serious economic decline, caused by general instability in the North Caucasus region and Russia's financial and economic crisis, and its industry and agriculture have had difficulty adapting to market conditions. A transport and energy embargo in 1995–2001, caused by events in Chechnya, had serious negative impact on Dagestan's economy and social sphere. The Republic remains dependent on federal subsidies (which account for 76.8% of total budget spending) and on profits from the unregistered "shadow" economy. Dagestan has a larger share of people who have not yet attained working age (32.6%) than almost any other Russian region, and the share of disabled children in this age group (3.59%) is the highest in the country. About 70% of people in Dagestan depend on welfare.

Dagestan's dire poverty is largely due to the critical state of its labour market. The able-bodied population is growing faster than the number of jobs, so Dagestan continues to experience a labour oversupply. The total number of unemployed by ILO criteria in late 2006 was 267,500 or 27.7% of

the able-bodied population. In late 2006, 55,900 people or 5.7% of the able-bodied population were registered at state employment offices. The situation in the Republic's upland districts is particularly difficult with average unemployment rates of 11.5–12% (compared with 4.2% in the plains). The

average unemployment rate in urban areas is 2.3%, while the unemployment rate in rural areas (which account for about 84% of registered unemployment) is almost six times the national average [...]

Unemployment is one of the key problems in Dagestan and it has particular impact on women and young people. The high share of young people among the unemployed is due to shortage of jobs and high selection criteria among employers. Up to 70% of young people under the age of 30 do not have a registered job and are considered to be unemployed on account of their inadequate levels of education and professional training, suggesting that further improvements are needed in the system of professional and specialist training. Recent growth of labour demand has not solved the problem: employers continue to select employees on the basis of age and work experience, while unemployed individuals, particularly young people, are making increasing demands as regards working conditions and wages."

ICRC, 6 September 2006:

"One hundred and fifty families of displaced persons from Chechnya living in Daghestan have been given the opportunity to start their own businesses with the assistance of the ICRC. Since the beginning of 2006, ten families have taken the plunge [...]

Aminat and her daughter fled Chechnya during the conflict and settled in Daghestan. Until recently she had been receiving humanitarian aid from the ICRC. When she was presented with the opportunity to become the owner of a cafe in the suburbs of Khasavurt, she seized the occasion.

Our land cruiser enters the courtyard and stops near a four-story building. The door on the ground floor is open and people can be seen through the windows. No one is coming out to greet

us, which is no surprise, as the lunch rush is on. The cafe is packed full with employees from neighbouring businesses and organizations. Although the cafe is located in a relatively quiet street, Aminat enjoys a good number of visitors every day.

Aminat is one of ten people who decided to give up humanitarian aid and start their own business. "In the beginning, I was wondering if I would be able to manage," she says. Making food for people is not easy – it has to be tasty, served quickly and should not cost much." As it turns out, the cafe's clientele highly appreciate Aminat's cooking, which in fact is not surprising, as she puts all her heart into it."

Participation

Restrictions of voting rights of IDPs in Ingushetia (2005)

- IDPs from Chechnya living in Ingushetia could vote in Chechen parliamentary elections, but only at their area of permanent residence in Chechnya
- In the past an election post was established in the area bordering Ingushetia and Chechnya

Updated information on this topic could not be found among the sources consulted.

Кавказский Узел, 24 ноября 2005 г.:

"Внутриперемещенные лица из Чеченской Республики, временно проживающие на территории Ингушетии, смогут принять участие в голосовании на парламентских выборах, но только по месту постоянной регистрации в Чечне.

Об этом корреспонденту "Кавказского Узла" сообщили в офисе Представительства Чеченской Республики в Республике Ингушетия. По словам сотрудников данного ведомства, в настоящее время чеченская сторона решает вопрос о предоставлении бесплатного автотранспорта для доставки людей к избирательным участкам.

"Раньше для этих целей, в приграничном с Ингушетией Сунженском районе Чечни открывались дополнительные избирательные участки. В этом году такая мера не предусмотрена. Все вынужденные переселенцы, желающие принять участие в выборах парламента Чечни, смогут это сделать, но исключительно по месту постоянного проживания. Для этого 27 ноября им необходимо будет выехать в тот район, где они прописаны, и проголосовать. Вопрос о том, будет ли избирателям предоставлен бесплатный автотранспорт, пока еще не решен", - отметили в Представительстве ЧР."

Recommendations regarding IDPs' voting rights in the Russian Federation (2004)

- Several steps needed to respect IDPs' voting rights, including presence of domestic and international observers, dissemination of information on voting procedures to IDPs and absentee ballots

Brookings November 2004, p. 53:

"As a result of the unresolved state of the conflict in Chechnya, elections occur in a general context of insecurity. An overall political settlement is critical to establishing conditions of security

enabling voters, including IDPs, to freely and fully exercise their right to vote. In addition, the following recommendations are made to safeguard IDP voting rights:

- *Allow* displaced voters to cast absentee ballots without having to return to Chechnya to obtain an Absentee Voting Certificate.
- *End* the continued application of the *propiska* internal residence regime, which hinders IDPs' ability to vote in places other than their permanent area of residence.
- *Clarify* the rules and procedures for absentee voting and ensure that these are fully implemented.
- *Ensure* that IDPs have adequate and timely information on the procedures, including absentee voting, available for them to exercise their right to vote.
- *Allow* domestic and international observers safe and unhindered access to monitor the electoral participation of IDPs, both within and outside of Chechnya.
- *Assess* the current situation of the Ingush IDPs from North Ossetia, in particular their voting rights in local, regional and national elections."

IDPs meet with government officials (2008)

- IDPs from North Ossetia met President's representative of the South Federal District while during his visit to North Ossetia and Ingushetia with request to protect their Constitutional rights
- On another occasion IDPs from North Ossetia held a demonstration outside a government building in Ingushetia requesting assistance to return to their original places of residence and receive compensation for destroyed property
- Five demonstrators held a hunger strike with the same demands

Ингушетия.ру, 17 июля 2008г.:

"Вынужденные переселенцы из Пригородного района и Владикавказа Северной Осетии 18 июля 2008 года в 9 часов утра на ныне действующей границе двух республик планируют встретить полномочного представителя Президента РФ по ЮФО Устинова Владимира Васильевича, пребывающего с рабочей поездкой из Северной Осетии в Республику Ингушетия.

Шестнадцатилетнее ожидание возвращения вынужденных переселенцев в места их прежнего постоянного проживания и не решение вопросов, связанных с оказанием государственной поддержки, вынуждают их в очередной раз в массовом порядке встречать руководителя федерального уровня, чтобы выразить свое недовольство в адрес ФМС РФ и МРУ ФМС России, которые не выполняют Указ и поручения Президента РФ по урегулированию так называемого Осетино-ингушского конфликта осени 1992 года.

При встрече с Устиновым вынужденные переселенцы собираются вручить ему официальное обращение в адрес вновь избранного Президента РФ Д.А. Медведева с просьбой защиты их конституционных прав, о чем сообщил пресс-службе РОД «ЧКНС» председатель РОД «Комитет содействия вынужденным переселенцам» Мовсар Батаев."

Ингушетия.ру, 18 июня 2007г.:

"Акция протеста вынужденных переселенцев из Пригородного района Северной Осетии, начавшаяся 16 июня у здания представительства Главного федерального инспектора по Республике Ингушетия, продолжается до сих пор.

Участниками пикета стали выходцы из так называемых "проблемных" населенных пунктов Пригородного района Северной Осетии, а также сел, включенных в "водоохранную зону" и потому закрытых для возвращения ингушей. Всего более 30 человек.

Они призывают власти помочь им вернуться домой и выплатить компенсации за утерянное жилье и имущество. Пятеро участников акции разбили на территории представительства палатки и объявили бессрочную голодовку."

Access to courts

Legal assistance and the courts not always accessible for IDPs from Chechnya living outside of the north Caucasus (Special report, 2008)

- IDPs from Chechnya living outside of the north Caucasus cannot always access legal assistance and the courts
- IDPs and their lawyers fear negative consequences if they apply on a sensitive matter, some issues can only be solved through the courts in Chechnya
- Court decisions not always implemented and legislation not always enforced

IDMC Special report, 2008:

"The government has a responsibility to provide protection and assistance to IDPs, who have a right to an effective remedy and protection of the law equal to other citizens. Guiding Principle 3 sets out the State's responsibility to provide protection and assistance to IDPs, and Articles 7 and 8 of the UDHR states that all have equal protection of the law and right to an effective remedy. IDPs have applied for legal redress on issues concerning property compensation, identity confirmation, establishment of facts (mainly relating to property and work history), confirmation of family connection and compensation for moral damages. IDPs cannot always access legal assistance and courts because lawyers and IDPs fear negative consequences if they apply on a sensitive issue and some issues can only be solved through the courts in Chechnya, presenting a risk to the physical security of applicants. Even then, court decisions are not always consistently implemented and legislation is not always enforced.

Some lawyers are unwilling to represent IDPs against local or regional government bodies. A Chechen woman in Veliki Novgorod explained how two lawyers had turned down her case on the alleged wrongful imprisonment of her husband because they feared losing future work or even their professional certification. IDPs who worked for the government were concerned that they would lose their job if they applied to the court on a sensitive issue.

Other factors preventing IDPs from seeking legal redress were their poor health, long decision-making times, reports of corrupt decisions and the high cost of lawyers. Additionally, many victims reported that they were afraid to register complaints because of possible retaliation against them or their families. According to the Commissioner for Human Rights of the Russian Federation, residents of Chechnya are often subjected to harassment after submitting a complaint to the European Court of Human Rights.

Lawyers representing IDPs explained that they generally lost cases on housing provision, eviction from TACs, reinstatement of forced migrant status and compensation for moral damages. However they had won cases on establishment of facts, on property ownership, forced migrant

status (mainly for ethnic Russians) and a small number of eviction cases. Decisions on cases related to pension payments seemed to depend on the court.

Court decisions are not always implemented. In Rostov, a woman's husband had gone missing in Chechnya when he was still owed some \$1,300 by his employer. She had managed to get a court order in Chechnya for the amount due, but the employer had never paid up. The decision had since expired and she had to go back to court.

Nor do courts always enforce legislation. For example, Presidential Decree 898 rules that those who suffered or lost family members during the conflict in Chechnya should receive financial compensation. However, none of the eligible IDPs interviewed had received compensation. Some had reportedly received this compensation in Volgograd, but awards were apparently inconsistent as there were not enough funds allocated to this programme. Applicants in Rostov were told that the decree was not active since it was not registered at the Ministry of Justice, and so no one had received this compensation there.

Disputes over property in Chechnya can only be solved through the courts there and the poor security situation prevents IDPs from applying to the court. Those with contacts in Chechnya may pass the case on to a local Chechen lawyer and apply to the court *in absentia* after assigning power of attorney. However, this is not a realistic option for most IDPs."

Access to the European Court of Human Rights (2008)

- The Court is the only judicial body where victim of human rights violations can obtain compensation, but efficiency on cases relating to armed conflict in the North Caucasus could be improved
- Pressure on lawyers has prevented victims of human rights violations from bringing applications to the European Court, or has caused them to withdraw their application
- Russia is stalling the efficiency of the Court by not ratified Protocol No. 14
- At the end of 2007, 26 per cent of pending applications were directed against Russia

European Court only possibility for justice

Grouping of NGOs, 8 February 2008:

"Although there's currently a dialogue between the Council of Europe (in particular, the Committee of Ministers and the Commissioner for Human Rights) and the Russian authorities on the issues concerning execution of judgments in the cases of human rights violation in the Chechen Republic, this dialogue has not yielded any significant results (like prosecution of those most responsible for the grave human rights violations found by the European Court)..."

The European Court of Human Rights has been (and, in view of the ineffectiveness of domestic investigations, largely remains) the only judicial body where a victim of grave human rights violations could assert his or her rights and obtain just satisfaction. However, besides the common problems experienced by the Court (such as the excessive length of proceedings, often 5-7 years), it has failed to take measures to increase its efficiency in dealing with cases stemming from the armed conflict in the Northern Caucasus...

It is submitted that the Russian domestic legal system alone is manifestly incapable of providing redress to victims of human rights violations in the Northern Caucasus. Consequently, it is necessary that international organizations – first and foremost the Council of Europe and the

European Court of Human Rights – develop a strategy necessary to address those violations. The above submissions may prove helpful in forging this strategy."

Pressure on applicants, their lawyers and family

NHC, 30 April 2008:

"In relation to the 26 court decisions from the European Court, it remains unclear whether Russian authorities will execute the decisions in full, i.e. conduct effective investigations and prosecute the many servicemen implicated in crimes described in the Strasbourg decisions. As noted above, pressure against applicants has continued after their cases have been decided in Strasbourg, possibly aimed at impeding the full execution of the Court's decision."

CoE, 2 October 2007:

"6. Illicit pressure has also been brought to bear on lawyers who defend applicants before the Court and who assist victims of human rights violations in exhausting domestic remedies before applying to the Court. Such pressure has included trumped-up criminal charges, discriminatory tax inspections and threats of prosecution for "abuse of office". Similar pressure has been brought to bear on NGOs who assist applicants in preparing their cases.

7. Such acts of intimidation have prevented alleged victims of violations from bringing their applications to the Court, or led them to withdraw their applications. They concern mostly, but not exclusively, applicants from the North Caucasus region of the Russian Federation. Cases of intimidation concerning other regions of the Russian Federation, as well as from Moldova, Azerbaijan, and – albeit less recently – Turkey have also been brought to the attention of the Parliamentary Assembly."

Russia stalling the efficiency of the European Court

ECtHR, 31 January 2008:

"But the main source of disappointment for the Court lies in the fact that Protocol No. 14 has not yet come into force. At the San Marino colloquy last March I solemnly called on the Russian Federation to ratify this instrument, the procedural provisions of which, as everyone is aware, give the Court the means to increase its efficiency considerably. That call, which was backed by the different organs of the Council of Europe, was the subject of a number of favourable comments among the highest Russian courts. However, it has yet to produce the desired result.

Only if Protocol No. 14 comes into force soon can we look to the future with optimism by studying, on the basis of that instrument, the report of the Group of Wise Persons set up by the Council of Europe at its 3rd Summit in Warsaw in May 2005, and adopting some of its proposals concerning the long-term effectiveness of supervision under the Convention. If ratification does not occur in the near future, other solutions will need to be found, as we cannot allow the system to become bogged down by a continuous flow of applications, most of which have no serious prospect of success.

By the end of 2007, almost 80,000 allocated applications were pending before the Court. Four States account for over half (55%) of its workload: 26% of the cases are directed against Russia, 12% of the cases concern Turkey, 10% Romania and 7% Ukraine. The highest number of judgments concerned Turkey (331), Russia (192), Poland (111) and Ukraine (109). These four States accounted for almost half (49%) of all judgments. Secondly, the accumulated backlog is very unevenly distributed, since applications against five States make up nearly 60% of the total of pending cases: the Russian Federation alone accounts for nearly a quarter of the total "stock" of applications before the Court. "

Judgments of the Court on Russia

CoE, 12 June 2007:

"Since 2005 a number of judgments of the European Court of Human Rights ("the Court") have found important violations of the European Convention on Human Rights ("the Convention") by Russian security forces during anti-terrorist operations in Chechnya in 1999 and 2000. The judgments relate to:

- the failure to present any justification for the use of lethal force by the state agents in respect of the applicants' relatives and one of the applicant's sons (violation of Article 2)2; - the failure to prepare and execute anti-terrorist operations involving the use of heavy combat weapons with the requisite care for the lives of civilians (violations of Article 2)3; - the failure to carry out an effective criminal investigation into the circumstances surrounding the deaths or alleged deaths of the applicants' relatives or allegations of torture and lack of an effective remedy in these respects (violations of Articles 2, 3 and 13)4; - the state's responsibility for the unacknowledged detention of the applicant's son and his subsequent disappearance and the authorities' failure to provide the applicant with any plausible explanation in this respect for more than 6 years, notably through the criminal investigation not opened until 1 and a half years after the event (violations of Articles 3 and 5)5; - unjustified destruction by the security forces of the property of one of the applicants in the course of a anti-terrorist operation (violation of Article 1 of Protocol No. 1)."

See also Reprisals against applicants to the European Court of Human Rights (2008) [Internal link] and European Court of Human Rights confirms inadequate investigations and responsibility of Russia for abuses (2008) [Internal link]

IDPs bring Federal Migration Service to Court (2008)

- In Nazran, Ingushetia IDPs from North Ossetia lodged a case against Federal Migration Service

Ингушетия.ru, 17 сентября 2008г.:

"Сегодня в Назрани начнется судебный процесс по иску вынужденных переселенцев из Пригородного района к Федеральной Миграционной Службе. Руководители комитета содействия Вынужденным Переселенцам Р.Парчиев и М.Батаев по просьбе группы Вынужденных Переселенцев, обратились в суд в защиту их прав нарушенных ФМС.

"Мы надеемся, что данный процесс, который рассматривается по правилам установленным для дел возникших из публичных правоотношений, станет прецедентом, который пресечёт дальнейшее нарушения и поможет восстановить погранные права не только заявителей, но тысяч других Вынужденных Переселенцев." - говорится в заявлении вынужденных переселенцев. "Мы намерены представить имеющиеся у нас доказательства преступлений ФМС и просить суд содействовать нам в истребовании тех документов, получение которых для нас затруднительно или невозможно." - говорит Руслан Парчиев."

\DOCUMENTATION NEEDS AND CITIZENSHIP

Documentation needs

Documents required for IDPs to access assistance, services and other rights (2003)

- IDPs should have both residence registration with the local office of the Ministry of Interior and registration under Form 7 with the Migration Services in order to access all state assistance and services available to them
- Residence registration permits access to rights such as medical care, education, birth registration and social benefits
- IDPs who are registered under Form No. 7 are included in government IDP statistics and are eligible to receive state humanitarian assistance

UN OCHA November 2003, p. 151

"Registration by the departments of visas and registrations under the Ministry of Interior (OVIR): Under the 1993 RF Law on Freedom of Movement, every citizen of the Russian Federation shall be registered by interior organs at his/her *place of residence* and, in case of temporary stay in another location, at his/her *place of sojourn*. The registration system is aimed at facilitating the enjoyment by citizens of their rights in their place of residence or sojourn. Possession of registration conditions access to medical care, education, social allowances, etc. Non-possession of registration in one's place of sojourn is an administrative offence that can be punished by a fine. While several thousand IDPs are not properly registered at their 'place of sojourn' in Ingushetia, this has generally not affected their access to medical care or education services. However, several instances were documented where registry offices (ZAGS) refused to issue birth certificates for babies born from IDP parents who did not have sojourn registration in Ingushetia.

Temporary identification documents: The legal age in Russia for possession of an identification document (in Russian: 'passport') is 14. Local bodies of the Interior have been issuing temporary identification documents (so-called Form 2П) to IDPs who were not in possession of (internal) passports (e.g. because they had lost it). Form 2П is of limited validity (generally six months) and is renewable. Issuance in Ingushetia of identification documents ('passports') to teenagers turning 14 and of temporary identification documents to IDPs who had lost them, has been an essential endeavour of the local bodies of the Interior: it greatly enhanced the freedom of movement of the concerned IDPs, by allowing them to visit (or return to) Chechnya or travel onwards to other regions of the Russian Federation."

UNHCR February 2003, paras. 66-70:

"An internal instruction was reportedly issued by the Federal Ministry of Interior in November 1999 not to issue or renew identity documents to IDPs from Chechnya, allegedly to prevent possible Chechen militants or infiltrators from obtaining official documents. This measure limited freedom of movement for undocumented IDPs outside Chechnya, given the registration regime applicable in Russia, which requires all Russian citizens to register with the local bodies of the Ministry of Interior if they sojourn outside their place of permanent residence. Undocumented IDPs were also unable to return to, or visit, Chechnya, for fear of being detained at military checkpoints.

Form No. 7, entitled '*Registration of a family arriving under emergency situations*,' is issued by the local migration bodies for the purpose of statistics and distribution of Government's

humanitarian assistance. It is provided for under Letter of Instruction No. 19 of 31 March 1997 issued by the Federal Migration Service. It is not an identity document. It is meant to be used by the migration authorities during situations of mass influx and reception, on the territory of the Russian Federation, of citizens who left their place of permanent residence for reasons stipulated under Article 1 of the Russian Federation Law 'On Forced Migrants'. Form No. 7 is issued to all members of a family including children above the age of 14 years. Persons who are under 14 years of age are recorded on their parents' form."

UNHCR, January 2002:

"Under Point 2 of the [Article 1 of the 1995 Federal Law 'On Forced Migrants', it is further stipulated that, '(...) shall be recognised as a forced migrant (...) a citizen of the Russian Federation who was forced to leave the place of his/her permanent residence on the territory of a subject of the Russian Federation and came to the territory of another subject of the Russian Federation'. Hence, persons who were displaced within Chechnya itself (approx. 160,000) cannot, under the current law, do not qualify for forced migrant status."

For more information on the "forced migrant" status, see [IDPs considered "forced migrants" under Russian law \[Internal link\]](#)

Lack of documentation deprives IDPs of rights and assistance (2007)

- Russian Constitutional Court ruled that citizens should not need registration in order to enjoy their rights
- However, in practice the absence of registration means IDPs have limited access to medical care, employment, social assistance
- IDPs who left Chechnya as a result of the second conflict face more difficulties in receiving pensions than those who left during the first conflict

Updated information on this topic could not be found among the sources consulted.

Prague Watchdog and Center for Journalism in Extreme Situations, 6 February 2007:

"В Грозном Неля Исагулова прожила 40 лет, из них 24 года проработала на химическом заводе, а затем на базе хлебопродуктов. Ее квартира находилась в 4м микрорайоне по улице Ионисиани, где она до сих пор прописана. Компенсацию за утраченное жилье и имущество так и не получила, поскольку не сохранилось документов. У Нели Исагуловой до сих пор нет паспорта, она не может получить даже минимальную пенсию, хотя ее трудовой стаж насчитывает 31 год [...]"

Caucasian Knot, 20 September 2007:

"The main problem, to which the attention was drawn by human rights activists, was the absence of the law, which could serve an instrument for implementing the responsibility of the state in relation to IDPs. In their opinion, the current law in force "On Forced Migrants" helps the authorities to evade their constitutional duties of defending internal refugees.

The definition of a forced migrant enables the authorities to decide at their own discretion who of the IDPs will and who will not be granted their assistance and protection. As a result of all this, out of 580,000 persons who had left the Chechen Republic (under official data) during the second armed conflict, only 12,500 were granted the status of forced migrants, and among them there were almost no ethnic Chechens. In other words, 98 percent of IDPs were rejected any "economic, social and legal guarantees of protection of their rights and legitimate interests," M. Petrosyan, an expert of the HRC "Memorial" has explained."

Memorial, 31 July 2006:

"Temporary registration or the absence of registration results in plenty of new problems:

- IDPs are denied access to free medical assistance, although virtually all IDPs do need such help. Because of the consequences of stress and unsatisfactory living conditions, experienced during the hostilities, children and adults often develop serious diseases. The incidence of tuberculosis, oncological diseases, gastrointestinal infections and nervous disorders is high among IDPs. Hard life, insufficient diet and the absence of skilled medical assistance lead to tragedies. Provision of urgent medical help is guaranteed, however, it is often accompanied by humiliation of human dignity, particularly, when assistance is provided to women who are giving birth: records are made in their medical documents about the absence of place of residence, i.e. they are placed into the category of homeless persons, tramps.
- IDPs cannot get jobs, which worsens the already poor financial situation of families: according to the information from the regional Education Committee, children of migrants, including IDPs, account for approximately 80% of the total number of children who do not attend school.
- It is very difficult (and in rural areas virtually impossible) for IDPs to receive social assistance in the absence of permanent registration.

NGO Shadow report, 28 February 2006:

"The lack of registration prevents citizens from the realization of the basic social rights. In addition to having a constant risk to be detained and fined, people are often deprived of the access to free health care, the right to receive state pensions and allowances, the right to employment, the right to secondary school education and access to day-care centers."

[...] As a consequence of the lack of registration problems with pensions arise frequently. Those migrants who left Chechnya and registered for pensions outside its territory before December 1997 now receive pensions even if they do not have registration. However, others, including those who abandoned the republic after the recommencement of military operations in the fall of 1999, can receive pensions outside Chechnya only provided that they have registration and can present their pensioner's files. Meanwhile, the majority of the migrants were forced to leave during military operations that prevented them from taking their pensioners' files with them. Along with the informal prohibition to register the Chechens, this circumstance deprives from getting even the minimal pension nearly all pensioners and disabled persons from Chechnya who now reside outside its territory."

ACCORD/UNHCR June 2002, p, 259:

"The Constitutional Court has reminded once and for all that registration or absence of registration should not be linked to the enjoyment of rights. So in theory one does not have to show one's registration to be able to get medical care, but in practice it does not work this way. To enrol one's children at school one needs to have registration. An employer cannot employ someone who is not registered; eventually the registration is asked for by any potential employer. Hence, in practice most of the basic civic rights are linked to the possession of registration. If someone's place of residence registration is Grozny and he wants to register his sojourn somewhere else, but the authorities do not want to register him there, basically he is not only a second class citizen, but - using the absurd neologism - an illegal citizen. Difficult as this situation is to imagine, it is the sad reality for many IDPs."

IDPs outside of Chechnya struggle to obtain documents (Special report, 2008)

- Many IDPs from Chechnya living outside of the North Caucasus are struggling to extend or regain their forced migrant status and acquire residence registration, internal passports and the documents needed to receive their due pension

- This is because their original documents were destroyed during the conflict, the law was interpreted too narrowly and ethnic Chechens were treated differently than other applicants
- Without these documents, IDPs are prevented from enjoying their civil, political, economic and social rights

IDMC Special report, 2008:

"As citizens or residents of the Russian Federation, IDPs have a right to recognition before the law. This includes being issued the documents necessary to access services and entitlements. Many IDPs interviewed were struggling to extend or regain their forced migrant status and acquire residence registration, internal passports and the documents needed to receive their due pension. This was mainly because their original documents were destroyed during the conflict, the law was interpreted too narrowly, and ethnic Chechens were treated differently than other applicants. Without these documents, IDPs are prevented from enjoying their civil, political, economic and social rights, and struggle to lead a normal life.

Table 1 below outlines the documents which citizens of the Russian Federation need in practice to access various services, benefits and entitlements."

Table 1 Documents required to access services, benefits and entitlements

Activity, Service or Entitlement	Documents required
Employment in the official labour market	Internal passport, residence registration
Unemployment benefit	Internal passport, residence registration
Medical policy	Internal passport, residence registration
Medical care	Internal passport, residence registration
School enrolment	Internal passport of parent, birth certificate of child
Enrolment in higher education	Internal passport, high school diploma
Housing in a temporary accommodation centre	Forced migrant status
Access to list for those in need of improved housing	Internal passport, permanent residence registration, document confirming right to be on the list
Pension	Internal passport, residence registration, salary certificate, work booklet
Vote in elections	Internal passport, residence registration (If a citizen does not have at least temporary registration, they may apply to the local election commission to be added to the electoral list. If this is not possible, they may vote at a special voting area in the city where he or she is located on election day.)

Property compensation under Decree 510	Identification documents of applicant and family members, document confirming relation between applicant and family members, documents confirming ownership or use of housing, statement of rejection of property ownership by applicant and family members, notarised original signatures of applicant and family members
Bank account	Internal passport, residence registration
Court application	Internal passport
Travel within Russia	Internal passport

IDPs outside of Chechnya have difficulty acquiring forced migrant status (Special report, 2008)

- Forced migrant status entitles IDPs to government assistance, though many IDPs did not receive the status
- Applications from ethnic Chechens were treated differently and the law was often narrowly interpreted
- Some IDPs were not aware of deadlines, while others were required to produce documents showing residence in Chechnya

IDMC Special report, 2008:

"By creating forced migrant status, the government helped many IDPs gain access to basic rights. Among other benefits, IDPs with forced migrant status are entitled to one-time financial assistance, temporary accommodation, compensation for travel expenses to the area of temporary residence, housing loans and free medical assistance. However, many IDPs face barriers to obtain and extend this status, as well as enjoy the corresponding entitlements. These barriers include differential treatment of applications from ethnic Chechens, the requirement to produce documents showing residence in Chechnya, a narrow interpretation of the law, and a lack of flexibility in application time limits.

The 1993 Russian law on forced migrants creates a legal status for people forcibly displaced based on the following definition of a forced migrant:

"A forced migrant shall be a citizen of the Russian Federation, who was forced to leave his/her place of permanent residence due to violence committed against him/her or members of his/her family or persecution in other forms, or due to a real danger of being subject to persecution for reasons of race, nationality, religion, language or membership of some particular social group or political opinion following hostile campaigns with regard to individual persons or groups of persons, mass violations of public order...and who was forced to leave the place of residence on the territory of one subject of the Russian Federation and who has arrived at the territory of another subject of the Russian Federation" [unofficial translation]

This definition is more restrictive than the definition of internally displaced persons in the Guiding Principles. According to the Guiding Principles, IDPs are:

“...persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalised violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognised State border.”

The definition of forced migrants in Russian law excludes people who were forced to flee mass violations of human rights, armed conflict and generalised violence, as well as those who fled within Chechnya.

Forced migrant status is issued by the local offices of the Federal Migration Service. Applicants must submit an application with their photo and photos of their family members who have reached the age of majority, a passport or another document confirming their identity, a document confirming their citizenship of the Russian Federation, a birth certificate of those family members who have not reached 14 years of age, documents confirming family and marital status and, if necessary, documents confirming violence incurred or persecution of the applicant and/or family members according to the definition of forced migrants.

Ethnic Chechens especially struggled to obtain forced migrant status as compared to other applicants. From 1991 to 1996 about 150,000 people were granted forced migrant status. In contrast, only 12,500 IDPs were granted forced migrant status from 1999 to 2001, and virtually none of them were ethnic Chechens. Reports by Russia-based NGOs and the Council of Europe that displaced Chechens had more often been refused forced migrant status were backed up by some interviews. Although most of the IDPs interviewed had been granted forced migrant status, in the TAC Serebrianniki, very few ethnic Chechens had been granted forced migrant status even after bringing the matter to court, whereas IDPs of other ethnicities had received the status.

The forced migrant status applications of some other IDPs were rejected on unreasonable grounds. Some IDPs reported their applications had been turned down because they were unable to prove they had been living in Chechnya as their documents had been destroyed. Others were told they must have residence registration in order to be recognised as forced migrants

Forced migrant status is granted for a five-year term, though it may be extended on an annual basis. Article 5.4 of the law on forced migrants stipulates:

“Forced migrant status shall be granted for a term of five years... In the face of circumstances which prevent the forced migrant’s settlement at the new place of residence the term of validity of his/her status shall be extended by the territorial agency of the migration service for every subsequent year upon the forced migrant’s application.” [unofficial translation]

The Migration Service in some cases interpreted “settlement at the new place of residence” too narrowly. IDPs who owned property or received property compensation were considered to have settled at their new location and their applications for status extension were therefore denied. While the amount of property compensation was enough to buy modest housing when compensation first became available, IDPs explained that the property compensation paid out after the 1998 Russian financial crisis was insufficient to purchase housing. As a result, they remained without a housing solution and without forced migrant status. Lawyers consulted during IDMC’s visit reported that the Migration Service was progressively not renewing forced migrant status despite the fact that some of those on the register remained without secure housing and so could not be considered to have settled at their new place of residence.

IDPs explained how they missed the deadline to apply for and extend forced migrant status without knowing of its existence. Some IDPs explained that they were ineligible under Article 2 of

the law on forced migrants because they had applied for the status more than 12 months after they had fled Chechnya. Article 2 of the law reads as follows:

“Not recognized as a forced migrant shall be a person, who...has not filed without a sound reason a petition for recognizing him as the forced migrant in the course of 12 months from the date of his leaving the place of his residence...” [unofficial translation]

In Saint Petersburg one displaced woman had not managed to extend her status because she had missed the deadline to apply for extension of her status. This claimant only learned her status had expired when she inquired about extending it, for which the deadline had already passed.

Some IDPs who had lost their forced migrant status had managed to regain it through the courts, but courts' decisions had varied. Variations in court decisions were reported in Saint Petersburg and Veliki Novgorod, where the majority of court cases lodged by IDPs from Chechnya concerned the reinstatement of forced migrant status. Many who lost their appeals were hoping to have the decisions overturned, but the likelihood of their success appeared low."

IDPs outside of north Caucasus have difficulty obtaining residence registration (Special report, 2008)

- IDPs outside of north Caucasus have trouble registering their residence
- Barriers include the reluctance of landlords to register them and the unlawful requirement to pay for utilities one year in advance
- Lack of residence registration limits IDPs' access to secure accommodation and obstructs their enjoyment of their rights
- Some IDPs therefore risk their lives to maintain registration in Chechnya

UN CERD, 20 August 2008:

"22. While noting that Federal Act No. 5242-1 of 1993 on Russian citizens' rights to freedom of movement, choice of address and place of residence in the Russian Federation provides that registration shall not constitute a precondition for the exercise of citizens' rights, the Committee is concerned about reports that, in practice, the enjoyment of many rights and benefits depends on registration, and that the police is often reluctant to grant residence registration to Chechens and other persons originating from the Caucasus, Roma, Meshketian Turks, Yezidis, Kurds and Hemshils in Krasnodar Krai, Tajiks, non-citizens from Africa and Asia, as well as asylum-seekers and refugees (art. 5 (d) (i)). The Committee recommends that the State party carefully monitor the implementation of its system of residence registration, sanction officials who deny registration on ethnically discriminatory grounds, and provide effective remedies to victims, with

a view to eliminating any discriminatory impact of the registration system on ethnic minorities."

IDMC Special report, 2008:

"Most IDPs interviewed still faced barriers when trying to get temporary or permanent residence registration in the areas they live. These barriers included the reluctance of landlords to register them and the unlawful requirement to pay for utilities one year in advance. Some IDPs without registration risk their lives to travel to Chechnya to maintain registration there. Lack of residence registration limits IDPs' access to secure accommodation and obstructs their enjoyment of their rights. IDPs without registration are also at risk of harassment by police.

The Soviet Union's *propiska* system, whereby the State granted residency, was replaced in 1993 by a system whereby all people living or staying in the Russian Federation had to register at a temporary or permanent address. This registration is stamped in Russian citizens' internal passport by the local office of Federal Migration Service and, in practice, gives access to health care, employment, pensions and education, and other benefits and services. Temporary registration is valid for a determined period, while permanent registration is valid for an indefinite period. In order to register at a new residence, one must first de-register from their previous residence.

Most of the IDPs interviewed had temporary residence registration and only a small number had permanent registration, while the remainder were temporarily registered at their place of arrival or not at all. People renting housing in the private sector could seldom register at the rental address as landlords were reluctant to submit a statement confirming the rental agreement since they would then be obliged to pay tax on official rental income. IDPs explained that they had to find an acquaintance, friend or relative who would register them at their residence, but for ethnic Chechens this was difficult as the police would often then check that address. Police checks to verify whether people from Chechnya indeed live at the address they are registered have reportedly decreased in recent years, but during IDMC's visit IDPs and the people who register them reported that checks were still occurring in Moscow, Saint Petersburg, Rostov and Volgograd. Some of those who had registered Chechens explained how the police made an inventory of the furniture and belongings in their apartment to establish whether those registered were in fact living there.

Most people living in government-organised temporary accommodation centres (TACs) were granted temporary residence registration in all locations visited. However, the local authorities did not always renew these registrations, at times refusing because people had lost their forced migrant status, the legal basis for residence in the TACs. Article 6.3 of the 1993 law on forced migrants states that people who lose forced migrant status also lose the right to stay in a TAC. In Veliki Novgorod, IDPs in government housing who no longer had forced migrant status were able to renew their residence registration every three months, but on each re-registration they received notice to vacate the premises.

Some regions introduced their own residence registration requirements that were not always in line with federal law. Moscow has long been the city of choice for migrants as there is the perception that there is a better chance of finding a job there. In order to control population movements to and from the city, the residence registration rules of the City of Moscow are designed to limit the number of people registering. Registration has been limited by the requirement that people pay for their utilities one year in advance, though this demand is illegal. Some IDPs interviewed could not pay this amount and were therefore prevented from registering their residence. In the past registration was also only issued to those who had relatives in Moscow, but now tenants of municipal apartments can register one person per six square metres

and owners of apartments can register as many people as they like. While in 1996 illegal restrictions on registration were in force in an estimated 30 regions, some of the inconsistencies between regional and federal law were removed after a legislation review was conducted in 2001.

Citizens can stay in a location away from their registered residence for up to 90 days, after which they must re-register with the authorities. However, some IDPs interviewed were still registered in Chechnya, and one ethnic Chechen family in Moscow was travelling to Chechnya every three months since they had been unable to register their residence in Moscow.

Federal law provides that lack of registration at the place of residence cannot obstruct citizens' rights and freedoms. Article 3 of the 1993 law entitled "On the right of citizens to freedom of movement, choice of place of arrival and residence" states:

"Citizens of the Russian Federation are required to register at their place of arrival and place of residence in the Russian Federation. Registration or the lack thereof cannot serve as a basis for the limitation of, or a condition for the realization of, rights and freedoms of the citizens provided for by the Constitution of the Russian Federation, laws of the Russian Federation and the Constitutions and laws of republics within the Russian Federation." [unofficial translation]

Nonetheless, the lack of residence registration limits the ability of IDPs to enjoy their rights. IDPs who did not have residence registration reported difficulties in exercising their economic and social rights, including, for example, using free medical services, finding work in the official market, receiving a pension, opening a bank account and installing a telephone line. In 2006, the Council of Europe's European Commission against Racism and Intolerance explained how people without residence registration are refused access to public services:

"ECRI expresses its deep concern at information according to which in some areas registration remains a prerequisite for the exercise of a wide range of basic rights in contradiction with the 1993 Russian Federal Law on the freedom of movement and choice of residence. It means that a person without registration can be refused access to many public services. In the case of state pensions and allowances, the law apparently states that they cannot be granted in the absence of residence registration. However, NGOs have indicated that in all other cases, the law does not stipulate residence registration as a prerequisite for public service. In general, it even states the contrary. Nevertheless, people with no registration are confronted with a refusal from public officials when they try to access public services such as social insurance, health protection medical aid and in some extreme cases, even emergency medical assistance. Employers are also said to refuse to employ a person without registration".

Displaced pensioners not receiving their due pension (Special report, 2008)

- Displaced pensioners receive a pension lower than what they are entitled to
- This is because the necessary documents were destroyed during the conflict
- No mechanism has been put in place to rectify the issue
- Some displaced pensioners managed to receive their entitled pension through the courts
- But court decisions have varied with most displaced pensioners left with a minimum pension

IDMC Special report, 2008:

"Many displaced pensioners receive a pension lower than they are entitled to because the necessary documents and their archives were destroyed during the conflict and no mechanism has been put in place to rectify the issue. While some displaced pensioners managed to receive

their entitled pension through the courts, decisions on this have varied with most pensioners left with a minimum pension. The majority therefore continue to receive a pension that does not reflect their work experience and work in order to make ends meet.

To receive a pension that corresponds to their professional experience, Russian citizens must submit their work booklet and salary certificate. In lieu of these documents, they can present a Communist party, trade union or Komsomol (Communist youth league) card to determine their salary scale according to dues paid.

People who fled Chechnya without these documents have faced difficulties having them reissued where the archives holding them were destroyed during the conflict. Guiding Principle 20 sets out that government authorities must facilitate the issuance of new or replacement documents lost in the course of displacement and Guiding Principle 29.1 states that IDPs should have equal access to public services. To date, a mechanism has not been put in place for these IDPs to receive the pension they are entitled to. As a result, they receive only a minimum pension. According to the Commissioner for Human Rights of the Russian Federation, there were as of 2003 around 40,000 internally displaced pensioners from Chechnya who were in this situation, and the number was rising.

The average monthly pension in Russia at the end of 2007 was about \$140 (3,300 roubles). Most internally displaced pensioners interviewed were receiving a monthly pension of approximately \$85 (2,000 roubles) and were struggling to make ends meet. Some were receiving less, and only a few were receiving the pension they were entitled to. Most reported that they had to work full-time to pay all their bills and cover their expenses.

Some internally displaced pensioners had managed to obtain a pension based on an average monthly salary for their work experience through the courts. However, there is no instruction for the courts to employ this practice and so only some courts have applied it and even then on an irregular basis. The municipal court rejected the claim of one pensioner in Rostov for his pension to be based on the average monthly salary for the positions he had occupied, on the basis that there was no law regulating such payments.

Pensioners in Chechnya who do not have the documents necessary to receive the pension they are entitled to receive a financial supplement issued by the government of the Chechen Republic based on their work experience. However there is no such provision for pensioners living elsewhere in the Russian Federation, to whom local authorities are unwilling to allocate money from their limited budgets. The Commissioner for Human Rights of the Russian Federation has acknowledged that internally displaced pensioners from Chechnya living outside of Chechnya cannot access their full pension entitlements, but the issue remains unresolved."

New procedures for internal passport renewal not consistently implemented (Special report, 2008)

- IDPs no longer have to travel to Chechnya to renew their internal passports
- However, some IDPs are still told to return to Chechnya for renewal
- Others are refused since they have only temporary registration at their current place of residence
- The listing of place of origin in the internal passport generates discrimination against people from Chechnya

IDMC Special report, 2008:

"New internal passport renewal procedures that came into effect in December 2006 ensure that IDPs no longer have to risk their lives and travel to Chechnya to renew their internal passport. However, more efforts need to be made to disseminate information about this new procedure since some IDPs interviewed had been told to return to Chechnya for renewal after December 2006, while other applications were refused since applicants only had temporary registration. Some IDPs also reported experiencing discrimination as a result of Chechnya being listed as their area of origin in their internal passport.

An internal passport is the main compulsory document confirming identity and residence of citizens within the country. Citizens of the Russian Federation are first issued the passport at 14 years of age, and must renew it at the ages of 20 and 45. They may apply for the document at their local office of the Federal Migration Service by submitting an application, a copy of their birth certificate, personal photographs and an excerpt from the housing register confirming their residence. They may renew the document at the same office by submitting an application, the passport to be renewed, personal photographs and a document confirming the basis for renewal of the passport.

Although the internal passport no longer states the ethnicity of the holder, the internal passport system can generate discrimination against those originating from Chechnya because it indicates one's area of origin. Some internally displaced people have been refused forced migrant status and employment based on being ethnic Chechen and a number of IDPs interviewed, including non-ethnic Chechens, explained how they were treated differently when people saw that they were born or registered in Chechnya.

Renewal may necessitate a journey to Chechnya despite recent legislation which should have made this unnecessary. In the past, IDPs with permanent residence registration in Chechnya had to return there to renew their internal passport. Returning to Chechnya for this purpose has exposed people to risks to their physical security. IDPs reported that some people had been killed when they went back to renew their passport. However, since December 2006, people have been able to renew their internal passport from their current place of residence, regardless of whether they are permanently registered there. Despite this legislation, a displaced man in Rostov explained how his daughter and son had been refused internal passports after 2006 since they had only temporary residence registration in Rostov. They had applied to the court for their passports to be issued at their current place of residence and were awaiting a decision.

Some of the IDPs interviewed during IDMC's visit received internal passports at their current place of residence in line with the current law, but it seemed that some had not been informed of the new rules. Several were unaware of the decree and had made the trip, paying for travel to and from Chechnya, their stay while they were waiting for the passport to be issued and additional fees reportedly collected in order to receive the document. Some had had to take leave from work, though others had avoided part of the expense by making a shorter trip and having a friend or relative send the new passport to them by post, although this is not permitted by law."

Documentation situation of IDPs in Chechnya (2008)

- IDPs in Chechnya not eligible for forced migrant status and some IDPs outside of Chechnya denied forced migrant status
- A 2007 survey showed that 90 per cent of IDPs interviewed in Chechnya were registered with the Migration Services, though in Gudermes only 13 per cent had such registration
- Almost all interviewees had an identity document, while 62 per cent had a passport and 37 per cent had a birth certificate

UN CERD, 20 August 2008:

"21. While noting the information from the Russian delegation concerning the considerable number of internally displaced persons (IDP) who have returned to the Chechen Republic and the substantial funds allocated to facilitating their return, the Committee is nevertheless concerned about reports... that IDPs within Chechnya are not eligible for, and those outside Chechnya are sometimes denied, forced migrant status (art. 5 (d) (i) and 5 (e) (iii)). The Committee recommends that the State party ensure that all IDPs are granted forced migrant status and the related benefits."

UNHCR, 30 June 2007:

"The survey captured almost all families de facto residing in 32 TACs and TSs in the republic of Chechnya. Overall, 2,894 families/ 12,752 persons were interviewed [...] More than 99% of the surveyed population is in possession of a valid identity document, a passport (61.5% of the total surveyed population), a birth certificate (37.0%) or a temporary residence certificate (0.7%).

Out of the surveyed population, some 11,481 persons (90.0%) reported to hold a registration with the Migration Service. The gender breakdown is almost identical to the overall one (54.4% women, 45.6% men). The geographic breakdown reflects the general population breakdown per region, with the exception of Gudermes, where only 13.4% of the surveyed population is in possession of the MS registration."

Mix of registration situations among IDPs from mountainous areas in Chechnya (2007)

- About 40 per cent of IDPs from mountainous areas have problems with registration
- However, the situation varies from village to village; in some villages most IDPs have registration while in others none are registered
- Some IDPs without registration are fined, but some IDPs received a certificate from the local administration confirming their residence which helped prevent them being fined
- IDPs believe the authorities prefer they return to their original place of residence and not stay where they are and therefore refuse to register them where they are living now
- IDPs from mountainous areas without registration have problems obtaining documents for land and home ownership
- Some IDPs did not try to register since they did not have money to pay the necessary fees and bribes, they were intending to return to their original homes or wanted to receive compensation for lost property and housing

Updated information on this topic could not be found among the sources consulted.

Memorial and Civic Assistance Committee, 13 March 2007

"Регистрация

Беженцам задавался вопрос, есть ли у них проблемы с регистрацией или с ее отсутствием. Ответы на этот вопрос представляется необходимым рассмотреть достаточно детально, поскольку регистрация традиционно используется в России как инструмент ограничения прав граждан. По тому, как обстоит дело с регистрацией, можно судить об отношении к беженцам со стороны местных властей.

Ильинская

Ситуация с регистрацией выглядит в селе достаточно благополучно: все опрошенные в этом селе семей, кроме одной (прописанной в Грозном), зарегистрированы временно (6)

или постоянно (7). О проблемах с регистрацией заявили трое. Один беженец сообщил: прописан в Ильинской «временно, хотел постоянно прописаться, глава администрации с. Тазен-Кала /откуда он выехал/ отговаривает, хочет, чтобы он вернулся; хотел прописать детей, чтобы получили участки - отказ» (6). Другой сообщил, что не может прописаться постоянно из-за того, что нет денег на оформление дома, да и временная регистрация обходится в 300 р. на человека, что при отсутствии регулярных денежных доходов составляет проблему. (9) Третий сказал, что не может прописаться постоянно из-за отсутствия средств (13). А еще в одной семье нам сообщили, что в Ильинской прописана только часть семьи, а взрослые сыновья не хотят здесь прописываться, потому что собираются вернуться в горы (10)

Иласхан-Юрт

В селе Иласхан-Юрт картина совершенно другая: никто из опрошенных ВПЛ не имеет регистрации. Как сообщили нам в одной семье, несколько месяцев назад глава местной администрации собрал сельский сход, чтобы тот «легитимизировал» его решение не регистрировать переселенцев. При этом за отсутствие регистрации их штрафуют (21). Другой беженец сказал, что к сельской администрации по поводу регистрации «боится даже близко подойти, опасается, что вернут в село», откуда он приехал (20). И эти опасения не пустые: в один дом уже приходили люди в погонах, угрожали выселением (18).

Как пояснили коллеги из «Мемориала», глава администрации Иласхан-Юрта, человек, близкий к Р.Кадырову, стремится во что бы то ни стало выполнить его требование о возвращении переселенцев в горы, не считаясь ни с их намерениями, ни с отсутствием реальной возможности возвращения в разрушенные села. Однако, проблема с регистрацией беженцев в Иласхан-Юрте имеет более сложный характер. Дело в том, что земельные участки, на которых стоят их дома, они либо получили (за деньги) у предыдущей администрации села без какого-либо оформления, либо приобрели – так же без оформления - у местных жителей, тоже не имевших документов на эту землю. Нынешняя администрация отказывается закрепить за беженцами земельные участки, что не позволяет им получить документы и на свое жилье. Все 9 семей, проживающих в Иласхан-Юрте в собственных домах, не имеют документов на жилье, не могут в нем ни зарегистрироваться в нем, ни его продать и опасаются принудительного выселения. В таком же положении, по сведениям ПЦ «Мемориал», находятся и другие живущие в селе семьи ВПЛ.

Ойсхара

Опрос не дает возможности составить определенное представление о ситуации с регистрацией беженцев в этом селе. Из 13 опрошенных зарегистрирован, причем временно, только один. При этом четверо вообще не обращались по поводу регистрации: «Не пытались и проблем не было», - заявил один (30). Три семьи не регистрируются из опасения потерять компенсацию за жилье в горах. При этом семь человек сообщили об отказе в регистрации.

- «Когда были зачистки, просили прописать – отказали, сейчас тоже хотели бы прописаться, чтобы получить участок, но знают, что никого не прописывают» (33)
- «Здесь пока не прописывают, говорят: надо подождать, почему – не знает, нет разрешения сверху» (41)

В п. Ойсхара назвали две проблемы, связанные с отсутствием регистрации: невозможность получить земельный участок под застройку (три человека) и необходимость ездить за пособиями по безработице и на детей в горы. О каких-либо других проблемах из-за отсутствия регистрации здесь не говорили.

Гудермес

Из беженцев, проживающих в самом Гудермесе, нам удалось опросить лишь 6 семей (в том числе четыре – в пригороде Кундухово). У одной семьи есть временная регистрация. Три семьи сами не стремятся зарегистрироваться, потому что хотят вернуться в горы, а также из-за компенсации. Двое сообщили об отказе в регистрации:

- «Постоянно прописываться не хотим, думаем вернуться домой, а временно – отказывают. В прошлом году дважды забирали всей семьей в милицию» (46).
- «Временная регистрация есть у одного брата, а другим отказывают. При этом грозят штрафом. В паспортном столе говорят: возвращайтесь в свое село» (47).

По информации представительства ПЦ «Мемориал» в Гудермесе, сотрудники местного РОВД отказывали ВПЛ в регистрации, ссылаясь на указание сверху, при этом регулярно проводили рейды и «штрафовали» их за отсутствие регистрации. «Мемориальцы» привлекли к этому внимание прессы и добились от начальника РОВД обещания, что с этой практикой будет покончено. Но, видимо, он не твердо держит свое слово.

В.Нойбера

В с. В.Нойбера картина также достаточно пестрая. Из 11 человек, давших ответ на вопрос о регистрации, трое имеют постоянную прописку, трое – временную, один сообщил, что не имеет средств на оформление дома в собственность и взятку за прописку (все вместе стоит 5 000 рублей), еще одна семья не регистрируется, опасаясь потерять компенсацию, две семьи сообщили об отказе в регистрации (но одной семье дали обещание в 2007 г. прописать) и одна семья имеет вместо регистрации справку из местной администрации. Эти справки начали выдавать беженцам по просьбе «Мемориала», чтобы защитить их от преследования за отсутствие регистрации во время «зачисток».

Н.Нойбера

В этом селе было опрошено наибольшее число семей беженцев – 29. 11 из них зарегистрированы по месту жительства, 5 – по месту пребывания, 13 – не имеют регистрации (5 из них получили справки). Проблемы с регистрацией беженцы описывают следующим образом:

- «не регистрируют, есть негласное указание не прописывать, выдают справки для проверок, чтобы не забирали федералы» (63),
- «регистрируют неохотно, надо платить» (68),
- «оттуда не выписывают, здесь не прописывают» (82).

Можно предположить, что оформить постоянную прописку удалось тем беженцам, кто успел построить жилье и обратиться по поводу регистрации при прежней администрации. Новая администрация вынуждена действовать в соответствии с заявлениями Р.Кадырова о необходимости возвращения беженцев в горы и, возможно, негласными указаниями не регистрировать их на равнине. При этом, как водится, в отдельных случаях указаниями начальства пренебрегают за определенную сумму.

В селе Гордали-Юрт мы опросили 7 семей, 3 из которых зарегистрированы по месту жительства, две сами не снимаются с учета в горах, опасаясь остаться без компенсации. Нет регистрации у двух семей, но одна лишь в декабре 2006 г. переехала в село.

В с. Кади-Юрт было опрошено 8 семей. Из них только три имеют прописку (постоянную), остальные не зарегистрированы, при этом двое беженцев заявили о том, что «власти не препятствуют регистрации» (99,100), а один сообщил: «В прошлом году не разрешили (зарегистрироваться), сказали, что запретили» (103).

Подводя итоги, следует констатировать, что значительное число опрошенных ВПЛ из горных сел (45 из 105) испытывают проблемы с регистрацией, и источник этих проблем - в стремлении властей принудить беженцев к возвращению на прежнее место жительства."

IWPR, 16 August 2006:

"[...] Markha Akhmadova, head of the demographics department of the government statistics agency Chechenstat, told IWPR, "The mountain villagers want to go home to their own land, but the army is there. They can't let them into their villages because they still haven't been de-mined and it's simply too dangerous to live there."

Akhmadova said it is impossible to determine how many people have moved from one village to another, since they stay registered in their original homes in order to get compensation for their destroyed property.

The villagers' main request is for rehabilitation work to begin so they can go home.

Ruslan Musayev, a regional government official in Grozny, told IWPR reconstruction work would be finished by the end of the year in Yarysh-Mardy. But villagers say they see no signs of progress. And other villages have the same complaints."

De-registration of IDPs in Chechnya and Ingushetia (2007)

- Federal Migration Services in Chechnya and Ingushetia conducted a verification exercise of IDPs from Chechnya living in government-organised and private accommodation in 2006 and 2007
- IDPs not present during the verification were given 10 days to confirm their residency with officials, otherwise they would be deregistered from the Migration Services list
- 132,000 IDPs living in private accommodation in Chechnya deregistered by the authorities in 2005
- UN has received requests from IDPs for legal support with respect to deregistration

Chechnya: remaining IDPs de-registered in 2008

Кавказский Узел, 8 апреля 2008 г.:

"В Чечне при ликвидации пунктов временного размещения грубо нарушаются права граждан. Об этом сообщает Правозащитный центр "Мемориал". Анализ многочисленных жалоб, заявлений, проведенный ПЦ "Мемориал", а также результат мониторинга на местах показывал, что в процессе расформирования ПВРов грубо нарушались права внутривременных лиц (ВПЛ). Внутривременные лица, в большинстве своем, писали "добровольные" заявления о снятии с учета по форме №7 ВПЛ под влиянием грубого давления. Были зафиксированы случаи, когда людей насильно выселяли из комнат общежитий, выкидывая вещи, а иногда дело доходило до рукоприкладства. Многие, особенно женщины, были вынуждены ставить свою подпись под подготовленными работниками администраций заявлениями во избежание инцидентов между мужчинами своей семьи и выселяющими их вооруженными людьми.

По словам правозащитников, так властям удалось существенно сократить число ВПЛ. Часть ВПЛ, выстоявших в борьбе против произвола, просто сняли с учета по акту Комиссии по соблюдению норм и правил проживания в ПВРах (далее - Комиссия). "Мемориал" отмечает, что в распоряжении Правительства ЧР о создании Комиссии не были прописаны ни ее полномочия, ни способ оформления принимаемых ею решений, ни нормы, которыми она должна была руководствоваться в ходе проверки ПВРов. Поэтому ее действия нарушали положения Жилищного Кодекса РФ, которые допускают выселение граждан из жилых помещений только в судебном порядке. Обращаться за защитой своих прав в

правоохранительные органы люди отказывались, считая это бессмысленной тратой времени [...]

Изменение статуса вынужденных переселенцев на "лиц, нуждающихся в улучшении жилищных условий" может создать для них и другие проблемы. "К примеру, теперь их могут лишиться гуманитарной помощи. Или же их могут выселить из занимаемых ими помещений по различным причинам чисто формального характера", - заявил сотрудник одной из местных неправительственных организаций в беседе с корреспондентом "Кавказского узла".

Memorial, 31 July 2006:

"[...] The biggest group [of IDPs in Chechnya] are 132,000 persons from the total number of registered IDPs, resides in private accommodation. The only help that was previously given to this category of the population was bread distribution, in accordance with Resolution of the Government of the RF No. 163 of March 3, 2001, to the amount of six rubles per person a day. Bread distribution was stopped in August 2004. And in November 2005, according to the information of the leadership of the Chechen Republic Migration Administration, the said category of IDPs was struck off the state register."

Memorial, 17 May 2006:

"Due to shortage of living spaces in state-sponsored centers for temporary residence, the majority of IDPs (132, 000) had to provide for their shelter themselves. The only assistance they received from the state was a daily supply of bread (for 6 rubles/20 cents/per person per day). In November 2005 this category of IDPs was deregistered by the federal migration services and they are no more counted as forced migrants."

Ingushetia: de-registration last reported in 2007

IA Regnum, 13 March 2007:

"С 21 по 25 февраля 2007 года, федеральными миграционными службами Чеченской Республики и Республики Ингушетия была проведена проверка списков вынужденных переселенцев из Чеченской Республики, временно проживающих на территории Ингушетии в местах компактного проживания (МКП) и в частных секторах на предмет их нахождения по месту временной регистрации. В результате мониторинга, проведенного региональным общественным движением ЧКНС, удалось установить, что сотрудники федеральных миграционных служб передали уведомление сроком на 10 дней тем вынужденным переселенцам, которые на момент проверки не находились по месту временной регистрации с тем, чтобы они за этот срок смогли восстановиться в списках ОФМС РФ по Республике Ингушетия.

Вынужденные переселенцы были предупреждены, что если они не явятся в течение 10 дней в ОФМС РФ по Республике Ингушетия, их снимут с учета. В итоге проверок в этом и других МКП на территории Назрановского района, с учета в ОФМС РФ по Республике Ингушетия было снято 24 человека. В Сунженском районе было снято с учета 28 человек. Это те 52 человека, которые не явились в обозначенный срок в ОФМС РФ по Республике Ингушетия. В общем, уведомление было направлено 536 вынужденным переселенцам, из них - по Назрановскому району 396 вынужденным переселенцам и по Сунженскому району -140."

Кавказский Узел, 20 июля 2006 г.:

"[...] в результате посещения Ингушетии представителями "Комитета по делам внутриперемещенных лиц Чеченской Республики" в Малгобекском районе Ингушетии из списков получателей гуманитарной помощи исключены 80 процентов беженцев.

Это стало возможным потому, что "Комитет по делам внутриперемещенных лиц Чеченской Республики" составляет акты о том, что люди в МКП на территории Ингушетии не проживают и поэтому им не положена гуманитарная помощь. Делается это независимо от того, проживают они здесь или нет. Все направлено на то, чтобы выдать беженцев из МКП и частных секторов в Ингушетии.

По последнему сообщению источника информации, цифра исключенных из списка на получение гуманитарной помощи беженцев только в частном секторе Малгобекского района Ингушетии составляет 5 940 человек."

Obstacles for IDPs to register in Ingushetia (2007)

- A 2007 survey showed that 65 per cent of those interviewed who were living in Temporary Settlements in Ingushetia were registered with the Migration Service, 83 per cent had registered their residence with the local authorities and 5 per cent had forced migrant status
- While IDPs are no longer refused registration in Ingushetia, the cost of the application has increased, it must be renewed every 6 months and the procedure differs by district
- It is difficult for some IDPs to reach the offices to register in Ingushetia since they are located far from the Temporary settlements
- IDPs from North Ossetia in Ingushetia face difficulty obtaining identity documents and residence permits

Updated information on this topic could not be found among the sources consulted.

Prague Watchdog, 19 June 2007:

"Aslambek Apayev, head of the Committee for the Protection of the Rights of Displaced Persons, has written a letter to international organizations asking them to assist in addressing the problem of these settlers, as there remains no other way to draw the authorities' attention to the refugees' plight.

"The Ossetian-Ingushetian conflict, in which tens of thousands of people suddenly lost their homes and hundreds were brutally murdered and went missing, took place in 1992. However, neither the federal nor the local authorities are taking any real steps to bring about the return of people to their places of residence in North Ossetia's Prigorodny district, to compensate them and solve other social issues," says Apayev.

"For all these years, people have really been living in conditions that are inhuman. They cannot obtain identity documents, and are denied residence permits. The children of displaced persons are deprived of the opportunity to study, enrol in universities and so forth. The local authorities and the leadership of the Southern Federal District have more or less washed their hands of these problems. Instead of helping people they now move them from one temporary refugee camp to another, by violent means. That way, of course, the problem is not resolved. It's merely driven inwards. But sooner or later some solution will have to be found," the human rights defender says.

"Dozens of people appeal to us daily for help. People want only one thing – to return to their homes, to live where they lived before the tragic events. Yet despite the fact that Moscow has adopted several decrees and resolutions for the need for the return of displaced persons to their homes, the local authorities do everything they can to stall this process. Moreover, there is the absurd idea that Ossetians and Ingushes can't live together. That's a lie, because ordinary

citizens can do nothing. It's being done by all sorts of officials and politicians who are making money and reputation out of the wretchedness and suffering of other people," he says."

UNHCR, 30 June 2007:

"In Ingushetia, the survey on the IDPs' situation in Temporary Settlements captured 1,097 families/5,710 persons residing in 81 TSs on the territory of the Republic [...]

64.9% (3,708 persons) out of the surveyed population reported holding a registration with the Migration Service. Out of this segment of the population 54.4% are women while 45.6% men. The geographic breakdown prorated by the population per district shows that most of the IDPs registered with the MS reside in the Nazran Municipal district (69.7%) and in the Sunzhenski District (69.3%) whereas the lowest percentage are registered in Malgobeski (41.6%). However, when looking by Temporary settlements, the fluctuations are even higher, with some TSs – especially those without a contract with the MS – where de facto none of the IDPs is registered.

It is interesting to notice that 291 IDPs residing in TSs in Ingushetia (5.1% of the overall persons surveyed) possess a Forced Migrant Status. As a rule, IDPs from the second Chechen conflict were not granted the status of Forced Migrants. It is to be assumed that these are either IDPs from North Ossetia/Prigorodny displaced twice, in 1992 from the Prigorodny District and subsequently from Chechnya, or some IDPs who managed to be granted the status through some expedients.

The survey also enquired on the possession by IDPs of a Temporary Registration on the place of Sojourn Registration (SR), legally binding for all Russian citizens residing for a prolonged period outside the place of permanent registration (Propiska). After the merging of the Passport and Visa Service within the branch offices of the Migration Service, the possession of the SR has been object of numerous screenings by the migration authorities. The lack of SR has been occasionally used to de-register IDPs from the assistance lists, allowing for free residence in TSs. During the survey, 4,720 IDPs reported to be in possession of a SR, i.e. 82.7% of the IDP population surveyed (53.7% women). The highest percentage in relation to the overall IDP population per district (92.8%) is reported in the Sunzhenski district and the lowest (42.3%) in the Malgobek district."

ECRE, 22 March 2007:

"Those living in CAPs [in Ingushetia] often have difficulty getting registered with the offices of the Ministry for Interior Affairs, suffer passport checks and special operations involving armed troops."

Memorial, 31 July 2006, p. 19:

"Getting registered with the Interior Ministry offices remains a separate acute problem. Recently there have been less denials of residence registration; however, the procedure itself has become more costly. In the town of Karabulak, temporary registration for one person costs 250 rubles (7.5 euros). This includes costs of photographs and forms and a state duty. Travel fares from distantly located CAPs (compact accommodation points) to the place of registration are to be added to this sum. If, for example, there are six adult children in the family, the registration will cost 1,500 rubles (approximately 45 euros) - an enormous sum of money for IDPs. Given that the registration has to be extended every six months, one can understand how serious this problem is.

For IDPs remaining in the ruined camp of Iman (the village of Aki-Yurt, the Malgobek District), the issue of getting a temporary registration is particularly pressing. This CAP is located far from the district capital, transport service between the village and Malgobek is irregular and a one-way ticket costs 17 rubles (0.5 euros). To get registered, one needs to travel there several times. People are not able to pay even the travel expenses, let alone all the rest of the expenses that accompany the registration process. Meanwhile, passport checks are conducted at Iman, too, and everyone who does not have a registration are regularly taken to a local police station. "

Some IDPs receive documentation in North Ossetia while others face obstacles (2007)

- IDPs living in the purpose-built village Novy, North Ossetia-Alania were issued passports with a stamp showing their registration in Novy
- Some IDPs were refused passports with residence registration since they were not registered at a particular house before displacement
- IDPs originate from areas which have now been declared an environmentally protected zone and are forbidden from returning there
- Many IDPs from Prigorodny district were settled in Maisky, which is located on the territory of North Ossetia but administered by Ingushetia; Migration Services in Ingushetia issued these IDPs with forced migrant status

Updated information on this topic could not be found among the sources consulted.

Кавказский узел, 27 апреля 2007г.:

"Сегодня в поселке Новый Пригородного района Северной Осетии рабочая группа завершила очередной прием граждан из числа вынужденных переселенцев [...]"

"В поселке Новый в прежнем режиме и без каких-либо срывов осуществляется документирование вынужденных переселенцев - выдаются паспорта с проставлением штампов о регистрации по месту жительства, и в ранее выданные паспорта также проставляются штампы о регистрации. При возникшей необходимости собранные материалы передаются в территориальные органы миграционной службы для принятия решения," - детализировал деятельность своих коллег офицер Управления Федеральной миграционной службы.

[...] Некоторые граждане, которые обратились по поводу документирования и проставления штампа о регистрации по месту жительства, получили отказ от представителей миграционной службы.

"Речь идет о тех гражданах, которые на момент конфликта являлись детьми, и у них, естественно, отсутствовали паспорта и иные правоустанавливающие документы. Они не были зарегистрированы в домовладениях, расположенных в с. Терк, Черночеречное и других населенных пунктах, которые уже находятся в водоохранной зоне Владикавказа," - заявил представитель ФМС.

По словам офицера, в указанной водоохранной зоне никто не живет, а строения, оставшиеся после конфликта, уже не пригодны для жилья. Кроме того, существующее законодательство исключает какую-либо возможность регистрации вновь прибывших граждан в разрушенном домовладении.

За период с 1 августа по 31 декабря прошлого года лицам ингушской национальности выданы 614 паспортов с проставлением штампов о регистрации по месту жительства, и в ранее выданные паспорта проставлено 143 штампов о регистрации по месту жительства. С начала 2007 года выдано 255 паспортов с проставлением штампов о регистрации по месту жительства, и в ранее выданные паспорта проставлены 65 штампов о регистрации по месту жительства."

Кавказский Узел, 14 июня 2007 г.:

"Майский — это самоорганизованный посёлок на территории Северной Осетии. Там жили жертвы конфликта. Они остались в поле развития этого конфликта, в поле борьбы.

Власти Ингушетии, фактически, поселили их произвольно на территорию, которая официально относится к РСО-А. Выдали им удостоверения вынужденных переселенцев миграционной службы Ингушетии. Осетия отказывалась ими заниматься. "

IDPs from villages of Terek, Yuzhnoe, Chernorechenskoe, Ir and Oktyabrskoe, 18 July 2006:

"Президенту Международной Хельсинской Федерации по правам человека Алексеевой А. М. от вынужденных переселенцев из РСО-Алания с.Терек, с. Южное, с.Чернореченское, с.Ир, с.Октябрьское

ОБРАЩЕНИЕ

Мы, граждане РФ, проживающие в РСО-Алания с 1992 года, являемся вынужденными переселенцами. После осетино-ингушского конфликта живем в ужасных, нечеловеческих условиях, в маленьких, тесных вагончиках, под высоковольтными линиями. Начиная с 1992 года, полностью игнорируются наши права и свободы, закрепленные в международно-правовых документах и в Конституции РФ. Вот уже более 13 лет мы не можем добиться соблюдения своих прав: - получить регистрацию по месту жительства; - вернуться в свои дома, расположенные в 10-15-ти км от нашего городка "беженцев"; - добиться оформления своих домовладений; - получить или обменять паспорта; - получить мед. обслуживание. Нам, жителям населенных пунктов Пригородного района РСО-Алания, не выдаются паспорта, а если и выдаются, то без штампа о регистрации по месту жительства. Отказывают в оформлении домовладений. Искусственно создаются препятствия в продлении статуса вынужденных переселенцев. Постоянно издаются новые постановления по вопросу вынужденных переселенцев, которые противоречат друг другу и которые вводят людей в заблуждение. Мы требуем элементарного человеческого отношения со стороны властей Осетии. У нас не политические требования, а социальные и правовые. Власти Осетии, которые должны поддерживать и защищать свой народ, изгоняют его, делают все, чтобы коренные жители - ингуши не возвращались в свои родные села. Мы обращались во все компетентные инстанции Осетии с вышеизложенными проблемами, но нерешение наших проблем вынудило нас объявить официальную и бессрочную голодовку. С целью обратить внимание федеральных властей, в частности, президента РФ В.В. Путина, так как мы уверены, что В.В. Путина дезинформируют о состоянии дел в Пригородном районе. Но и тут мы оказались в информационной блокаде. Ни одно из центральных и местных СМИ не озвучило наши требования, хотя мы объявили голодовку с 5-го июля. А власти РСО-Алания пытаются представить нашу акцию как политическую, "спровоцированную под давлением деструктивных сил РИ". Так, в газете "Северная Осетия" от 15 июля 2006 года под №128(24679), пресс-служба Министерства РСО-Алания по делам национальностей утверждает, что "процесс ликвидации последствий конфликта постоянно осложнялся деструктивными действиями некоторых представителей Республики Ингушетия". Хотя на самом деле осетинские власти постоянно предпринимают всевозможные ухищрения с целью недопущения возвращения вынужденных переселенцев в свои родные села, впервые в истории человечества придумав тезис о невозможности совместного проживания с ингушами. Наша голодовка спровоцирована постоянным игнорированием проблем ингушей - вынужденных переселенцев из РСО-Алания. Просим Вас посодействовать в решении наших проблем, связанных с нарушениями прав человека и довести наши проблемы до мирового сообщества."

Кавказский Узел, 3 августа 2007 г.:

" [...] Затем мы вынуждены обходить бюрократов в органах местного самоуправления и адресных столах, собирая различные справки. И везде нам либо напрямую отказывают в

выдаче необходимых документов, либо чинят дополнительные препятствия. Далее возникает необходимость подтверждения факта проживания и владения недвижимостью [...] Так как факт владения недвижимостью устанавливается по месту ее нахождения, мы вынуждены обращаться в суды РСО-Алания. Но там за каждое судебное решение в пользу ингуша требуют две тысячи долларов США [...] Эти и другие препоны приходится преодолевать лишь для того, чтобы собрать пакет документов, необходимых для получения государственной помощи", - пишут они."

IDPs in Dagestan with no registration face problems (2008)

- Most IDPs in Dagestan are not registered by the authorities
- This restricts their access to social services and pensions

UNHCR, 17 April 2008:

"Most of those [IDPs surveyed by UNHCR's partners in Dagestan covering 855 families(3,788 persons)] have no registration in Dagestan. This lack of registration hinders their access to social services and other entitlements such as pensions in Dagestan."

ICRC July 2002 Dagestan, p. 16:

"The majority of Chechen IDPs have no official registration in Dagestan, while the Authorities officially report no IDP in the Republic. This lack of formal acknowledgement and resultant lack of documentation/registration results in limited access to employment, social services and housing, as well as increased risks of harassment and exploitation for the IDPs. Even though the [residents affected by the hostilities] do not face the same extent of difficulties related to registration, they do continue to face limited access to work and services due to the consequences to the impact of their poverty."

ISSUES OF FAMILY UNITY, IDENTITY AND CULTURE

Family unity

Most IDPs living outside of north Caucasus lost relatives during the Chechen wars (Special report, 2008)

- IDPs had not received any assistance from the authorities to find out the fate of their relatives
- IDPs feared returning to Chechnya to obtain more information on the whereabouts of their relatives

IDMC Special report, 2008:

"IDPs interviewed had not received support or cooperation from the authorities on identifying the fate and whereabouts of their relatives, as they are entitled to. Guiding Principle 16 sets out that IDPs have the right to know the fate and whereabouts of missing relatives and that the government authorities must endeavor to establish the fate and whereabouts of missing relatives and inform the next of kin on the progress and result of investigations. Article 16.3 of the UDHR also sets out the right to protection of the family.

Every displaced person interviewed had relatives who had been killed or had disappeared during the war in Chechnya. A woman in Saint Petersburg explained how her husband disappeared, apparently for siding with the opposition to Chechen President Dudaev. The father of one IDP woman had been missing for over ten years and she had had no information or support in establishing his whereabouts. She feared for her safety in Chechnya and so did not travel there to investigate further. Although local investigations have started for some disappearance cases in Chechnya, no one has been held responsible.

Other families remained separated as a result of their displacement. The husbands of two Chechen sisters in Moscow were both in Chechnya living with their mothers. The women had remained in Moscow so that their children could go to better schools, but also because they felt it was not safe for their children to live in Chechnya. Other IDPs described how their families are now scattered throughout Russia after fleeing Chechnya in different directions."

Fate or whereabouts of disappeared family members still unknown (2008)

- Relatives of the abducted in Chechnya and Dagestan have appealed to the authorities to determine the whereabouts and fate of those abducted
- At least 3,000 people disappeared in Chechnya, kidnappings have decreased in Dagestan since 2007
- Criminal cases have been opened for disappearances in Chechnya
- Families believe state agents are responsible for the disappearances

Caucasian Knot, 4 April 2008:

"Human rights activists want a letter to be sent to Russian president-elect Dmitri Medvedev with a demand to hold an efficient and fair investigation into disappearances of people in Northern Caucasus.

[...]

Violetta Krasnik, coordinator of the WITNESS Programme for Europe and post-Soviet countries, remarked in March 2008 that "the problem of kidnappings has spread over Northern Caucasus, having got beyond the borders of Chechnya because of inadequate investigation of this sort of crimes committed during the 'counterterrorist operation'." Human rights activists assert that frequently employees of power agencies are involved in violent disappearances.

"Over 3000 persons still remain missing in Chechnya. They disappeared during the 'counterterrorist operation', starting from 1999, when Vladimir Putin came to power in Russia; now, after the election he leaves this sad heritage to president-elect Dmitri Medvedev," Ms Krasnik has noted."

Dagestan

Caucasian Knot, 27 March 2008:

"Svetlana Alisultanova, Ombudswoman in Dagestan, notes to a significant decrease in the number of kidnappings in the Republic. She has made this statement today at the 20th session of the National Assembly of Dagestan of the fourth convocation.

"From July 2007, we have no applications on kidnappings. Today, Dagestanians are dissatisfied with illegal methods of investigation. 95 complaints were filed on this issue, all of them were readdressed to the prosecutor's office where the applicants live," Ms Alisultanova has stated."

Caucasian Knot, 13 August 2007:

"Today, representatives of the "Dagestan Mothers" public organization have addressed their applications to the Prosecutor's Office of Dagestan against the employees of law enforcement bodies, who were involved, in their opinion, in kidnapping and torturing the young men, who disappeared this April; the applicants have also stated that they will continue their hunger strike until they receive any information about the missing persons."

Memorial, 10 August 2007:

"In 2004-2005, the republican security services started to realize that applying torture and degrading treatment to suspects could backfire. Many of them were killed or injured, others lived in fear of possible attacks.

Defense lawyers working with clients suspected of participation in armed groups claim that for this reason the tactics of the Dagestani security services has changed. The suspects are oftentimes being taken to Chechnya to be tortured, because there people can be tortured with impunity, moreover, one does not have to deal with the interference of defense lawyers. Those, who are cruelly tortured in Dagestan subsequently, as relatives put it "get lost", i.e. they disappear without a trace.

It seems that in this way the security servicemen try to secure themselves from possible revenge by the victims of torture. According to lawyers and relatives of the kidnapped, in order to make an interrogation with torture easier, security services illegally detain or abduct their suspects. Unlike Chechnya and Ingushetia, where the kidnappers arrive to houses heavily armed, in masks and detain their suspects in front of numerous witnesses, in Dagestan these abductions seem to be carefully planned, take place without witnesses and other "unnecessary fuss": the person gets out of the his house and never returns back.

In July 2007, Memorial Human Rights Center received applications from the relatives of disappeared people. All of the applicants claim that their dear ones were abducted by security services of Dagestan. In early summer, the relatives of disappeared and abducted residents of Dagestan created the public movement "Mothers of Dagestan". The activists of this movement collect information on human rights abuses in Dagestan. According to them, around 20 people "disappeared" in Dagestan in 2007 so far. Since May, the activists of the movement carried out several protest actions in front of the Government building of the Republic of Dagestan, near the building of Department for the Combat on Organized Crime and the Building of the Ministry of Defense."

Chechnya

AI, 23 May 2007:

"Russian and Chechen officials have to some extent recognized the scale and gravity of the problem. As of 1 March 2007, up to 2,800 persons were listed as abducted, disappeared and missing in Chechnya, according to the Ombudsperson for Human Rights of the Chechen Republic, Nurdi Nukhazhiev. As of April 2005, the prosecutor's office in Chechnya had opened 1,814 criminal cases into the enforced disappearance or abduction of 2,540 people in Chechnya.

A Commission for the search for abducted and missing persons has been established by the Chechen Parliament. The Commission is chaired by Dukvakha Abdurakhmanov, Speaker of the Chechen Parliament, who has stated that the role of the Commission is to assist law enforcement agencies to do their job. He has been cited as telling relatives that the Commission would try to find out the fate of all missing persons by the end of 2007. The Chechen Ombudsperson has raised the issue, calling for a Federal Commission to be established by Presidential decree to tackle the failures in investigations."

СНО, 22 июля 2008г.:

"Днем 18 июля в районе спортивного стадиона имени Билимханова в Ленинском районе г. Грозного прошел митинг родственников жителей республики, похищенных в ходе т.н. «зачисток» и пропавших без вести после задержания сотрудниками силовых ведомств и представителей неправительственных организаций. В акции приняло участие от 150-ти до 200 человек.

Участники митинга обратились к властям с просьбой оказать содействие в поисках похищенных, установлении их местонахождения и дальнейшей судьбы. По официальным данным, с 1994-го года в Чечне считаются пропавшими без вести от четырех с половиной до пяти тысяч человек. Местные жители считают, что эти цифры намного выше."

Memorial 23 May 2007:

"Kidnappings which often result in untraceable disappearances, are one of the most terrible human rights violations in the Chechen republic. The impossibility to figuring out the destiny of the missing person forces his or her relatives and friends to constantly relive this tragedy in their memories; this makes the relatives and friends very susceptible to the propaganda of the terrorist groups and separatist fighters. When considering kidnappings in general (including people who were later released) Memorial has information about the kidnapping of 2,018 inhabitants of the Chechen republic, as of 2002. Out of this number, 1,057 went permanently missing.

The monitoring of Memorial covers only 25-30% of the entire territory of Chechnya, and even in the areas covered, our information is probably not comprehensive. So, in order to get the real picture, our numbers should be multiplied from 2-4 times (according to different estimates). The extrapolation of our data and the analysis of the official data gives a similar result. Memorial can claim that the total number of people who went missing during the period of the second Chechen war (since the fall of 1999 until the present) as a result of kidnappings, unlawful arrests, and

detentions, is more than 3,000 and it could be as high as 5,000 people. Unfortunately, we cannot give more precise numbers at this point- right now. Memorial is working on creating a detailed and comprehensive database of missing persons. In most cases of kidnappings, everything points to the fact that the crime was committed with the help of the representatives of the state, or of the armed forces who are in collaboration with them. 90% of the criminal cases where the legal proceedings were commenced when people were kidnapped are not solved. At the same time, we can note that there is a certain systematic decrease in the number of kidnappings- and it is especially noticeable since 2005."

PROPERTY ISSUES

General

Property concerns of IDPs living outside of the north Caucasus (Special report, 2008)

- Property compensation has been paid out to some 40,000 IDPs
- However, the amount has been increasingly insufficient to buy housing
- Property compensation has therefore not solved the housing problem of IDPs outside of Chechnya

IDMC Special report, 2008:

"IDPs have the right to recover or be compensated for property and possessions left behind or dispossessed upon displacement. Article 17 of the UDHR and Guiding Principle 21 set out the right to protection of property. Guiding Principle 29.2 states IDPs are entitled to recovery or compensation for lost property and possessions. While the government has paid out property compensation to many IDPs, it has proved an ineffective remedy that has largely not solved the housing problem of IDPs, mainly because the amount paid has been insufficient. Furthermore, there were procedural barriers to IDPs obtaining property compensation as there was a lack of flexibility in application time limits and a requirement to present current residence registration.

Displaced people who choose to return and settle permanently in Chechnya receive up to around \$15,000 (350,000 roubles) as compensation for lost housing and property, while those who do not return to Chechnya receive a maximum of around \$5,000 (125,000 roubles). Those who do not return to Chechnya must give up the title to their housing and property, while those who return retain their title. This differential treatment influences the return and (re)settlement decisions of IDPs and questions their free choice of residence in the Russian Federation. This policy is also contrary to Principle 2 of the Principles on Housing and Property Restitution for Refugees and Internally Displaced Persons, which sets out the right of IDPs to have restored to them any housing land and/or property of which they were deprived. This right is prejudiced neither by the actual return nor non-return of IDPs.

About 39,000 IDP families who left Chechnya have received compensation for lost or destroyed property and movable property Federal Migration Service, op.cit. . This includes approximately 17,000 families who did not have forced migrant status. The majority of those interviewed during IDMC's visit had received property compensation of about \$5,000 (120,000 roubles).

The main concern of IDPs about property compensation was that it was insufficient to buy housing. Before the 1998 Russian financial crisis, the compensation was sufficient to buy a very modest apartment. In Moscow one woman interviewed had managed to buy an apartment with property compensation of around \$4,400 (105,000 roubles) she received before the 1998 Russian financial crisis. IDPs reported that the current cost of housing outside Moscow is approximately \$1,700 (40,000 roubles) per square metre. The Federal Migration Service acknowledges that property compensation, in Chechnya and elsewhere, is currently insufficient to buy housing Federal Migration Service, op.cit. . Unable to buy a home with the compensation they received, most IDPs have spent the money repaying debts and buying essential household

items. Despite the government's initial adequate calculation and good intentions, the housing problem of IDPs remains unresolved.

Unable to buy housing with property compensation they received, the majority of IDPs who were interviewed said the inaccessibility of permanent housing was their main concern. Accessing a mortgage to buy a home is almost impossible since banks charge high interest for loans and demand large down payments. Only three of the 30 IDPs interviewed had managed to secure permanent housing since their displacement from Chechnya. While only one IDP managed to buy housing with the property compensation she received, a single man in Volgograd had worked and saved enough money to buy an apartment, and a single woman had been able to buy her room in a dormitory.

IDPs suggested that the compensation amount be revised to take into account inflation since 1997, when the amount was decided. Government discussions are reportedly ongoing to this effect. As mentioned below, the Federal Migration Service proposes that compensation recipients are included in the federal housing programme, with the amount of compensation received being taken into account in determining the value of the housing certificate Federal Migration Service, op.cit. .

Some of the IDPs interviewed reported that their applications for compensation were refused. IDPs in Volgograd and Pyatigorsk said they were not eligible since they had left Chechnya before the hostilities officially began. Others were told they could not apply for compensation since they were not registered at their current residence. They were also told to go to Chechnya to de-register before applying for compensation, but only one man interviewed managed to de-register from his current place of residence. Many people in Volgograd received compensation only after appealing decisions through the courts.

Many interviewees had parents who had died without having received compensation for their lost property. A displaced man in Rostov had received an inheritance certificate in 1998 for his parents' apartment in Grozny, which had been illegally occupied. The man was refused compensation for this apartment as he had left Chechnya before the war officially started. He was now trying to claim ownership and compensation for not being able to enjoy the property, through the court in Chechnya. Fearing that he could be killed for the apartment upon return to Chechnya, he traveled with security guards and never slept in the same place more than once.

Loss of property and animals by mountain villagers (2007)

- Many IDPs from mountainous areas fled partially or totally destroyed housing
- IDPs explained their houses were blown up, bombed, set on fire, stolen, looted, ruined
- Cattle was lost during hostilities and some IDPs blame federal forces, though landmines may also have been a factor

Updated information on this topic could not be found among the sources consulted.

Мемориал, 15 марта 2007 г.:

"На вопрос о состоянии оставленного в горах жилья 87 человек ответили, что жилье разрушено. Однако, в качестве причины (чаще - одной из причин) выезда отсутствие жилья назвали только 9 человек. Как это объяснить? Очевидно, тем, что в момент выезда из села у многих жилье было еще цело или разрушено лишь частично, а полностью было разрушено потом. Об этом нам сообщили 36 из 87 человек, заявивших об отсутствии жилья в горах. Возможно, количество таких ответов было бы больше, если бы вопрос был

поставлен более корректно. В нашем опросном листе он звучал так: «В каком состоянии оставленное жилье?». Такой вопрос скорее имеет в виду современное состояние жилья, а не то, в каком оно было оставлено при выезде. Только при обработке и анализе опросных листов стало ясно, что это - разные вопросы и что в постановке того и другого есть смысл.

Особенно поразительно выглядят ответы беженцев из трех сел Курчали: на вопрос о состоянии жилья 7 из них ответили просто, что их жилье разрушено, и еще 23 сообщили, что их жилье разрушено после выезда. Таким образом, из 34 опрошенных жителей этих сел, у 30 жилье было разрушено, причем в подавляющем большинстве случаев – уже после того, как жители покинули село. Видимо, эта ситуация была характерна и для других сел. Вот, например, ответ одного из жителей с. Гансолчу: «Все ушли, оставшиеся дома сожгли».

Кто же, как и, главное, зачем разрушал дома в опустевших селах? Ответ на вопрос «кто?» достаточно очевиден, хотя беженцы об этом, как правило, прямо не говорили. Впрочем, в двух-трех случаях виновники разрушения жилья были названы: «Все разворовали военные: крышу, кирпичи, окна, двери» (83, В.Курчали). Способы разрушения жилья беженцы описывали по-разному: взорвали, разбомбили, сожгли, растащили, разграбили, разорили (формулировки «сожгли» и «разграбили» встречаются чаще других). Эти формулировки явно указывают на два различных процесса. Один – стихийный: мародерство и пьяное озорство военных. Второй процесс – сознательное систематическое уничтожение жилья в опустевших горных селах. Очевидно, это - один из методов так называемой «контртеррористической операции», направленный на то, чтобы вытесненное с гор путем постоянных обстрелов и зачисток население не вернулось в свои дома. Подтверждением этому служат и некоторые высказывания военных, воспроизводимые беженцами: «Каждый день зачистки бомбежки. При зачистке говорили: Зачем здесь живете? Все равно вас здесь не оставят!»(100, В.Курчали).

Еще один характерный сюжет, встречающийся в рассказах беженцев, - уничтожение военными скота. Упоминаний о таких фактах значительно меньше, чем о разрушении жилья. Но это не значит, что и в действительности таких фактов было меньше, так как мы, к сожалению, специально не спрашивали об этом. Приведем некоторые упоминания об уничтожении скота:

- Джани-Ведено: «Дом бомбили с самолета. Скот перебили. Было много скота» (2)
- Ширды-Мохк: «17 голов скота уничтожили после того, как БТР наткнулся на растяжку» (73)
- В.Курчали: «Всю скотину федералы уничтожили» (78).

Количество и характер упоминаний об уничтожении скота не позволяет с уверенностью утверждать, что скот не только становился случайной жертвой обстрелов, мин, или неслучайной жертвой мародерства и мести военных, но и подвергался уничтожению, так сказать, «по приказу» - как основной источник существования горцев с целью вытеснения населения из горных сел. Это обстоятельство требует дополнительного изучения."

European Court rules that right to property violated for Chechen IDP (2007)

- European Court ruled that there had been a violation of a Chechen IDP's right to peaceful enjoyment of possessions, a fair and public hearing and respect for his private and family life, his home and his correspondence
- The Court ordered Russia to pay the applicant over EUR 172,000

Kommersant, 16 November 2007:

"The European Court for Human Rights has ordered Russia to pay Khanbatay Khamidov a record sum for his losses from counterterrorist activities, €172,000. Khamidov showed that the Interior Ministry forces practically destroyed his household, which included a business. The decision opens the way for a flood of similar suit, since only 350,000 rubles per family is being paid in Chechnya for the loss of housing and property."

ECHR, 15 November 2007:

"48. On 30 July 2001 the applicant, acting in his own name and on behalf of his brother, brought an action against the Russian Ministry of the Interior in the Zamoskvoretskiy District Court of Moscow (Замоскворецкий межмуниципальный суд г. Москвы – "the District Court"). He complained that the consolidated police units of the Ministry of the Interior had occupied and wrecked his estate and had been refusing to comply with the judgment of 14 February 2001. He sought recovery of possession of his movables and real property as well as compensation in an amount of 10,787,040 Russian roubles (RUB; approximately EUR 315,732) for pecuniary losses that he had sustained as a result of the adverse occupation of his estate and compensation in an amount of RUB 5,241,175 (approximately EUR 153,418) for the damage caused thereto. The applicant also stated that as a result of the unauthorised occupation of his estate he and his family had had to live in a refugee camp in appalling conditions which had resulted in the death of his nephew, and he claimed compensation of RUB 10,000,000 (approximately EUR 292,685) in respect of non-pecuniary damage.

49. The applicant filed numerous documents in support of his claims, including those confirming his and his brother's title to the houses, industrial buildings and the plot of land, two registration certificates in respect of the Nedra company, his applications to various State bodies and respective replies, a copy of the judgment of 14 February 2001 and the bailiff's reports on the police units' failure to comply with that judgment as well as the certificate issued by the commission made up of the head of the local council of Bratskoye and local residents (see paragraph 23 above), together with the evaluation reports of 26 May 2000 and estimates of repair costs for his property.

50. On 23 January 2002 the District Court delivered its judgment. At the trial the defendant Ministry did not contest, as such, the accuracy of the applicant's submissions or the evidence he had presented, but denied its responsibility for the consolidated police units, stating that they had formed part of the federal troops within the territory of Chechnya and had been under the command of the military authorities of the United Group Alignment. The court made no comment in respect of those submissions by the defendant Ministry. It examined the material before it and established that the applicant owned the property in question, that the local council had certified on 16 October 2000 the unauthorised occupation of that property by federal police units, that the applicant had requested the authorities to ensure his estate be vacated and that by a judgment of 14 February 2001 the Nadterechny District Court had ordered the eviction of the Tambov consolidated police units from the applicant's premises...

104. The applicant complained under Article 8 of the Convention that the occupation by federal police units of his estate, which represented the only housing for him and his family, between October 1999 and June 2002, had infringed his right to respect for his home and his private and family life, and had constituted a temporary de facto expropriation of his possessions in breach of Article 1 of Protocol No. 1 to the Convention. Under the latter head the applicant also complained about the State's failure to enforce the judgment of 14 February 2001 in a timely manner and the refusal of the domestic courts to award him compensation for the damage caused to his property by the federal forces...

192. The Court has found above that the temporary occupation by the federal police units of the applicant's estate constituted unlawful interference with his rights under Article 8 of the Convention and Article 1 of Protocol No. 1. The applicant is therefore justified in seeking

compensation for this interference. The Court further accepts, in the absence of any objections on the Government's part, that the compensation in this respect should be awarded in the amount of the rent which the applicant would have received if his premises and the land transferred to his company under an indefinite lease had been rented by the federal authorities during the period of the occupation. The Court also notes in this connection that the Government did not contest the rates applied by the applicant, or suggest any alternative rates, for calculation of the amount sought, nor did they dispute the authenticity of the documents which he had submitted to corroborate his claims. Accordingly, taking into account the rates indicated by the applicant, its conclusion in paragraph 191 above, the fact that the occupation lasted from 13 October 1999 until 14 June 2002, i.e. for 32 months, the fact that, according to the documents in its possession (see paragraphs 10 and 58 above), the total surface area of the plot of land was 1.5 hectares, that of the applicant's house was 251.3 square metres and that of the industrial premises was 2,000 square metres, the Court awards the applicant EUR 112,000 under this head.

193. The Court further observes that it has also found a violation of Article 8 of the Convention and Article 1 of Protocol No. 1 on account of the damage inflicted on the applicant's estate, the existence and extent of which was confirmed by the evaluation reports submitted by the parties. It further notes that the applicant substantiated his claim with detailed estimates of the repair costs based on the said evaluation reports. Having regard to the documents submitted by the applicant and the fact that the Government did not dispute their authenticity, or the amounts indicated therein, which, in the Court's view, do not appear unreasonable, the Court accepts that the said amounts can serve as the basis for calculating the award in respect of the damage caused to the estate. On the other hand, the Court is not convinced that the sums indicated in the estimates submitted by the applicant should be multiplied by 4.28, as alleged by him. It is true that this coefficient was mentioned in the document of the Federal Agency for Construction, Housing Maintenance and Utilities dated 12 October 2006 (see paragraph 183 above) as the one applicable to the estimated costs of repair work in Chechnya in 2006 as compared to those in 2001. However, there is nothing in the document in question to suggest that the said coefficient reflects the inflation rate in Chechnya for the period 2001-2006, rather than providing some technical information in the field of construction work, or at least that it should be applied in a manner proposed by the applicant. The said document does not suggest any methods of calculation involving a coefficient that could be applied for index-linking of the financial losses incurred by the applicant. The Court has strong doubts, in any event, that the inflation rate in Chechnya in the period 2001-2006 reached, or even exceeded, 400 per cent, as alleged by the applicant. Accordingly, in the

FOR THESE REASONS, THE COURT UNANIMOUSLY

1. Holds that there has been a violation of Article 8 of the Convention and Article 1 of Protocol No. 1 as a result of the temporary occupation of the applicant's estate by the consolidated police units of the Russian Ministry of the Interior;
2. Holds that there has been a violation of Article 8 of the Convention and Article 1 of Protocol No. 1 as a result of the damage inflicted on the applicant's estate by the consolidated police units of the Russian Ministry of the Interior;
3. Holds that there has been a violation of Article 6 § 1 of the Convention on account of the denial to the applicant of access to a court between October 1999 and January 2001;
4. Holds that there has been a violation of Article 6 § 1 of the Convention on account of the prolonged non-enforcement of the judgment of 14 February 2001 in the applicant's favour;
5. Holds that there has been a violation of Article 6 § 1 of the Convention on account of the domestic courts' failure, in the 2002 proceedings, to examine the applicant's claims in respect of compensation for occupation of property and for non-pecuniary damage;
6. Holds that there has been a violation of Article 6 § 1 of the Convention on account of the arbitrary findings of the domestic courts as regards the applicant's claim in respect of compensation for the damage inflicted on his estate;

7. Holds that it is not necessary to examine the complaints made under Article 13 of the Convention.

8. Holds

(a) that the respondent State is to pay the applicant, within three months from the date on which the judgment becomes final in accordance with Article 44 § 2 of the Convention, the following amounts:

(i) EUR 157,000 (one hundred and fifty-seven thousand euros) in respect of pecuniary damage;

(ii) EUR 15,000 (fifteen thousand euros) in respect of non-pecuniary damage;

(iii) EUR 3,385 (three thousand three hundred and eighty-five euros) in respect of costs and expenses;

(iv) any tax, including value-added tax, that may be chargeable on the above amounts;

(b) that from the expiry of the above-mentioned three months until settlement simple interest shall be payable on the above amounts at a rate equal to the marginal lending rate of the European Central Bank during the default period plus three percentage points..."

Great need for property and housing among IDPs in Chechnya and Ingushetia (2008)

- Housing is a major problem for IDPs in Chechnya
- In 2007, UNHCR interviewed residents of government-organised temporary accommodation in Chechnya and Ingushetia; about 13,000 people in Chechnya and about 6,000 people in Ingushetia
- Approximately 99 per cent of interviewees in Chechnya said their original housing is totally or partially destroyed; the majority of this housing is in Grozny and is not currently occupied
- 50 per cent of interviewees in Chechnya reported they did not own any land or housing, and 40 per cent of this group was single-headed households
- In Ingushetia, 40 per cent of interviewees did not own property or housing and out of those who did own property and housing, 72 per cent were totally destroyed and 25 per cent partially destroyed

UNHCR, 17 April 2008:

"Housing is a major problem for IDPs in Chechnya. The temporary shelters for IDPs are in the process of closure despite Chechen government's Instruction 387 (17 October 2007) which stipulates that IDPs are allowed to stay in the former temporary accommodation centres if they pay for utilities. The Chechen authorities have taken some measures to provide the residents with alternative shelters, but it is unclear if such initiatives can cover all the people in need. The contested ownership of apartments provided by the government is a rising issue as well. The authorities confirmed the media report that compensation payments would resume in Chechnya in 2008, but there is no report on the implementation yet."

UNHCR, 30 June 2007:

"The high birth rate in the two republics, and thus the relative quickly formation of new families which may not be able to resort to their pre-conflict accommodations, aggravate the problem. Out of the 50.9% and the 39.9% of the families surveyed in Chechnya and Ingushetia that report having no property, 38.5% in Chechnya and as many as 86.1% in Ingushetia declared to have resided with parents' before the displacement.

Survey results from Chechnya

The survey captured almost all families de facto residing in 32 TACs and TSs in the republic of Chechnya. Overall, 2,894 families/ 12,752 persons were interviewed [...]

In Chechnya, if the level of total or partial destruction of dwellings declared by the surveyed population is confirmed at the tune of 98.9% of all houses and flats currently owned by TACs residents (77.8% totally destroyed), the abrupt closure of TACs now announced for mid August 2007 may still put families in difficulty. This is particularly true for the Grozny area, where 67.5% of all totally or partially destroyed properties reported by TACs/TSs residents are located and for particular TACs/TSs, where the possession of destroyed properties in relation to the resident population is close to 50%. The intention to discontinue the TACs/TSs should also take into consideration the situation of properties' ownership, particularly in some relatively collective accommodations (75 families or above) where it emerges that more than 50% of the residents does not owe any property.

Despite the ongoing efforts and the initiatives of reconstruction and of land allocation, the tasks for the authorities continue to be vast. They should not be limited to the Grozny area, even though this is undoubtedly the area where most of the TACs/TSs residents have their property – flats in particular (95.4% of all declared flats). Authorities have to ensure a wider coverage of the territory of the Republic to guarantee fair conditions to all displaced population [...]

[...] In its core part, the survey aimed at identifying for each surveyed TAC/TS resident family whether the family possess an immovable property, the type of property (house, flat, empty land), and the level of destruction of the property (completely destroyed, partially destroyed or intact), All these elements are deemed to directly affect the possibility to vacate the TAC/TS and return to the areas of origin or other areas of choice.

Each respondent family was asked to report on all properties owned, whether by the head and/or by other family members currently residing in the TAC/TS. More than one answer was therefore possible on the type of property owned. Families who were found not in possession of any property were asked about the reasons for this situation [...]

Out of the total 2,894 families interviewed as TAC/TS residents, 1,472 families declared that they are not in possession of any form of immovable property (house, flat or landplot), while 1,619 positive answers related to the possession of housing/land property were collected. Considering that negative answers were unique, whereas positive answers could have been multiple, the conclusion is that 50.9% of the families residing in TS/TACs have no ownership over housing or land.

Most of the families with no property are residing in the Staropromislovski District of Grozny (32.5%), followed by the Oktiabriski District (24.8%) and the Leninski District (14.9%). However, these figures are influenced by the fact that these districts are the most densely populated. Analogously, if looking at the absolute number of answers, the highest number of persons without properties resides in the Saihanova Tabolskaia TAC in the Oktiabriski District (121 families). However, when measuring lack of property against the number of families surveyed in each TAC/TS, the most problematic property situations seems to be for the residents of the MKP Milana in the Staropromislovski District (80% of residents with no property), followed by the TAC Sahzavodskaya in Argun (77% of residents with no property), the TAC Kalzova 2 and Maiakovskaya 140A again in the Staropromislovski District (71.9% and 67.1% of families with no property respectively).

Out of the 1,472 families who reported not to own of any property, 36.6% are single headed families (539 families). This represents 33% of the overall number of families surveyed and 56.4% of the single headed families surveyed. Most of the single headed families without property have been detected in the Soviestskaya TAC in Sernovodsk (6.4% or 61 families), followed by the Poniatkova TAC in the Oktiabriski District (4.6% or 44 families) and by the TAC Saihanova in the same district (4.4% or 42 families). If the number of single headed families with no property is compared with the TAC/TS population, the highest incidence is in the Kalzova 1 TAC in the

Staropromislovski District (33% of overall resident families), followed by the Soviestskaya TAC in Sernovodsk (32.2%) and by the TAC Novatorov-17 also in the Staropromislovski District. Although a direct link cannot be established, it cannot be excluded that some of the most vulnerable cases may fall into this category and be found in these locations.

Out of the 1,271 TACs/TSs residents who declared not to be in possession of the MS registration, 1,157 (91%) comes from families who declared not to possess any house/flat/land-plot. Persons with no MS registration and who are members of families with no property represent 9.1% of the TACs/TSs residents, with peaks in the Gudermes Depovskaia TAC, where 81.3% of the population at the same time is with no property and no MS registration. As for single headed families, a direct connection with vulnerability is not always immediate, though the incidence to find vulnerable cases in this group may be higher.

To analyse the possible solution on alternative accommodation, the enquiry was further developed to detect the reasons why families residing in TACs/TSs are not in possession of lodging/land. The relative majority of the 1,472 families (38.5%) stated that they were residing in the parent's house before becoming TAC/TS residents. As for the remaining, 24.7% were residing at relatives or friends, 13.7% were renting their lodging, 8.9% were residing in a municipal building, and 7.5% were hosted at the spouse's former house. In addition, 3.9% of the respondents indeed owned some form of real estate property but subsequently lost their rights over it. Finally, 2.4% TS/TACs residents currently with no proper declared to have been residing out of the Republic. The latter group is likely represented by the refugees returned from Georgia in 2005 and 2006. An irrelevant number of respondents (0.1%) reported to have resided in a not better specified "other place" or their case was not assessed (0.3%).

1,619 positive answers on the availability of property by families (one or more members) were given during the survey. Considering the number of families interviewed (2,894) and the number of families reportedly with no property (1,472), it can be inferred that some 1,422 families (49.1% of the surveyed families) have ownership over a house/flat or land plot and that at least 197 families (6.8%) gave multiple answers, i.e. reported that the family owns more than one property, normally through different family members.

According to the numbers of positive answers on property availability that were collected, the highest percentage of housing or land-plots are held by families currently residing in TACs/TSs in the Oktiabrski District (28.3% of answers), followed by the Staropromislovski District (25.8%) and by the Leninski District (19.1%). It has however to be considered that these Districts are the ones hosting the most numerous and densely populated TACs/TSs.

When looking at the single TACs/TSs, the highest number of families that reported to own at least one property is registered in the Saihanova Tabolskaia TAC in the Oktiabrski District (127 families), followed by the TAC Centralnaia Usadba in Assinovskaia (102 families). And yet, these results have to be compared also in relation to the number of resident families per TAC. In this case, the highest percentage was registered in the families of the Michurina 116 TAC in the Leninski District (75.9% reporting at least one form of property), followed by families in the TAC Greidernaia of Samashki (70%) and by families residing in the TAC Hmelnizoga (69.7%) also located in the Leninski District. On the opposite side of the spectrum, the TAC Milana in the Staropromislovski District (hosting however only 10 families) and Sahzavodskaya 29 in the Argun District.

[...] On legal-related issues, the survey enquired also about the status of double occupancy of houses and flats owned by TACs/TSs residents. Only 0.6% of the 793 houses are reported to be currently occupied and 1.9% of the 587 flats. This result is likely linked to the fact that most of the

properties are still inhabitable. It can then be inferred that the main legal dispute are not so much on forcible evictions, but rather on the presence of conflicting property ownership documentation.

For each destroyed houses or flat reported by one or more family members, a question was made on the compensation process and its results. As expected, the submission of application for compensation is a common action taken by the 78.1% of the TACs/TSS residents owning a partially or completely destroyed house or flat. The percentage varies from 85.4% for housing properties, to 68.1% for flats. However, a quite different result appears when considering the outcome of the process. According to the TACs/TSS' residents' replies, compensation has been received for only 19.4% in relation to the total number of applications submitted. This represents 15.2% of the total number of totally or partially destroyed houses and flats. There is no significant difference when considering the two types of immovable property separately: 19.3% of the application submitted for destroyed houses and 19.6% for destroyed flats have been successfully accepted [...]

Survey results from Ingushetia

In Ingushetia, the survey on the IDPs' situation in Temporary Settlements captured 1,097 families/5,710 persons residing in 81 TSs on the territory of the Republic [...]

Out of the 1,097 respondent families [in Ingushetia], some 438 families (39.9%) reported not being in possession of any housing/flat or even land plot either in Chechnya or in Ingushetia, as opposed to some 659 (60.1%) were found to hold at least one property.

Most of the families without property reside in the Sunzhenski District (37.2%) and in the Nazranovski district (33.3%). Yet, when data are prorated by the IDP resident population in TSs per district, the percentage fluctuates between 51.7% in Karabukak and 36.8% in Sunzhenski district.

As for the reasons for the lack of any housing/flat or land plot in any of the Republics, the largest majority of the 438 respondents (86.1%) affirmed having lived in the house of parents or relatives in Chechnya, which is now either totally destroyed (33.1% of the families with no property), partially destroyed (17.1 %) or even habitable (18.3%) but likely not sufficient to host newly created or enlarged families. 5.9% of the IDP families with no forms of alternative accommodation lived in municipal buildings before the displacement, or were renting an accommodation (4.3%). A minority (2.5%) declared having been in possession of a form of immovable property but subsequently lost the ownership rights, or affirmed having resided in the spouse's house before arriving in Ingushetia (1.1%).

The survey tried to elaborate on cases that either may deserve a special attention due to the particular family situation or that may have some additional difficulties to be included in governmental shelter plans for returning or for integrating IDPs. On the one hand the survey tried to put in correlation the presence of single headed families with no property. Even if the inference cannot be automatic, this match of circumstances may conceal a higher than average degree of vulnerability, particularly in case of single mothers. Out of the 218 singleheaded families residing in TSs in Ingushetia, 106 were found also not having any property title. This represents 9.7 % of the overall IDP families residing in TSs, 11.9% of all the population in TSs where single headed families have been detected and 48.6% of all single headed families. In absolute terms, most of the families reside in the Nazran Municipal District (36.8% of all single headed families with no property), followed by the Sunzhenski District (30.2%) and the Karabulak District (18.9%). When the presence of such families is put in relation with the TS population size, relatively higher percentages are registered in Malgobek (19.7%) and Karabulak (14.4%) districts. The latter ranking is probably influenced by the fact that those two districts have the higher percentage of IDPs without MS registration.

A second query put in relation the IDP population not registered with the Migration Service and at the same time part of a family with no ownership of property in Ingushetia or in Chechnya. The lack of MS registration may in fact be an obstacle for integration/reintegration as de facto it excludes the person from any form of State assistance linked to the displacement/return situation¹⁸. In these circumstances, the lack of property may represent an aggravating factor, or at least it may indicate that these families will have to rely largely on the assistance of other humanitarian actors. The results of the survey show that 1,816 IDPs residing in TSs in Ingushetia were found in this situation. This represents 32.5% of the overall population of TSs where families with no property were recorded. While in absolute terms the Sunzhenski and the Nazran municipal district presents the highest number of cases of this type (655 and 569, i.e. 36% and 31.3% of the overall persons with no MS registration), the highest percentage in relation to the TSs' population by district was found in Malgobek (53.1%) and Karabulak (46%) [...]

Multiple answers were possible to identify the type of property owned by one or more family members, as in the Chechnya exercise. 706 existing houses/flats/land-plots were recorded among the 659 families reporting to have some form of immovable property either in Chechnya or in Ingushetia. 98.3% of the reported properties (694) are located in Chechnya and only 1.7% (12 cases) is located in Ingushetia. 63.7% of all declared properties are individual houses in Chechnya (450), 24.1% are flats in Chechnya (170) and 10.5% are land plots in Chechnya (74). Only 1.3% (9) and 0.4% (3) of the one or more properties owned by families residing in TSs are either empty land plots or shelter under construction in Ingushetia. Regular monitoring in Ingushetia shows however that the low incidence of possession of land-plot may not represent the full reality, as more IDPs families may indeed possess land plots but they are not documented [...]

As in the Chechnya exercise, the survey attempted to identify also the level of destruction of the reported properties in Chechnya owned by IDPs currently residing in TSs in Ingushetia. Out of the 450 houses identified as belonging to one or more members of IDPs families residing in TSs in Ingushetia, 73.1% are reported as totally destroyed (329), 24.4% are partially destroyed (110) and only the remaining 2.4% (11) are habitable. As for the 170 flats owned by the families, 67.5% are reported as completely destroyed (115), 27.7% as partially destroyed (47), and only 4.7% (8) are declared habitable. Cumulatively, 71.6% of the 620 houses and flats in Chechnya are inhabitable, 25.3% are partially destroyed (including 5.8% in the process of rehabilitation) and only some 3.1% of the accommodations owned by displaced populations living in TSs in Ingushetia are habitable [...]

The survey further identifies the geographical distribution of the houses/flats and landplots owned by IDPs residing in TSs in Ingushetia. As for the 694 properties reported as owned by IDPs in Chechnya (64.8% houses, 24.5% flats and 10.7% land-plots), 46.4% of them (322) are reported to be located in Grozny and close-by area, 23.5% (163) in the Achoy-Martan District, 9.9% (69) in the Urus-Martan District, 7.9% (55) in the Groznenski District and the rest in other 11 districts of the Republic. However, different proportions emerge when considering the specific type of dwelling and the level of destruction. For houses the mentioned breakdown is roughly respected, with the Grozny district gathering 36.9% of all reported 450 houses and the Achoy-Martan district hosting 29.6%. When it comes to flats the prominence of Grozny as the main location stands out (89.4% of the 170 flats reported as property in Chechnya). As for the declared 74 land-plots, the Achoy-Martan District records the highest concentration (33.8%), followed by Urus Martan District (21.6%) and only after by the Grozninski District (12.2%).

As for the geographical analysis of the destruction level of IDPs' reported properties in Chechnya, Grozny and the Grozninski District dominate for the presence of destroyed dwellings. 52.9% of all totally or partially destroyed properties Grozny urban area and 62% when considering also the Grozny outskirts), again followed by Urus Martan and Achoy-

Martan districts."

Two compensation programmes for lost property and housing during Chechen conflicts (2006)

- Government passed two decrees to pay compensation for housing and properties lost during both Chechen conflicts, but no law on property restitution
- Decree #404 allows for fixed amount of compensation for victims of both conflicts permanently residing in Chechnya, maximum 350,000 roubles
- Under Decree #510 the amount of compensation is calculated based on a formula and only those having left Chechnya permanently may apply, maximum 125,000 roubles
- Only those with totally destroyed housing may apply under both programs

CRI Project, 31 May 2007:

"Russia has no property restitution law. There are currently several appeals before the European Court concerning the denial of restitution of property that was taken away by authorities or the various government agencies. No verdicts have yet been reached in these cases. As for restitution itself – or the return of property whose chain of transfer from one proprietor to another had been interrupted – one must note a Constitutional Court ruling made April 2005. It said that if the last proprietor was an "innocent purchaser," then the property may not be returned to an owner who had been cheated at an earlier stage. Instead of restitution, that person should be seeking compensation from the cheating party. Russian courts have turned down every single case concerning restitution for lost or seized property in the Republic of Chechnya. The main basis for these denials was a Russian government resolution on compensation payments, which fail to cover even a minor portion of the lost property."

NGO Shadow report, 28 February 2006:

"At present there are two government regulations on compensations for housing lost in Chechnya. RF Government Regulation No. 510 of 30 April 1997 established the maximal compensation of 120,000 rubles for those who abandoned Chechnya and gave up their housing on its territory. Today this sum equals €3,500, which is at least five times less than it was before the financial crisis of 1998. Regulation No. 404 of 4 July 2003 established compensations as high as 350,000 rubles, or €10,000. The payments are carried out slowly and are repeatedly discontinued for long time intervals [...]"

UNHCR, 7 August 2003:

"On 4 July 2003, the RF Prime Minister Kasyanov signed Decree # 404 "On the procedure for implementation of compensation payments for the lost housing and property of permanent residents of the Chechen Republic who were victimised as a result of the resolution of the crisis in the Chechen Republic". The Decree extends to victims of the first Chechen conflict (1994-96) by defining lost housing as "housing irremediably destroyed from 12 December 1994 onwards". This decree is based on an earlier presidential decree, which was adopted to compensate the victims of the 1994-96 Chechen conflict: Presidential Decree # 898 of 5 September 1995 "On additional compensation payments to persons victimised as a result of the resolution of the crisis in the Chechen Republic". Subsequent to the 1995 presidential decree, a governmental decree was adopted to regulate the payment of compensations to the victims of the 1994-96 Chechen conflict: RF Government Decree # 510, of 30 April 1997. As it stands, there are now two separate governmental decrees, deriving from the same Presidential Decree # 898, and which are aimed at providing compensation to the victims of the 1994-96 and current conflicts. To the extent that the recent Decree # 404 does also cover the victims of the first conflict, the relation between the two decrees is being examined in this Information Note [...]"

In comparison with Decree # 510, which contained a formula for determining the exact amount of compensation, the new Decree # 404 foresees a fixed amount of compensation (Article 2): RUR 300,000 (approx. USD 10,000) for lost housing (immovable property) and RUR 50,000 (approx. USD 1,700) for lost property (belongings, movable objects). Both types of compensation (housing and property) are linked to each other, meaning that if an individual is eligible for compensation for lost housing, he/she is automatically entitled to the RUR 50,000 compensation for lost property. This compensation can be considered a lump-sum payment, as it does not depend on the value of the lost housing and/or movable property. However, what triggers the eligibility to compensation is the fact of lost housing, irrespective of whether movable property was effectively destroyed or not. A contrario, if the housing was not destroyed but the damage was inflicted only to movable property (cars, cattle, etc.), the victim will not be eligible to compensation at all under Decree # 404. Decree # 404 further establishes a time frame for the payment of compensations, according to which the payments should be implemented in the course of 2003 – 2004 [...]

As was mentioned above, the new Decree # 404 regulates the payment of compensations to victims of both conflicts, permanently residing in Chechnya, whereas Decree # 510 provides compensations to victims of the first conflict having left Chechnya permanently. Therefore, there is one group which, in the current legal framework, is deprived of the right to compensation: the victims of the second conflict who have left Chechnya permanently (i.e. who cancelled the registration at their place of permanent residence – Chechnya – and who re-registered at their new place of permanent residence elsewhere in the Russian Federation).

See also the full Russian text of [Resolution No. 510](#) and [Resolution No. 404](#) on compensation for property destroyed as a result of military action in Chechnya.

Property compensation payments have resumed in Chechnya (2008)

- Compensation payments have been on hold since 2005
- This was because federal funds were not allocated and the list of recipients was not been finalized
- 10,000 people will receive compensation in 2008

Compensation payments resume

Prague Watchdog, 8 September 2008:

"After a break of almost a year, the payment of compensation has resumed in Chechnya. This news had long been expected in the republic. Today, the list contains the names of 39,118 people who according to official figures should receive reimbursement for the destruction of housing and the loss of property during the two wars. The resolution passed by the federal Russian government in 2003 provides for payments of 300,000 roubles per family for lost housing and 50,000 roubles for lost property. Today Moscow has allocated 13.691 bn. roubles for this purpose. But not everyone will receive the money owed them straight away. The funds will be transferred to Chechnya in instalments. The first transfer is for 3.6 bn. The Chechen authorities promise that the claimants at the top of the list will receive their compensation before the end of the present year.

In February this year a special commission composed of federal officials worked in Grozny. For a period of almost two months checks were conducted on 51,000 applications, of which only 10,800 resulted in positive decisions. Sultan Isakov, who observed the Moscow officials' work, believes

that they were deliberately biased. For example, the auditors rejected documents in which even one signature was lacking, despite the presence of certified evidence of destruction and all the necessary supporting information."

RIA Novosti, 1 August 2008:

"Chechnya will receive more than 13.5 billion rubles (\$576.4 million) in federal funds to compensate citizens for lost housing and property, the Russian North Caucasus republic's prime minister said Friday. Odes Baisultanov said more than 8 billion rubles (\$341.6 million) had been allocated for 2008. "This year 10,400 people will receive compensation," he said. A total of 47,099 people have received compensation totaling 16 billion rubles (\$683.18 million) since 2003, when the payments were launched."

УВКБ, 29 февраля 2008г.:

"На встрече с УВКБ ООН Правительственная комиссия по выплатам компенсаций в Чеченской Республике подтвердила сообщение СМИ, что 5,6 миллиарда рублей будут ассигнованы из федерального бюджета для 16 000 граждан Чечни в качестве денежной компенсации (300 000 рублей - за утерянное жилье и 50000 рублей - за утерянную собственность) согласно Постановлению № 404 "Осуществление компенсационных выплат за утерянное жилье и собственность гражданам, постоянно проживающим на территории Чеченской Республики" (4 июля 2003), а также сообщила, что жители бывших ПВР находятся в списках на первоочередное получение компенсации."

Compensation previously on hold

Кавказский Узел, 5 июня 2007 г.:

"В текущем году жители Чечни, потерявшие в ходе военных действий свое жилье и имущество, не смогут получить полагающихся им по закону компенсационных выплат [...] Дело в том, что в республиканском бюджете таких средств не заложено. Этой проблемой занимается руководство республики, но решить эти вопросы, пока не удалось [...] Согласно имеющейся информации, за прошедшие годы компенсации получили около 50-ти тысяч граждан республики."

Memorial, 31 July 2006, p. 6:

"[...] Payments of compensation for lost housing and property are virtually suspended everywhere. The country which spent 10 billion roubles on a few days of the G-8 Summit, has allocated about 20 billion roubles to date to compensate for housing of its citizens that it had ruined itself. [...]"

UN OCHA, 12 December 2006:

"[...] However, the process of compensation payments has been suspended for more than a year, awaiting Compensation Commission approval of the final list and provision of more federal funds."

Compensation not enough to build a house in Chechnya (2007)

- Average price to build a house in Chechnya is several tens of thousands of dollars
- Price of construction materials rising all the time as Chechnya is in a construction boom
- Compensation of 350,000 roubles inadequate to build a proper house
- Supreme Court decision said those who had received compensation should not lose access to additional housing assistance from the state
- Government officials acknowledge compensation sum is not enough to build a house

Grouping of Russian NGOs, 30 November 2006:

"It is impossible to purchase any housing with the trifling sum of compensation. The fact was admitted by the RF Supreme Court. The court decision of 31 October 2002 excluded from RF Government Regulation No. 510 the provision that persons who had received the state compensation for their housing lost in Chechnya forfeited their right to any other state assistance in housing [...]"

Prague Watchdog, 8 September 2008:

"It should be noted that today the sums of money calculated five years ago cover only a small part of the cost of the housing that was destroyed. Even assuming that people will receive the money that is legally owed to them in full, it will fall far short of helping them to recoup the damage caused by war. Five years ago the average price of a residential house in Chechnya was lower, and the prices of construction materials have risen several fold during the period that has elapsed since then.

As a matter of fact, the authorities even acknowledge this. On a visit to Achkhoy-Martan in May this year, Vladimir Ustinov, the Russian president's newly appointed representative in the Southern Federal District conceded that "350,000 roubles is not enough to build a house with."

ACCORD, 30 April 2008:

"As the price of building materials continue to rise in the North Caucasus, these amounts [of property compensation] are not sufficient to build a house or purchase an apartment... The above mentioned construction programmes together with the building operations going on in Sochi as a preparation for the Winter Olympics 2014 have resulted in a severe shortage of construction material in the North Caucasus. Until 2006 the building material used to be produced in Stavropol, which is located at a distance of 2 hours from Grozny. Now almost all construction material is produced in Chechnya itself, or, if the great demand exceeds its capacities, in the surrounding republics."

Prague Watchdog, 18 July 2007:

"The most daunting issue for anyone building a house is the skyrocketing price of construction materials: cement, brick, and timber. In contrast to other Russian regions, the average price of building a house in Chechnya is several tens of thousands of dollars. This is partly due to Chechens building solid bases for all their buildings, using two or three times the normal amount of cement. Oddly enough, if the foundation is all that is left of a ruined building, the owner still can say he owns a house.

There is a steady import of bricks and cement to Chechnya, as they are now the prime building materials. With careful financing, an ordinary construction base 1.5m high can be done for \$4,000 or \$5,000. A sack of cement costs 240 roubles. However, some builders find it financially beneficial to import cement from Volgograd and sell it to Chechens at a higher price; locally made cement is cheaper. The price of used bricks is three roubles whereas the imported ones go for 10-15 roubles.

A single-storey four-room house requires a minimum of 6,000 bricks. After the bricklayer has been paid, consideration must be given to the finish, the windows, doors, and water and gas connections. Costs can become astronomical, so that there is a constant battle to find the money for completion

The compensation of 350,000 roubles for destroyed property is extremely small; it doesn't even begin to pay for a fraction of the suffering a person has experienced. No one knows why this sum was decided on, but nearly every one who has received it finds it insulting. At present, it's enough to enable the members of a family to build a cottage somewhere near the village of

Selmentauzen, located between the Argun and Vedenogorges, where no one will notice the family's impoverished state."

Swisspeace, 22 June 2007:

"The ration of new housing construction is currently 80% higher than for the same period last year. In the first quarter, 8,000 sq. m. of housing was constructed, not including the restoration of parks, schools, and hospitals. According to official data, 756 blocks of flats are now ready for habitation (1,822,567 sq. m.).

Real estate prices in Grozny and its suburbs have risen several times in recent years due to the peace oriented nature of the population. Today a traditional "Soviet" land-plot of 600 sq. m. around Grozny costs from \$10,000 to \$30,000. A two room apartment in a block of flats is up to \$50,000. Just a while ago, these prices were three times lower."

Receipt of compensation in Chechnya is slow (2007)

- From 35,000 to 50,000 families living in Chechnya have received compensation
- Continuity and regularity of the compensation process needs to be ensured for IDPs to secure a durable solution

Caucasian Knot, 14 December 2007:

"The Rostov Region will pay compensation to the persons who have fallen victims in Chechnya. The total sum of payments will make 1,318,000 roubles...This sum of money has arrived from the Federal Migration Service (FMS) of Russia for the Rostov Region. The sitting of the Commission has considered 13 applications. The applicants will receive a total of 1,443,000 roubles. 125,000 roubles from the FMS of Russia to one more applicant will be paid in early 2008...Thus, all the applications from citizens received this year by the Department of the Federal Migration Service for the Rostov Region will be satisfied."

CRI Project, 31 May 2007:

"In addition, the payments based on resolution No. 505 are made excruciatingly slow. Since 1997, only 36 792 families have received compensation. Payments have been made to 45 447 families. As a result, thousands of families that once lived in the Republic of Chechnya, no matter their nationality, remain scattered without any housing throughout various regions of Russia."

UNHCR, 30 June 2007:

"As for the support to put an end to the displacement situation, IDPs report an allegedly bleak picture, despite their efforts. Out of the 1,097 families surveyed, 983 (89.6%) declared not having received any form of assistance. Some 448 (40.8%) declared having submitted applications for different types of governmental support but only 46 families (4.2% of the overall families and 10.3% of the applicants) in fact reported to have received assistance.

The most requested type of assistance (85.9% of the 448 applicants, or 35.1% of the overall TSs' families) has been the compensation for lost housing and property, according both to Decree # 510 of 30 April 30 1997 (150,000 RR); Decree # 404 of 4 July 2003 (350,000 RR). Interestingly, more families (48.4% of the overall applicants or 35.1% of the overall TSs families) seem to have resorted to the Decree # 510 and a slightly inferior part (37.5% of the overall applicants or 15.3% of the overall TSs families) to the Decree # 404. 5.6% and 5.1% of the overall 448 applicants from Ingushetia have applied to land plot either in Chechnya or in Ingushetia. 2% of the applicants requested housing subsidies, for which there is no current existing programme in any of the

Republics, and only 0.2% of the IDP families residing in TSs in Ingushetia who have applied for State assistance have asked for a room in a TAC in Chechnya [...]

The continuity and regularity of the compensation process remains an issue in Chechnya and needs to be ensured to satisfy the still significant segment of applicants from TACs/TSs (78.1% of all families possessing a totally or partially destroyed property) who have applied and who may rely on this support as a start-up for the reconstruction or as a complement to the assistance received from international actors involved in shelter projects."

Memorial, 31 July 2006, p. 6:

"[...] Out of the total number of IDPs living in TAP [temporary accommodation points] on the territory of the Chechen Republic, i.e. of 39,000 people, only 3,600 persons have applied for compensation. Of them the housing of only 2,500 people has been put on the lists of destroyed property, which is a prerequisite to qualify for payment of the compensation. And only 977 families so far have received the compensation [...] All in all, 39,000 families [resident in Chechnya] have been paid compensation, which corresponds to 14 billion rubles allocated to these purposes in the federal budget."

Кавказский Узел, 5 июня 2007 г.:

"[...] Согласно имеющейся информации, за прошедшие годы компенсации получили около 50-ти тысяч граждан республики."

Serious flaws in the implementation of the compensation programme in Chechnya (2008)

- Compensation program riddled with corruption, including false applications and pressure to pay bribes to officials upon receipt of compensation
- Only those with fully destroyed housing are qualified to receive compensation
- IDPs who have applied for compensation are stricken off the register to receive food assistance and many must then borrow money while waiting for their compensation
- Compensation is an ineffective remedy
- Differential compensation schemes for current and former residents of Chechnya

Differential compensation schemes for current and former residents of Chechnya

CRI Project, 31 May 2007:

"The compensation is awarded only to residents of the Republic of Chechnya, but the payment sum is small, not paid to everyone, and drawn out over extended periods of time even when made. An April 20, 1997 government resolution No. 51056 set the limit of property compensation payments to RUB 120 000, which prior to the 1998 default equalled about USD 20 000. Today it is worth about USD 4000-5000—, a too small amount for a family to obtain housing. A July 4, 2003 government resolution No. 40457 set compensation for completely destroyed housing in the Republic of Chechnya at RUB 300 000 plus an additional RUB 50 000 for lost property. It should be underscored that this decision concerns only people who continue to live in Chechnya. Families whose housing is deemed to be less than 80 % ruined are not eligible for compensation. An official representative of an international human rights organization believes that the new level set for compensation payments is enough for a family to gain new housing if that sum is paid in full (in other words, if the family is not forced to pay bribes to secure the payment), and if the family is not forced to use the money to pay off debts and cover their daily expenses...Another worrying factor is the difference in size of compensation payments made to those who returned to Chechnya and those who preferred not to do so. Between 1997 and 2003, no compensation

payments were made in Chechnya at all. But after 2003, IDPs who stayed on in Chechnya began receiving payments between two and two-and-a-half times higher than those living in other regions of Russia. Since most people who permanently left Chechnya are ethnic Russians, politicians who speculate on ethnic grounds started to complain about discrimination against ethnic Russians, hoping to divide the former neighbours and potentially start a conflict between them."

Memorial, 31 July 2006, p.11:

"[...] The difference in compensations for lost housing and property paid to those residing in the Chechen Republic and those who decided to never return there has become an additional traumatizing factor for IDPs. Resolution of the Government of the RF No. 510 of April 30, 1997 set the minimum amount of payments in compensation for lost housing at 120,000 rubles, which amounted before the 1998 default in Russia to approximately 20,000 US dollars. Today it is impossible to buy housing for a family with that sum of money, which does not exceed 4 to 5 thousand dollars.

According to Resolution of the Government of the RF No. 404 of July 4, 2003, the amount of payment made in the Chechen Republic in compensation for completely destroyed housing stands at 300,000 rubles. Since the majority of those who have left Chechnya, never to return, are ethnic Russians, the issue is raised of discrimination of ethnic Russian citizens versus Chechens, which drives a wedge between the people who were once neighbours and creates conditions for a new confrontation. And it is forgotten in the process that between 1997 and 2003 no compensations at all were paid in Chechnya."

[...] [In areas of Russia outside the North Caucasus], subsidies that are allocated for forced migrants to buy housing are negligible. For instance, in Udmurtia, the disbursed amounts of 16 to 20 thousand rubles can buy virtually nothing even in remote villages. In the Volgograd Region, a family of three to four people gets 80 to 100 thousand rubles, while the price of one square meter of housing in the region is between 8 and 10 thousand rubles and in the city of Volgograd it hits 17 thousand and more. Therefore, with the allocated money such a family can buy only ten square meters of housing outside the region's capital or five square meters in Volgograd.

[...] Besides, payments under Resolution No. 510 are made very slowly. Since 1997, only 39,000 families have received the compensation. Of course, this results in the situation when thousands of families of former residents of the Chechen Republic, irrespective of their ethnic origin, are left without shelter across Russia."

Compensation is an ineffective remedy

Swisspeace, 31 October 2006:

"Chechens can apply for compensation payments for households and properties destroyed by military actions. However, the sum of 350 thousand roubles, allocated in 2003, by no means indemnifies the people for their losses. Furthermore, 14% of this sum was lost due to inflation caused by enormously increased costs for building materials. Finally and most importantly, the issue of moral damage compensation has so far largely been ignored."

Memorial, 31 July 2006, p.11:

It is impossible to buy housing with the miserable sum of that compensation. This fact was acknowledged by the RF Supreme Court."

Corruption in compensation application and payment process

Prague Watchdog, 8 September 2008:

"However, after several months this settlement of accounts was halted by the republic's leader, Akhmad-Khadzhi Kadyrov. The reason was theft and corruption. Countless numbers of false claimants appeared, wanting money. Fraudsters forged certificates, while officials would sign any false document for the appropriate bribe. Banking intermediaries used such documents to help people jump the queue and cash the certificates in return for a share of the proceeds. It is hard to find anyone in Chechnya who has obtained compensation by legal means. The most persistent managed to obtain their payments on the third attempt, but most had to part with 30 to 50 percent as a bribe for the officials who drew up their claims.

After a while the payments were resumed, but no headway was made in coping with the arbitrariness and corruption. On the contrary, the situation grew markedly worse, and so the issue was addressed by the FSB, the Chechen prosecutor's office and the republic's interior ministry. Soon the culprit was found. This was Abubakir Baybatyrov, the head of the government compensation payments commission. He was not only sacked, but was quickly brought from Moscow to Chechnya under armed guard, charged with all manner of abuses. The investigation established that Baybatyrov had embezzled 18,055,000 roubles. Moreover, he was charged with having illegally created a new subdivision within the commission."

Prague Watchdog, 4 October 2007:

"More than twenty people are being held at a remand prison in the city of Grozny under investigation on charges of fraud concerning compensation payments and obtaining money under false pretences. Almost half of them are women.

Many of the defendants say that material hardship in the absence of normal and stable earnings drove them to deceive the state. They obtained payments for non-existent properties by means of forged documents, and some have insisted that they are innocent and were simply set up.

Among the prisoners there was even an 83-year old woman who had also received unlawful compensation. She was released on bail on the orders of President Kadyrov, who visited the remand centre a few days ago.

Chechnya is at present living in anticipation of a resumption of the compensation payments which were suspended more than a year ago. It is rumoured that the funds to compensate 20,000 applicants have already arrived from Moscow and that payments may resume this month. However, no official information from the authorities about this has appeared in the media. According to a source close to the compensation commission, after these 20,000 claimants are paid the question of compensation will be closed indefinitely.

For their part, the authorities have said that they will take action against those who are trying to make profit from the payments, whether it be ordinary citizens or government officials. However, there is little hope of this, because the interests of these people are the subject of lobbying at the highest level. Even so, the Chechen prosecutor's office says that 17 local village administration heads have been sentenced to various terms of imprisonment for forgery and fraud in the sphere of economic crime, including the unlawful receipt of compensation."

COE, 15 March 2006:

"Corruption remains rife, affecting even the compensation money for the reconstruction of destroyed property."

Мемориал, 19 января 2007 г.:

"[...] Между тем, компенсационные выплаты за утерянное жилье (350 тыс. руб.) с начала 2005 г. практически приостановлены. Люди, уже подписавшие заявления на компенсацию и исключенные из списков ВПЛ, остаются предоставленными сами себе, занимая деньги под будущую компенсацию. Компенсации в значительной мере тратятся на откаты, взятки чиновникам и текущие расходы [...]"

Memorial and Civic Assistance Committee, 13 March 2007:

"Все слышаны о том, что процесс приема документов на компенсацию и ее выплаты сопровождается в Чечне серьезными злоупотреблениями. Опрос позволяет добавить лишь некоторые краски к этой картине.

Один из беженцев не подал документы на компенсацию, потому что «не смог заплатить за акт разрушения 15 тыс. руб.». Многие из тех, кто сумел подать документы, через некоторое время узнали о том, что их документы потеряны, и им пришлось собирать их вновь, неся соответствующие расходы. Но часто сведения об утрате документов оказывались ложными, и документы «находились» после того, как заявители давали или подтверждали свое согласие дать взятку.

- «Документы приняты в 2003 г. в Веденском районе, все время теряются и не находятся, пока не пообещаешь часть компенсации» (67)
- «Сдавали документы на компенсацию в 2003 г. - есть расписка, теперь их не могут найти, так как не согласились на 50%» (74)

Compensation applicants de-registered from government assistance lists**Memorial, 31 July 2006, p.11:**

"Simultaneously, people who have filed applications for compensations are struck off the registers for food allowances at TAPs. The order to this effect has been given to the head of the Chechen Republic Migration Agency by the leadership of the Federal Migration Service of Russia. This results in IDPs, deprived of support, borrowing money against their compensation. When they are eventually paid the compensation, the IDPs have to spend it on repaying their debts and sustaining their everyday lives.

No compensation for repairable housing**Memorial, 31 July 2006, p.11:**

"[...] Resolution of the Government of the Russian Federation No. 404 of July 4, 2003 set the amount of payment to be made in Chechnya in compensation for lost housing and property at 350,000 rubles (approximately 10,000 euros) per family per one completely destroyed structure. No compensatory payments are payable for housing which has been found restorable. Payments are made very slowly, with periodic interruptions for a long period of time. Besides, the Chechen Republic leadership openly admits that people in Chechnya have to repay 30% to 50% of the compensation's amount as a bribe to have it awarded, which is also noted in [Council of Europe Commissioner for Human Rights] Mr. Gil-Robles' report. All in all, 39,000 families have been paid compensations, which corresponds to 14 billion rubles allocated to these purposes in the federal budget."

Compensation for IDPs from North Ossetia (2008)

- Forced migrants who lost their homes as a result of the Ossetian-Ingush conflict in 1992 are eligible for government support for housing construction under Resolution #274 of 6 March 1998 and amendments
- Some IDPs living in Maisky reported they had received compensation for their homes in Prigorodny district
- Regional Federal Migration Services offices decide on applications

Правительство Российской Федерации, 8 января 2007 г.:

"Вопрос: Какая государственная поддержка оказывается вынужденным переселенцам, лишившимся жилья в результате осетино-ингушского конфликта в октябре – ноябре 1992 года в жилищном обустройстве?

Ответ: ФМС России в рамках Постановления Правительства Российской Федерации от 6 марта 1998 г. № 274 «Об оказании государственной поддержки гражданам Российской Федерации, лишившимся жилья в результате осетино-ингушского конфликта в октябре-ноябре 1992 г.» (с изменениями от 16 августа 2002 г., 30 декабря 2005 г.), осуществляет возложенные, по оказанию государственной поддержки в жилищном обустройстве при условии получения ими в установленном порядке статуса вынужденного переселенца. Принятие решения по оказанию государственной поддержки в жилищном обустройстве вынужденным переселенцам, лишившимся жилья в результате осетино-ингушского конфликта в октябре-ноябре 1992 года, осуществляет Межрегиональное управление ФМС России расположенное на территории РСО - Алания по адресу: г. Владикавказ, пр. Коста, д. 34 и на территории Республики Ингушетия по адресу: г. Назрань, ул. Московская, д.30. Для получения государственной поддержки необходимо обратиться в УФМС России по Республике Северная Осетия-Алания либо Республике Ингушетия. Для получения свидетельства в Межрегиональное управление ФМС России."

Кавказский Узел, 29 июня 2008г.:

"В Ингушетии временные переселенцы из Северной Осетии и Чечни готовят к сдаче документы на получение компенсации за утраченное жилье и имущество в результате конфликтов в их республиках.

Все необходимые документы переселенцы должны сдать в Федеральную миграционную службу до 1 июля этого года. По утверждению "Чеченского комитета национального спасения", люди уже не первый раз за многие годы своего изгнания подают в эти инстанции такие документы.

"Возможно, на этот раз федеральные и региональные власти решили серьезно заняться этим вопросом, чтобы окончательно закрыть печальную страницу в современной истории чеченцев и ингушей. Это касается не только возмещения ущерба, но и возвращение на постоянное место жительства", - указывают в ЧКНС.

"Кавказский узел" уже неоднократно сообщал о проблемах в МКП переселенцев из Северной Осетии. Так, в начале марта 2008 года в селение Гази-Юрт Назрановского района Ингушетии была прекращена подача электроэнергии. Причиной отключения электричества вынужденным переселенцам явилась задолженность по оплате за потребленную электроэнергию.

Напомним, что на проходившем 7 ноября 2007 года в городе Назрань собрании представители общественности Ингушетии выразили обеспокоенность положением вынужденных переселенцев из Пригородного района РСО-Алания и вновь призвали руководство страны активизировать работу по их возвращению в места постоянного проживания."

Кавказский Узел, 28 июня 2008 г.:

"В Ингушетии временные переселенцы из Северной Осетии и Чечни готовят к сдаче документы на получение компенсации за утраченное жилье и имущество в результате конфликтов в их республиках. Все необходимые документы переселенцы должны сдать в Федеральную миграционную службу до 1 июля этого года. По информации "Чеченского комитета национального спасения", люди уже не первый раз за многие годы своего изгнания подают в эти инстанции такие документы."

CRI Project, 31 May 2007:

"The Ingush, the former residents of the Prigorodny district of North Ossetia–Alania, who were banished from their homes in 1992 during the armed stage of the Ingush-Ossetian conflict, receive compensation if they agree to return to their homes or — as authorities are not able to secure returnees in some villages — to settle in a new place.

These compensations are several times higher than those paid to the residents of Chechnya. They range from RUB 700 000 to 2 million per family, a sum that enables a family to obtain real, acceptable housing."

UN CERD, 13 October 2006:

"79. Pursuant to Presidential Decree No. 1285 of 6 October 2004 on facilitating official efforts to develop relations between the Republic of North Ossetia-Alania and the Republic of Ingushetia, the Federal Migration Service has been given the extra task of managing the aftermath of the Ossete-Ingush conflict. To carry out this mandate, which includes organizing installation support for forcibly displaced persons who lost their homes in the Ossete-Ingush conflict in October and November 1992, an Interregional Authority of the Federal Migration Service has been set up, based in Vladikavkaz... The Federal Migration Service prepared and on 30 December 2005 the Russian Government adopted Decision No. 846 amending and supplementing Government Decision No. 274 of 6 March 1998 on State assistance to Russian citizens who lost their homes in the Ossete-Ingush conflict of October-November 1992."

Новая Газета, 10 августа 2006г.:

"Когда государство решило интенсивно возвращать ингушей на прежние места проживания, вскрылось множество проблем. Главная проблема — это, как обычно, деньги. Людям, которые потеряли свои дома, положены деньги на их восстановление. Компенсацию выплачивают, учитывая размеры прежнего дома, разрушенного во время войны. Но теперь, столько лет спустя, люди не могут подтвердить размеры домов — записи в хозяйственных книгах потерялись, а может, их там и вообще не было.

В Миграционной службе все это прекрасно понимают:

— Просить этих людей достать хозяйственные книги — это все равно что просить их достать луну, — говорит замдиректора ФМС Вячеслав Поставнин на встрече с жителями села Майское.

Специалисты ФМС придумали механизм, по которому через суд можно подтвердить свои прежние владения. Они разработали типовой иск, который суд без особых проволочек удовлетворяет. По ингушскому телевидению крутят ролики, в которых жителям рассказывают о том, как можно получить компенсацию. Но все равно такой поход в суд — это целое дело. И быстро с ним не управиться.

Потом еще такой момент: компенсационные выплаты положены только тем, у кого еще сохранился статус вынужденного переселенца. А остальным, кто уже когда-то получил на руки хоть какие-то деньги, больше ничего выплачивать не будут.

Компенсация давно уже кончилась: работы в Майском нет, а нужно было как-то жить. Дети Лидии Темирбиевой не ходят в школу — им просто не в чем туда ходить. Какие уж тут книжки-тетрадки. Никакого просвета для этой семьи не предвидится, потому что с формальной стороны их проблема уже решена: статус вынужденных переселенцев с них сняли, компенсацию они получили.

По сравнению с Темирбиевыми Патимат Дзейтова практически счастливица. Вагончик, выданный ее семье несколько лет назад, уже сгнил и во время дождя течет, как решето. Статуса переселенцев у Дзейтовых тоже нет, компенсацию они давно потратили на еду и

одежду для детей, которых в этой семье шестеро. Но зато у Патимат подрастают сыновья, и им скоро идти в армию. Патимат рада этому обстоятельству:

— В армии никто не будет спрашивать, в вагончике ты жил или в отдельной квартире. Всем дадут отдельную койку, всех оденут, всех будут одинаково кормить.

Как рассчитываются выплаты за разрушенные дома

Чтобы получить компенсацию, сначала беженцам надо подтвердить, что это жилье у них было. Для этого их просят предъявить запись из хозяйственной книги. Как правило, в хозяйственных книгах никаких записей не находится, а порой не находятся и сами хозяйственные книги. А самоличные замеры фундамента к делу пришить нельзя. Тогда переселенцы должны идти в суд и доказывать там, что у них был дом размера, допустим, восемь на двенадцать.

После того как суд установит, что дом был, люди могут рассчитывать на компенсацию. Определяется она исходя из стоимости квадратного метра жилья в Осетии или Ингушетии, в зависимости от того, где человек думает строиться. В Осетии ему дадут 8800 рублей за квадратный метр, в Ингушетии — 8200.

Одиноким людям предполагается выплачивать компенсацию за 33 кв. метра жилья, семье из двух человек — за 42 кв. метра. Если семья большая, то на каждого члена будут положены деньги за 18 кв. метров площади."

Время, 11 апреля 2006 г.:

"В городке беженцев в Майском есть люди, которые говорят, что уже получили деньги за свои дома и квартиры в Пригородном районе."

For more information on government housing assistance for IDPs who lost their housing during the Ossetian-Ingush conflict, see Постановление №274 от 6 марта 1998г., Положение об оказании государственной поддержки в жилищном обустройстве вынужденным переселенцам, лишившимся жилья в результате осетино-ингушского конфликта в октябре-ноябре 1992г.

Limited compensation for destroyed properties in Dagestan (2002-2003)

- In Dagestan, 90 percent of the local residents who had their houses destroyed received substantial compensation
- Villagers complain that compensation was insufficient or was not paid

Updated information on this topic could not be found among the sources consulted.

ICRC July 2002, Dagestan, p. 21

ICRC economic security survey in Dagestan (July 2002)

"State compensation for damages and loss of housing and property during the hostilities has been promised by both the Dagestani and Chechen authorities. Over 80% of the [residents affected by the hostilities] and other 90% of the IDP [households] report that their house was damaged or destroyed during the hostilities. Almost 90 % of [the residents affected by the hostilities] who had damaged houses have received substantial compensation, although only 1% of IDPs have received compensation for their damaged/destroyed houses in Chechnya.

Compensation funds received by the [residents affected by the hostilities] have been largely used to either purchase a new house, rebuild/repair the damaged house or repurchase lost possessions, enabling the majority of these [households] to regain their self-sufficiency, although some of these funds have been put into savings and play an important role in the monthly economy of these [households]. The majority of both [the residents affected by the hostilities] and IDP [households] who have not yet received their entitlements are economically vulnerable and the lack of ownership of a house, land and productive assets continues to negatively impact on these [households]."

IWPR, 19 July 2003:

"Four years ago, the Dagestan mountain village of Tando was briefly at the centre of world attention, as the then Russian prime minister Vladimir Putin publicly praised the residents for their spirited resistance to Chechen militants.

Those clashes in the west of Dagestan marked the beginning of the second war in Chechnya in October 1999 - and also the swift political rise of Putin, who was elected Russian president soon after.

However, Tando still lies in ruins. The village was destroyed in the fighting and only a few piles of stones mark its former location in a mountain gorge. And, along with the residents of a further three villages which suffered during the clashes, its people complain that they have been forgotten.

Today, 126 families live in the new village of Tando, built from scratch near what used to be the orchard of a collective farm. It was too dangerous to rebuild in the old location, as locals still give a wide berth to the ruins of their former homes for fear of mines.

Five people - some of them children - have been killed by ordnance in the Botlikh district in the past two years.

The lives of the villagers here were turned upside down in August 1999, when groups of heavily armed Chechen guerrillas led by warlord Shamil Basaev and his Saudi comrade-in-arms Khattab invaded. Brandishing the banner of fundamentalist Islam, they declared Dagestan an independent Islamic state.

Russian troops, backed by heavy artillery and warplanes, drove the Chechens out in September. Putin personally took charge of the operation, and within a month, federal forces were moving back into Chechnya.

Three more villages - Rakhata, Ansalta and Shodroda - are around a kilometre away from the district administrative centre Botlikh, which found itself in the thick of fighting in 1999. Unlike Tando, these villages survived, but the damage was very heavy and life has not yet returned to normal.

More than a thousand families live in Rakhata. Aside from a few crippled armoured personnel carriers littering the streets, there is little reminder of the fierce fighting that took place here four years ago. In Ansalta, which has a similar population, many houses are still in ruins.

The government promised to compensate the local residents whose homes were destroyed or badly damaged. However, many families affected say they have only received small sums for repairs. In Shodroda, 83 people were never compensated for their lost property. In Ansalta the figure is 60 and in Rakhata, 42.

One Botlikh district official, who would give his name only as Abdurakhman, told IWPR, 'The district court has been flooded with claims from the local villagers, and I have been personally involved in 150 hearings.'

Majid Gamzatov from Rakhata used to keep a shop, but this was looted and destroyed during the fighting - and he's now out on the street.

He claimed that the lists of villagers entitled to compensation were drawn up clandestinely by local officials, saying, 'They told us nothing, and did not show us any papers.'

'No one knew what they were entitled to. Many villagers were gullible enough to trust the officials and no one claimed anything,' he said, adding that he and his five brothers were eventually granted a one-off compensation sum.

Some villagers in the district lost their entire apricot harvest - for many, their only form of income - in the fighting, but the government has not compensated private businessmen such as fruit farmers. Junaud Omargajiev from Ansalta is a tractor driver with five children who worked hard to provide two houses for his extended family. All of his property - including four cows - was destroyed in the fighting. While one home remained standing after the initial assault, the guerrillas seized it for use as a field hospital, and later wrecked it completely.

He received around 1,300 US dollars per family member in damages for the lost house, and only around 40 dollars for the cattle. 'I never even tried to claim compensation for my second house,' he said. 'A government official warned us that each family would be compensated for only one.'

Villagers who believe that they have been cheated besiege government offices every day to press their claims, which are believed to exceed 1.7 million dollars. But in most cases, officials simply shrug their shoulders and say they are unable to help."

PATTERNS OF RETURN AND RESETTLEMENT

Return to Chechnya

IDPs face obstacles to return to mountainous villages in Chechnya (2007)

- 2,500 people from mountain villages in southeastern Chechnya were uprooted by fighting
- Main obstacles to return to mountainous villages are lack of physical security, destroyed housing, lack of public infrastructure and issues making cattle rearing difficult
- The elderly do not want to return because of the lack of medical services and youth do not want to return because of the lack of activities there and insecurity
- In 2007, more than 5,000 people returned to Vedensky region

Swisspeace, 15 November 2007:

"People began to return to mountainous settlements that were completely abandoned due to hostilities and destruction caused by the two wars in Vedensky and other regions. During 2007 more than 5,000 people returned to the Vedensky region."

Кавказский Узел, 21 июня 2007г.:

"Рамзан Кадыров как-то сказал, что до декабря 2007 года все беженцы, которые оставили свои дома в горных селениях, должны вернуться домой. Следуя заявлению президента Чечни, местные чиновники не дают бежавшим от войны людям регистрации. Благодаря этому внутренне перемещенные лица, как их называют, живут в постоянном страхе за себя и свой дом.

Вернуться в свои дома горцы хотели бы, да не могут, так как в горных районах республики до сих пор продолжаются обстрелы. Отсутствие безопасности - это основной фактор постоянного оттока людей из горных сел Чечни. Военное руководство в свою очередь отрицает факты обстрела населенных пунктов.

Еще одна причина, по которой люди не могут возвратиться домой - неадекватные условия образования и медицинской помощи. Там, где населенные пункты еще существуют за счет небольшого количества оставшихся поселян, ощущается острая нехватка профессиональных кадров. В некоторых селах существуют лишь начальные школы, а уровень русского языка среди чеченских школьников в горных местностях равен почти нулю.

По словам представителя Комитета "Гражданское содействие" Елены Буртиной, практически во всех случаях причиной исхода людей из гор было насилие со стороны военных. Согласно опросам, каждая четвертая семья потеряла кого-то из близких в ходе боевых действий, почти каждый мужчина прошел через побои. "Больше всех людей выехало после 2002 года. Теперь возвращаться в горы страшно", - говорит Елена Буртина."

IWPR, 16 August 2006:

"In the village of Yarysh-Mardy in the hills south of the Chechen capital Grozny there is no sign of life. Yarysh-Mardy used to have a population of 620, a school, a library, a cultural centre, a post office and a mosque. Now there is nothing. All the houses were completely destroyed back in 1999, at the beginning of the second Chechen campaign. Since then, the village has become

overgrown with vegetation and has become a closed zone. There are dangers everywhere - mainly so-called "butterfly mines", dropped from aeroplanes, and unexploded ordnance.

Even the few wild animals you see are wounded or maimed: wild boars and pigs that are missing a leg, birds with no wings or hares without ears. This is a picture of devastation repeated across the hills of Chechnya. Although the authorities in Moscow have declared the war against rebels won, the residents of these villages say they see no prospect of getting back to normal life any time soon [...]

"Unbearable living conditions mean that we are seeing constant displacement from the mountains to the plains of the republic. In the on-going clashes between the federal soldiers and the fighters in Chechnya's mountainous areas, the civilian population is generally the victim." The mountain villagers are mostly forced to live with relatives or in makeshift accommodation in other parts of Chechnya.

Memorial reported that in 2002, two and a half thousand people from mountain villages in southeastern Chechnya were uprooted by fighting. However, because these people were displaced within Chechnya itself, their plight has not been dealt with by the republic's migration department.

Markha Akhmadova, head of the demographics department of the government statistics agency Chechenstat, told IWPR, "The mountain villagers want to go home to their own land, but the army is there. They can't let them into their villages because they still haven't been de-mined and it's simply too dangerous to live there." Akhmadova said it is impossible to determine how many people have moved from one village to another, since they stay registered in their original homes in order to get compensation for their destroyed property.

The villagers' main request is for rehabilitation work to begin so they can go home. Ruslan Musayev, a regional government official in Grozny, told IWPR reconstruction work would be finished by the end of the year in Yarysh-Mardy. But villagers say they see no signs of progress. And other villages have the same complaints."

Мемориал, 15 марта 2007 г.:

"В завершение беженцам задавался вопрос, планируют ли они возвращаться на прежнее место жительства, и, если планируют, то при каких условиях. На этот вопрос было зафиксировано 102 ответа: 52 человека ответили отрицательно, 11 – положительно, а 39 выразили готовность вернуться в горы при определенных условиях.

Оценивая результаты этого опроса, необходимо иметь в виду политический и культурный контекст, в котором он проводился. Как уже говорилось, власти республики подталкивают людей к возвращению в горы, не подготовив для этого самых элементарных условий. Отвечая на наш вопрос, беженцы нередко в той или иной форме реагировали на это давление: кто-то отвечал сдержанно или уклончиво, кто-то, напротив, с вызовом, как бы возражая тем, кто пытается принять решение за него. В то же время преданность родным местам, стремление вернуться туда, как бы далеко и надолго не забросила судьба, - важнейший элемент культуры чеченцев.

Итак, почему же половина опрошенных нами беженцев не имеет намерения возвращаться в горы? Первое и самое главное – страшно. Так одним словом определила причину своего нежелания возвращаться в горы женщина из с. Хашты-Мохк (98). Этот мотив звучал практически во всех разговорах с беженцами. Страшно - из-за продолжающегося насилия со стороны военных. Страшно выйти за село – из-за мин.

Страшно жить в пустом селе, если что случится, некого будет звать на помощь. Страшно - из-за того, что в село стали забегать расплодившиеся за годы войны дикие животные.

Второе и не менее важное – некуда возвращаться, нет жилья. Об этом также говорили почти все, кто решил остаться на равнине.

Третье – невозможно заниматься скотоводством, главным источником существования в горах, - из-за мин и уничтожения скота военными.

Четвертое – отсутствие элементарных современных условий существования: дорога, свет, газ, школа, медпункт...

Многие говорили, что пока не собираются возвращаться. Их решение носит временный характер и может измениться с изменением ситуации. Так что часто между решением не возвращаться в горы и намерением вернуться туда при определенных условиях нет длинной дистанции.

Однако большинство из тех, кто готов вернуться в горы, называют вполне конкретные условия. И эти условия состоят в устранении тех причин, которые заставляют их земляков отказаться от мысли о возвращении в родные села. Это – безопасность, восстановление жилья и инфраструктуры.

Часть беженцев в качестве условия возвращения в горы справедливо называют непосредственную помощь им со стороны государства в строительстве жилья и обустройстве, в том числе – в восстановлении поголовья скота, уничтоженного военными или распроданного самими беженцами для того, чтобы выжить на равнине...

Помимо этого, властям республики, если они хотят, чтобы горцы вернулись в свои села, необходимо иметь в виду еще одно обстоятельство. Как сказала одна женщина, на равнине они «почувствовали вкус к спокойной жизни». И заметила, что здесь «школа лучше». То есть они почувствовали также и вкус к более благоприятным, чем в горах, условиям существования (школы, врачи, магазины, дороги и многое другое). Жизнь в горах, даже в мирное время, скуднее и труднее, требует большей выносливости, больших физических сил и более скромных потребностей. В этом смысле характерна реплика одной женщины на вопрос о возможном возвращении: «Была бы помоложе и поздоровее, там силы нужны» (96). Тем, кто привык к более современным и комфортным условиям существования, уже нелегко будет вернуться в суровый горский быт. Может быть, этим объясняются разногласия в одной семье: муж хочет вернуться, а жена - нет. Но муж понимает, что «женщине там трудно: газа, ничего нет» (57).

Третий случай получил в республике некоторую известность. Дело в том, что жители полностью разрушенного села Тазен-Кала предприняли попытку вернуться в горы под влиянием уговоров со стороны главы администрации Веденского района, товарища Р.Кадырова, активно проводящего в жизнь его требование вернуть беженцев к местам их прежнего жительства. Выезд мужчин в горы был согласован с местным комендантом, который обещал их не трогать. Тем не менее, примерно через месяц после начала работы в селе они были арестованы. По-мнению коллег из Правозащитного центра «Мемориал», работающих в Чечне, возвращение людей в свои села противоречит интересам военных, так как может помешать им контролировать ситуацию в горах, ограничивает их свободу действий. Вероятно, этот случай должен был остановить многих беженцев, думающих о возвращении в горные села...

Как показал наш опрос, некоторое общее влияние на характер ответов о возвращении оказывает только возраст. Оказалось, что среди людей старше 60 лет большинство (7 из 11 опрошенных) не намерено возвращаться в горы, среди людей в возрасте от 45 до 59 лет больше половины (25 из 42) хотели бы вернуться, среди людей в возрасте от 30 до 44

лет больше половины (17 из 30), напротив, не желают возвращаться, и еще меньше желающих (6 из 16) среди молодежи в возрасте до 30 лет.

Видимо, старики не хотят возвращаться из-за бытовых трудностей и отсутствия медицинской помощи. Молодым в горах, с одной стороны, скучно, с другой – страшно. И в равнинной части Чечни молодежи некуда себя девать, но все же круг общения там шире, можно прогуляться по улицам, заглянуть на рынок, в школу. В городах и больших селах кое-где сейчас есть интернет-кафе, спортивные секции. В горах, конечно, ничего этого нет. И на равнине молодые мужчины – главный объект охоты со стороны вооруженных людей в масках и без. Но в горах, где фактически продолжаются боевые действия, молодые люди находятся в еще большей опасности. Только люди среднего возраста, которых не мучают болезни и не дают скучать житейские заботы, более других склонны думать о возвращении в горы в надежде наладить привычные способы добывания средств к существованию."

Радио Свобода, 17 марта 2007 г.:

"Когда они уезжали оттуда, это действительно были акты отчаяния. Они бросали часть домов, которые были еще целы. За эти годы эти дома обветшали уже сами по себе, и разобранными военными, которые там дислоцируются. Фактически им возвращаться некуда, у них нет домов. Государство должно им помочь восстановить, во-первых, свои дома, восстановить дороги, провести газ, свет, очистить родники. И потом еще одна проблема, о которой никто не волнуется, это размножение диких животных: шакалы, волки, дикие кабаны уже открыто бродят по этим селам и на людей уже нападают. А у людей нет даже охотничьего оружия, они не могут пользоваться им. Раньше этим целенаправленно занимались, отстреливали. Так что условий для проживания у них даже при очень большом желании сейчас нет, государство должно им помочь это сделать [...] Существует минная опасность – это тоже одна из причин того, что люди не могут вернуться в свои села. Естественно, основным фактором, не дающим вернуться людям к своим очагам, является все-таки безопасность в первую очередь. А вернуться в свои села у них желание очень огромное."

See also "[Chechens yearn to return to mountains](#)," *Institute for War & Peace Reporting*, 5 April 2007.

Poor conditions for returnees in Chechnya (2007)

- Only half of returnees could find a space to live in temporary accommodation
- Returnees must also contend with the lack of jobs, poverty, lack of social assistance

Мемориал, 19 января 2007 г.:

"Между тем, положение беженцев по-прежнему остается не простым. Бытовая неустроенность, безденежье, отсутствие необходимой социальной поддержки являются привычными атрибутами существования ВПЛ. Только часть из вернувшихся в Чечню смогла найти пристанище в ПВР и МКП. Реальная вместимость пунктов размещения ВПЛ значительно меньше, поэтому около трети зарегистрированных состоит там лишь на довольствии, проживая фактически в частном секторе. ПВР в настоящее время интенсивно закрываются."

Returnees from Ingushetia displaced again within Chechnya (2007)

- Number of returnees to Chechnya increased considerably in 2004
- People returning to Chechnya are accommodated to collective temporary centres
- MSF had concerns about how return process was managed and whether health and well being of returnees were taken into account in planning for return

Updated information on this topic could not be found among the sources consulted.

UN, 4 September 2007:

"There is a reported outflow of IDP population from Ingushetia to Chechnya. IMC reported the on going migration processes within IDP population in settlements with increasing number of IDPs moving into settlements in Nazran. In addition, IMC reported that in a two week period more than 900 people (from 13 of 32 IMC assisted IDP settlements) left for Chechnya. Largely it is linked to the situation escalation in Ingushetia in increased presence and special operations by the Russian federal forces and more or less comparative stability in Chechnya. There is an increase fear for potential pressure on young men from the present law enforcement structures."

Conflict and Health, 13 March 2007:

"Recent developments in the Caucasus have overtaken the situation surveyed in early 2004, with the authorities rapidly closing the spontaneous settlements in Ingushetia and sending the IDPs back to the Temporary Accommodation Centres (TACs) in Chechnya. Our survey data showed that many who returned to Chechnya from Ingushetia were simply changing their status from being IDPs outside to being IDPs inside Chechnya. The fate of those IDPs accommodated in TACs remains an important longer-term question. As of March 2007 concerns remain about how the authorities manage the return process and whether considerations on the wellbeing and health of this group are being taken into account while planning this process."

Pattern of return to Chechnya (2008)

- In 2008 return to Chechnya slowed down and most displaced ethnic Chechens had returned, according to UNHCR
- IDPs and returnees were moved out of temporary accommodation by government and offered apartments or land plots if they had not received compensation for lost property and housing
- Return is accomplished in phases, with male households returning first

УВКБ, 31 март 2008г.:

"Темп возвращения из Ингушетии в Чечню оставался низким."

UNHCR, 5 September 2007:

"There are a few grounds for optimism – the security situation has improved, the economy is showing signs of recovery, and most of the ethnic Chechens who fled their homes during two wars have since returned. But despite the advances, serious challenges remain and the UN refugee agency is helping the returnees and those who remain displaced to face new hurdles."

UN OCHA, 12 December 2006:

"Large numbers of IDPs left Ingushetia to return to Chechnya in 2006 after a vigorous promotional campaign conducted by the Chechen government over the summer. UNHCR and NGOs assisted a large number of IDPs voluntarily returning with emergency shelter to facilitate their initial reintegration in Chechnya."

[...]

This double demand for shelter, i.e. temporary accommodation during displacement and permanent housing for durable solutions, still remains a tremendous challenge...Also, next to security concerns, the lack of shelter is still the most serious constraint cited by IDPs hoping to return."

Issue of pressured return

UN CERD, 20 August 2008:

"21. While noting the information from the Russian delegation concerning the considerable number of internally displaced persons (IDP) who have returned to the Chechen Republic and the substantial funds allocated to facilitating their return, the Committee is nevertheless concerned about reports that IDPs from Chechnya are sometimes pressured to return and to relocate from temporary accommodation centres in Ingushetia and Grozny, and that IDPs within Chechnya are not eligible for, and those outside Chechnya are sometimes denied, forced migrant status (art. 5 (d) (i) and 5 (e) (iii)).

The Committee recommends that the State party ensure that internally displaced persons from Chechnya are not pressured to return to their pre-conflict places of residence if they fear for their personal safety, that returnees who are relocated from temporary accommodation centres in Ingushetia and Grozny are provided with adequate alternative housing, and that all IDPs are granted forced migrant status and the related benefits."

UN Commission on Human Rights, 26 January 2006:

"64. ...UNHCR explained that the large number of women IDPs is mainly due to the phased return of IDP families to Chechnya, whereby male heads of household return first; and the ongoing flow of Chechen male IDPs seeking asylum abroad...

68. There are worrying reports of Russian and Ingush authorities forcing Chechen refugees in Ingushetia to return to Chechnya, or pressuring them to leave through harassment, threats and reduction of humanitarian assistance in the camps. Several IDP settlements have been closed, forcing the IDPs to find shelter elsewhere. The Government has offered incentives to return, including promises of help with transportation, shelter in a TAC, some humanitarian supplies and a certain amount of money. However, reports from returnees indicate that these promises seldom materialize and that they are faced with inadequate housing and no means of making a living."

Government of the Russian Federation, 13 October 2006:

"73. The Government's approach to dealing with the return of internally displaced persons in the North Caucasus is based solely on the principles of voluntariness and protection of human rights. Policy in this area aims to encourage people to return to their homes through socio-economic incentives. All measures to encourage the resettlement of internally displaced persons are supervised by the Office of the United Nations High Commissioner for Refugees, the Council of Europe, various non-governmental organizations and international and Russian humanitarian organizations.

74. The Special Federal Programme to Revive the Economic and Social Spheres in the Chechen Republic (from 2002) is being vigorously implemented at the federal and regional level. The process of returning internally displaced persons as the situation in the Chechen Republic stabilizes is gathering pace. This affects not just inhabitants of the Chechen Republic living in states of the Russian Federation, but abroad as well. Thanks to joint efforts in this sphere, it has been possible to clear away all the tent cities in the Republic of Ingushetia and provide better housing for more than 60,100 people who have returned to the Chechen Republic. People in this category are continuing to return to the Chechen Republic."

Number of returnees to Chechnya (2008)

- Over 57,000 people had returned to Chechnya by early 2007
- Some 1200 IDPs returned to Chechnya from Ingushetia in 2007 and 2008

Swisspeace, 3 May 2007:

"The program on facilitating the return of IDPs has entered a new phase. Last year approximately 7,000 IDPs returned to Chechnya including 89 people from Georgia. By early 2007 the total number of returnees reached over 57,000 people. More than 50 temporary accommodation centers for IDPs were created as an interim measure. The authorities have recently begun activities aimed at closing the temporary accommodation centers and providing these people with proper housing through financing the reconstruction of destroyed homes or granting apartments."

DRC, 31 October 2008:

Month in 2007	Number of returnees
January	128
February	172
March	94
April	71
May	64
June	69
July	186
August	125
September	42
October	64
November	52
December	47

TOTAL: 1123

Month in 2008	Number of returnees
January	27
February	37
March	5
April	27
May	4
June	0
July	0
August	0
September	0
October	0

TOTAL: 100

Lack of housing and jobs are holding IDPs back from returning to Chechnya(2007)

- IDPs are not returning to Chechnya mainly because of lack of housing and jobs at original place of residence
- However, insecurity is still discouraging return to Chechnya

UNHCR, 17 April 2008:

"Until early 2007 most displaced reported security concerns and lack of rule of law in Chechnya as the major impediments to return, UNHCR has noted a gradual shift in the major reason for not returning to Chechnya towards more emphasis on lack of shelter and lack of employment."

UNHCR, 1 December 2007:

"The security situation in the northern Caucasus is still of concern. UNHCR has had limited access to people of concern in that area, even more so after it closed its office in Ingushetia in spring 2007 for security reasons... In the northern Caucasus, the overall security environment remains a concern and is affecting the return of refugees and IDPs and their (re)-integration prospects."

UNHCR, 30 June 2007:

"[...] 95.8% of the 593 IDPs families residing in TSs in Ingushetia and willing to return to Chechnya declared that the lack of accommodation is their major obstacle to return [...]"

It is visible that considerations related to accommodation prevail over strict "protection" and personal security issues in both republics. The restoration of security guarantees in the areas of origin account for only 0.2% of all answers on the condition to vacate the TSs/TACs in Chechnya. Analogously, only 0.3% of the IDP families still residing in TSs in Ingushetia have mentioned personal security concerns at their current main problem in Ingushetia and 3.5% of the IDPs willing to return to Chechnya consider personal insecurity as a concern, with this percentage decreasing to 0.4% of the would-be returnees when it is considered as the first obstacle to the return."

DRC, 28 February 2007:

"Respondents identified the following reasons in favour of staying in Dagestan:

- Security issues - in Kizlyarsky (33% of those staying for permanent residence in the district) and Tarumovsky (24%) districts;
- Absence of own shelter in Chechnya - in Nogayskiy (up to 50% of those staying), in Khasav-Yurtovskiy (about 35%), in Tarumovsky (21%);
- Unemployment in Chechnya - in Kizlyarsky (21% of those staying) и Khasav-Yurtovskiy districts (16%);
- Totally destroyed house – Tarumovsky (26% of those staying) and Kizlyarsky (15%);
- Would like to settle down in Dagestan – Khasav-Yurtovskiy (up to 26% of those staying)

Other reasons take a small part of the total.

District	Security	No shelter	No work	Destroyed shelter	No relatives	Want to stay in D	Overseas
Kizlyarski	45	17	34	26	13	4	
Nogayski	2	7	2	2			
Tarumovski	6	6	2	7	2		
Khasav-Yurtovski	3	10	5	1	1	8	1
Total	56	40	43	36	16	12	1
% of those staying(144)	39%	28%	30%	25%	11%	8%	1%

UN OCHA, 12 December 2006:

"In all North Caucasus republics the reasons for protracted displacement remain a major concern for the international community in general and the protection actors in particular. Many of the reasons can be attributed to lack of shelter and job opportunities, but IDPs often cite security and protection concerns related to weak rule of law structures. These concerns are also voiced by many of the returnees to the Chechen Republic."

UN Commission on Human Rights, 26 January 2006:

"65. Apart from the primary concern of security, many IDPs in Ingushetia do not want to return to Chechnya as the majority of houses in Chechnya, particularly in Grozny, have been completely or partially destroyed, both as a result of fighting and deliberate destruction by Russian forces or Chechen fighters, and if their homes have not been destroyed, other people may have taken possession of them. In these circumstances, returning IDPs would be forced to live in temporary accommodation centres (TAC). There are not enough TACs and the living conditions are precarious, there is no water, electricity, gas and sanitary facilities, and they are overcrowded."

Return to Chechnya from Dagestan (2007)

- Lack of housing and jobs stand in the way of return to Chechnya
- About half of the IDPs in Dagestan want to return to Chechnya
- Most plan on returning to original place of residence and expect the main problems on return will be reconstruction of shelter and lack of jobs

UNHCR, 17 April 2008:

"A recent survey conducted by UNHCR's partners covering 855 families (3,788 persons), more than 50% of IDPs belonging to a Dagestani ethnic groups wish to integrate in Dagestan. Those wishing to return to Chechnya (48%) expressed to be unable to do so because of lack of shelter and employment in Chechnya."

DRC, 28 February 2007:

"402 forced migrants households from Chechnya, residing currently in Dagestan (DRC covered districts) have been surveyed. It makes 1/3 (about 36%) of all DRC food beneficiaries in Dagestan. The survey has been implemented by FSR field assistants on distribution points while distributing food relief. The survey was conducted anonymously, thus having no impact on DRC beneficiaries lists. Thus the survey is supposed to have a relatively high lever of precision [...]"

More than half (about 55% of IDPs) in Kizlyarsky district are going to stay in Dagestan. It is explained by the fact, that the temporary settlements in the district are occupied by former villagers of Kenkhi settlement, Sharoysky district of Chechnya (Avar sub-nationality of Dagestan). The majority has moved to those places to be closer to their relatives, that have removed to Dagestan a time earlier for permanent residence. The process of removing started in terms of active military actions in Chechnya, 1994-1996. The second flow of migrants was caused by the second military campaign of 2000 year and catastrophic landslide in June, 2002, that had destroyed a lot of houses.

Regarding other districts, just 20-30% of IDPs intend to stay in Dagestan. The same situation we witness in the Ingush Republic, with just 20-30% of Chechen IDPs willing to stay for permanent residence in Ingushetia (absolute majority is represented by Ingush nationality).

Return to Chechnya

District	No	Yes
Kizlyarski	90	75
Nogayski	11	30
Tarumovski	18	50
Khasav-Yurtovski	25	103
Total	144	258
%	36%	64%

The term of returning has been variously determined by different households. Many of those, that have expressed endeavor to turn back in 3 years, probably would like to stay in Dagestan, but have problems with shelter in Dagestan. They hope to buy their own accommodation or adjust their current one (reconstruct it, add an extra premise e.t.c.) in 3 years. The rest 72% (1year+3 years) are probably waiting for improving of security situation in Chechnya and are currently rehabilitating their shelter in Chechnya. Chapter IV of the given report elaborates on the main problems, returnees to Chechnya face with.

When Planning to Return

District	1 year	3 years	After 3 years
Kizlyarski	31	18	26
Nogayski	10	14	6
Tarumovski	24	18	8
Khasav-Yurtovski	27	42	34
Total	92	92	74
% of those turning back (258 households)	36%	36%	29%

Absolute majority of IDPs (of 258 households) are going to turn back to the points of previous residence. Just 8% of returnees are going to change point of residence. The main reasons for the willing to change place of residence, when being back to Chechnya, are mentioned below. For 80% of Kizlyarsky district IDPs landslides (Kenkhi settlement) are crucial, for Nogaisky IDPs –destroyed houses, for Tarumovsky IDPs-security, for Khasav-Yurtovsky- all noted reasons almost equally.

District	No	Yes
Kizlyarski	8	67
Nogayski	2	28
Tarumovski	4	46
Khasav-Yurtovski	7	96
Total	21	237

The most essential problems for IDPs, planning to return to Chechnya in the nearest 3 years, are:

- necessity of construction/reconstruction of shelter (from 31% of returnees in Tarumovsky up to 56% in Khasav-Yurtovsky districts);
- unemployment (from 10% in Khasav-Yurtovsky up to 50% in Nogaisky);
- search of new shelter (obviously willing to move to new place of residence in Chechnya) from 10% of returnees in Kizlyarovsky up to 20% in Tarumovsky and Khasavyurtovsky districts).
- necessity of other sources of income (from 3% in Kizlyarsky up to 18% in Tarumovsky).

District	Shelter reconstruction	Job placement	Search shelter	of	Other sources
Kizlyarski	45	55	14		4
Nogayski	29	30	1		
Tarumovski	29	30	19		17
Khasav-Yurtovski	75	11	24		20
Total	178	126	58		41
% of 258 households	69%	49%	22%		16%

Long-term plans of IDPs who are living in Ingushetia (2007)

- Most IDPs living in temporary accommodation in Ingushetia intend to return to Chechnya; about 25 per cent plan on staying in Ingushetia
- IDPs who want to stay in Ingushetia are doing so because of lack of housing in Chechnya and security concerns, and not to interrupt the school year

Updated information on this topic could not be found among the sources consulted.

UNHCR, 30 June 2007:

"Out of the 1,097 surveyed families, 54.2% (593 families) declared their intention to return to Chechnya, 24.3% (268 families) opted for the possibility to integrate locally in Ingushetia, whereas 21.5% (236 families) declared to be still undecided. This relatively high percentage of undecided families can maybe be explained by the fear of IDPs that the results of the survey be used to cut them off from humanitarian assistance in case of a clearcut choice, despite the introductory explanation on the aim of the exercise that monitors were instructed to give before every interview. However, it may also be assumed that the uncertainty is referred rather to the timing of return than to the decision per se.

In absolute terms, most of the IDPs willing to return are currently residing in TS in the Sunzhenski district (45.5% of all IDPs planning to return) and in the Nazran municipal district (33.7%) and less in the other districts (12.0% Karabulak, 4.7% Malgobek and 4.0% Nazran Rural District).

As for those who express their preference for local integration, 32.2% are currently residing in Nazran municipality, 26.6% in the Karabulak district, 23.2% in the Sunzhenski district, 12.7% in Malgobek district and a residual 5.2% in the Nazran rural area.

The undecided population is most numerous in the Sunzhenski district (46.8%), followed by the Nazran municipal area (43.5%) and with only residual groups in the other districts.

However, these percentages are influenced by the size of the IDP population in the districts. When considering the IDPs expressed intentions in relation to the overall IDP population residing in the TSs of the district, the results are more balanced. Out of the IDPs residing in TSs in the Sunzhenski (443 families) 60.9% are intentioned to return, 14.0% are considering local integration as the most likely solutions and 26.1% did not express a definite preference. In the Nazran Municipal district (389 IDP families residing in TSs), 51.4% expressed their intention to return, 22.1% to integrate and 26.5% are still undecided. In the rural area of Nazran (41 families in TSs), 58.5% of the IDPs residing in TS consider the return to Chechnya as the preferred solution, 34.1% are opting for local integration and only a residual 7.3% have not yet decided. In

the Malgobek (73 families in TSs) and Karabulak districts (151 families in TSs) the segments of the IDPs who are willing to locally integrate are proportionally prevailing over the would-be returnees. 46.6% of the overall TSs residents in Malgobek and 47.0% of the residents of TSs in Karabulak prefer to remain in Ingushetia, as opposed to 38.4% and 47% who declared their intention to return and some 15.1% and 6.0% of IDPs who did not come up with a definitive intention [...]

As for the possible accommodation options on which IDPs count upon return, out of the 593 families that expressed this intention, 52.8% (313 families) intend to return to their own damaged housing, 12.5% (74 families) to parents' or relatives' empty land-plot, 8.9% (53 families) to their own empty land-plot, 5.1% (30 families) to a rented house/flat and 5.1% to a land-plot assigned by the Government. Only 6.6% (39 families) is expressing their will to return to TACs if rooms are available, and 2.4% (11 families) are declaring their intention to return to their own habitable accommodation.

For IDPs who expressed this intention, the survey also enquired on the destination of return to Chechnya. The relative majority of the 593 families opting to return (37.4% - 222 families) indicated Grozny urban area as their intended destination, 24.1% (143 families) the Achoy-Martan district, 15.7% (93 families) the Urus Martan region, 7.1% (42 families) the Grozinski region and 5.1% the Shali (30 families) district. Only minor segments of the IDP population currently residing in Ingushetia and willing to return will likely settle in the 10 other selected districts [...]

IDPs residing in TSs in Ingushetia and expressing the firm intention to return to Chechnya were given the possibility to express their two most serious obstacles to return, in order of priority. 543 (91.4%) of the families expressed at least one option, and 470 (79.1%) of the families associated also a second condition. The overwhelming majority (95.8%) of the 593 IDPs families put the lack of accommodation in Chechnya at the forefront of their concerns. The lack of job opportunities in Chechnya turned out to be the most acute second difficulty, quoted by 68.3% of the would-be returning population. Lack of accommodation and job are also the first two conditions when considering the whole amount of answers given (51.4% and 33.1% respectively)."

DRC, 28 May 2007:

"During the winter 2007, DRC conducted survey of IDPs from Chechnya, residing in Ingushetia. Field staff of DRC has surveyed selectively (at random) heads of IDPs' households, which are DRC food beneficiaries and reside in Ingushetia. The survey was conducted at DRC distribution points. The aim of given survey was to define the attitude of IDPs to the process of return to Chechnya.

Return to Chechnya

About 64 % of IDPs from Karabulak and up to 82 % of IDPs from Malgobek are planning return to Chechnya. The percentage of returning IDPs varies in different locations of Ingushetia. It is interesting, that the percentage of IDPs wishing to return is lower in district centers (Malgobek, Nazran, Sleptsovsk, Karabulak) and in some locations of Sunzhensky district. The reason is that IDPs planning to integrate in Ingushetia (mostly ethnic Ingush) preferred to reside in bigger locations, as there is better access to housing and work places. As the villages Kantishevo, Barsuki and Troitskaya can also be considered as big locations, probably, reasons are the same. The situation in Muzhichi is different. Given village is remote from the main centers of IDPs accommodation, and most of the IDPs either returned to Chechnya, or moved to compact accommodations in Sleptsovsk. The residual groups of IDPs in Muzhichi are ethnic Ingush, planning to integrate in Ingushetia.

In total, approximately 21% of surveyed IDPs expressed their wish to stay in Ingushetia on permanent basis.

Households planning to return to Chechnya were asked when they plan to return. Out of them, from 40 % to 60 % have not yet decided when to return, because of various reasons. The vast majority of households in Karabulak intending to return (about 60 %) are planning to do it during one year. The same time frame was stated by 30 – 40 % of IDPs in other districts of Ingushetia (diagram 1).

The uncertainty in dates of return can be explained by the active recovery work in Chechnya. Also, there are many households that didn't decide yet whether to return or stay in Ingushetia.

There are different reasons of non-return of Chechen IDPs residing in Ingushetia. Generally, reasons were the same in all districts. The main reasons are:

- Lack of housing (sold, completely destroyed, didn't own housing);
- Partly destroyed housing;
- Education of children (at schools and university). Some surveyed households stated that they are waiting for the end of the school year to return.
- security. A large number of surveyed households stated "security" as one of the reasons for non-return. Given problem was considered as the main in 2000-2003 year, but now its priority shifted to 3-4 places. About 13 % of surveyed households mentioned availability of work in Ingushetia (permanent and temporary) as the reason of non return.

The majority of surveyed households plan to return to own households. About 10 % have to search for the new housing (buying of house, living with relatives).

IDPs intending to return encounter some problems. Those who had the opportunity to accommodate in Chechnya already have left Ingushetia. The rest IDPs are unable to return because of lack of housing. They will have to construct, reconstruct or purchase new housing. IDPs in Sunzhensky district mention lack of work places and unemployment more often than problems with housing. Security situation was stated as the only one problem by 6 households in Karabulak and 13 households in Malgobekskiy district. In most cases, security issue is mentioned along with other problems. IDPs from Nazranovskiy district mentioned security problems more often than IDPs from other districts."

Return to the Prigorodny district (North-Ossetia)

Return of some Ingush displaced remains problematic (2008)

- Some Ingush IDPs have managed to return to their homes in Prigorodny district while others have not
- Some of the houses of IDPs are occupied by refugees from Georgia while others are located in "water conservation zones," which are off limits from settlement
- IDPs from Prigorodny district living in Maisky were ultimately forcibly settled to the government-organised purpose built settlement Novy after Prigorodny district court deemed Maisky part of an agricultural pasture zone
- Ossetians are afraid of the Ingush returning to the Prigorodny District because they see the latter as a cultural and demographic threat to their control of the land
- Return of ten thousand individuals has been almost completed

Russia Profile, 1 November 2008:

"Ossetians are afraid of the Ingush returning to the Prigorodny District because they see the latter as a cultural and demographic threat to their control of this land. The Ingush people are still struggling to realize their minimum program of returning to the places of their residence before the conflict by moving the republic's border. Naturally, this is absolutely unacceptable for Ossetia, and the federal center so far tends to side with Ossetia [...]

Gradually, the majority of these barriers were removed through the efforts of the Special Representative Office of the President of Russia on Elimination of Consequences of the Ossetian-Ingush Conflict, which existed until 2006, and later by the Plenipotentiary Representative of Russia's President in the South Federal District. At the same time, the federal authorities have come face to face with the problem of civilizational differences at the lowest level. In a number of the most difficult villages of Prigorodny, after lengthy negotiations the federal authorities were able to convince Ossetian administrations to give permission to build Ingush houses and courtyards not in their old locations, but in new lots within a specific village. The Ingush, however, refused to build their houses in these territories. The reason for this is tradition: since the beginning of time, each Ingush family has always tried to settle on the lands of their ancestors. They justified their refusal to settle on new lands by the fact that these specific lots belonged to a different Ingush clan. Federal officials did not have the power to convince them that the Russian legislation is familiar with such a concept as "clan land," and cannot include this factor in its program of assistance for refugees and migrants [...]

Formally, the program of returning ten thousand individuals has been almost completed—although some people from the list have practically been moved from refugee camps to "no man's" land in the vicinity of the Maiskoye village. The maps show that Maiskoye is in Ossetia, while in reality it is in Ingushetia, because the Ingush are an ethnic majority in the village, and the border guard station is outside of the village on the Ossetian side. Thus, the fact that the land belongs to Ingushetia is practically admitted and demonstrated.

However, even if the relocation program coordinated by the federal authorities is completely realized, the conflict will simply continue to smolder: the Ossetians will be frustrated by the increasing number of Ingush; the Ingush will demand moving the border. A more or less adequate solution can be found only if in the medium-term; both the Ingush and the Ossetians can be convinced that the administrative border is actually not so important; that both peoples live in a large country and enjoy absolutely the same rights. As for the border, which for centuries was the border between two absolutely different social systems, two cultures and two ethnic groups, such a plan is probably too optimistic."

CRI Project, 31 May 2007:

"Although authorities are committed to provide security and to return housing to the Ingush who were forced to flee their homes, a genuine threat remains for those who return to the Prigorodny region of RNO-A and the problem districts Oktyabrskoye, Ir and Yuzhnoye."

Ингушетия.Ру 29 ноября 2007г.:

"В настоящее время сохраняются те же проблемы, что и ранее. Установление прав на домовладения граждан ингушской национальности, прописка по постоянному месту жительства, собственно в своих домах, получения паспортов и т.д. Процесс возвращения вынужденных переселенцев на прежнее место жительства в принципе остановился, эта работа ведется не эффективно и безрезультатно."

Memorial, 31 March 2006:

"On December 13 1993 the President of the Russia Federation adopted a Decree № 2131 "On the measures to return refugees and forced migrants to places of permanent residence on the

territories of Republic North Ossetia and the Ingush Republic". The Decree stipulated IDP return to 4 settlements of Prigorodny District - Chermen, Dongaron, Dachnoje, Kurtat. The process of IDP return started in August 1994. By then 6,463 out of 9,045 registered Ossetian IDPs have returned to the places of their permanent residence. The return of the remaining 2,582 people was a matter of funds for reconstruction of destroyed housing, which were soon found and the problem resolved.

The process of return of Ingush IDPs was impeded by the Ossetian authorities and the Ossetian population of in the localities. The authorities of North Ossetia often ignored the agreements they signed, while former Ossetian neighbors met Ingush returnees with demonstrations of protest, showered IDP convoys with stones and heavy objects. The Ministry of Internal Affairs of the Republic of Ingushetia has registered numerous cases, when as a result of assaults on IDP convoys, Ingush returnees were either injured or killed⁷. The report by the advisor to the President of the Republic of Ingushetia M. Buzurtanov addressed to then incumbent President of Ingushetia Ruslan Aushev, states that in the period of March 1998 to December 1999, the return of Ingush IDPs was disrupted 94 times. None of the participants in these assaults on IDPs were punished according to law.

In spite of difficulties Ingush IDPs returned home. Presently, Ingush return to 13 villages of Prigorodny district. Before the Ingushis lived in 29 settlements of Prigorodny district, however, after 1992 Ingush families expressed an intention to come back only to 16 villages. IDPs refuse to return to villages, where Ingush population is not numerous or settled in a dispersed manner [...]

Monitoring regularly carried out by HRC "Memorial" in Prigorodny District revealed that in 2002-2004 the situation had significantly changed for the better. The most favorable psychological climate is in the villages, where the return has happened, particularly, where the Ingush and the Ossetian settlements are not fragmented into ethnic enclaves, with each quarter having mixed Ingush-Ossetian population (eg. Dongaron, Kurtat). Interviews with the locals revealed that most easily the contact is established by middle aged generation of 40-50, who have previously had the experience of mutual communication, most infrequent contacts are among youth. Teenagers and youth, whose socialization was shaped by the conflict and post-conflict experience, avoid interaction [...]

In spite of the general reduction in tension in the area as a whole, there remains a number of settlements where the return is not going on. These are the so-called "problematic" settlements, where, according to the authorities of RNO-A, the "moral-psychological climate" for the return of Ingushis is not "ripe". Problematic villages of Prigorodny district are: Terk, Chernorechenskoje, Oktyabr'skoye, Ir, (partly) Yuzhny, (partly) Chermen, the middle part of the village, (partly Tarskoje), right side of the village, (partly) Kambileevskaia, three streets.

In Vladikavkaz, the return occurs very slowly, in spite of the fact that a number of families managed to restore voluntarily the right to ownership of their flats. Thus, according to the Office of the Special Representative, by the end of 2003, 113 flats in Vladikavkaz were returned to their previous owners of Ingush nationality voluntarily or in an administrative way (through courts). Some families restored their right of property ownership in Oktyabr'skoje town, however, according to the information at our disposal, they do not reside in their apartments, but rent them out to tenants. According to the Ministry for Nationalities of Republic of Ingushetia/

Problematic villages also include the settlements, which fall into the so-called "water-protection area". According to the According to Statute №186 Government of RNC-A of July 25, 1996, 5 villages (Terk, Chernorechenskoje, Yuzhny, Balta and Redant) belong to the so called "zone of sanitary protection of sources of drinking water supply". Households in this area are to be destroyed and their residents - resettled⁹. 80% of the housing aimed for destruction belong to Ingushis. Presently all the Ingush residents of the area remain forced migrants. The Ingush side

considers that the zone of sanitary protection of Ordzonokidzovsky water reservoir is significantly inflated with the aim to prevent the repatriation of Ingush IDPs, the Ossetian side insists that the problem is purely environmental and has no political dimension to it. Human Rights groups have repeatedly turned to the federal authorities with appeal to pass a politically neutral decision on delineating the borders of the water protection zone, but so far the federal center considered it impossible to interfere."

Caucasian Knot, 18 June 2006:

"We remind you that a small town of refugees in the suburb of "Maiskiy" settlement was formed after tragic events of autumn 1992, when tens of thousands of Ingushes were forced to leave the territory of the Prigorodny District of North Ossetia. It was mainly inhabited by the residents of the so-called "closed" or "problematic" settlements, return to which was impossible in the opinion of the Ossetian party, and also the citizens who earlier occupied the municipal housing. In total, the refugees' camp sheltered over 220 families of forced migrants.

During 13 years of its existence, the settlement that arose as a spontaneous camp did not manage to acquire the official status of a temporary accommodation centre and was not entered into the balance of any state structure. Formally, the camp was located in the territory of the RNO-A, however, actually it was organized and supported by the authorities of the Republic of Ingushetia. Attempts to compel refugees to leave the settlement were undertaken by North-Ossetian authorities periodically, and strengthened last spring, when the "Novy" settlement was founded for the refugees in the border with Ingushetia.

The relocation of the refugees into the new settlement was carried out according to the plan developed by the Office of Russian President in the South Federal District (SFD), according to which the consequences of the Ossetian-Ingush conflict should have been liquidated this year. However, not all the refugees agreed with this solution of their problems. Part of them refused to move, insisting on return to the places of their former residence in the Prigorodny District. They sent their demands practically to all the bodies of local and federal power, repeatedly went out to public protest actions, held hunger strikes, however, with no results.

In the beginning of this year the Prigorodny District Court made a decision on demolition of the spontaneous settlement and clearing the occupied land for arable usage; the decision made the basis for a complete liquidation of the small camp of the forced migrants. It is necessary to note also that now a group of forced migrants from "Maiskiy" is in Moscow. The representatives of the refugees are holding meetings with the Russian power structures, insisting that a chance should be given to them to return to those villages of the Prigorodny District, where they had lived before the conflict of 1992.

Yesterday, the group of migrants picketed the building of the Council of Federation in Moscow, where the issue on the situation in the Prigorodny District should have been considered. According to certain sources, Bashir Kodzoev, deputies of the State Duma from Ingushetia came out to the picketers and told them that in June a commission of the Council of Federation would be set up and arrive to the Prigorodny District for studying the situation and drawing recommendations on solving the refugees' problems...

The "Caucasian Knot" has already informed that today the last five families, who had refused to leave their camp and insisted on return to the places of their permanent residence in the territory of North Ossetia, were forced out of the "Maiskiy" settlement. The dwelling trailers where they lived have been transported to the "Novy" (New) settlement, where over 250 families of forced migrants from different settlements of the Prigorodny District are already deployed.

The power action of their resettlement was conducted by about 150 employees of law enforcement bodies of North Ossetia, court marshals, representatives of the administration of the

District, Department of the Federal Migration Service (FMS) for the Republic of North Ossetia-Alania (RNO-A), Ministry for Emergencies and other agencies."

Council of Europe, 2 May 2007:

"The process of assisting the return of Ingush displaced from their homes in Prigorodny district, and compensating them for loss of property, following the 1992 conflict between Ingushetia and North Ossetia-Alania, has been underway for several years now. The Advisory Committee [on the Framework Convention for the Protection of National Minorities] is encouraged by the information it has received concerning the successful integration of returning Ingush in certain mixed Ingush-Ossetian villages.

...The Advisory Committee is disturbed by reports it has received concerning the extremely poor living conditions of internally displaced persons who remain inside Ingushetia and in "Majskii" camp, inside the border of North Ossetia-Alania.

...The Advisory Committee notes that the remaining problems affecting the return of displaced Ingush, which include a lack of a consensus on the number of Ingush who have the right to state assistance in resettlement, are aggravated by the failure to find a political solution to the territorial dispute. The uncertainty which consequently hangs over the fate of Prigorodny district fuels speculation thus adding tension to the process of return."

Government of the Russian Federation, 13 October 2006:

"79. Указом № 1285 Президента Российской Федерации от 6 октября 2004 года "О мерах по совершенствованию деятельности государственных органов по развитию отношений между Республикой Северная Осетия-Алания и Республикой Ингушетия" на ФМС России возложены новые задачи, связанные с вопросами урегулирования последствий осетино-ингушского конфликта. В целях выполнения поставленных задач, в том числе по организации мероприятий по жилищному обустройству вынужденных переселенцев, лишившихся жилья в результате осетино-ингушского конфликта в октябре-ноябре 1992 года, создано Межрегиональное управление ФМС России (с местом дислокации в городе Владикавказе). В результате осетино-ингушского конфликта территорию Республики Северная Осетия-Алания покинуло свыше 40 000 человек. На сегодняшний день нуждаются в жилищном обустройстве 8 327 человек, состоящих на учете в Межрегиональном управлении ФМС России. ФМС России подготовлено и 30 декабря 2005 года правительством Российской Федерации принято постановление № 846 "О внесении изменений и дополнений в постановление № 274 правительства Российской Федерации от 6 марта 1998 года" (постановление № 274 правительства Российской Федерации от 6 марта 1998 года "Об оказании государственной поддержки гражданам Российской Федерации, лишившимся жилья в результате осетино-ингушского конфликта в октябре-ноябре 1992 года")."

Для более подробной информации "В Ингушетии недовольны планом по размещению вынужденных переселенцев из Пригородного района," Кавказский Узел, 25 февраля 2006 г.

Figures for return to North Ossetia (2008)

- In 2007 and 2008 IDPs were slowly returning to North Ossetia
- Some returned to their original residence and others to Novy
- Since 1994, over 24,000 people, or 4,616 families, have returned to Prigorodny district

УВКБ, 31 декабря 2007г.:

"Согласно данным Межрегионального управления Федеральной миграционной службы, в течение ноября-декабря 224 человека (58 семей) возвратились в Пригородный район Северной Осетии-Алании. Из них 177 человек (45 семей) вернулись на прежние места жительства, в то время как 47 человек (13 семей) нашли новые места жительства (село Новое). С 1994 года по настоящее время в Пригородный район вернулось 24 675 человек (4 700 семей)."

УВКБ, 30 мая 2008 г.:

"Согласно данным межрегионального офиса ФМС, в течение месяца 53 человека (13 семей) вернулись в Пригородный район Северной Осетии. Из них 43 человека (11 семей) вернулись к прежним местам проживания, в то время как 10 человек (две семьи) устроились на новом месте (село Новое). На сегодняшний день, по данным проверок, с 1994 года в Пригородный район вернулись 24 857 человек (4 750 семей). Межрегиональный офис ФМС также зарегистрировал 7 692 (2 107 семей) вынужденных мигранта из Пригородного района."

УВКБ, 30 апрель 2008г.:

"Согласно данным межрегионального офиса Федеральной миграционной службы, в апреле в Пригородный район Северной Осетии-Алания вернулось 120 человек (28 семей). Из них 26 человек (восемь семей) возвратились в прежние места проживания, в то время как 94 человека (20 семей) устроились на новых местах жительства (в селе Новое, где правительство Северной Осетии-Алания выделило дополнительные 150 гектаров земли). С 1994 года по настоящий момент в Пригородный район вернулось 24 804 человека (4 737 семей)."

УВКБ, 31 мая 2007 г.:

"Межрегиональный департамент Федеральной миграционной службы сообщил о возвращении 104 человек (24 семей) в Пригородный район Северной Осетии-Алании. Из них 46 человек (13 семей) возвратились на места прежнего проживания, в то время как 58 человек (11 семей) переехали на новые места. Таким образом, всего с 1994 года в Пригородный район возвратились 24 399 человек (4 616 семей)."

Кавказский Узел, 6 июля 2008 г.:

"Практически завершился процесс возвращения в г. Владикавказ и в населенные пункты Карца, Эзми, Чми, Редант, Балта, Спутник, Донгарон, Дачное, Куртат, куда вернулись почти все имевшие желание вынужденные переселенцы. В стадии завершения находится процесс возвращения вынужденных переселенцев в селениях Чермен, Тарское, Камбилеевское. По мнению экспертов в области конфликтологии, решенная проблема оказания господдержки в обустройстве более 80% граждан ингушской национальности, проживавших в Северной Осетии до 1992 года, имеет достаточно высокий показатель в части ликвидации последствий конфликта. Оставшаяся часть пострадавших имеет реальную возможность получения государственной поддержки для решения жилищного обустройства за счет выделенных из федерального бюджета средств до конца текущего года."

Reconciliation needed in return areas in North Ossetia (2006)

- Climate of mistrust prevails between Ingush and Ossetians and this could spark conflict
- There have been no reconciliation efforts to date and as a result tensions remain
- Of 8,000 IDPs from Prigorodny district, 4000 have no legal ownership of their former homes

Updated information on this topic could not be found among the sources consulted.

IWPR, 9 August 2006:

"The most neglected conflict in the Caucasus is showing worrying signs of heating up, after a string of violent attacks last month and angry protests by refugees. North Ossetian leader Taimuraz Mamsurov has accused officials from neighbouring Ingushetia of deliberately stirring up the dispute between the two autonomous republics over the disputed Prigorodny district, which erupted in violence in 1992.

"The North Ossetian leadership has decided to allocate 210 land plots for forcibly displaced people in Prigorodny district," North Ossetian nationalities minister Taimuraz Kasayev told IWPR. "In a short period, we have managed to resolve major organisational, financial, material, and technical problems, which will allow us to accommodate citizens of Ingush nationality."

However, a strong atmosphere of distrust is preventing a smooth return of the refugees and the violence has continued. A senior Ingush police official, Amirkhan Akhsoyev, died after being attacked in Maisky on August 2.

"There are forces that are doing all they can to set the Ingush and Ossetians against each other," warned Myrat-Haji Tavkazakhov, leader of the Muslim community in North Ossetia. "This should not be allowed. All disputed issues should be resolved peacefully."

Mikheil, a resident of the village of Tarskoye in the Prigorodny district, agrees, blaming politicians for stirring up the dispute. "We go to mosques and ask God to protect people from trouble. It is time to bury the axe of war deep in the ground. No one hinders us from doing this. The Ingush and Ossetians want to live without conflicts," he said.

Alan, an Ossetian resident of Ir, said he was worried. "The federal authorities are speeding up the return of the Ingush to our villages but, for some reason, no one has asked us whether we want this or not. Isn't it us who have to live with them? The officials create the problems and the people have to pay for them," he said."

Время, 11 апреля 2006г.:

"-- Реально ли выполнить поручение президента России об окончательном урегулировании конфликта до конца 2006 года?

-- Первая задача -- навести порядок в наших отношениях с ингушской стороной. У нас полное взаимопонимание с руководством ФМС, хотя какие-то цифры нас и коробят. Но мы понимаем, что они решают задачу в абсолютно правовом поле. Другое дело, что нельзя решать проблему обустройства, когда, с одной стороны, говорится, что две республики должны жить в мире и дружбе, а на сопредельной территории во всяких средствах массовой коммуникации нас буквально долбят. И даже судебные решения выносят об отторжении территории Пригородного района от Северной Осетии. Как можно работать в таких условиях? Если мы хотим решать задачу и хотим добрососедских отношений, надо всем работать вместе. Есть очень большие вопросы, требующие правового решения. По нашим данным, из 8000 вынужденных переселенцев у 4000 нет правовых оснований претендовать на жилищное обустройство."

Resettlement

IDPs pressured to leave Maisky (2007)

- IDPs lived in Maiskoye for over 13 years after the Ossetia-Ingush conflict
- IDPs were told to leave Maiskoye and move to new settlement "Novy"
- Prigorodny district court decided that it was illegal for IDPs to live in Maiskoye
- Some IDPs insisted on returning to their original homes in Prigorodny district
- Prior to resettlement, IDPs were subject to pressure to move including electricity shortages

Updated information on this topic could not be found among the sources consulted.

Council of Nongovernmental Organizations, 26 May 2007:

"In first part of May 18 in the settlement of Maiskoe of Prigorodny district of North Ossetia employees of power structures conducted the action on eviction of the internally displaced persons (IDPs). According to the information, received from the employee of the Committee on protection of IDPs' rights, more than 200 workers of the Ministry of Internal Affairs of Ossetia armed by small arms were involved in "operation" against the IDPs.

Completely having blocked the small town of refugees, "securities" started taking away carriages in which the IDPs lived. They motivated their actions saying that, allegedly, there is a decision of court according to which the territory, where the refugees settled down, should be released as it should be used either for growing crops, or pasture.

As it became known, on May 18 the family of Tsitskiev was evicted from IDP camp in Maiskoe to the settlement of Novy, allocated for residence of IDPs from Prigorodny district of North Ossetia. Currently only 8 IDP families remain in Maiskoe. The people live in inhuman conditions as gas, water and electric supplies are off in the settlement.

During past several years the IDPs from Prigorodny district of North Ossetia tried to gain from ossetian authorities the permission to return to the places of their permanent reside. However, instead of it they are offered residence in one IDP camp or another."

Council of Nongovernmental Organizations, 14 June 2007:

"Утром 13 июня сотрудники правоохранительных органов РСО-Алания блокировали лагерь вынужденных переселенцев из Пригородного района Северной Осетии, расположенный в пос. Майский.

Затем к месту, где располагались вагончики с вынужденными переселенцами были подогнаны подъемные краны и грузовые автомашины «КАМАЗ». Невзирая на протесты людей, вагончики стали грузить на автомашины. При этом две семьи, в знак протеста против насильственных действий представителей властей, закрылись в своих вагончиках. Однако это не остановило участников «спецоперации» по ликвидации городка беженцев. Вагончики были погружены на «КАМАЗы» вместе с находившимися там людьми.

По информации, полученной от сотрудников Комитета по защите прав вынужденных переселенцев, в ходе данной акции был жестоко избит и задержан вынужденный переселенец Иса Ахриев. Пострадали также и две обитательницы ликвидируемого лагеря – Фатима Джоутханова и Фатима Куштова."

Кавказский Узел, 14 июня 2007 г.:

"Городок беженцев на окраине поселка Майский, в котором проживали вынужденные переселенцы из Пригородного района Северной Осетии, прекратил свое существование.

Накануне из МКП в принудительном порядке вывезены последние пять семей, которые отказывались покидать городок, настаивая на возвращении в места прежнего постоянного проживания на территории Северной Осетии. Жилые вагончики, в которых они проживали, перевезены в поселок Новый, где уже размещены более 250 семей вынужденных переселенцев из различных населенных пунктов Пригородного района.

Как уже сообщал «Кавказский узел», в силовой акции по их выселению участвовали около 150 сотрудников правоохранительных органов Северной Осетии, судебные приставы, представители администрации района, УФС по РСО-Алания, МЧС и других служб. Расформирование МКП произведено по решению суда Пригородного района РСО-Алания, предписывающего освобождение «незаконно занятых беженцами пахотных земель».

По словам вынужденных переселенцев, ликвидация городка «Майский» сопровождалась грубым нарушением прав его обитателей. «Мы пытались воспрепятствовать этому, но наши усилия ни к чему не привели. Милиционеры были настроены решительно. Людей вышвыривали на улицу, а вагончики погружали в КАМазы и вывозили в п. Новый», - рассказывают вынужденные переселенцы...

Попытки вынудить беженцев покинуть поселение предпринимались североосетинскими властями периодически и усилились после того, как весной прошлого года на границе с Ингушетией для них был создан поселок Новый.

Переселение беженцев в новый поселок проводилось в соответствии с подготовленным полпредством президента РФ в ЮФО планом, по которому уже в этом году процессе ликвидации последствий осетино-ингушского конфликта должен был завершиться.

Однако не все беженцы согласились с таким решением вопроса. Часть людей отказалась переселяться, настаивая на возвращении в места прежнего проживания в Пригородном районе. С этими требованиями они обращались практически во все органы местной и федеральной власти, не раз выходили на публичные акции протеста, устраивали голодовки, однако так ничего и не добились.

В начале текущего года Пригодный районный суд вынес постановление о сносе стихийного поселения и освобождении занимаемых земель под пашню, которое и послужило основанием для полной ликвидации городка вынужденных переселенцев."

Кавказский Узел, 16 марта 2007 г.:

"Из стихийного городка Майский в Северной Осетии, где 13 лет проживали пострадавшие в ходе осетино-ингушского конфликта, будут выселены согласно вступившему в силу решению суда последние семьи, которые принципиально отказываются покидать поселение..."

"Речь идет о решении суда о переносе временного жилья, которое было незаконного установлено на землях сельхозназначения. Вагончики переселенцев будут перенесены из Майского в близлежащий п. Новый, где в отличие от стихийного городка есть газ, свет и вода, проведены дороги и коммуникации".

IWPR, 30 March 2006:

"Ethnic Ingush people forced to flee their homes in North Ossetia more than a decade ago are protesting against plans by the Russian government to resettle them in what they call a "reservation", saying it has reneged on a commitment to let them go home.

The refugees, or more accurately IDPs (internally displaced persons), are backed by the authorities in Ingushetia, North Ossetia's neighbour. Some have lived in Ingushetia since they

were displaced by the short but bloody conflict in 1992, but the group that will be most immediately affected is the community living in a makeshift shantytown near the village of Maysky, just inside North Ossetia.

Most of the Ingush IDPs say they want to return to their ancestral homes. In theory, Moscow is committed to allowing the IDPs to go home. But it has to contend with considerable resistance to the idea from North Ossetia. Many of the Ingush villages in North Ossetia still remain officially off-limits to the IDPs, but others are designated "open" and people have been able to return.

Ingushetia's government, meanwhile, alleges that the North Ossetian and Russian authorities are deliberately making conditions difficult in these villages so as to discourage IDPs from coming back. Some villages have no employment opportunities, medical services or educational facilities. Ingush authorities say at least ten returnees have been abducted and have disappeared without trace over the past few months.

The Kozak plan calls for the closure of temporary townships like the one at Maysky by April 1 this year. The IDPs would be moved to a settlement, called Novy (New), currently being built by the Russian and North Ossetian authorities, close to the existing camp at Maysky.

The new site is in Ossetia's Prigorodny district, but it is not what the IDPs have in mind when they dream of going home. And in order to be granted a plot of land in Novy, they must renounce all claim to their old home...

In Maysky, the mood is a mixture of unease, belligerence and weariness. Most of the IDPs here say they will refuse to leave, whatever the authorities tell them to do.

Ruslan Kushtov, 43, who fled his home near Vladikavkaz in 1992, lives with his wife, two sons and his 19-year-old disabled daughter in a disused railway carriage. He says three Ossetian families have been occupying his home in the village of Yuzhny since the Ingush conflict. Ironically, these families are themselves refugees from another conflict, between Georgia and the breakaway republic of South Ossetia.

Kushtov has been offered a plot of land in Novy, but he says he is not interested.

"I can only envision my life as being in Yuzhny. That is my home place," he said.

The authorities have threatened to disconnect electricity and gas supplies to Maysky on the April 1 deadline. But Kushtov says, "That's nothing. My ancestors lived without electricity and gas. There's a lot of firewood." "

Для более подробное информация "Насильственное выселение вынужденных переселенцев из п. Майский пригородного района," Комитет по защите прав вынужденных переселенцев, 13 июня 2007 г.

Resettlement in Dagestan (2008)

- Some IDPs from Borozdinovskaya village in Chechnya have purchased land and housing in Dagestan
- Some of these IDPs have also received compensation for lost housing and property
- Dagestani authorities provided resettlement assistance to some IDPs

- In Dagestan the lack of residence registration limits access of IDPs to social services and pensions

UNHCR, 17 April 2008:

"Even though tolerated, the Dagestani authorities do not officially recognise the presence of Chechen IDPs in its territory. So far the only visible assistance provided to IDPs took place in September 2007. The government provided upon the closure of the camp, assistance to 37 families with a land plot, construction materials and cash grant. The camp was near the Chechen-Dagestani border. A recent survey conducted by UNHCR's partners covering 855 families (3,788 persons), more than 50% of IDPs belonging to a Dagestani ethnic groups wish to integrate in Dagestan. Most of those surveyed have no registration in Dagestan. This lack of registration hinders their access to social services and other entitlements such as pensions in Dagestan."

Caucasian Knot, 18 September 2007:

"Over 130 refugees from Borozdinovskaya village, who live in the "Nadezhda" (Hope) tent camp, have started their resettlement to the Kizlyar District Dagestan, where they had been allotted land estates for individual housing construction, the "Caucasian Knot" correspondent reports.

"We are enforcing the decision of President of Dagestan Mukhu Aliev who has decided to settle once and forever the problem of Borozdinovskaya residents," Sagid Murtazaliev, administration head of the Kizlyar District has explained. "They were allotted land plots for construction in the villages of Averyanovka, Yuzhnoe, Krasny Voskhod and state farm 'Kizlyarskiy.' The administration of the Kizlyar District is ready to render the necessary reasonable help in their accommodation and construction in news places."

As of today, 22 families have left the "Nadezhda" camp for their news residence. The remaining 15 families will follow in the near future."

Caucasian Knot, 6 July 2007:

"According to the available data, many refugees [from Borozdinovskaya village] have purchased land plots and housing facilities in the Kizlyar and Khasavyurt Districts, while according to the official data of the administration of the Shelkovskoy District, people received compensation for 32 households at a rate of 300,000 roubles each, 72 persons got their passports deregistered and left the district..."

As to providing the refugees from Borozdinovskaya with land plots in the territory of Dagestan for resettlement, the authorities of the Republic have no such rights and opportunities," the Secretary of the Security Council of Dagestan has concluded....

[At a meeting with the secretary of the Dagestan Security Council] the refugee group was told that a joint commission from representatives of power bodies of two Republics would be formed in the near future to solve the problem of paying out compensations to the village refugees for their abandoned houses."

DRC, 28 February 2007:

"More than half (about 55% of IDPs) in Kizlyarsky district are going to stay in Dagestan. It is explained by the fact, that the temporary settlements in the district are occupied by former villagers of Kenkhi settlement, Sharoysky district of Chechnya (Avar sub-nationality of Dagestan). The majority has moved to those places to be closer to their relatives, that have removed to Dagestan a time earlier for permanent residence. The process of removing started in terms of active military actions in Chechnya, 1994-1996. The second flow of migrants was caused by the second military campaign of 2000 year and catastrophic landslide in June, 2002, that had destroyed a lot of houses.

Regarding other districts, just 20-30% of IDPs intend to stay in Dagestan. The same situation we witness in the Ingush Republic, with just 20-30% of Chechen IDPs willing to stay for permanent residence in Ingushetia (absolute majority is represented by Ingush nationality)."

Resettlement in Chechnya (2007)

- All four districts of Grozny are undergoing major construction and renovation
- Tens of IDP families who were formerly living in temporary accommodation were settled in village of cottages "Vozrozhdeniye"
- Government is planning to hand over 3,000 apartments to IDP families

Мемориал, июня 2007 г.:

"[...] Масштабные строительные и восстановительные работы ведутся во всех четырех районах Грозного. Ранее в Ленинском районе были восстановлены два микрорайона, а в Старопромысловском - открыт коттеджный поселок "Возрождение", куда были переселены десятки семей, ранее проживавших в пунктах временного размещения. Только в Октябрьском районе столицы Чечни к началу лета 2007 г. планируется сдать в эксплуатацию более трех тысяч квартир. Около двухсот чеченских семей, проживавших в пунктах временного размещения, к 1 мая получили жилье в новом поселке «Рамзан». Поселок возводят в Старопромысловском районе Грозного («Независимая газета», 11.4.2007). До конца мая в Октябрьском районе Грозного должны были быть сданы в эксплуатацию 83 жилых многоэтажных дома на 3400 квартир. Всего в 2007 г. планируется ввести в эксплуатацию 720 восстановленных и 27 жилых домов общей площадью свыше 2,2 млн. кв. м. Кроме того, в эксплуатацию вводятся инфраструктурные объекты – супермаркет, торгово-выставочный комплекс, универмаг, центральная мечеть, спорткомплекс им. А.А. Кадырова, студенческий городок, музейный комплекс, государственный концертный зал и т.д. Все это строится заново.

Делается попытка наладить учет и распределение жилья в Грозном. В марте была создана специальная комиссия по проверке законности проживания нынешних владельцев в квартирах. Необходимость такой проверки была вызвана многочисленными случаями самозахвата пустующих квартир в предыдущие годы. Объявлено, что место незаконных жильцов займут наиболее нуждающиеся беженцы из ПВРов («Независимая газета», 26.3.2007) [...]"

See also [Options for those leaving TACs in Chechnya \(2008\)](#).

Some IDPs opt to stay in Ingushetia (2008)

- One quarter of IDPs living in Ingushetia opt to stay and not return to Chechnya
- IDPs say shelter support as essential to their integration
- Only a few IDPs responded that they could integrate without assistance
- Government of Ingushetia will give land plots to most vulnerable families who want to stay

УВКБ, 31 декабря 2007г.:

"В рамках программы интеграции на 2008-2010 гг. правительство Ингушетии в принципе согласилось предоставить земляные участки самым уязвимым перемещенным лицам, которые выразили желание остаться в республике. При наличии таких участков

организации, занимающиеся вопросами жилья, будут строить новые дома на этих участках."

UNHCR , 30 June 2007:

"Out of the 1,097 surveyed families, 54.2% (593 families) declared their intention to return to Chechnya, 24.3% (268 families) opted for the possibility to integrate locally in Ingushetia, whereas 21.5% (236 families) declared to be still undecided [...]"

Among the IDP families who opted for the local integration in Ingushetia, 43.5% was not willing or able to express a definitive idea on the preferred location, 25.1% indicated the Nazran municipal area, 14.6% the Sunzhenski District, 11.6% the Malgobek District and only a minor segment of the TSs residents declared their preference for the Karabulak District and the Nazran countryside. These percentages may vary according to the district where IDPs are currently residing in the TSs but in general it is visible that IDPs who are opting to integrate are inclined to remain in the same district. For instance, 81.8% of the IDPs willing to integrate in Karabulak are currently in TSs in the same district. The percentage is 96.8% for Malgobek, 87.2 % for the Sunzhenski district, 70.1% for the Nazran municipality and 66.7% for the Nazran rural district. Only in these last two areas more mixed results are reported, likely due to the proximity of the locations.

The survey enquired about the conditions that IDPs deem essential to integrate in Ingushetia. 55.8% of the 267 families willing to integrate identified the need for shelter support from the international actor as the main condition and 37.5% demanded shelter support from the Government. Overall, only very few IDP families declared that they are self-reliant in their integration effort. Conversely, more than 93% of the IDPs willing to remain in Ingushetia declared that they need some form of housing assistance. Surprisingly, given the results on the property survey, very few IDPs (2.6%) expressed the need for the allocation of a land plot from the Government. Such result can be maybe explained with the fact that the land property dimension was not taken into full consideration by IDPs while answering, or rather included in the general request for shelter support [...]"

93.3% of the 267 families opting for local integration in Ingushetia are declaring that shelter support either form the international actors or by the Government is the main necessary condition to settle permanently and put an end to their situation of displaced [...]"

Yet, a major problem in Ingushetia remains the bleak perspective for a quick realisation the local integration plans of 24.3% of the IDP families residing in TSs, especially for those IDPs who do not have construction land or who cannot rely on family accommodation and support. The numerous governmental declarations – the last one at the end of 2006 – on the inception of special programmes to support the local integration through land allocation and housing subsidies must now to turn into reality. The risk is to face a “silent majority” of displaced families remaining in Ingushetia but disappearing from the Government records – and thus being cast out from the State and the international assistance - without a permanent solution being found for them. Such an unfortunate event is already visible with the IDPs residing in private accommodations, who were not the object of this survey."

DRC, 28 May 2007:

"Many IDP households have adapted to situation and worked up some coping mechanisms for living in Ingushetia. The considerable part of IDPs' income (50-70 %) is humanitarian aid from different International Humanitarian Agencies. 20-30% of surveyed households earn an income from temporary and permanent work. 5-10% of interviewed households receive assistance and approximately the same number of households receive social allowances (pensions, children allowances).

As it was mentioned above, approximately 21 % of surveyed households would like to stay in Ingushetia on permanent basis. The reasons are described in table 2. The main reason is absence of housing in Chechnya. Up to 85 % of IDPs wishing to integrate in Ingushetia already have lost their houses in Chechnya (sold or refused it under the program "Refused Housing"). 26% have obtained own housing in Ingushetia. 46 % of households state security as one, but not the single reason for non-return."

Reasons for non-return to Chechnya

Table.2

District	Security	Housing	Work in Ingushetia	No housing in Chechnya	No work in Chechnya
Karabulakskiy	4	2	1	5	1
Malgobekskiy	21	18	6	20	
Nazranovski	16	2		37	7
Sunzhenski	7	5	3	26	
Total	48	27	10	88	8
% total	46%	26%	10%	85%	8%

Resettlement in areas bordering the north Caucasus (2007)

- Integration of IDPs in Stavropol Krai depends on personal characteristics of IDPs and their immediate surroundings, according to social research body
- Macrostructures such as government bodies and social organizations do not play a significant role in the integration process

Updated information on this topic could not be found among the sources consulted.

Jamestown Foundation, 26 July 2007:

"The Krasnodar and Rostov province are trying to prevent this resettlement by denying registration to Chechens. Yet, in spite of this the number of Chechens continues to grow year after year. For the Russians that have recently resettled to these areas, the question is no longer that of cultural integration or economic opportunity, but that of safety for their own children; now, they are trying to move as far as possible from the Caucasus Mountains..."

Кавказский Узел, 4 декабря 2006 г.:

"Процесс интеграции вынужденных переселенцев на Ставрополье фактически зависит от личностных качеств и их микроокружения. Макроструктуры - органы власти, общественные организации - не играют роли в этом процессе значительной роли. Почти все надежды и намерения мигрантов остаются несбывшимися, среди них - трудоустройства, жилищное обустройство, образование детей, получение ссуд и субсидий. Это, как отмечают ученые, составляет внутреннюю напряженность и психологическую проблему. В целом, определяя свое социально-психологическое самочувствие, 59,1 процент респондентов отмечают, что их "беспокоят многие проблемы, решение которых вызывает большие затруднения".

Сравнительный анализ ответов на вопрос "Как Вы считаете, в какой мере Вам удалось приспособиться к местному сообществу?", которые дали участники опроса в 2000 и 2006 году представляет парадоксальную картину: в настоящее время вынужденные переселенцы оценивают степень своей приспособленности ниже, чем в 2000 году. Если тогда вполне приспособившихся и отчасти приспособившихся было соответственно 25,8 и 53,7 процентов, то сейчас - 9,3 и 28,9 процента.

"Анализ показателей интеграции вынужденных переселенцев в Ставропольском крае позволяет утверждать, что, несмотря на снижение количественных показателей миграции, связанной с притоком вынужденных переселенцев и беженцев, эта проблема далека от разрешения. В контексте комплекса показателей можно говорить даже об ее обострении", - считают ученые Северо-Кавказского социального института."

IDPs from Chechnya resettle outside of North Caucasus (2008)

- Almost all non-ethnic Chechens left Chechnya during the first conflict and resettled elsewhere in the Russia
- Ethnic Chechens face particular difficulties in settling outside of Chechnya
- IDPs from Chechnya living outside of the North Caucasus lack documents and still need permanent shelter

Jamestown Foundation, 26 July 2007:

"The exodus of ethnic Russians from the Caucasus region is due to several reasons, the most important of which is the political instability of the region caused by separatist activity. The decline of the economy and the lack of viable employment for numerous specialists, the increasing ethnic pride of the indigenous peoples, and the anti-Russian discrimination used as a tool of personal advancement by ethnic leaders have also contributed to their departure."

ACCORD, 30 April 2008:

"...there are factors which make it difficult for Chechens to settle outside the Republic; such as the current residence registration system, anti-Chechen sentiment among the general population in other parts of the Russian Federation, and the recent deteriorating security situation in the neighbouring republic."

CRI Project, 31 May 2007:

"On the other hand, the integration or reintegration of natives of the Caucasus in other regions of Russia is also meeting resistance because of local anti-Caucasian attitudes."

IDMC, 30 June 2008:

"Regardless of their ethnic background, IDPs are unwilling to return to Chechnya because they believe their physical security there would be at risk, yet they struggle to settle outside of the north Caucasus due to specific circumstances which they often share."

Many IDPs lack the documents necessary to lead a normal life. They struggle to acquire residence registration, internal passports and other documents necessary to access employment, services and entitlements such as government-provided housing, free medical care and pensions. The inconsistent interpretation and respect of legislation by local officials and courts makes the application process unpredictable. As a result most of the displaced work in the informal market, rent what housing they can find in the private sector, pay for all medical services and do not receive their full pension entitlements. Most have difficulty making ends meet as their income is barely enough to pay the rent, let alone cover other expenses. The issuance of documents to IDPs should be facilitated without imposing unreasonable conditions that IDPs cannot meet because they have been displaced.

IDPs are still denied lasting housing solutions despite a government property compensation and housing programme. The property compensation paid out to some IDPs has become increasingly insufficient for them to buy alternative housing. IDPs who have received this compensation have

lost their status as forced migrants and so have had to leave government housing, but have been unable to buy housing with the compensation they received. For different reasons, other IDPs have been put under pressure or forced to leave their housing in the private sector. A new federal housing programme has proven unreliable in providing IDPs with permanent housing, due to lack of funds and slow implementation. Additional funds should be allocated to the programme and IDPs still in need of permanent housing should be included regardless of whether they have forced migrant status or received property compensation.

Ethnic Chechen IDPs face particular difficulties in securing rental accommodation, residence registration, forced migrant status and jobs. They have been forced to move frequently by landlords unwilling to rent to them for extended periods or register them as resident in the dwelling. Some claim they were denied forced migrant status and employment because they were from Chechnya. The freedom of movement of displaced Chechen men is limited as the police frequently check their passports on the street."

UNHCR February 2003, paras. 71-74:

"In November 1991, when independence was unilaterally proclaimed, Chechnya-Ingushetia still formed a single Republic with a population of approximately 1,270,000 persons. According to the 1989 census, some 16 nationalities were represented in that Republic, including 734,000 Chechens, 293,000 Russians and 163,000 Ingush (all three nationalities representing 94% of the total population, and each of the other nationality components representing 1% or less of the population).

The Federal Migration Service of the Russian Federation assessed that some 450,000 persons fled the 1994-96 conflict in Chechnya. It is further estimated that most non-Chechen IDPs did not return to Chechnya after that conflict. According to estimates, in the beginning of 2000, some 240,000 persons were displaced outside of Chechnya (some of whom returned to Chechnya since then), including some 30,000 ethnic Ingush, who fled to neighbouring Ingushetia and who are still staying in that Republic. The Ingush Government has declared on several occasions its willingness to facilitate the local integration of ethnic Ingush IDPs from Chechnya. Some projects have started, with the support of UNHCR, to facilitate the local integration of (primarily ethnic Ingush) IDPs from Chechnya.

Official statistics provided by the Federal Migration Service indicate that 13,232 IDPs from Chechnya were granted forced migrant status in some 79 regions of the Russian Federation between 1 October 1999 and 31 December 2002. According to information available to UNHCR, from its implementing partners as well as from local human rights NGOs, those IDPs from Chechnya who were granted forced migrant status as a result of the current conflict are almost all ethnic Russians. Such information is partly corroborated by looking at the regions where forced migrant status was granted. For the most part, these are regions where traditionally there is no Chechen resident community. At the same time, UNHCR is aware of isolated instances where Chechens displaced by the current conflict were granted forced migrant status (having claimed fear of persecution from Islamic fundamentalists).[70]

Some local NGOs defending the rights of forced migrants report that ethnic Russian IDPs are not always well received by the local population and local authorities in their areas of destination. Many of them have reported difficulties in obtaining issuance or renewal of sojourn registration. However, there is no indication of widespread police harassment, as is the case in many regions for Chechen IDPs. In those regions that condition sojourn registration upon the presence in that territory of close relatives, ethnic Russian IDPs may be able to rely upon the presence of family members displaced during the previous 1994-96 conflict."

[Footnote 70: UNHCR is aware of one case in Pyatigorsk (Stavropol Krai) where an ethnic Chechen, Lieutenant Colonel in the Russian Federal forces, was granted forced migrant status on

such grounds by the court of law, after being denied status by the local migration service in a first instance administrative decision.]

HUMANITARIAN ACCESS

Access to North Caucasus

Human Rights Defenders and local NGOs targeted for the work they do (2008)

- Human rights defenders threatened, harassed and attacked across North Caucasus
- The situation for them deteriorated in 2007 and 2008
- Those who report on human rights abuses are at risk of being victims of human rights abuses themselves

Jamestown Foundation, 11 July 2008:

"Since March there have been almost daily reports of rebel attacks across the republic and shootouts involving police units, who live as if under siege. Notably, these stories include only what has been filtered through the news selection process, because in the absence of confirmation by the Russian information agencies, such news is usually dismissed by Western audiences as rebel propaganda. Until recently, such reports could have been verified with the help of NGOs present in the region; however, this mechanism is apparently being eliminated. Following the example of the United Nations, other humanitarian organizations are also winding down their activities under pressure exerted by the Russian government's policies targeting non-governmental organizations (NGOs). The last straw came on July 2, 2008, when Prime Minister Vladimir Putin terminated all tax exemption benefits granted to NGOs, including the International Red Cross."

NHC, 30 April 2008:

"The situation for human rights defenders in the region has been critical from the inception of the counter-terrorist operation, and has deteriorated in 2007 and 2008. Threats, harassment and attacks (including killings) of human rights defenders have been reported across the North Caucasus, with the gravest incidents occurring in Ingushetia and Dagestan."

Human Rights Watch, 20 February 2008:

"Over the past eight years the Kremlin has stifled public dissent in Russia by establishing control over television and much of the print media, marginalizing the parliamentary opposition, and limiting public demonstrations. With the adoption of a 2006 law regulating nongovernmental organizations (NGOs), the government began to subject Russia's vibrant civil society to greater scrutiny, control, and interference. This report documents how the government is applying this law and other regulations to NGOs that work on controversial issues, may be capable of galvanizing public dissent, are associated with certain opposition movements, or receive foreign funding.

Some of these organizations have been subjected to intrusive inspections by the Registration Service, to harassing tax audits, police raids, and even criminal charges against their leaders. To preempt warnings from the Registration Service, which can lead to an organization's closure, many NGOs have no choice but to become bogged down in complying with myriad regulations and responding to inappropriate government demands. NGOs are forced to devote precious time and resources to comply with, and sometimes challenge, excessive and unnecessary bureaucracy instead of focusing on substantive work. The overall impact of the Russian government's new policies toward NGOs has been to choke them with bureaucracy, to

undermine independent activism, and to further silence dissenting voices. Human Rights Watch calls on the Russian government to end and desist from further arbitrary limits on the work of independent NGOs...

The government does not target all NGOs equally. It has focused on NGOs that receive foreign funding and are most outspoken on controversial topics of Russian government policy, such as the war in Chechnya or human rights more broadly. The Information Center of the NGO Council (hereinafter, "the Center") is an NGO with offices in Grozny, Chechnya, and until December 1, 2007, in Nazran, Ingushetia. It distributes daily information bulletins on the situation in Chechnya. In the past two years the Center has been subjected to administrative harassment as well as threats and, on one occasion, a raid of its premises."

Amnesty International, 28 November 2007:

"Amnesty International has identified, through field research, and contact with many human rights defenders, journalists and lawyers working in the North Caucasus, a disturbing pattern which suggests that such individuals are being targeted and subjected to human rights violations, because of the work that they do.

...it has become increasingly difficult to report openly on human rights violations as victims fear to speak out, and human rights defenders and journalists are targeted for repression. One journalist told Amnesty International how she had been directly approached by a law enforcement official, advising her to destroy the material she had gathered if she wanted to continue living unharmed in Chechnya. There is generally tight governmental control of both TV and print media...

Those who attempt to report on the human rights violations [in the North Caucasus] face a high risk of becoming victims of human rights violations themselves. Many human rights defenders, journalists and lawyers have told Amnesty International about threats by government officials that they or their relatives will "face the consequences" if they continue their work, or even report the threats against them. Amnesty International therefore can only name a few cases in this report as examples of a wider pattern. In a climate of intimidation, some journalists writing from the region use pseudonyms. Several human rights lawyers have been intimidated, threatened and harassed. Human rights defenders have been intimidated and threatened, and organizations working in this area have been subjected to numerous inspections under the law on non-governmental organizations (NGOs). This law came into force in 2006 and it appears that it is being interpreted arbitrarily in order to intimidate human rights defenders."

Amnesty International, 26 February 2008:

"Amnesty International believes that human rights defenders and human rights organizations, which are funded from abroad, are particularly targeted for harassment and intimidation, in a context in which they have been accused by government representatives and media as "unpatriotic".

Amendments to Russian laws governing the work of non-governmental organizations were introduced in 2006, which have seriously impacted on the right to freedom of association. The laws came into full effect in early 2007, when Russian non-governmental organizations (NGOs) for the first time had to submit reports about their activities under the new regulations. Amnesty International is concerned that the amendments are unduly burdensome and open to arbitrary interpretation by the authorities. Therefore they can be and have been used to target some NGOs, including human rights organizations, because they are seen as a threat to state authority. Some NGOs, including human rights organizations, have had to suspend their activities due to the requirements of the law and in some cases are reported to be facing possible closure for alleged violations of the law.

These amendments are not the only legal instruments used to restrict the work of civil society organizations. Other laws have also been used to prevent the registration of an organization, or harass those who are perceived by the authorities to pose a threat to state authority. In some cases what appears to amount to a campaign of administrative harassment is targeted at an organization."

Prague Watchdog, 21 July 2008:

"The ambivalence of the position of Chechen officials (although they are actually appointed to their posts by Moscow and are under its control in all matters, they argue that they are rescuing the people from Moscow) gives the members of non-governmental organizations a small but real chance of carrying out work that is more effective. During the second war, the NGOs collected an enormous amount of factual material, prepared descriptions of all the major "mop-ups", recorded the instances of artillery and missile strikes on civilian sites, and compiled lists of citizens who were killed or abducted. In addition, they have succeeded in obtaining a legal assessment of the conflict in Chechnya. For example, in the rulings of the European Court of Human Rights in Strasbourg, the actions of Russian military service personnel are characterized as crimes against humanity."

EU-Russia Centre, 30 April 2008:

"In October 2007, a representative of Amnesty International was detained in Russia on charges of visa violations. Last month she succeeded in her court challenge against the administrative fine that was imposed on her. This is her own observation of the judge who presided over her case: "She was really great, pointed out several times that all my papers were in perfect order and that I had respected Russian law while the Federal Migration Service had tried to ignore it.""

UN HRC, 21 February 2008:

"134. The Special Rapporteur thanks the Government of the Russian Federation for its reply to his urgent appeal. However, he wishes to express concern that the attack on Ms. Uzunova may be directly related to her legitimate work in defence of human rights in Russia, in particular, her activities in relation to the protection of minority rights, activism against extremism and incitement to racial hatred in Russia. The Special Rapporteur wishes to refer to one of his recommendations on his report on the Russian Federation establishing that "acts of racism and intolerance against foreigners, and in particular students, human rights defenders, witnesses in criminal investigations, intellectuals and activists engaged in the combat against racism should be firmly condemned and given utmost priority by law enforcement officials, amongst others, by offering effective protective measures from racially motivated attacks, especially by ultranationalist groups"."

UN HRC, 5 March 2008:

"1722. The Special Representative thanks the Government of the Russian Federation for it replies to eight communications sent.

1723. She continues, however, to have grave concerns regarding the situation of human rights defenders in the Russian Federation, particularly lawyers working in defence of human rights and journalists who seek to document human rights violations. Both groups come under increasing pressure due to threats and intimidating behaviour. In light of the killing of the journalist Anna Politkovskaya the Special Representative calls on the Government of the Russian Federation to proceed with thorough impartial investigations of this killing and the other cases of threats and assaults of journalists across the Federation.

1724. Also of particular concern to the Special Representative is the case of Ms Larissa Arap, raised in a communication of 6 August 2007. Notwithstanding the Government response of 19 September 2007, the Special Representative has grave concerns regarding the psychiatric

treatment of human rights defenders following their detention and urges the Government to cease any involvement it may have in such cases.

1725. She further expresses her most serious concern regarding registration laws and regulations which may have as their sole objective the stifling of criticism and the curbing of civil society movements in the Russian Federation and urges the Government to be transparent in its motives in the monitoring, investigation and closing down of non-Governmental organizations, as in the case of the Russian- Chechen Friendship Society, outlined in a communication of 12 October 2006, responded to on 20 February 2007."

Prague Watchdog, 7 February 2008:

"The Chechen branch of Russia's Federal Registration Service is seeking the closure of the Union of Non-Governmental Organizations (SNO), a group which disseminates information about the human rights situation in Chechnya and Ingushetia. The group was initially accused of committing a number of administrative irregularities, and to this the charge of "inciting ethnic discord" has now been added.

"In recent months our organization has been subjected to numerous inspections by police and taxation officials," says Taisa Isayeva, the director of SNO's Information Centre. "These inspections have even been joined by representatives of the law enforcement agencies of the Southern Federal District. We are convinced that a deliberate campaign of harassment is currently being conducted against our organization, with the aim of closing it down on apparently respectable pretexts."

Prague Watchdog, 17 December 2007:

"A number of Chechen non-governmental organizations whose offices are located in the House of the Press building in downtown Grozny plan to vacate these premises early in the new year. The main reason is a sharp increase in rents.

During the past two weeks the staffs of both the independent Chechen Society newspaper and the Union of Chechen NGOs (SNO) have been evicted from their offices in the building .

The reason given for the Chechen Society eviction was some "incorrect" comments made by the paper's editor, Timur Aliyev, on the recent Russian Duma elections. The SNO office was closed down after the organization's director, Taisa Isayeva, refused to wear a headscarf.

However, a House of the Press official revealed in a private conversation with SNO staff that the government's new press and information minister was not happy with material the organization had posted on its website concerning the situation with regard to the violation of human rights and freedoms in the republic.

In addition to the closure of the Chechen Society premises, the office of the Voice of the Chechen Republic newspaper edited by Timur Aliyev's wife, Satsita Isayeva, was also sealed up. Journalists say they believe that this was done solely because Isayeva is Aliyev's wife.

"The new minister's arrival has created a rather nervous situation round here," an employee of a non-governmental organization whose office is located in the building told Prague Watchdog's correspondent in an interview. "They've introduced some sort of pass system at the main entrance. Women not wearing headscarves are not allowed into the building. It's difficult and even impossible to work under such conditions. "

"In addition, starting in the new year the rents are to be increased several fold, with office space costing 1,000 roubles per square metre. The monthly rent for one small room will be 10,000 roubles. That's a totally ridiculous price", he said."

OMCT, 28 November 2007:

"The Observatory has been informed by reliable sources, including the Human Rights Centre "Memorial", about serious acts of harassment against human rights defenders and journalists as well as about the harsh repression of demonstrations in Nazran (Ingushetia) and Nizhny-Novgorod.

According to the information received, on November 23, 2007, around 11.30 p.m., Mr. Olev Orlov, Head of Memorial Board, as well as Ms. Karen Sakhinov and Messrs. Artem Vysotsky and Stanislav Goryachikh, journalists from REN TV, were abducted by about fifteen men in masks and camouflage uniforms, as they were staying in "Assa" Hotel in Nazran. They were about to cover and to take part in a demonstration that was to take place the day after.

The men in masks, who presented themselves as "anti-terror officers", pointed guns at the staff of the hotel, forced all men on the floor, including unarmed hotel security guards. All women were put next to the wall with their hands up. The men then carefully read the registration book of the hotel guests, and divided them into two groups, one of which went up to the first floor and the other one to the second floor. They ordered Mr. Orlov, Ms. Sakhinov and Messrs. Vysotsky and Goryachikh to follow them and pushed them into their mini-bus.

Mr. Orlov and the REN TV journalists were driven to a place they did not know (located in the countryside), where they were beaten and threatened with death, before being abandoned in a field in the district of Sounjenski. Dressed only with underwear and barefooted, they nonetheless managed to reach the police station of the village of Nesterovskoye. One of the journalists still had his cell phone, which Mr. Orlov used to contact the press and his colleagues.

They were then taken to the Sunzhenkoye Police Station where they made a formal report of what had happened."

Commission on Security and Cooperation in Europe, 27 September 2007:

"The tax audit of our organization has been accompanied by attacking against our members that share similar aims. These measures include questioning the activity of the organization by law enforcement agencies, accusing us of anti-state activity, especially if we are doing so-called Chechen cases, threatening to disbar lawyers working for our center. If I tell you on which grounds, on which pretext, I [Karinna Moskalenko] was going to be disbarred -- I was near to be disbarred some two months, three months ago -- you will simply not believe me...This is no doubt that the authorities attack our organization because of the clients we represent. They include victims of torture and inhumane treatment in Chechen Republic and in other regions throughout Russia.

Our colleagues from North Caucuses, the Chechen Republic and Ingushetia have been still in worse predicament. During the last three years, the authorities have tried to close down the organization of Chechen National Salvation Committee three or four times. Just this year, they had three checks of their organization under various pretexts. Four days ago, they contact me informing that another audit have been launched against them.

And Mr. Makhmut Magomadov, a lawyer for this organization, was abducted and subjected to real torture, and we have all the description what been done with him in 2005. If it is not for the application with the European court, he would have died...

While state and state-approved funding for NGOs in general is increasing in Russia, human rights organizations that criticize the government policies with respect to counterterrorism or the conflict in

Chechnya and the North Caucasus are unlikely to receive such funding. Moreover, the harsh treatment meted out to Yukos and the Open Russia Foundation has effectively deterred the business sector from providing support to independent human rights organizations...

In terms of human rights defenders in Russia, if you look at the display, we have a sea of faces of human rights defenders that are now under threat in Russia. From Moscow to Krosnitayer (ph) from Arayol (ph) to Grozny, journalists, human rights defenders and lawyers face administrative harassment, threats and intimidation and, in some cases, death. Many prefer not to talk about it publicly."

See also the [Statement from the Russian-Chechen Friendship Society following its forced closure](#), and ["Russia's Supreme Court okays dismantling of Russian-Chechen Friendship Society"](#), *Prague Watchdog*, 23 January 2007, and [Human Rights Defenders in Russia](#), *Commission on Security and Cooperation in Europe*, 27 September 2007.

Independent media stifled in North Caucasus (2008)

- Russian government has suppressed independent media reports on North Caucasus since 1999
- Website shut down by authorities, presumably because of critical coverage of events in Ingushetia

Committee to Protect Journalists, 24 April 2008:

"The Russian government—both on the federal and on the regional level—has suppressed independent reporting on the turbulent North Caucasus since the beginning of the second Chechen war in August 1999. Though the administration has claimed that life in the southern republic of Chechnya is returning to normal, few journalists are allowed to move freely and interview local residents without being harassed or obstructed by authorities. CPJ has recorded numerous cases of harassment, intimidation, abduction, obstruction, and physical assault against journalists. The official restrictive policies have led to an information vacuum about crime, corruption, and human rights abuses in the North Caucasus, and led to an overall public ignorance about the conflict-ridden region."

Committee to Protect Journalists, 17 June 2008:

"On June 6, Kuntsevo district court in Moscow ordered the closure of the Web site, alleging it contained extremist content in a series of articles, Ingushetiya's defense lawyer Musa Pliyev told CPJ. Ingushetiya's owner, Magomed Yevloyev, told CPJ that he thinks authorities want to close down his site because of its critical coverage of current events in Ingushetia. He said that once the site receives the official verdict, he would appeal it before the Moscow City Court.

"We are extremely concerned about the court decision to shutter this Web site and call on Russian authorities to drop charges and allow Ingushetiya to continue its work," CPJ Europe and Central Asia Program Coordinator Nina Ognianova said. "Coverage of the North Caucasus is scarce in Russia and the few who attempt to report on it meet government hostility, harassment, physical violence, and politicized prosecution. President Dmitry Medvedev should make good on his stated commitment to press freedom and allow independent reporting on the region."

Yevloyev told CPJ that Ingushetia authorities have initiated more than a dozen lawsuits against the Web site in the past year. Among other regional-specific issues, the Web site covers disappearances of local residents, corruption, unemployment, and anti-government protests. It has called for Ingushetia President Murat Zyazikov to step down.

The Ingushetia regional prosecutor's office announced on its Web site yesterday that it is ordering all Ingushetia Internet providers to block access to the Web site, including through proxy servers.

Authorities have been shuttling the extremism lawsuit against Ingushetiya between four different Russian courts, starting in February. When Ingushetia's Supreme Court rejected a local prosecutor's request to shutter the Web site on extremist charges in February, authorities brought the lawsuit before Russia's Supreme Court. In March, Russia's Supreme Court also rejected the prosecutor's claim against the Web site, but Ingushetia authorities did not give up. They brought the lawsuit before the Moscow City Court in April. Moscow City Court officials, however, also declined to admit the case, but redirected it to the Kuntsevo District Court in Moscow for review. On June 6, the Kuntsevo District Court in Moscow issued the ruling to shut the Web site.

Independent journalism is not welcomed in Ingushetia, CPJ research shows. In January, police in the regional capital of Nazran rounded up nine journalists and two human rights defenders and detained them at the local police headquarters for several hours, preventing them from reporting on an opposition protest. Two of the journalists were badly beaten.

Three months earlier, three Moscow-based REN-TV channel correspondents and a human rights activist were kidnapped by a group of about 15 camouflaged men from a hotel in Nazran and taken close to the border with Chechnya, where they were intimidated and severely beaten. When they complained to President Zyazikov about their treatment, he brushed off their account and blamed the attack on unidentified destructive forces from outside."

European Parliament, 14 November 2007:

10. Draws attention to the difficult working conditions, pressuring and intimidation of journalists, including foreign correspondents, in the Russian Federation..."

Impact of 2006 law on NGOs (2008)

- NGO law has negative impact on NGOs
- Grounds for denying NGO registration are broader
- NGOs must abide by more onerous reporting obligations
- Registration authorities can supervise and review NGO activities

MHG/HRWF, February 2008:

"During the period in office of President Vladimir Putin, NGOs have come under growing attack in Russia, with government officials exploiting security concerns to challenge the credibility of independent NGOs. In particular, human rights, prodemocracy and environmental groups, which are almost completely dependent on foreign funding, have been accused of undermining "national interests." Security-oriented rhetoric was also used to justify the adoption in late 2005 of a new law that introduced significant changes to existing legislation on NGOs, the so-called NGO law. Despite strong criticism both at home and abroad, Putin signed this law in January 2006, and three months later, it entered into force.

The NGO law is vaguely and ambiguously worded and grants authorities wide and discretionary powers to make decisions about the status of NGOs, oversee and scrutinize their activities and initiate sanctions for alleged violations. At the time of the adoption of the law, Russian and international human rights organizations expressed concern that many of its provisions are inconsistent with international human rights standards and may result in violations of freedom of association

and other fundamental rights. More than 18 months after the entry into force of the law, it is clear that it has had a far-reaching, adverse impact on Russia's civil society. While not all problematic provisions may have been applied so far, the law has proven to be open to arbitrary and selective implementation, and it has been used to impede, restrict and punish legitimate NGO activities. It has seriously constrained the day-to-day work of NGOs throughout the country and contributed to growing insecurity and vulnerability of NGOs.

Major concerns include:

- New broadly and vaguely formulated grounds for denying NGOs registration as legal entities were introduced.
- New onerous reporting obligations for NGOs were established.
- Registration authorities were granted broad powers to supervise and review the activities of NGOs.
- The law prohibits, among others, people deemed to be involved in "extremist" activities from founding, joining or participating in NGOs."

HRW, 20 February 2008:

"Under the 2006 law, all foreign NGOs operating in Russia must inform the Registration Service about their projects for the upcoming year and about the amount of money allotted for each project. The Registration Service then has the discretion to ban NGO projects, or even parts of projects, on grounds that are not clear. If a foreign NGO implements a banned project, the registration office can close its offices in Russia. Foreign NGOs must provide the Registration Service with quarterly updates on their work plans and notify the Registration Service of any new planned program at least one month in advance and of any "essential" changes in planned activity within 10 business days of deciding the changes.

Some point to the fact that the NGO law has not resulted in the wholesale closure of a large number of NGOs—as was initially feared—and have argued that there is no evidence of an intentional government policy to close down civil society or severely limit its scope. These observers sorely underestimate the effect that these combined measures have had on civil society. The onerous and intrusive provisions of the law and its abusive implementation, as well as the misuse of other legislation and regulations, have clearly narrowed the space for civil society and undermined NGOs' ability to facilitate checks on government conduct. There is little doubt that in practice the law, the manner in which it is implemented, and the context in which it is invoked are intended to have a choking effect on civil society—a state of affairs fundamentally incompatible with a democratic state that fully observes human rights and the rule of law.

The government does not target all NGOs equally. It has focused on NGOs that receive foreign funding and are most outspoken on controversial topics of Russian government policy, such as the war in Chechnya or human rights more broadly, or on organizations that are in some way affiliated or viewed as supportive of Other Russia, the opposition movement associated with the political dissident Garry Kasparov. While it is true that Russia still has a large and active civil society, organizations that are most critical and that would be most likely to challenge government policy are instead preoccupied with fighting administrative interference and fulfilling bureaucratic requirements."**Moscow Times, 24 August 2007:**

"In a blizzard of bureaucratic absurdity, the new registration law for nongovernmental organizations has created administrative hurdles threatening to put many out of business and deterring others from setting up shop at all. When the bill passed last year, NGO representatives suggested that it was an instance of bureaucracy being deliberately beefed up to fight organizations the government dislikes.

...during the first half of this year, 18,022 domestic and 34 foreign organizations received written warnings for not submitting the forms or violating submission procedures. This amounts to 8 percent of the national and 15 percent of the 226 foreign-run NGOs."

Monitoring efforts of humanitarian organisations constrained (2008)

- Security conditions in the North Caucasus still a concern to humanitarian organisations in 2007
- UN staff can travel in Chechnya only with strict security
- UN office in Ingushetia closes in July 2007 as a result of grenade attacks
- Mountainous areas in the south of Chechnya are high-risk for travel

UNHCR, 1 December 2007:

"The security situation in the northern Caucasus is still of concern. UNHCR has had limited access to people of concern in that area, even more so after it closed its office in Ingushetia in spring 2007 for security reasons. The opening of an office in Grozny is pending agreement by the federal authorities."

UN, 1 September 2008:

"In 2006, UN security phase in the Chechen republic was decreased, and as a result, the UN Refugee Agency and other UN agencies have increased the number of missions to the republic. It allowed us to improve planning and monitoring the implementation of our projects.

However, our staff can still travel in Chechnya only with very strict security. The opening of an office, which would reduce the number unnecessary missions, is still being considered by federal authorities. In April last year, our agency and other UN agencies temporarily closed their offices in Nazran, Ingushetia, and they are still closed. This decision was taken, when a UN office was damaged during attacks. But the implementation of UNHCR's projects in Ingushetia continues."

ACCORD, 30 April 2008:

"The UN office in Ingushetia had to be closed in July 2007 as a result of grenade attacks on the UN compound in March 2007. In the absence of approval from the Ministry of Foreign Affairs, the UN has not been able to establish a permanent presence in the Chechen Republic. UNHCR monitors the situation in Chechnya through its staff based in Grozny and missions that take place once a week or less. For missions within Chechnya, UNHCR staff must announce to the authorities the locations in advance and are accompanied by heavily armed escorts provided by the Russian Ministry of Interior. These escorts inhibit persons of concern in speaking openly about any concerns they may have though they stay outside when UNHCR holds meeting indoors...It is reported that the security forces visit the respective people in advance and question them and their family members about why the humanitarian organisation wants to talk to them.

In principle, there are no restrictions imposed by the authorities on the UN's access to areas within Chechnya. However, the UN virtually has no access to the south of Chechnya, where armed clashes reportedly take place occasionally. "

UNHCR, 30 June 2007:

"In the northern Caucasus, during the second half of the year, overall security conditions continued to improve, with a decline in the number of security-related incidents. However, despite the lowering of the UN security alert level and the prospect of easier access for humanitarian staff to the displaced in Chechnya, heavily armed security escorts were imposed by the Russian authorities on UN staff movements, thus hampering their monitoring tasks. As a result, it became extremely difficult to follow up on individual cases and to monitor the registration of returnees from abroad. Similarly, restrictions on the movements of humanitarian staff hampered access to beneficiaries and impeded the monitoring of integration projects in North Ossetia-Alania."

UN OCHA, 12 December 2006:

"While the security situation is gradually improving against the background of some social and economic rebound, unlawful and violent acts continue to pose a protection challenge in the post-conflict environment of Chechnya and the neighbouring republics. This prevalence of lawlessness is not inconsistent with conflict and post-conflict conditions elsewhere, and in Chechnya and its neighbouring republics it makes protection a challenge by all partners. As an illustration of the challenge, at least 53 civilians disappeared in Chechnya in the first half of the year according to the Chechen Ombudsman's office; the human rights organization Memorial put the number at 125. During the same period, at least 45 cases of assassination in Chechnya also were reported. These forms of lawlessness are a serious threat to individuals and to the recovery of society. They are also indicative of a wider problem of human insecurity.

On the positive side, as regards security conditions, the assistance agencies operating in the North Caucasus were able in 2006 to capitalize on the improved security environment in Chechnya compared with 2-3 years ago. The United Nations lowered its security rating for Chechnya from Phase V (evacuation) to Phase IV (emergency operations) at the end of July 2006. This has allowed the UN agencies to increase the number of day-missions into Chechnya to about 12 per month - from a maximum of 8 under Phase V...As 2007 approached, the UN is revising its security protocol and taking administrative steps toward the establishment of a UN office in Chechnya...Seven international NGOs now have offices in Grozny.

Notwithstanding those improvements, assistance agencies have faced some operational difficulties in the conduct of their humanitarian and recovery projects in the North Caucasus in 2006. While the security situation has improved over the past two years, the climate of violence continues to place aid workers at risk. Since 2004, at least six local aid workers were abducted in the region. Three of them were later found dead, two were released, and one, detained in 2006, is still missing.

[...] The security situation in the North Caucasus remains unpredictable. While there is a perceptible improvement of the security situation in the Chechen Republic, the neighbouring Republic of Ingushetia continues to record an increased number of incidents of violence and attacks against law enforcement and government authorities. The killing of the important leaders of non-state armed groups or separatist movements has put those groups further on the defensive. However, they still retain the capability to organize well-coordinated strikes against security forces. The pressure mounted by the federal and Chechen security forces on the non-state armed groups, coupled with the recently approved amnesty by the State Duma, may be seen as contributing to the improvement of the security situation in the Chechen Republic. According to official reports, more than 200 non-state fighters responded to the amnesty call and surrendered before the LEA."

International NGOs operating in North Caucasus under pressure (2008)

- International NGOs subjected to rigorous registration and reporting requirements
- International NGO movements and activities restricted by 2006 NGO law

ACCORD, 30 April 2008:

"The situation of NGOs in Russia, especially in Chechnya, is not very auspicious. Local NGOs have severe financial problems, so their number might diminish to one or two by 2009. International NGOs are usually better funded than local ones, but their activities and movements are restricted mainly by the so-called NGO law.

A federal decree which was passed in 1992 restricts movement of international organisations to certain areas within Russia. The no-go areas are said to be infiltrated with "terrorists". This decree had an amendment in January 2006, adding new dangerous regions which include North Ossetia, where UNHCR has a Sub-Office in the city of Vladikavkaz.

In 2005 President Putin enacted the NGO law, according to which humanitarian organisations have to register in Russia by including every single location they want to go to in their visa application. The security staff in Russia checks the visa, which is put into the passport, and will immediately see on the computers if the person has applied for the respective location or not. In case organizations have not applied for a place, they are sent back.

In addition, the Russian government insists that NGOs regularly submit their work schedules for the following 30 days, apply for clearance seven days in advance before moving to a specific place. NGOs also have to accept long detours in order to avoid prohibited zones. In addition, any foreign organisation can recruit staff members who have been cleared by the Federal Security Service (FSB). Due to these primarily political issues, international NGOs' work in Russia has turned into a permanent struggle for existence."

UN OCHA, 12 December 2006:

"The international NGOs working in the North Caucasus are all accredited, and make regular reports on their plans and activities. Nonetheless, their offices are often visited with unannounced inspections by persons claiming to be law enforcement officials investigating irregularities - "claiming" because while some identify themselves, others refuse to produce identification. Remedies to such administrative/operational difficulties are always sought locally, and in 2006 the dialogue with government officials to remedy problems did improve.

The 2006 amendments to the Russian NGO laws created quite a high level of anxiety among the affected international NGOs. However, it is hoped that the interruptions of humanitarian and development assistance during re-registration will be slight. At the time that this document is being finalized, all 15 international NGOs working in the North Caucasus, and required to re-register, had submitted their applications for re-registration. Ten had been notified of the positive outcome of the process. The remaining five had not yet been notified of completion of the process. While several NGOs voluntarily suspended their operations pending finalization of the process, others that had planned to continue operating in Chechnya did not obtain the approved 'marshrutny' list granting them access to the republic in November."

European Commission, 7 April 2008:

"Although insecurity has considerably diminished, limited military and guerrilla-type operations still occur in Chechnya on a regular basis, and the civilian population continues to suffer from human

rights violations. This has a direct impact on the delivery of aid, always dependent on access and security conditions, particularly in North Caucasus."

European Commission, 12 December 2007:

"...most humanitarian organisations have closed their offices [in Ingushetia] and relocated to Grozny, apart from the United Nations which have had to move to North Ossetia as they did not get the authorisation from Moscow to open offices in Chechnya and have had to close their offices in Ingushetia following a security incident."

NATIONAL AND INTERNATIONAL RESPONSES

Legal background

IDPs considered "forced migrants" under Russian law

- Internally displaced persons (except as a result of natural or human-made disasters) fall under the category of 'Forced Migrant' as defined in the Law of 19 February 1993
- Forced migrant status is also open to involuntary migrants from former Soviet Republics with Russian citizenship or who could obtain it by virtue of being former Soviet citizens
- The status is primarily meant to facilitate the integration of displaced persons in their new place of residence but does not preclude return

Government of the Russian Federation, 19 February 1993:

Law on Forced Migrants, with amendments of 23 December 2003 (unofficial translation):

Article 1. Notion of "forced migrant"

"1. A forced migrant shall be a citizen of the Russian Federation who was forced to leave his/her place of permanent residence due to violence committed against him/her or members of his/her family or persecution in other forms, or due to a real danger of being subjected to persecution for reasons of race, nationality, religion, language or membership of some particular social group or political opinion following hostile campaigns with regard to individual persons or groups of persons, mass violations of public order.

Taking into account the facts stipulated in point 1 of the present article, the following persons shall be recognised as a forced migrant:

- 1) a citizen of the Russian Federation who was forced to leave the place of his/her permanent residence on the territory of a foreign state and came to the Russian Federation;
- 2) a citizen of the Russian Federation who was forced to leave the place of his/her permanent residence on the territory of a subject of the Russian Federation and came to the territory of another subject of the Russian Federation.
3. Recognition of a forced migrant shall be also extended to a foreign citizen or a stateless person, permanently staying on legal grounds on the territory of the Russian Federation, who left the place of his/her permanent residence on the territory of the Russian Federation for reasons set forth in Point 1 of the present Article;
4. Recognition of a forced migrant shall be also extended to a citizen of the former USSR, who used to reside on the territory of a former constituent republic of the USSR, who received refugee status in the Russian Federation and lost it, as he had acquired the Russian citizenship, upon availability of factors which prevented him/her from settling down on the territory of the Russian Federation during the time when his/her refugee status was in force."

UNHCR, 31 January 2002:

"As a result of the 1994-96 conflict in Chechnya, some 162,000 IDPs were granted the status of forced migrant, in approximately 80 regions (subjects) of the Russian Federation. The status of forced migrant is primarily meant to facilitate the integration of such persons in their new place of residence, through the allocation of special allowances, assistance with housing, job placement, loans, and related support [7]".

Footnote [7]: "The status of forced migrant does not preclude voluntary return to the former place of permanent residence. Indeed Article 7.2(5) of the Law on Forced Migrants imposes upon local executive bodies the obligation to 'render assistance to a forced migrant at his/her request in the return to his/her former place of residence'." (UNHCR January 2002, para. 11)

See also the full [Law on Forced Migrants](#). The Russian version of the Law on Forced Migrants, as amended in 2003, can be found [here](#).

For the validity of statistics based on the forced migrant status, see "[Populations figures of the Federal and regional Migration Services flawed by inconsistent practices](#)"

National response

The legal framework: the Law on Forced Migrants

- The status of "forced migrant" is granted to the victims of forced displacement within the former Soviet Union
- Beneficiaries receive assistance to their integration, although return can also be supported
- Only non-Chechens displaced by the first conflict in Chechnya have been given the status

In 1993, the state authorities adopted a law on forced migrants, which creates a status for victims of forced displacement following the collapse of the Soviet Union in 1991. According to the law (as revised in 1995), the status is to be granted to both persons who wanted to resettle in the Russian Federation from one of the former republics of the Soviet Union, as well as those Russian citizens who were displaced within the Russian Federation itself. The status of "forced migrant" is primarily meant to facilitate integration in new places of residence, including through the allocation of special allowances, assistance with housing, job placement, loans and related support. However, the status also imposes on local executive bodies to "render assistance to a forced migrant at his/her request in the return to his/her former place of residence." (article 7.2(5) of the law). (UNHCR February 2003, UN CHR 24 February 2004)

The law has been inconsistently applied to people displaced within the Federation as a result of the armed conflicts in Chechnya. Some 162,000 people displaced during the 1994-1996 Chechen conflict were granted the status. Those displaced during the second Chechen conflict from 1999, mostly ethnic Chechens, have been largely excluded from the status. Applications to the status which are based on allegations of mistreatment by federal forces, lost property and "mass violation of public order" were rejected by the migration authorities on the grounds that the anti terrorist operations conducted by the Russian government in Chechnya do not constitute a "mass violation of public order". The authorities also do not consider that the federal forces who conduct such operations commit violations of public order. (UNHCR February 2003) The forced migrant status, which is granted for an initial period of 5 years, is rarely renewed, explaining for the decreasing number of forced migrants in recent years (Ganushkina 2004).

The forced migrant status determination procedure is conducted by the territorial organs of the Federal Migration Service (FMS) under the Ministry of the Interior.

The full text of the [Law on Forced Migrants](#) in Russian is available on the website of Memorial [Internet]. For the English version, see the bibliographical references (under Rossiskaya Gazeta)

Government efforts help only some IDPs (2008)

The federal and Chechen governments have made a notable effort to assist IDPs from Chechnya by providing pensions and children's allowances, providing temporary accommodation, paying compensation to those whose houses were totally destroyed and allocating funds for permanent housing. In 2006, a human rights commissioner post was established in Chechnya and the Chechen government joined a protection working group that brings together international and national actors to ensure protection of IDPs' rights. Compensation payments started to be paid again in 2008 after having been suspended for many years.

For its part, the North Ossetian government has allocated land plots for Ingush IDPs in Novy, a village it had established for displaced people. The federal government has also devoted significant attention to IDPs from Prigorodny district and has achieved results including the increased return of IDPs to their place of origin or settlement in Novy. The government, however, has used force against IDPs in order to enforce court decisions deeming certain villages in Prigorodny to be district water conservation and pasture zones, thus denying some IDPs their wish to return to their former homes or to stay at their current residence.

The government in Dagestan has allowed IDPs from Chechnya to remain on its territory, but the Migration Service of the federal government has not granted them legal status, apparently due to lack of funds. In some cases, the local government in Dagestan has not registered the residence of some IDPs. This group of IDPs therefore must pay for their accommodation and faces obstacles to accessing social services and benefits. However, in 2007 the government provided assistance to IDPs wishing to stay in the republic rather than return to Chechnya.

The federal government has included "forced migrants" in a national housing programme established by decree in 2006. Those registered as persons in need of housing by the Migration Service's list are entitled to a housing subsidy issued from the federal budget, proportional to the number of members in the family and based on a government figure for the cost of one square meter of housing. However, the programme has been criticised as being too slow and needing more funds to meet the needs of all forced migrants.

Для более подробные информации, обратитесь к статьям "Делегация Совета Федерации посетила Северную Осетию," Вести, 20 июля 2007 г., "Беженцы, живущие в Северной Осетии, получают земельные участки," Вести, 22 декабря 2005 г., "В Ростове-на-Дону обсудили проблемы переселенцев осетино-ингушского конфликта," Кавказский Узел, 17 июля 2007 г. и "Почти 300 семей переселенцев из зоны осетино-ингушского конфликта получают господдержку," Regnum, 17 июля 2007 г.

Chechen government response to IDPs from mountain villages (2007)

- IDPs who fled mountainous areas in Chechnya largely did not receive assistance from the authorities
- Some IDPs received food, land and temporary housing, but not on a systematic basis

Мемориал, 15 марта 2007 г.:

"Большинство беженцев из горных сел при переселении на равнину не получили никакой поддержки властей. Но 5 человек все же сообщили о некотором участии администрации новых мест обитания в их судьбе. Приведем некоторые ответы беженцев на вопрос о том, оказывалась ли им помощь со стороны местных властей.

Ильинская:

- «Глава администрации предоставил временное жилье – пустующий дом» (8)
- «Глава администрации – человек неплохой, но помочь не может, все соседи помогали» (6)

Иласхан-Юрт

- «Нет, наоборот, снесли забор, говорят: уезжай» (16)
- «Нет, даже гонят отсюда» (17)

Ойсхара

- «Нет, чтобы записаться на участок здесь, надо было платить 10 тысяч, не было этих денег» (30)
- «Сельсовет зарегистрировал, обещал помощь, но не помог» (32)
- «Поставили на учет, дали справку, давали хлеб, с 2004 г. перестали» (39)
- «Не мешают, не помогают» (40)

В.Нойбера

- «Не помогали, но на учет взяли» (51)
- «Помогали хлебом, поставили на учет» (105)

Н.Нойбера

- «Первый год давали хлеб» (62)
- «Была выделена земля - 12 соток» (69).

О предоставлении временного жилья сообщил 1 человек, о выделении участка под строительство - 1 человек, о постановке на учет – 4 человека, о том, что давали хлеб – 3 человека. Вот и все.

Несмотря на лаконичность ответов беженцев, они свидетельствуют о различном отношении к ним со стороны местных властей в разных селах. В селах Ойсхара и Нойбера какая-то, хотя и незначительная работа с беженцами велась: часть беженцев поставили на учет, им выдавали справки, которые они могли предъявлять при проверках, хлеб. В с. Н.Нойбера с 1999 по 2004 г. главой администрации был уроженец с. С. Курчали, поэтому многие жители этого села переселились в Нойбера в надежде на его помощь. Вряд ли эта надежда вполне оправдалась, однако, после его снятия отношение к ним стало хуже. В ст. Ильинская никакой работы с беженцами, видимо, не было, но отношение к ним со стороны руководителя сельской администрации – благожелательное, и когда есть возможность кому-то из них помочь, он помогает. А в с. Иласхан-Юрт отношение администрации к переселенцам из горных сел открыто враждебное. Ответы на последующие вопросы подтверждают это наблюдение."

Commissioner for Human Rights in Chechnya established (2007)

- The post of Commissioner for Human Rights in Chechnya was established in 2006
- The Commissioner has dealt with the human rights of IDPs, including disappearances and compensation for lost and destroyed housing

Правительство Российской Федерации, 13 апреля 2007 г.:

"Особо Федеральный Уполномоченный хотел бы отметить успешное начало информационно-аналитической деятельности Уполномоченного по правам человека в Чеченской Республике, за короткий срок подготовившего целый ряд ценных материалов, посвященных таким проблемам, как похищение людей, нарушения прав человека в ходе

дознания и предварительного следствия, при выплате компенсации за утраченное жилье, и многим другим."

Government response to IDPs from North Ossetia (2007)

Кавказский Узел, 31 марта 2006 г.:

"На обустройство вынужденных переселенцев ингушской национальности из Пригородного района Северной Осетии выделено 1,7 миллиарда, сообщил сегодня в поселке Новый полномочный представитель президента в ЮФО Дмитрий Козак."

Вести Северный Кавказ, 17 июля 2006 г.:

"210 земельных участков выделены правительством Северной Осетии для ингушских беженцев. Владельцами их стали вынужденные переселенцы из ликвидируемого стихийного поселения возле поселка Майский Пригородного района."

"На этих участках образован населенный пункт Новое, где в мире и покое сосуществуют 162 семьи, ранее проживающих в городке беженцев. Благодаря совместным действиям федеральных и республиканских органов власти удалось в короткие сроки решить серьезные проблемы, обеспечивающие формирование необходимых условий для жилищного обустройства граждан ингушской национальности", - сообщил министр по делам национальностей Северной Осетии Таймураз Касаев."

Government of the Russian Federation, 20 April 2006:

"14 лет спустя начался заключительный этап переселения граждан пострадавших в результате осетино-ингушского конфликта. Более 120 ингушских семей находится сейчас в поселке Новый, 8 семей были переселены в село Камбилеевское пригородного района Северной Осетии."

Осуществить государственную поддержку в жилищном обустройстве вынужденных переселенцев осетино-ингушского конфликта поручено Федеральной миграционной службе России.

ФМС России подготовлена нормативно-правовая база по оказанию государственной поддержки вынужденным переселенцам, пострадавшим в результате осетино-ингушского конфликта.

Совместно с Министерствами по делам национальностей Республик Северная Осетия – Алания и Ингушетия подготовлена инфраструктура для приема заявлений, выделены необходимые для этого помещения и техника.

Государство оказывает поддержку в обследовании и разработке проектно-сметной документации и восстановлении разрушенного жилья. Размер субсидий определяется на основании бюджетной ведомости и сметной документации и не может превышать размеров средств для восстановления общей площади разрушенного жилья. Также, в рамках приобретения уже готового жилья или на фазе строительства, есть форма государственной поддержки, которая включает, также, разработку сметной документации.

Субсидии определяются в расчете 33 кв. м. на одинокого, 42 кв. м. на семью из 2 человек и 18 кв. м. на одного чл. семьи из 3 человек. Также можно получить дополнительные 10 кв. м., если в семье есть человек, который претендует на социальную поддержку (инвалид). Те граждане, которые проживали в общежитии, могут получить субсидии, размер которых определяется следующим образом: 9 кв. м. общей площади на 1 члена семьи. Стоимость

жилья устанавливается Министерством регионального развития Республики Северная Осетия – Алания или республики Ингушетия. На сегодняшний день стоимость 1 кв. м. составляет 8800 рублей по Осетии и 8200 по Ингушетии. Максимальный размер поддержки ограничен площадью ранее занимаемого жилого помещения.

Если вынужденный переселенец и все совершеннолетние члены его семьи изъявили желание, чтобы стоимость приобретаемого жилого помещения, а также стоимость работ по договору подряда превысили максимальный уровень господдержки, то он может внести разницу, либо из собственных средств, либо из заемных.

15 марта этого года, территориальные органы ФМС по Республике Северная Осетия и республике Ингушетия начали прием заявлений на оказание государственной поддержки. Заявления принимаются только от вынужденных переселенцев, которые пострадали в результате осетино-ингушского конфликта. Все эти действия проводятся в рамках постановления Правительства Российской Федерации от 30.12.2005 г. № 846..."

Memorial, 31 March 2006:

"Since then the state has invested significant effort in "liquidation of consequences of the conflict", i.e. rebuilding infrastructure and housing. A special agency was created – Temporary Administration, subsequently renamed into The Office of the Special Representative of the President of the Russian Federation in the Zone of Liquidation of the Ingush-Ossetian Conflict (hereinafter 'the Office of the Special Representative'), which was located, however, not on a neutral territory but in the capital of North Ossetia Vladikavkaz. This agency effectively transported IDPs to the places of their permanent residence (upon agreement with both sides), solved the problems rehabilitation of infrastructure, housing, and documentation. However, the efforts at protecting IDPs, eliminating discrimination and exclusion, as well as creating preconditions for sustainable peace and healthy neighborly relations between the two peoples were obviously inadequate.

Relief provided to IDPs of Ingush nationality was limited to providing them with temporary shelter (wagons, barracks). Regardless of numerous applications of Government of Ingushetia, camps of Ingush IDPs never received an official status of Temporary residence centers, which means they were not eligible for state subsidies to utility payments and rehabilitation of dilapidated shelter [...]

During the 13 years the state failed to address the reason of Ingush-Ossetian conflict –the territorial dispute, to find a political solution to the problem or at least a fair scheme of government in the post-conflict region. After the events of 1992 the negotiations of the conflicting sides were focused on the issue of return of Ingush IDPs to North Ossetia. Until today the Ingush and the Ossetian sides cannot reach a consensus on the issue of how many Ingush have the right to state assistance in resettlement [...]

According to the Office of Special Representative as of January 1, 2004 state assistance in return has been provided to 3,942 families of Ingush IDP, amounting to 21, 560 persons. These IDPs are considered returned to their places of permanent residence in RNO-A. According to the Office of Special Representative as of May 1, 2005 state assistance in return was provided to 3942 families of Ingush IDP, amounting to 21885 persons. However, in fact many of them were unable to return⁸. These IDPs are considered returned to their places of permanent residence in RNO-A."

Government cooperation with international organizations and local NGOs (2007)

Кавказский узел, 31 мая 2007 г.:

"Во втором по величине городе Чечни Гудермесе прошла встреча Рамзана Кадырова с представителями неправительственных организаций (НПО) республики.

...В ходе беседы Кадыров обещал также до конца текущего года решить проблему обеспечения жильем всех вынужденных переселенцев, проживающие в пунктах временного размещения. На встрече также обсуждались вопросы, связанные с нарушением прав граждан на жилье, невыплат заработной платы строительным рабочим, участвующим в восстановлении города Грозного, проблемы содержания заключенных под стражей, и возвращения жителей республики, находящихся за ее пределами."

UN OCHA, 12 December 2006:

"UNHCR, UNICEF, and international and local NGOs have increasingly integrated their protection efforts. Recognizing the primary responsibility of governments to provide protection, they have advocated with the authorities at all levels for respect for human and civil rights, particularly on behalf of IDPs and the war-affected, and contributed to building institutional capacity through the provision of technical and material assistance as well as training [...] Greater access to Chechnya now enables protection actors to strengthen cooperation with government bodies responsible for providing legal assistance to the population. An example of this is the establishment in September 2006 of a consultative group on protection inside Chechnya, under the aegis of the Ombudsman and with the participation of other key government offices.

[...] The dialogue between international aid agencies and government is generally good but needs to be strengthened...It had proven difficult until recently [for the international community] to obtain a comprehensive overview from the government of its priorities for rebuilding and developing the conflict-affected societies in Chechnya and its neighbouring republics.

[...] In 2006, the dialogue with the authorities and civil society markedly improved. This process was fostered by the emergence of new interlocutors such as the Human Rights Commissioner (Ombudsman) and the Children and Women's Protection Department within the Ombudsman's office, and by the establishment of new consultative mechanisms such as the Protection Working Group established in Chechnya with the Ombudsman aimed at exchanging information on protection issues, joint planning and interventions to resolved the basic human rights concerns of the population.

[...] Although progress is visible, national and local institutions designated to provide rights-based responses to citizens, IDPs, forced migrants and other categories of individuals with special needs still have to reinforce their capacity and mechanisms to efficiently serve their populations of concern. This necessity applies specifically to the judiciary system in Chechnya and - more generally - to institutions in the North Caucasus dealing with human rights, migration and displacement issues, and has to be considered also in light of possible new challenges in the region, such as the presence of potential asylum seekers.

[...] UNHCR has signed a Memorandum of Understanding with the Chechnya Ombudsman's office in mid-2006. The first two issues on the agenda of the Protection Working Group were the federal government's program of compensation for destroyed housing and lost property in Chechnya, and the need for analysis of shelter needs for the IDP population. "

Russia's compliance with European Court of Human Rights rulings (2007)

- European Court judgments are published and disseminated
- New similar human rights violations should be prevented as a result of some government measures

COE, 12 June 2007:

"[...]B. Awareness raising and training

1. Information submitted by the authorities

a) Publication and dissemination

57. The three judgments (in Russian translation) have been transmitted to the General Prosecutor's Office, Supreme Court, Ministry of Defence, Ministry of the Interior, Federal Security Service and the Ministry of Justice.

58. The Ministry of Defence posted the judgments on its official website to make them available to the staff of the Armed Forces.

59. The judgments have also been disseminated to all other Prosecutor's offices and Military Prosecutors, including the Prosecutor of the Chechen Republic and the Military Prosecutor of the Joint Group of forces in the North Caucasian region together with a letter encouraging them to use these judgments in their surveillance activities and legal training. These authorities have also been encouraged to subscribe to "The Bulletin of the European Court of Human Rights" and to "Russia's Justice" in order to remain informed of the European Court's case-law.

60. The judgments will also be published in "The Bulletin of the European Court of Human Rights," a journal regularly disseminated to Russian courts.

b) Training in the Army

61. Issues related to the activities of the European Court of Human Rights, to the laws of the Russian Federation and to international humanitarian law have been introduced as a part of the servicemen's law-related education.

62. Directive N°D-6 of 1999 of the Minister of Defence had already established mandatory legal minimums for all categories of servicemen and civilian staff, including inter alia study of issues related to observance of human rights and freedoms. Systematic briefings, seminars, lectures or round-tables are organised on a weekly or quarterly, mandatory or optional basis with a view to providing all categories of servicemen and civilian staff of the Armed Forces with a legal knowledge to be applied to their day-to-day activities.

63. Video films on law, including those on compliance with the norms of international humanitarian law, textbooks, guidance for servicemen and other materials have been published as methodological support for the aforementioned courses. A Manual on international humanitarian law for the Armed Forces is being revised.

64. Finally, a partnership program between the Ministry of Defence and the delegation of the International Committee of the Red Cross concerning awareness of the rules of international humanitarian law is approved annually.

c) Training of judges and prosecutors

65. A specific item dedicated to the activities of the European Court of Human Rights has been introduced in the degree course within the Russian Academy of Justice and the Institute of Continuing Legal Education for senior officials of the General Prosecutor's office.

2. Assessment of the measures taken and further information expected

66. The publication of the judgments and their wide dissemination is a welcome development. According to established practice, the authorities are invited to provide the Secretariat with copies and/or references of the abovementioned publications, notably with the new draft of the revised Manuel on international humanitarian law, and with the circular letters by which the judgments were disseminated to various authorities.

67. The practice of circular letters is very important and the dissemination of judgments should systematically be accompanied by detailed comments/instructions issued by higher hierarchical authorities (e.g. Chief Military Command, Supreme Court, General Prosecutor's Office, etc.) to explain to all subordinates the obligations stemming from the judgments and their effects on day-to-day practice. Such measures will also contribute to create a better regulatory framework (see §§18 and seq.).

68. The dissemination of the judgments to courts with an explanatory note from the Supreme Court, remains to be confirmed.

69. As regards professional training, the Committee of Ministers has welcomed the measures taken by the Russian authorities and encouraged them to continue their efforts to mainstream the human rights and international humanitarian law issues into the initial and in-service training of members of security forces, judges and prosecutors. Additional details would be helpful as regards the scope and nature of the courses delivered, the time allocated to them and evaluation of their practical effectiveness.

70. Information would be of particular interest in respect of officers responsible for planning and leading anti-terrorist operations causing a risk of the kind violations raised in the Court's judgments at issue here.

71. Information on specific measures taken within the Air Force would be of particular importance, given the latter involvement in the incidents impugned by the Court's judgments.

72. The mainstreaming of the Convention into professional training of the army, judges and prosecutors is a continuous process and the authorities are invited to keep the Committee informed of further steps taken in this respect. In the process of adopting additional measures, they are invited to follow the Committee's Recommendation Rec(2004)4 of 12 May 2004 on the ECHR and professional training.

73. As regards additional (ad hoc) awareness-raising activities organised in the wake of the Court's judgments, the authorities are invited to provide a list of the various activities (seminars, conferences, etc) where the issues raised by the judgments have been or will be addressed. It would be particularly important to receive confirmation that the various authorities concerned, such as the Ministry of Defence, the Ministry of Justice, the General Prosecutor's Office and the Federal Courts' service, have included the relevant topic in their awareness-raising activities. Information on any general programs in this respect would be appreciated.

C. Effective remedies in case of abuses

1. Information submitted by the authorities

a) Effectiveness of criminal investigations

74. Since the events of the present cases, a number of changes have taken place which should contribute to the prevention of new similar violations:

- the General Prosecutor created on 8 February 2000 the Prosecutor's Office of the Chechen Republic and on 9 September 2002 the Military Prosecutor's Office of the Joint Group of forces in the North Caucasian region. The local department of the Ministry of the Interior created in December 1999 was transformed in 2002 into the Ministry of the Interior of the Chechen Republic;

- according to Ruling n°15 of the Prosecutor of the Chechen Republic of 30 November 2002, interagency investigative groups were created with a view to investigate grave crimes;

- an interagency working group has been created in June 2005, headed by the Deputy Prosecutor of the Chechen Republic and including the heads of law enforcement bodies and of the security forces, to coordinate their action in those cases;

- the United Register of kidnapped or disappeared persons has been also created and is regularly compared with the lists of detained or convicted persons;

- a program providing for a set of measures to prevent kidnappings and to ensure the effective investigation into disappearances, adopted in 2004, was corrected in January 2005 by the prosecutor's office of the Republic in cooperation with the Ministry of Interior of the Republic, the local FSB department and the Prosecutor's Office;

- the new Code of Criminal Procedure entered into force on 1 July 2002, with new rules of investigation.

b) Sanctions against officials responsible for abuses

75. According to the statistics provided by the General Prosecutor's Office, since 1999, the time of first anti-terrorist operations in the North Caucasian Region, the Military Prosecutor's Office has opened 245 criminal cases in relation to crimes allegedly committed by servicemen, out of which

- 98 cases concerning 127 servicemen have been transferred to military courts for trial;
- 62 cases have been discontinued for different reasons, notably an amnesty act, for want of corpus delicti or following the death of the accused);
- 85 cases are still under investigation.

76. So far no statistics regarding possible convictions has been provided. Military courts have tried criminal cases against 117 servicemen, including 28 officers.

c) Redress for victims

77. No specific information has been provided by the authorities on this issue. However some basic principles emerge from the laws referred to by the authorities with regard to the legal framework governing the actions of security forces (see §§ 18 and seq.).

78. The recent Law "On Suppression of Terrorism" contains a number of provisions regarding compensation for damages resulting from terrorist acts and anti-terrorist activities applicable as from 1 January 2007. Prior to its entry into force, these issues were governed by the former Law "On Suppression of Terrorism".

(i) compensation of victims under the former “Law on Suppression of Terrorism”

79. The former Law “On Suppression of Terrorism”, introduced a limited right to compensation for damages resulting from terrorist acts. Such compensation was to be paid from the budget of a subdivision in which such an act has taken place or, if need be, from the federal budget (Article 17). Nothing was provided by this Law for cases in which the damage was caused by the security forces.

(ii) compensation under the new scheme provided for by the Law “On Suppression of Terrorism”

80. The new Law “On Suppression of Terrorism” establishes that, in addition to damage caused by terrorist acts, the state will compensate, according to a specific procedure to be established by the Government, damage which might be caused also by the actions of security forces in the course of the fight against terrorist acts. However, the damage to be compensated is limited to pecuniary damage. Non-pecuniary damage should be compensated by the persons who have caused it (Article 18 §§ 1-2).

81. As under the previous Law, damage caused to individuals (to their health and property) taking part in a terrorist act, including their death, is not subject to compensation (Article 18 §3).

(iii) other forms of redress

82. As regards the draft law setting up a specific procedure to allow victims to obtain redress for ineffective investigations, the Russian authorities indicated, on 7 November 2006, that this draft law was considered inappropriate, given the fact that Russian law already contains legal mechanisms allowing victims to obtain redress in such cases.

83. The authorities have in particular relied on Federal Law n°4866-1 “On appealing to court against actions and decisions violating the rights and freedoms of citizens” of 27 April 1993 and the Federal Law “On the order of examination of applications of citizens of the Russian Federation”, which entered into force on 2/10/2006.

84. The authorities have also referred to the Code of Criminal procedure without, however, specifying the relevant provisions. [...]"

International response

International community focuses on humanitarian assistance and advocacy

- The UN response to the humanitarian crisis in the Northern Caucasus is under the leadership of the UN Humanitarian Coordinator
- Sectoral lead agency for protection and shelter issues is UNHCR
- The response of donors to the UN consolidated appeal for Chechnya is generous
- Human rights treaty bodies and regional organisations have voiced their concerns on the situation of IDPs in the Northern Caucasus

ICRC, 27 May 2008:

"KEY POINTS

In 2007, the ICRC:

was still unable to resume visits to detainees

in the Russian Federation
enhanced its dialogue on missing persons
with the federal and Chechen authorities after
submitting a position paper on the topic to them
ended its emergency relief programme in
the northern Caucasus and its assistance to
medical facilities in Chechnya
supported an increased number of microeconomic
initiatives in the northern Caucasus
to boost the self-sufficiency of particularly
vulnerable people
provided expertise and equipment for
the rehabilitation of water infrastructure
in the northern Caucasus
supported the Russian Defence Ministry in
making IHL a compulsory component of its
civic training programme

ICRC, 27 May 2008:

"As the Chechen health system was increasingly funded by the federal and local authorities, the ICRC gradually reduced its deliveries of medical supplies to hospitals, ending them altogether at the end of the year. Support to the Grozny prosthetic/orthotic centre and training of Chechen technicians continued."

ECHO, 5 December 2007:

"based on positive developments in Chechnya, DG ECHO decreased funding and phased out from several sectors, starting in 2007, this orientation pursued and reinforced in 2008 with further decrease, continued provision of humanitarian assistance because of destruction of 2 wars: protection, shelter rehab for returnees and food security/income generation programmes"

Council of Europe, CPT, 8 April 2008:

CPT visited NC 10th time since 2000 in 2008, this time focused on KB and Ingushetia. Also met with NGOs.

CoE comm HR visited CR in 2007, and assessment visit to RF in 2008 - are conclusions out?

WFP/UNICEF, 3 April 2007:

The UN agencies scaled up assistance to the North Caucasus in 2000 to avert a humanitarian crisis after the second Chechen war. Since then, WFP, with major cooperating partners, has provided humanitarian aid in the form of food rations (wheat flour, sugar, oil, and salt), Food for Work programs (FFW), Food for Training (FFT), and Food for Education (FFE). Recently a pilot program of hot meal feeding centers (cantinas) was initiated to provide for the most vulnerable. In all, WFP provides food for approximately 250,000 beneficiaries in Chechnya and Ingushetia; the Danish Refugee Council (DRC) and the French NGO, Action contre la Faim (ACF) operate a parallel distribution program in eastern and southern Chechnya using a different food pipeline.

УВКБ, 31 декабря 2007г.:

"В ноябре 2007 года УВКБ ООН распределило последние 12 щитовых домиков семьям внутриперемещенных лиц, добровольно возвращающимся в Чечню. С 16 января 2003 года, с начала программы, было распределено 2 622 щитовых домика, включая 379 домиков, распределенных в 2007 году. "

WFP, 1 January 2008:

"Since 2000, WFP has distributed 191,400 tons of food commodities under various programme activities in the North Caucasus, valued at US\$ 94.4 million. In 2006, the agency provided over 13,633 tons of food commodities to 294,469 vulnerable population groups in Chechnya and Ingushetia.

Within the overall framework of the 2007 Inter Agency Transitional Plan for the North Caucasus, WFP plans continued food assistance to 204,000 conflict-affected persons, mainly in Chechnya and to a lesser degree in Ingushetia...

Major governments donors to WFP's operation in the North Caucasus include Canada, ECHO, Finland, Ireland, Japan, Netherlands, Sweden, Switzerland, Multilateral, UK and the United States."

Orgs working on health: Handicap International, Hammer Forum, ICRC, IMC, MSF-Holland, UNICEF, Civic Assistance, MDM, WHO, Denal, Caritas ACF: visits and workshops for pregnant women in Grozny

UNICEF: health (psychosocial, water, education, peace and tolerance, child protection, mine action, Since 1999, UNICEF has helped implement \$55 million worth of projects in the North Caucasus in partnership with local governments, as well as international and local non-governmental organizations. Now, UNICEF's focus has shifted from humanitarian assistance to support that is oriented more towards development and sustainability. In Vladikavkaz, the capital of North Ossetia, inclusive education project where disabled and otherwise challenged children learn alongside their peers – a new model for most of the former Soviet Union. Peace Club, an offspring of the peace and tolerance camps that UNICEF has been organizing throughout this region troubled by ethnic conflict and intolerance. A maternity hospital in Grozny, the capital of Chechnya, for instance, recently acquired new equipment purchased by the European Union and UNICEF, psychosocial support for children, summer camp, training on CRC, in North Caucasus: mine action/child rights promotion, psycho-social rehabilitation, health and water sanitation, education and peace and tolerance promotion, education from September 2006-2009: technical training to 3000 teachers and MoE officials, install furniture, equipment, sport items, also working on inclusive education since 2007: promotion of integration of disabled children into education system through training of teachers, promotion of life skills education by updating school manuals and developing new ones, also peace and tolerance activities: classes in schools, summer camps, peace theatre, training of teachers, also working on health: expanded programme of immunization, mother and child health, HIV prevention among youth, also dealing with water and sanitation: water production and distribution, sanitation: sewage garbage collection, construction of latrines and incinerators, hygiene promotion, also work on mine action: data collection, education, survivor assistance, advocacy, also work on child rights promotion: capacity building CRC promotion, technical support to child rights institutions, advocacy to government; also do psychosocial recovery and response to crisis in Beslan

UNHCR, 1 December 2007:

"In Chechnya, UNHCR will monitor the return of refugees and IDPs and work closely with authorities to identify and support vulnerable peoples of concern who are unable to benefit from the governmental housing programmes. In Dagestan, UNHCR will extend voluntary return assistance to those who wish to return to Chechnya. The protection situation and durable solution options for those wishing to remain will also be pursued."

"Until early 2007 most displaced reported security concerns and lack of rule of law in Chechnya as the major impediments to return, UNHCR has noted a gradual shift in the major reason for not returning to Chechnya

towards more emphasis on lack of shelter and lack of employment. UNHCR has spent considerable energy on developing relations and building capacity of the judiciary and the legal bodies as well as the Ombudsman's office. As part of its protection objectives to establish and strengthen the rule of law in the region, UNHCR and its partners continue to provide general legal advice as well as legal representation for those bringing complaints to the courts. It also follows closely the situation of NGOs in particular its partners that provide legal support and advise and whose work is crucial for many returnees. Thus UNHCR funds 8 legal counselling centres (LCCs) at 5 different locations in Chechnya, 2 LCCs in Ingushetia and 1 LCC in Dagestan. UNHCR also has a memorandum of understanding with the Chechen Human Rights Commissioner (Ombudsman) and participates in the Protection Working Group in which various human rights issues related to displacement are discussed." UNHCR, 17 April 2008

Кавказский Узел, 21 августа 2008.:

"Международный Комитет Красного Креста (МККК) завершил водопроводный проект в селении Терекли-Мектеб Ногайского района Дагестана, который позволит обеспечить водой около 8000 жителей. В поселке Дудаевка в течение долгого времени 850 жителей, среди них 150 внутриперемещенных лиц из Чеченской Республики, были практически не обеспечены водой."

Кавказский Узел, 28 ноября 2007г:

"Управление Верховного Комиссара (УВКБ) ООН по делам беженцев планирует продолжать свою деятельность на Северном Кавказе.

Как стало известно корреспонденту "Кавказского узла", в настоящее время УВКБ ООН на Северном Кавказе оказывает помощь перемещенному населению в виде правового консультирования, в виде предоставления временного жилья, а также, помогая, в меру своих возможностей, в строительстве постоянного жилья и финансируя проекты быстрой реализации, способствуя тем самым реинтеграции этой категории граждан в Чеченской Республике и интеграции в Республике Ингушетия.

В Северной Осетии-Алании УВКБ ООН предоставляет подобную помощь для устойчивой интеграции беженцев из Грузии, получивших российское гражданство.

В Чеченской Республике безвозмездное консультирование жителей по правовым вопросам ведется в 9 консультационных центрах, расположенных в Грозном, Шали, Урус-Мартане, Гудермесе и Серноводске.

Деятельность консультационных центров осуществляется при финансовой поддержке УВКБ ООН исполнительными партнерами УВКБ ООН - неправительственными организациями "Веста", "Низам" и "Мемориал". Основные вопросы, с которыми граждане Чеченской Республики обращаются за консультациями, это противоречивые жилищные вопросы, вопросы выплаты компенсаций, вопросы, связанные с паспортами, с предоставлением документов на получение жилищного сертификата.

Обращаются также и по уголовным делам. Юристы консультационных центров наделены также правом представлять интересы заявителей в суде. В Чеченской Республике УВКБ ООН тесно сотрудничает с офисом уполномоченного по правам человека.

УВКБ ООН в Чеченской Республике предоставляет также строительные материалы для восстановления частично поврежденного собственного жилья граждан Чеченской Республики.

В 2008 году УВКБ ООН на Северном Кавказе продолжит деятельность, связанную с оказанием юридической помощи и строительством постоянного жилья.

Напомним, что 22 ноября замглавы международного комитета Совета Федерации Василий Лихачев заявил после встречи с заместителем генерального секретаря ООН по гуманитарной помощи Джоном Холмсом, что ООН сворачивает гуманитарные проекты на Северном Кавказе, не считая больше Чечню, Ингушетию и другие республики России зоной бедствия.

Вся деятельность УВКБ ООН осуществляется в координации с российским правительством."

Caucasian Knot, 22 November 2007:

"The United Nations are phasing out their humanitarian projects in Northern Caucasus, since they do not consider Chechnya, Ingushetia and other Russian Republics to be a disaster zone any longer. The RIA "Novosti" reports that this fact was stated by Vasily Likhachov, Deputy Chair of the International Committee of the Federation Council of Russian Parliament, after his meeting with John Holmes, UN Deputy General Secretary for Humanitarian Aid.

It was a mutual Russia-UN move towards each other. "Chechnya, Northern Ossetia, Ingushetia, Karachaevo-Circassia need no foreign humanitarian aid any longer, they have become self-sufficient, although not all the problems have been settled yet," Mr Likhachov has noted.

According to his story, the shortage of local budgets for final accommodation of refugees will be compensated from the federal budget.

Starting from 2000, the volume of UN humanitarian projects in Northern Caucasus has exceeded 200 million dollars. Basically, the money went to maintenance of the camps of forced migrants from Chechnya, building houses for them in Ingushetia, and on the programme of their return to Chechnya."

Более 20 тысячам беженцам из Чеченской Республики оказана помощь строительными материалами, а также сборно-щитовыми домами по линии УВКБ ООН. (KU, 29 June 2008)

The international response to the humanitarian crisis in northern Caucasus is coordinated by the Humanitarian Coordinator, with the support of OCHA. Specific sector working groups are led by one international agency, as shown in the table below.

Sector Working Group	Chair and Secretariat
Protection	UNHCR
Food Security and Agriculture	WFP
Shelter	UNHCR
Health	WHO
Water and Sanitation	UNICEF
Education	UNICEF
Mine Action	UNICEF
Peace and Tolerance	UNICEF
Governance	UNDP
Economic Growth and Poverty Alleviation	UNDP

In 2006, the UN and its NGO partners began to change their focus from emergency to development activities in the North Caucasus, while continuing to acknowledge that the conflict-

affected population still needs humanitarian support. As a result, the 2007 Inter-Agency Transitional Workplan for the North Caucasus includes development activities such as economic growth and governance, in addition to humanitarian activities like health, shelter and education. Meanwhile, some international actors have indicated their departure from the North Caucasus, including UN OCHA, which will close its office at the end of 2007.

As lead agency for the protection of IDPs in the North Caucasus, UNHCR, with the help of partner NGOs, provides shelter assistance and legal counselling for IDPs, monitors the situation of IDPs in Ingushetia, Chechnya and Dagestan, and carries out independent verifications of cases of evacuation from TACs. Support to IDPs from Prigorodny district in North Ossetia is limited to *ad hoc* interventions such as housing support in Ingushetia and legal assistance on the right to return.

Other humanitarian organisations that directly assist IDPs include the Danish Refugee Council (in the areas of shelter, food and protection), the International Committee of the Red Cross (medical aid, micro-economic initiatives, water and sanitation, mine action and promotion of IHL), Médecins Sans Frontières (healthcare), the Polish Humanitarian Organisation (water and sanitation) and the Swiss Agency for Development and Cooperation (housing and healthcare). The work of several international NGOs in Chechnya, Ingushetia and Dagestan was interrupted in 2006 by their efforts to comply with a new law governing foreign NGOs. In some cases, this meant delays in assistance to IDPs. However, by 2007 most international NGOs in the North Caucasus had managed to resume their work.

Various institutions at the Council of Europe have continued to express concern over the lack of respect for human rights of institutions in the North Caucasus. In a 2006 resolution, the Council's Parliamentary Assembly identified Chechnya as the most serious situation of human rights violations of all Council of Europe member states, and stated that the security forces produced a sense of anxiety rather than security among the population. In March 2007, the European Committee for the Prevention of Torture issued its third public statement on torture in Chechnya, a measure rarely invoked and used only when a party fails to cooperate or refuses to improve the situation. By mid-2007, the Council of Europe's European Court of Human Rights had handed down 14 decisions on cases from Chechnya. The court found federal troops guilty of human rights abuses such as torture, enforced disappearances and illegal detention and ordered the Russian government to pay compensation to claimants.

Caucasian Knot, 23 April 2008:

"The Council of Europe is grateful to Ingushetia for rendering assistance to refugees from the Chechen Republic. This was declared yesterday, on April 22, in the city of Magas by Thomas Hammerberg, CE's Commissioner for Human Rights.

"The Council of Europe and the international community as a whole are grateful to the Republic of Ingushetia for the help rendered to the Chechen people during the armed events in the Chechen Republic," the ITAR-TASS quotes Mr Hammerberg as saying.

The "Caucasian Knot" has already informed that prior to his voyage to Ingushetia Thomas Hammerberg had visited Chechnya. There he met not only the Chechen leadership, but also ordinary citizens. Accompanied by Ali Tagirov, Deputy Minister of Internal Affairs for the city of Grozny, Mr Hammerberg visited the Grozny Centre for Social Help to Families and Children and the 9th City Hospital.

The CE's Commissioner for Human Rights also visited the so-called ORB-2 (Special Search Bureau), where former administration was blamed by human rights organizations of tortures. After replacement of the Bureau's head, the situation here has changed for the better, and, as

Hammerberg has noted, "he talked to inmates and understood that no violence is applied to them by law enforcers."

During his visit to Chechnya, Thomas Hammerberg promised that the Council of Europe will help Chechnya's authorities to start a laboratory for exhumation and identification of bodies, having noted that the Republic badly needs such unit."

Need for increased donor attention (2007)

- International response to the situation in the North Caucasus has been conflicted, ambivalent and ineffectual
- The Russian government has obstructed the ability of donors to engage
- Increased donor attention is needed in the area of security and human rights

CSIS, 30 September 2007:

"Increased donor attention to the varied regions within the North Caucasus is an urgent security and human rights imperative. To date, the Russian government has greatly complicated, and often restricted, the ability of donors to engage in this region. At the same time, the international community has been plagued by ambivalence in responding to needs on the ground..."

For well over a decade, the North Caucasus has been the site and source of rising levels of violence, instability, and terrorism...This perilous situation has led many policy makers and the wider donor community inside and outside Russia to conclude that little can be done to help increase security and stability in the region. The international response has often been deeply conflicted, ambivalent and ineffectual."

Suggestions to improve human rights and security in the North Caucasus (2007)

- Senior representatives from international organisations, governments and NGOs on Russia developed 49 steps to improve the situation in the North Caucasus

CSIS, 30 September 2007:

1. Encourage and Assist the Convening of a Series of Conferences on Chechnya and the North Caucasus
2. Support the Creation of an International Working Group on the North Caucasus
3. Convene a Meeting with Members of the International Conflict Resolution Community
4. Launch a Diplomatic or Elder Statesmen Initiative
5. Reframe the Discussion on Chechnya to Focus on the Security Implications of Abuse and Impunity
6. Convene a Meeting on Scenario Building
7. Create a Truth and Reconciliation Commission
8. Convene a Donors Conference
9. Increase Donor Allocations for Human Rights and the Rule of Law
10. Develop Next Generation Programs..."

This publication outlined 49 steps to improve the situation in the North Caucasus.

Recommendations from European Institutions (2007)

- European Parliament calls for an intensification and opening up of the EU-Russia human rights dialogue
- Council of Europe's Committee for the Prevention of Torture makes recommendations to Russian government on ill-treatment in detention and effective investigations for complaints

European Parliament, 14 November 2007:

"6. Notes the continuous exchange of views on human rights in Russia as part of the EU-Russia human rights consultations; emphasises, however, that the current situation in Russia gives rise to serious concern in terms of respect for human rights, democracy, freedom of expression and the rights of civil society and individuals to challenge authorities and hold them accountable for their actions; is extremely worried about the lack of any substantive response by the Russian authorities to the numerous expressions of this concern; stresses that the implementation of the current NGO law has had a negative impact on the work of many NGOs, and supports ongoing initiatives to simplify procedures for registering NGOs;

7. Emphasises that the situation in Chechnya continues to be a point of dissent in the relations between the EU and Russia; reiterates its strong criticism of Russia's policy in Chechnya and its condemnation of the numerous human rights violations in Chechnya; calls on the Russian Federation as a matter of urgency to take concrete steps to eradicate torture and other ill-treatment, arbitrary detention and "disappearances" in the Chechen Republic, and to tackle impunity in relation to such violations;

8. Urges the Council and the Commission to call on the Russian Federation to ratify Additional Protocol 14 to the European Convention on Human Rights;

9. Calls for a stepping-up of the EU-Russia human rights dialogue and for this process to be opened up to effective input from the European Parliament, the State Duma and civil society and human rights organisations; calls for the situation of minorities within Russia to be included on the agenda of the human rights dialogue; calls on Russia to respect fully its obligations as a member of the Council of Europe, including respecting the right of association and the right of peaceful demonstration;

10. Draws attention to the difficult working conditions, pressuring and intimidation of journalists, including foreign correspondents, in the Russian Federation..."

COE, 13 March 2007:

"[...] After each of the visits in 2006, the CPT's delegation immediately made detailed written observations. The reactions of the Federal authorities were not commensurate with the gravity of the Committee's findings, and the same is true of the comments which they have recently made in response to the report on the two visits adopted in November 2006. Although displaying an open attitude on subsidiary matters related to conditions of detention, the Russian authorities consistently refuse to engage in a meaningful manner with the CPT on core issues. This can only be qualified as a failure to cooperate.

The public statement procedure set in motion by the CPT in October 2006 covered in particular the issues of ill-treatment by staff of ORB-2 (Operational/Search Bureau of the Main Department of the Ministry of Internal Affairs of Russia responsible for the Southern Federal Region), unlawful detentions and the effectiveness of investigations into cases involving allegations of ill-treatment. Detailed recommendations have been made by the CPT on each of these subjects; to date, they have received at most a token response and in many respects have quite simply been ignored. Instead of reformulating in this statement the issues concerned, the CPT has chosen to make

public the relevant extracts of its visit report and of the Russian authorities' comments; the Committee believes that this material speaks for itself.

The CPT remains committed to continuing its dialogue with the competent authorities, at both Federal and Republican level, in relation to the Chechen Republic and is prepared to organise further visits to that part of the Russian Federation. However, for such activities to be worthwhile, all sides must be willing to play their part fully in the light of the values to which the Russian Federation has subscribed.

[...] the CPT recommends [that the Russian authorities]:

-take immediate action to put a stop to the ill-treatment of suspected or accused persons by staff of ORB-2, both in Grozny and in the inter-district divisions of the agency. That action should include:

-relocating elsewhere the IVS facility currently situated on the premises of ORB-2 in Grozny;

-ensuring that any person apprehended by ORB-2 staff is, without delay, placed in an IVS facility;

-making mandatory the presence of an investigator attached to the relevant prosecution service when ORB-2 staff are involved in any investigative activity requiring direct contact with a detained person;

-ensuring strict compliance with the right to have a lawyer present during all questioning or other investigative activities conducted with the participation of the suspect or accused;

-delivering to all ORB-2 staff the clear message that the ill-treatment of detained persons will be the subject of severe sanctions;

-ensuring that any complaints or other information indicative of possible ill-treatment by ORB-2 staff are the subject of an effective investigation (see also section II.A.4 below).

-ensure that effective investigations are carried out into all complaints and other information indicative of the unlawful detention of persons:

-in facilities located in the village of Tsentoroy;

-in the military facility (the "Vega base") located in the outskirts of Gudermes (see paragraph 30);

-at the Headquarters of the Vostok Battalion of the 42nd Division of the Ministry of Defence;

-in any other facility located elsewhere in the Chechen Republic.

-that immediate steps be taken to ensure that all investigations into cases involving allegations of ill-treatment meet fully the criteria of an "effective" investigation as established by the European Court of Human Rights;

-that, when persons lodge complaints about the manner in which they were treated whilst in the custody of a law enforcement agency, all subsequent investigative activities concerning those

complaints be carried out in a safe environment, away from the law enforcement agency at which the ill-treatment was allegedly inflicted. Further, for so long as a preliminary inquiry or criminal investigation into possible ill-treatment is underway, the persons concerned should under no circumstances, for any investigative purpose, be returned to the custody of the law enforcement agency where it is alleged the ill-treatment was inflicted;

-that judges considering a request on the application of the preventive measure of remand in custody immediately order a forensic medical examination and bring the matter to the attention of the relevant prosecution service whenever there are grounds to believe that the person brought before them could have been the victim of ill-treatment;

-that a mode of delivery be established which ensures timely submission to the prosecuting authorities of reports drawn up by SIZO establishments on physical injuries recorded at admission;

-that persons who allege ill-treatment in custody, or their lawyers or doctors, be able to have a medical examination by a doctor from an official forensic establishment carried out without prior authorisation from an investigating or judicial authority."

Recommendations from the United Nations (2008)

- In 2008, UN CERD issued concerns regarding ethnic Chechens, including IDPs, and made recommendations concerning identity checks, hate speech, racially motivated violence and IDP return
- Also in 2008, the Special Rapporteur on the independence of judges and lawyers recommended improvements to the transparency and independence of the judicial system

UN CERD, 20 August 2008:

"12. The Committee notes that article 286 of the Criminal Code criminalizes violations of rights and lawful interests of individuals and organizations committed in an official capacity while exceeding official powers. It is nevertheless concerned that, despite this provision, ethnic minorities such as Chechens and other persons originating from the Caucasus or from Central Asia, as well as Roma and Africans, reportedly continue to be subject to disproportionately frequent identity checks, arrests, detentions and harassment by the police and other law enforcement officers (arts. 2, para. 1 (a), 5 (b) and 5 (d) (i)).

The Committee recommends that the State party take appropriate action, including disciplinary or criminal proceedings, against public officials who engage in racially selective arrests, searches or other unwarranted acts based solely on the physical appearance of persons belonging to ethnic minorities, provide continuous mandatory human rights training to police and other law enforcement officers to prevent such profiling, and amend the performance targets for the police accordingly. In this connection, the Committee draws the attention of the State party to general recommendation 31 (2005) on the prevention of racial discrimination in the administration and functioning of the criminal justice system.

[...]

16. While acknowledging the State party's efforts to combat incitement to racial, ethnic and religious hatred in the media and, albeit to a more limited extent, in political discourse, the Committee notes with concern the increase in the number of racist and xenophobic statements in the media, including in mainstream media and publications by established publishing houses, on the internet, and in the discourse of public officials and political parties, targeting ethnic minorities such as Chechens and other persons originating from the Caucasus or from Central Asia, Roma, Africans, as well as ethnic minorities of Muslim or Jewish faith (arts. 4 (a) and (c)).

The Committee recommends that the State party intensify its efforts to combat ethnically motivated hate speech in the media, on the internet and in political discourse, by publicly condemning such statements, imposing adequate sanctions for publicly making racist statements, making full use of official warnings under articles 4 and 16 of the Federal Law on the Means of the Mass Media, and by closing, if appropriate, any media outlets inciting to racial hatred. It also recommends that the State party effectively cooperate with third States from where Russian-speaking internet sites operate, and that it train judges, procurators, the police and law enforcement officers on the application of article 282 of the Criminal Code and other relevant criminal law provisions.

[...]

18. While noting with appreciation the explanation given by the Head of the Russian delegation concerning the root causes of racist and xenophobic attitudes among parts of Russian society, the Committee is nevertheless gravely concerned about the alarming increase in the incidence and severity of racially motivated violence, especially by young persons belonging to extremist groups and, in some cases, by extremist elements of Cossack organizations, against Chechens and other persons originating from the Caucasus or from Central Asia, Roma, Meshketian Turks, Muslims, Africans and other ethnic minorities (art. 5 (b)).

The Committee recommends to the State party to further intensify its efforts to combat racially motivated violence, including by ensuring that judges, procurators and the police take into account the motive of ethnic, racial or religious hatred or enmity as an aggravating circumstance in any proceedings under the criminal law provisions mentioned in paragraph 3 above, and to provide updated statistical data on the number and nature of reported hate crimes, prosecutions, convictions and sentences imposed on perpetrators, disaggregated by age, gender and national or ethnic origin of victims.

[...]

21. While noting the information from the Russian delegation concerning the considerable number of internally displaced persons (IDP) who have returned to the Chechen Republic and the substantial funds allocated to facilitating their return, the Committee is nevertheless concerned about reports that IDPs from Chechnya are sometimes pressured to return and to relocate from temporary accommodation centres in Ingushetia and Grozny, and that IDPs within Chechnya are not eligible for, and those outside Chechnya are sometimes denied, forced migrant status (art. 5 (d) (i) and 5 (e) (iii)).

The Committee recommends that the State party ensure that internally displaced persons from Chechnya are not pressured to return to their preconflict places of residence if they fear for their personal safety, that returnees who are relocated from temporary accommodation centres in Ingushetia and Grozny are provided with adequate alternative housing, and that all IDPs are granted forced migrant status and the related benefits.

22. While noting that Federal Act No. 5242-1 of 1993 on Russian citizens' rights to freedom of movement, choice of address and place of residence in the Russian Federation provides that registration shall not constitute a precondition for the exercise of citizens' rights, the Committee is concerned about reports that, in practice, the enjoyment of many rights and benefits depends on registration, and that the police is often reluctant to grant residence registration to Chechens and other persons originating from the Caucasus, Roma, Meshketian Turks, Yezidis, Kurds and Hemshils in Krasnodar Krai, Tajiks, non-citizens from Africa and Asia, as well as asylum-seekers and refugees (art. 5 (d) (i)).

The Committee recommends that the State party carefully monitor the implementation of its system of residence registration, sanction officials who deny registration on ethnically discriminatory grounds, and provide effective remedies to victims, with a view to eliminating any discriminatory impact of the registration system on ethnic minorities.

[...]

25. The Committee is concerned about reports that non-citizens and ethnic minority workers are often subject to exploitative conditions of work as well as discrimination in job recruitment (art. 5 (e) (i)).

The Committee recommends that the State party intensify its efforts to protect non-citizens and ethnic minority workers against exploitative work conditions and discrimination in job recruitment, e.g. by providing effective remedies for victims and by training judges and labour inspectors on the application of articles 2 and 3 of the Labour Code."

UN, 29 May 2008:

"On this basis, and before the submission of his full report, the Special Rapporteur [on the independence of judges and lawyers] advances the following preliminary recommendations related to measures for improving the functioning of the judicial system:

- Given the urgent nature of the need to resolve the problems identified above, full support should be given to the new working group on judicial reform and the recently created anti-corruption council. All pertinent parties whose interests may be affected by the work of these bodies should be fully involved in their activities.
- In tackling the problems facing the judiciary it is crucial to ensure transparency of legal proceedings and the functioning of the judicial system as a whole. In fact, this has been recognised by judicial authorities at different levels.
- Mechanisms for the rapid and comprehensive execution of judicial decisions should be established promptly.
- The existing procedures for providing free qualified legal assistance should be reviewed and best practices should be implemented throughout the country.
- The draft law on the establishment of a juvenile justice system should be adopted without delay.
- Renewed efforts should be taken to establish an administrative court system as this will strengthen the mechanisms to effectively fight corruption and to ensure the liability of state officials.
- As regards the prosecution, there is a need to analyse the results of the recently introduced reforms and their impact on the conduct of the investigation and judicial proceedings in general.
- The recently proposed amendments to the 2002 Federal law governing the activities of defense lawyers would compromise the principles of self-government and independence of the bar and, therefore, must not be adopted since they will run against existing international standards.
- Efforts should be made to ensure that lawyers can exercise their profession without intimidation or any other obstacles.
- The legitimate activities of non-governmental organisations, including their participation in the process of judicial reform, should be encouraged and facilitated."

UNHCR, 30 June 2007:

To the authorities in Chechnya:

- Extend the process of reconstruction to all areas of the republic to respect the will of IDPs to freely choose their place of return;
- Adopt a gradual approach to the TACs/TSS closure, and consider the results of this survey to prioritise the timing/order of TACs/TSS closure after having identified permanent shelter solutions for the TACs/TSS residents;
- Intensify initiatives of land allocation with developed infrastructures and of complementary shelter support, in particular for the newly created families and in general for those IDPs and returnees who never had properties;
- Guarantee full access and use of the land-plots recently allocated to former TACs/TSS residents by providing the granted land with adequate infrastructures;
- Match the promotion of the return of IDPs from Ingushetia and of refugees from abroad with the provision of sufficient alternative accommodations in Chechnya for returnees lacking their own

dwelling and with the support for shelter rehabilitation programmes for returnees owning destroyed dwellings;

- Ensure alternative temporary accommodations at least for a first period upon return;
- Resume and speed up the process of compensation;
- Ensure that hindrances in property-related administrative and judicial processes (e.g. compensation payments, resolutions of legal disputes over contested properties/documentation) are minimised and that property-related processes implemented by the Government are fair and transparent;
- Utilise this survey by adopting approaches which take into consideration the availability of property for construction and the level of shelter destruction reported by each family in the surveyed population;
- Integrate efforts with the humanitarian/development actors to find synergies that can have a positive impact on the overall research of solutions for returnees and IDPs;

To the authorities in Ingushetia:

- Design a federally-approved programme to support the local integration of the residual IDP population in Ingushetia, both the 25% surveyed as still present in TSs and willing to remain in the republic and the segment residing in private accommodations;
- Adopt a gradual policy in discontinuing the contracts for the maintenance of TSs and continue to ensure adequate living conditions for the residual IDP families until permanent housing solutions are available in Ingushetia or in Chechnya;
- Respect principle voluntary return and continue to work with the Chechen authorities to facilitate the return only upon the realisation of concrete solutions to the accommodation problem of the returning population;
- Tackle the problem of IDPs with no properties but willing to integrate in Ingushetia through a policy of allocation of land with infrastructure and of support to individual shelter construction, with a particular attention to families – including newly created ones - who may not have other coping mechanisms;
- Provide adequate infrastructure to those areas where land allocation initiatives to facilitate local integration have been carried out in the past (e.g. Berd Yourt) to allow the completion of housing construction and the permanent residency of the integrating families;
- Acknowledge that the ongoing process of de-registration of families from State/Migration Service assistance lists is leaving “out of the records” a sizeable number of families that may still have specific needs and plan for their inclusion in programmes of social support for destitute people;
- Integrate efforts with the humanitarian/development actors to find synergies that can have a positive impact on the overall research of solutions for returnees and IDPs;

To Shelter Agencies including UNHCR:

- Use the findings of the survey to guide the 2007 shelter programmes, in particular for the selection of areas and of beneficiaries.
- Within the framework of the North Caucasus-based Shelter Working Group, continue to define common strategies and share information/data and approaches to maximise the impact of the residual housing programmes implemented in the region by the actors of the Working Group, which will likely terminated at the end of 2008.
- Within the framework of the North Caucasus-based Protection and Shelter Working Groups, continue to advocate for a stronger commitment of the federal, regional and republican authorities to assure durable solutions for IDPs, through material assistance (shelter and income-generation) as well as through the strengthening of mechanisms to guarantee the full realisation of civil, social and economic rights."

UN HRC, 30 May 2007:

"46. The dissemination of racist and xenophobic ideas and stereotypes by an increasing sector of the media is contributing to portraying a negative image of certain communities and fostering

feelings of intolerance and xenophobia within the population. Racist and xenophobic messages are said to be openly disseminated both by mainstream and "specialized" media, despite the reinforcement of criminal law provisions in this field, and can particularly be found in the association of Roma and Tajiks with drug trafficking and organized crime, Caucasians - in particular Chechens - with extremism and terrorism, or immigrants in general with unemployment of Russians, criminality and social precarity. There would be more than 100 newspapers regularly using a highly virulent hate speech and instigating racial hatred against foreigners, at least seven publishing houses with links to extremist movements that would support the publication of revisionist literature, and over 800 websites of extremist orientation, which would give open space to leaders of neo-Nazi or extreme right organizations.

[...]

48. With the situation in Chechnya, the attribution of several attacks in the territory of the Russian Federation to Chechen groups, the generalization of the association between Caucasians and terrorism and extremism - particularly by extreme right political parties, the media and to a certain extent the Russian authorities - and a general trend of islamophobia, Caucasians and Central Asians have, according to civil society organizations, become major victims of manifestations of racism, discrimination and xenophobia.

49. In the view of civil society organizations, these manifestations are particularly acute in the fields of law enforcement and administration of justice. In this regard, Caucasians - in particular Chechens - and Central Asians - notably Tajiks, Uzbeks, Kazakhs and Kyrgyz - would particularly be subjected to various forms of racial profiling, in particular, racially selective inspections and abusive identity checks, forcible entrance into premises, searches of firms, fabrication of criminal accusations by law enforcement officials and arbitrary refusal of residence registration stamps. In a context of increasing intolerance and suspicion against Muslims, manifested in many cases by the profanation of Muslim graves and attacks on mosques, Caucasians and Central Asians would also be major targets of discrimination in the housing and employment sectors.

[...]

51. In the months that followed the visit, the Special Rapporteur was informed by human rights organizations of manifestations of growing intolerance and hostility towards Caucasians, particularly Chechens, in the city of Kondopoga, in the Republic of Carelia, during the first days of September 2006, and towards the Georgian community, following the arrest in Georgia of four Russian military officers on 27 September 2006. The Special Rapporteur intends to follow up on the allegations received.

[...]

71. Racism, xenophobia and discrimination in the Russian society are of a profoundly historical and cultural nature, as illustrated by pogroms, deportation and displacement of entire communities, particularly against Jews and members of other ethnic minorities, which date back to the Russian Empire and the Soviet Union. Even if modern forms of islamophobia are related to post-Soviet political independence developments in the Caucasus, particularly in Chechnya, Islam, as other non-Orthodox religions and spiritual practices, were long persecuted and repressed in the Soviet Union."

UN CAT, 6 February 2007:

"Violent attacks on human rights defenders

22. The Committee is concerned at:

(a) Reliable reports of harassment and killing of journalists and human rights defenders, including the recent murder of Anna Politkovskaya, who, according to the Special Rapporteur on torture and other cruel, inhuman or degrading treatment or punishment, was preparing a report on serious allegations of torture by officials in the Chechen Republic;

(b) The entry into force on 17 April 2006 of the new law governing the activities of non-commercial organizations, which expands the State's discretion to interfere in and severely hamper the activities of non-governmental organizations.

The State party should take effective steps to ensure that all persons monitoring and reporting torture or ill-treatment are protected from intimidation and from any unfavourable consequences they might suffer as a result of making such a report, and ensure the prompt, impartial and effective investigation and punishment of such acts.

The State party should ensure that the applicability of the new law is clearly defined and that the State's discretion to interfere in NGO activities is limited, and therefore, amend legislation governing the activities of non-governmental organizations to ensure its actual conformity with international human rights standards on the protection of human rights defenders, including the United Nations Declaration on Human Rights Defenders², as well as with best practices internationally.

Violent attacks because of race, ethnicity or identity of the victim

23. The reported rise in violent attacks because of the race, ethnicity or identity of the victim, including forced evictions in the Kaliningrad area, and the alleged absence of effective investigations into such crimes.

The State party should ensure that all officials are instructed that racist or discriminatory attitudes will not be permitted or tolerated and that any official who is complicit in such attacks will be prosecuted and suspended from his/her post pending resolution of the case or, if there is a danger of recurrence, transferred to a post which does not enable him/her to come into direct contact with potential victims. The State party should ensure prompt, impartial and effective investigations into all such acts of violence.

The situation in the Chechen Republic

24. The Committee is concerned at:

- (a) Reliable reports of unofficial places of detention in the North Caucasus and the allegations that those detained in such facilities face torture or cruel, inhuman or degrading treatment;
- (b) Numerous, ongoing and consistent allegations that abductions and enforced disappearances in the Chechen Republic, in particular during anti-terrorist operations, are inflicted by or at the instigation or with the consent or acquiescence of public officials or other persons acting in official capacities and the failure to investigate and punish the perpetrators;
- (c) The dual system of jurisdiction in the Chechen Republic involving both military and civilian prosecutors and courts;
- (d) Allegations of torture in the temporary holding facility within the Second Operational Investigative Bureau (ORB-2) of the North Caucasian Operative Administration of the Central Administrative Board of the Ministry of Internal Affairs in the Southern Federal District, as well as in several sub-offices of ORB-2 in the Chechen Republic;
- (e) The federal law "On counteracting terrorism" signed on 6 March 2006 fails to explicitly outline the applicability of the safeguards for detainees in the Code of Criminal Procedure to counterterrorist operations;
- (f) Allegations of widespread practice of detaining relatives of suspects of terrorism;
- (g) The reported practice of detention of persons for non-compliance with the requirements of the system for registration of residence.

The State party should ensure that no one is detained in any unofficial place of detention under its de facto effective control. The State party should investigate and disclose the existence of any such facilities and the authority under which they have been established and the manner in which detainees are treated. The State party should publicly condemn any resort to secret detention and prosecute anyone engaged in or complicit in this practice.

The State party should take all necessary measures to prohibit and prevent abductions and enforced disappearances in any territory under its jurisdiction, and prosecute and punish the perpetrators.

The State Party should ensure effective use of joint investigative groups including representatives of both military and civil (territorial) Office of the Public Prosecutor until such time as the competence and jurisdiction of any case can be determined and ensure the right to fair trial to all suspects.

The State party should conduct a thorough and independent inquiry into the methods used in holding facilities in ORB-2 when questioning prisoners.

The State party should conduct prompt, impartial and effective investigations into all allegations of torture and ill-treatment in these and other facilities, including examination of medical reports supplied to court cases documenting mistreatment, and ensure that persons responsible are subject to prosecution with appropriate sanctions.

Reiterating its previous recommendation, the State party should clarify the applicable legal regime that currently prevails in the Chechen Republic, as there is no state of exception and there is also a non-international armed conflict in progress. Such clarification could provide individuals with an effective means of seeking redress for any violations committed, so that they will not be caught in a vicious circle of various military and civilian departments and agencies with differing degrees of responsibility.

The State party should ensure that any counter-terrorism measures taken with regard to the Chechen Republic and any other territory under its jurisdiction, remain in full conformity with the Convention's prohibitions against torture and ill-treatment. The State party should establish safeguards against reprisals in order to protect all complainants, including, inter alia, those who submit cases on torture or disappearances to the European Court of Human Rights or under article 22 of the Convention.

26. The Committee encourages the State party to continue to permit international inspection of places of detention, including by the European Committee for the Prevention of Torture (CPT) and, recalling that representatives of the State party referred repeatedly to recent findings by the individual members of the CPT on the Chechen Republic, recommends that the State party authorize the publication of the CPT's reports on the Chechen Republic and other areas.

27. The Committee regrets that the Special Rapporteur on torture and other cruel, inhuman or degrading treatment or punishment could not yet conduct a visit to the North Caucasus Republics of Chechnya, Ingushetia, North Ossetia and Kabardino-Balkaria and urges the State party to permit this visit, in full conformity with the Terms of Reference for fact-finding missions by special procedures of the United Nations. The Committee also encourages the State party to ratify the Optional Protocol to the Convention against Torture."

UN HRC, 25 January 2007:

"359. The Working Group is deeply concerned about the new cases [of enforced disappearances] that continue to occur in the Russian Federation. The Working Group encourages the Government to respond to its general allegation letter (see paragraph 353) and to take steps to clarify outstanding cases, including the large number of unresolved cases arising from the conflicts in the Northern Caucasus. The Working Group reiterates to the Government its obligation under the Declaration to prevent and to terminate all acts of enforced disappearance and to prosecute alleged perpetrators.

360. The Working Group welcomes the invitation by the Government of the Russian Federation to the Working Group to conduct a country visit, and looks forward to finalizing dates as soon as possible.

361. The Working Group continues to be concerned about suspension of investigations in disappearance cases and wishes to remind the Government of its obligations to conduct thorough and impartial investigations "for as long as the fate of the victim of enforced disappearance remains unclarified", in accordance with article 13, paragraph 6, of the Declaration."

UN CHR, 26 January 2006:

"Violence against women in the North Caucasus

- Take the necessary measures to prevent and protect women's human rights by:

Ensuring that discrimination against women is not legitimized by the passage of anti-terrorism legislation and that when women are detained or arrested, a female police officer is present at all times;

Supporting the establishment of an ombudsman in the Republic of Chechnya who would be empowered to receive and act upon individual complaints of human rights violations;

Enforcing orders designed to protect against arbitrary detention and enforced disappearances, ensuring that operations against people's homes are properly conducted by clearly identifiable State agents, in clearly identifiable vehicles, in the presence of representatives of the prosecutor and civil society;

Rebuilding the courts in Chechnya, establishing necessary procedures to guarantee access to justice (including the provision of free legal aid to those in need) and ensuring that female prisoners have access to their basic rights including the right to family visits;

- Investigate all allegations of human rights violations and prosecute the perpetrators by:

Establishing clear jurisdiction between military and civilian prosecutors to ensure that all human rights violations are appropriately investigated in a transparent manner and that victims of human rights violations and their legal representatives are made fully aware of the jurisdictional procedures;

Urgently ensuring the timely resolution of pending cases of alleged disappearance and other human rights violations, and communicating the conclusions to the victims or their family members;

Preventing and investigating any attacks on and reprisals against human rights defenders and supporting their work to document, monitor and report on human rights violations in the region;

- Ensure the rights and safety of IDPs by:

Providing protection against the forced return of IDPs from Ingushetia until the situation in Chechnya has stabilized;

Ensuring that TACs meet basic minimum living standards and that women who live there are protected from violence and abuse;

Recognizing ethnic Ingush who fled North Ossetia as IDPs and enabling them to receive the accompanying rights and benefits;

- Rebuild infrastructure and housing in Chechnya in order to enhance and stabilize the socioeconomic situation in Chechnya."

UN CRC, 23 November 2005:

"Children affected by conflict

68. The Committee remains concerned that children living in Chechnya and the Northern Caucasus (and in particular internally displaced children) remain very deeply affected by the conflict, in particular with regard to their rights to education and health. The Committee is also

concerned about reported cases of arrests and disappearances by security agents of young persons suspected of being associated with insurgency groups. The Committee is concerned that there has been limited identification and marking of mined areas, or efforts to clear mines, notwithstanding the recent ratification by the State party of Protocol II, as amended, to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects.

69. The Committee recommends that the State party strengthen the measures taken to protect children from the consequences of the conflict in Chechnya and in the Northern Caucasus, in compliance with article 38, paragraph 1, of the Convention on the Rights of the Child, in particular with regard to their rights to health and education. It also urges the State party to take measures to ensure that abuses committed by the security forces against the personal security of children cease. The Committee further recommends that the State party further its efforts to clear mines and ratify the 1997 Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction."

UN, CHR, 24 February 2004:

"57. The Representative also wishes to reiterate his seven main recommendations which he put forward at the end of his visit:

(a) First, the federal and local governments should clearly and publicly reaffirm their commitment to the right of IDPs in Ingushetia to voluntary return in safety and dignity and make their commitment to this principle known to the IDPs themselves. A clearly stated position, which is also implemented on the ground, will help not only to ensure that IDPs feel confident that they are entitled to a choice, but also facilitate cooperation between the Government and its national and international partners;

(b) Second, the Federal and local Governments should provide IDPs with complete, accurate and reliable information about the situation in Chechnya in order for them to be able to make an informed choice. This should include information on conditions of safety, the standards of housing, and the timeline for the receipt of the promised compensation. In addition, other actors, such as NGOs, should be given the opportunity also to provide information to IDPs, provided it meets the same criteria of clarity, objectivity and accuracy. The Government should further ensure that IDPs are informed about, and actually given various options of, returning, waiting in areas of displacement in dignified circumstances until conditions in Chechnya become convincingly

improved, integrating locally, or seeking alternative settlement elsewhere in the country;

(c) Third, the Government should ensure that the returnees are housed in conditions of greater safety and security, in particular by providing adequate physical and legal protection in TACs as well as facilitate access to courts in cases where their human rights are violated;

(d) Fourth, the Government of the Russian Federation and the Governments of Ingushetia and Chechnya, with the support of humanitarian actors if required, should provide adequate resources to assist IDPs in accessing better temporary shelter in areas of displacement outside of Chechnya and in reconstructing destroyed or damaged properties inside Chechnya where security conditions permit;

(e) Fifth, the Government should ensure that all persons whose property was damaged or destroyed have equal and fair access to compensation regardless of whether they choose to return, and that this compensation is provided without further delay;

(f) Sixth, the Government of Ingushetia, with adequate assistance from other actors, should provide humanitarian assistance to the Ingush IDPs from North Ossetia whose conditions are no less compelling than those of Chechen IDPs, and concerted efforts should be made to identify durable solutions for all. The problems relating to the property in North Ossetia of IDPs should also be fairly and adequately addressed;

(g) Seventh, towards achieving the objective of a comprehensive response, the Representative recommends that a consultation involving United Nations agencies, intergovernmental and non-governmental organizations, the donor community and, of course, the relevant authorities be organized to seek to identify strategies to help alleviate the plight of IDPs in the Russian

Federation and to enhance the coordination among different actors. He welcomes the steps already taken by the Government to move ahead in this regard, and encourages the convening of this meeting as well as sustained consultations.

58. In addition, the Representative urges the Government to take into consideration the concerns expressed by the Human Rights Committee and the Committee on Economic, Social and Cultural Rights, and to ensure that the human rights of the displaced, as well as those of the returnees, are respected and that perpetrators of human rights violations are held accountable and brought to justice.

59. Further, the Representative urges the Government to work closely with civil society, especially with NGOs working on behalf of the displaced, in responding to the situation of IDPs."

UN CESCR, 12 December 2003:

"10. The Committee is deeply concerned about the poor living conditions in the Republic of Chechnya and notes with regret that sufficient information was not provided on this problem in the State party's report. While acknowledging the difficulties posed by the ongoing military operations, the Committee is concerned about the problems faced by people in the Republic of Chechnya with regard to the provision of basic services, including health care and education...

28. The Committee is concerned about delays in the payment of compensation for houses destroyed during military operations in Chechnya...

30. The Committee is concerned about the precarious situation of more than 100,000 internally displaced persons from Chechnya living in Ingushetia. The Committee emphasizes in this respect its view that the closing down of tent camps without provision of alternative lodging would be in contravention of the Covenant...

38. The Committee urges the State party to allocate sufficient funds to reinstate basic services, including the health and education infrastructure, in the Republic of Chechnya...

56. The Committee calls upon the State party to guarantee that timely and adequate compensation is duly provided to all persons whose property has been destroyed during the military operations in Chechnya...

58. The Committee reminds the State party of its obligation under the Covenant to ensure the provision of adequate temporary housing for those people who fear that Chechnya is too insecure for them to return."

UN CCPR, 6 November 2003:

"13. The Committee remains deeply concerned about continuing substantiated reports of human rights violations in the Chechen Republic, including extrajudicial killings, disappearances and torture, including rape. The Committee notes that some 54 police and military personnel have been prosecuted for crimes committed against civilians in Chechnya, but remains concerned that the charges and sentences handed down do not appear to correspond with the gravity of the acts as human rights violations. The Committee is also concerned that investigations into a number of large-scale abuses and killings of civilians in 1999 and 2000, in the locations of Alkhan Yurt, Novye Aldy and Staropromyslovskii district of Grozny, have still not been brought to a conclusion. The Committee acknowledges that abuse of and violations against civilians also involve non-State actors, but reiterates that this does not relieve the State party of its obligations under the Covenant. In this regard, the Committee is concerned about the provision in the Federal Law "On Combating Terrorism" which exempts law enforcement and military personnel from liability for harm caused during counter-terrorist operations.

The State party should ensure that operations in Chechnya are carried out in compliance with its international human rights obligations. The State party should ensure that abuse and violations

are not committed with impunity de jure or de facto, including violations committed by military and law enforcement personnel during counter-terrorist operations. All cases of extrajudicial executions, enforced disappearances and torture, including rape, should be investigated, their perpetrators prosecuted and victims or their families compensated (articles 2, 6, 7 and 9).

16. The Committee notes the statement by the delegation that all persons who have returned to Chechnya have done so voluntarily. However, it also observes that there are reports of undue pressure on displaced persons living in camps in Ingushetia to make them return to Chechnya.

The State party should ensure that internally displaced persons in Ingushetia are not coerced into returning to Chechnya, including by ensuring the provision of alternative shelter in case of closure of camps (article 12).

21. The Committee is concerned that journalists, researchers and environmental activists have been tried and convicted on treason charges, essentially for having disseminated information of legitimate public interest, and that in some cases where the charges were not proven, the courts have referred the matter back to prosecutors instead of dismissing the charges.

The State party should ensure that no one is subjected to criminal charges or conviction for carrying out legitimate journalistic or investigative scientific work, within the terms covered by article 19 of the Covenant.

22. The Committee expresses its concern at the high incidence of harassment, violent attacks and murders of journalists in the State party.

The State party should ensure that all cases of threats against and violent assault and murder of journalists are promptly and thoroughly investigated and that those found responsible are brought to justice (articles 19 and 6).

23. While acknowledging the difficult circumstances under which presidential elections were held in the Chechen Republic on 5 October 2003, the Committee expresses concern at reports that these elections did not meet all the requirements of article 25 of the Covenant.

The State party should ensure full compliance with article 25 in its efforts to restore the rule of law and political legitimacy in the Republic of Chechnya."

European Court of Human Rights rulings on Chechnya (2007)

- European Court of Human Rights in 2007 found Russia responsible for violation of IDPs' right to property in Chechnya
- Court has made some 40 rulings on cases regarding Chechnya and finds Russia responsible for ineffective investigations, inhuman and degrading treatment and deaths and ordered that Russia pay monetary compensation to the applicants

ECHR, 15 November 2007:

"FOR THESE REASONS, THE COURT UNANIMOUSLY

1. Holds that there has been a violation of Article 8 of the Convention and Article 1 of Protocol No. 1 as a result of the temporary occupation of the applicant's estate by the consolidated police units of the Russian Ministry of the Interior;

2. Holds that there has been a violation of Article 8 of the Convention and Article 1 of Protocol No. 1 as a result of the damage inflicted on the applicant's estate by the consolidated police units of the Russian Ministry of the Interior;

3. Holds that there has been a violation of Article 6 § 1 of the Convention on account of the denial to the applicant of access to a court between October 1999 and January 2001;
4. Holds that there has been a violation of Article 6 § 1 of the Convention on account of the prolonged non-enforcement of the judgment of 14 February 2001 in the applicant's favour;
5. Holds that there has been a violation of Article 6 § 1 of the Convention on account of the domestic courts' failure, in the 2002 proceedings, to examine the applicant's claims in respect of compensation for occupation of property and for non-pecuniary damage;
6. Holds that there has been a violation of Article 6 § 1 of the Convention on account of the arbitrary findings of the domestic courts as regards the applicant's claim in respect of compensation for the damage inflicted on his estate;
7. Holds that it is not necessary to examine the complaints made under Article 13 of the Convention.
8. Holds
 - (a) that the respondent State is to pay the applicant, within three months from the date on which the judgment becomes final in accordance with Article 44 § 2 of the Convention, the following amounts:
 - (i) EUR 157,000 (one hundred and fifty-seven thousand euros) in respect of pecuniary damage;
 - (ii) EUR 15,000 (fifteen thousand euros) in respect of non-pecuniary damage;
 - (iii) EUR 3,385 (three thousand three hundred and eighty-five euros) in respect of costs and expenses;
 - (iv) any tax, including value-added tax, that may be chargeable on the above amounts;
 - (b) that from the expiry of the above-mentioned three months until settlement simple interest shall be payable on the above amounts at a rate equal to the marginal lending rate of the European Central Bank during the default period plus three percentage points..."

ECHR, 26 July 2007:

"[...] Despite all that, and notwithstanding the domestic and international public outcry caused by the cold-blooded execution of more than 50 civilians, almost six years after the tragic events in Novye Aldy no meaningful result whatsoever has been achieved in the task of identifying and prosecuting the individuals who had committed the crimes. In the Court's view, the astonishing ineffectiveness of the prosecuting authorities in this case can only be qualified as acquiescence in the events. In the light of the foregoing, the Court finds that the authorities failed to carry out an effective criminal investigation into the murders of the applicants' eleven relatives [...]"

EHRAC, 26 July 2007:

"On 5 February 2000, Yusup Musayev was a witness to nine killings, seven of them his relatives. Suleyman Magomadov and Tamara Magomadova alleged that three neighbours witnessed the burning of a house belonging to their relatives. The neighbours discovered the remains of Suleyman's brothers, Salman and Abdula Magomadov in the cellar of the house. Khasan Abdulmazhidov and his wife, Malika Labazanova complained of the shooting of Khasan's sister and brother, Zina Abdulmezhidova and Khuseyn Abdulmezhidov.

In its judgment the Court concluded that the applicants' relatives were killed by Russian servicemen of the St Petersburg OMON (special police forces). However, it was highly critical that:

"no explanation has been forthcoming from the Russian Government as to the circumstances of the deaths, nor has any ground of justification been relied on by them in respect of the use of lethal force by their agents."

The Court was particularly critical of the Russian authorities' conduct of the investigation into the events of 5 February 2000, finding there was "a series of serious and unexplained delays and failures to act..." including the failure to promptly identify victims and possible witnesses and to take statements from them.

The Court also found that Russia had subjected Yusup Musayev to inhuman treatment (in violation of Article 3) as he had witnessed the extrajudicial execution of several of his relatives and neighbours, was himself threatened at gunpoint, and that the response of the authorities to these events had been "wholly inadequate".

ECHR, 5 July 2007:

"The Court noted with great concern that a number of cases had come before it which had suggested that "disappearances" were well known in Chechnya. In the context of the conflict in Chechnya, a person detained by unidentified servicemen without any subsequent acknowledgment of their detention, could be regarded as being in a life-threatening position. The lack of reliable or official news about Mr Alikhadzhiyev for over six years supported that assumption. None of the steps necessary for an effective investigation had been taken in the crucial first days and weeks after his detention and that had significantly contributed to the risk of his disappearance. Moreover, the authorities' reaction to the applicant's complaints led the Court to presume that there had been tacit agreement with the situation and made it doubt as to the objectivity of the investigation.

In conclusion, the Court considered that it had been established beyond a reasonable doubt that Mr Alikhadzhiyev was presumed dead following his detention by State servicemen. Having noted that the authorities did not submit any plausible explanation as to what had happened to him after his detention or given any reasons to justify the use of lethal force by their agents, it followed that his death could be attributed to the State [...]

The investigation into Mr Alikhadzhiyev's arrest had not been opened until more than two months after his arrest. Once started, it was plagued by inexplicable delays: notably, in questioning key witnesses; granting victim status to the applicant and trying to find the units which had participated in the arrest. The Court found that those delays clearly went beyond what could be tolerated in dealing with a crime such as abduction, where crucial action had to be taken immediately after the event.

Furthermore, other important measures had never been taken. Neither the units which had participated in the operation nor the location to which the detainees had been transported had ever been identified. Local officials, the military or police were never questioned about the operation. No questions were asked either about the announcement made in the press by a high-ranking military officer.

The applicant had not been informed of the investigation's progress, the only information occasionally communicated to her over a period of about four years had concerned the adjournments and reopening of the proceedings. Supervising prosecutors had criticised the investigation and ordered certain steps to be taken, but it appeared that those orders had either been ignored or carried out with exaggerated delay.

The Court therefore found that the authorities had failed to carry out an effective criminal investigation into the circumstances surrounding the disappearance and presumed death of Ruslan Alikhadzhiyev [...]"

EHRAC, 5 July 2007:

"Today, the European Court of Human Rights found Russia directly responsible for the disappearance of Ruslan Alikhadzhiyev, the former Speaker of the Chechen Parliament, in May 2000, in violation of Article 2 of the European Convention on Human Rights. The Court found that it had been established beyond reasonable doubt that Ruslan must be presumed dead following his unacknowledged detention by State servicemen.

The Court also found violations of Articles 3 (inhuman and degrading treatment), 5 (right to liberty and security), and 13 (right to an effective remedy). It awarded the applicant 40,000 euros as moral damages. The applicant, Zura Alikhadzhiyeva, Ruslan's mother, was represented by the London-based European Human Rights Advocacy Centre (EHRAC) and the Russian NGO, Memorial.

On 17 May 2000, Ruslan was detained at his home in the presence of his family. He was 38 at the time and was married with four children. Five of Ruslan's neighbours were also arrested on the same day. The Court found that "the fact that a large group of armed men in uniform, equipped with military vehicles and helicopters, proceeded in broad daylight to apprehend several persons at their homes in a town area strongly supports the applicant's allegation that these were State servicemen".

From statements made by the neighbours, who were released the following day, it is known that they, and Ruslan, were blindfolded and taken to a nearby location where they were held in an underground room, hit on the head with an iron rod and questioned by masked servicemen.

The Court found that Ruslan's detention was not logged in any custody records and that there was no official trace of his subsequent whereabouts or fate. This was held to be:

"a most serious failing, since it enables those responsible for an act of deprivation of liberty to conceal their involvement in a crime, to cover their tracks and to escape accountability for the fate of a detainee".

AI 23 May 2007:

"The European Court issued its first ruling in a case concerning enforced disappearance in Chechnya on 27 July 2006. In *Bazorkina v. Russia*, the Court ruled that the Russian Federation had violated the right to life and the right to liberty and security as well as the right to an effective remedy (Articles 2, 5 and 13 of the European Convention for the Protection of Human Rights and Fundamental Freedoms). The case was brought by Fatima Bazorkina, the mother of Khadzhi-Murat Yandiev, who disappeared in February 2000. The court also ruled that the manner in which Fatima Bazorkina's complaints were dealt with by the authorities constituted inhuman treatment (Article 3).

The European Court has issued rulings in two other cases of enforced disappearance where the victim's whereabouts remain unknown: *Baysayeva v Russia*, and *Imakayeva v Russia*. A third case, *Luluyev and others v Russia*, concerns the enforced disappearance of three women whose bodies were discovered several months later in a mass grave near the Russian federal military base at Khankala. A fourth case, *Akhmadova and Sadulayeva v. Russia*, concerned the enforced disappearance and killing of Shamil Akhmadov. In all these cases, the European Court has ruled the Russian government has violated fundamental rights, including the right to life and the right to an effective remedy."

For information on other ECHR judgments on cases relating to the conflict in Chechnya, visit the [ECHR website](#). or the [EHRAC website](#).

See also "[Rights court orders Russia to pay damages in Chechnya killings](#)," *Washington Post*, 27 July 2007.

NGO response

NGOs play a key role in assisting and protecting IDPs in the North Caucasus (2008)

- Local and national human rights NGOs monitor the situation of IDPs in Northern Caucasus, despite threats to their security
- The work of NGOs has been instrumental for the protection of IDPs

Bundesasylamt-Staatendokumentation, 30 May 2008:

"The Danish Refugee Council runs four centres for psychological-social rehabilitation in Grosny (among others: group therapy, psychological counselling for victims of conflict, summer excursions to the Black Sea coast for children from the poorest social stratum). The organisation Médecins sans frontières runs a psychological aid programme in Grosny, along with a programme for mobile health care and is fighting tuberculosis."

In the North Caucasus, the role of national and local NGOs has been instrumental for the protection of Chechen IDPs. They implement humanitarian assistance programmes, generally with the financial support of international organisations. However, this is not done without risk. Local NGOs and human rights advocates in the North Caucasus are exposed to serious threats, such as attacks and abduction.

Local and national NGOs are also very active to provide support to IDPs in the rest of the Russian Federation. In urban centres, organisations such the Civic Assistance Committee in Moscow, provide legal advice and social assistance to IDPs and other migrants, helping them to access public services, social allowances and the judicial system (see website of [Civic Assistance Committee](#) [Internet]). With the support of the International Federation of the Red Cross, the Russian Red Cross also provides support to migrants, including IDPs, in several regions of the Russian Federation.

Although exposed to insecurity, bureaucratic obstruction and intimidation, international NGOs are present in the northern Caucasus. They usually implement at least some of their programmes as implementing partners of inter-governmental organisations. In the sector of food assistance, the Danish Refugee Council, Islamic Relief and People in Need Foundation have been among the major partners of WFP and FAO in Ingushetia and Chechnya. Since 2000, the Danish Refugee Council has developed and maintained a database on IDPs in Ingushetia and vulnerable groups in need of assistance in Chechnya and Dagestan, providing regularly updated statistics on these groups (see website of the [Danish Refugee Council in the Russian Federation](#) [Internet]). DRC's food distribution in Chechnya and other North Caucasus republics will end in 2008, though cash transfer will continue. In terms of education, DRC provides school supplies and feedings for children invulnerable families in Chechnya and is also working on reconstruction of schools. DRC is also working on shelter repair and reconstruction in Ingushetia (40 IDP families from Chechnya and NO) and Chechnya (over 700 houses). In Ingushetia beneficiaries are IDPs from Chechnya and Prigorodny who want to settle in Ingushetia. DRC is also involved with other activities regarding livelihood and self-reliance activities (livestock, small businesses), support to local NGOs, demining awareness in schools among schoolchildren. The Polish Humanitarian Organisation ended its water and sanitation project in 2007, the aim of which was to improve sanitary conditions in medical and educational buildings. Many other NGOs have been instrumental in assisting IDPs including IMC, IRC, Medecins sans frontieres and World Vision.

International human rights have also been strong advocates for IDPs. Human Rights Watch, Amnesty International and the International Helsinki Federation have visited Ingushetia and Chechnya on several occasions since the beginning of the second conflict and documented in details the plight of IDPs and civilians populations in northern Caucasus.

In 2006, amendments to a law governing NGOs in Russia came into force, requiring re-registration of international NGOs. All 15 international NGOs operating in the North Caucasus were successfully registered, though their work was slowed during the process.

Recommendations to the EU (2007)

- Human Rights Watch and Amnesty International issue recommendations to EU ahead of EU-Russia Human Rights Consultations on North Caucasus

HRW, October 2008:

[On the North Caucasus] the EU should call on Russia to:

- Ensure access to the region for international monitors, including the UN Working Group on enforced and involuntary disappearances and the Special Rapporteurs on torture and extrajudicial, summary and arbitrary executions, in full agreement with the requirements for conducting visits that these procedures; terms or reference set forth;
- Ensure meaningful accountability mechanisms to bring perpetrators of serious abuses to justice and ensure transparency regarding investigations and/or prosecutions undertaken, including their outcome;
- Immediately stop the practice of enforced disappearances, abduction-style detentions, and other abuses perpetrated in particular by security services, military, and law-enforcement agencies;
- In cases of arrest, ensure that all procedural guidelines are fully observed and family members are provided adequate information on the status and whereabouts of their arrested relatives.

[On the European Court of Human Rights judgments] specifically, the EU should press Russia to:

- Pay in full the compensation and expenses as directed by the court ;
- Re-open investigations in those cases where the court has determined that prior investigations were inadequate and conduct them in a manner that ensures they are meaningful and effective;
- Undertake a thorough review and revision of domestic legislation and regulations regarding the use of force by military or security forces to ensure their compliance with human rights law;
- Conduct an in-depth inquiry into the conduct of investigations into abuses committed by Russian military servicemen, police and intelligence officials, and other forces in the Chechen Republic to establish why these investigations are so ineffective;
- Undertake an investigation to determine by what means secret detention has been allowed to occur routinely and on a large scale in Chechnya.

[On Ingushetia] Russia's international partners, particularly the EU, should call on the Russian government to:

- Promptly bring counterinsurgency efforts in line with Russia law and international human rights obligations;
- Immediately stop the practice of extra-judicial executions, enforced disappearances, abductions, and other abuses perpetrated in particular by security services, military, and law-enforcement agencies;
- In cases of arrest, ensure that all procedural guidelines are fully observed and family members are provided adequate information on the status and whereabouts of their arrested relatives;
- Ensure meaningful accountability mechanisms to bring perpetrators of

serious abuses to justice and ensure transparency regarding investigations and/or prosecutions undertaken, including their outcome;

- Ensure access to the region for international monitors, including the UN Working Group on enforced and involuntary disappearances and the Special Rapporteurs on torture and extrajudicial, summary or arbitrary executions, in full agreement with the requirements for conducting visits that these procedures' terms of reference set forth;
- Sign and Ratify the UN Convention for the Protection of All Persons from Enforced Disappearances;
- Foster a favorable climate for journalists and human rights defenders to do their work in the region;
- Put an end to disproportionate restrictions on freedom of assembly in Ingushetia and stop harassment of organizers of public protests.

[On civil society] the EU should recommend that Russia:

- Foster an environment in which civil society can operate freely by imposing only those obligations and burdens on NGOs that are compatible with international standards and absolutely necessary, and strictly defining the terms under which the government can interfere in legitimate private citizen activity;
- Amend the 2006 NGO law to streamline the registration process so that NGOs can register quickly and with little hassle, provide recourse for violations of the NGO law other than liquidation which can compel or help noncompliant NGOs to come into compliance, and remove the most restrictive and intrusive provisions of the law such as those that allow the authorities to conduct unlimited inspections and attend all NGO events;
- Remove the stifling oversight of international NGOs by the government. The NGO law now requires that international NGOs give advance notice of projects and their funding, and allows the authorities, with broad discretion, to ban projects or parts of projects;
- Issue standing invitations to and facilitate the work of the special procedures of the Human Rights Council, specifically: the Special Rapporteur on the Situation of Human Rights Defenders; the Special Rapporteur on Extrajudicial, Summary, or Arbitrary Executions; and the Special Rapporteur on the Independence of Judges and Lawyers;
- Investigate and prosecute attacks on human rights defenders and journalists."

AI, 19 September 2007:

"Amnesty International calls on the EU to:

- urge the Russian authorities to take all necessary measures to immediately end human rights violations by law enforcement officials, in particular in the North Caucasus;
- urge the Russian government to carry out investigations of the recognized mass graves fully and impartially, and in line with UN guidelines on the disinterment and analysis of skeletal remains, as set out in the Minnesota Protocol. Meanwhile the sites must be protected from any interference. Adequate resources should be made available to ensure that this work can be started without further delay; and the authorities should seek and accept offers of assistance and cooperation from international experts, both in carrying out the work itself, and in training local personnel engaged in the work;
- urge the Russian government to re-open criminal investigations into the violations identified by the European Court of Human Rights that have taken place during the second Chechen conflict, and prosecuting anyone identified as reasonably suspected as responsible for these violations, in accordance with international standards of fair trial

- urge the Russian government to take measures in line with international human rights law in order to end enforced disappearances, abductions, and other human rights violations in Dagestan and Ingushetia, including by ensuring that all detentions are carried out in accordance with Russian law and international standards. "

Recommendations for international and Russian NGOs (2007)

- Memorial recommends that international and Russian NGOs, as well as UNHCR pay particular attention to IDPs from mountainous areas and that the European Commission allocate funds for settlement of such IDPs in the plains and in the mountains, when the conditions allow

Мемориал, 15 марта 2007 г.:

"Международным, иностранным и российским гуманитарным и правозащитным организациям

1. Обратить внимание на ВПЛ из горных сел как группу населения Чечни, имеющую специфические проблемы и потребности и нуждающуюся в помощи.
2. УВКБ ООН - рассмотреть вопрос о признании этой группы мигрантов в качестве ВПЛ и включить ее в свой мандат.
3. Другим гуманитарным организациям - разработать и осуществить программы помощи ВПЛ, в том числе такие, как
 - помощь семьям, имеющим детей школьного возраста, при подготовке детей к учебному году ,
 - помощь в получении среднего образования молодежи, не прошедшей курс общеобразовательной школы из-за военных действий,
 - помощь выпускникам средних школ в получении профессионального образования,
 - помощь наиболее способным выпускникам средних школ в получении высшего образования,
 - помощь в организации малых предприятий и создании рабочих мест.
4. Еврокомиссии - рассмотреть вопрос о выделении средств на помощь ВПЛ из горных сел в обустройстве на равнине и в горах – в случае их добровольного возвращения.
5. Действующим в Чечне правозащитным организациям оказывать ВПЛ помощь в защите их прав, в том числе в вопросах регистрации, получения социальной и медицинской помощи, выплаты компенсаций, предоставления и закрепления земельных участков. Обратить особое внимание на ситуацию с регистрацией, выделением и закреплением земельных участков в с. Иласхан-Юрт."

Pressure on human rights defenders and NGOs in the North Caucasus (2008)

- Amendments to law governing NGOs came into force in 2006 and slowed the work of international NGOs in Chechnya and Russia
- Human rights activists faced pressure, including tax threats, administrative inspections, arrests
- National NGO staff working in Chechnya abducted in 2006
- Dagestani NGO receives threats to stop human rights activities

Caucasian Knot, 25 March 2008:

"Gulnara Rustamova, Chair of the organization "Dagestan Mothers for Human Rights", has addressed the Moscow Helsinki Group and Human Rights Centre "Memorial" with a complaint against "arbitrariness and impunity" of the power agencies of the Republic.

According to Ms Rustamova's statement, during the work of their organization kidnappings of young men in Dagestan went considerably down. Nevertheless, after a meeting of one of recently found young men - D. Kamaludinov - with journalists, organized by the "Dagestan Mothers", threats started to arrive to the organizers - G. Rustamova, D. Kamaludinova and S. Omarova. In particular, they demanded from Rustamova to stop her human rights activities.

Gulnara Rustamova asserts that "the object of attacks" is now her younger brother Vadim Butdaev whom the law enforcement bodies "cannot let alone for a long time".

ECRE, 22 March 2007:

"Meanwhile, changes to the law governing NGOs in the Russian Federation caused delays in the work of several international NGOs working in Chechnya and Ingushetia. The same legislation has caused severe concerns for Russian NGOs working on human rights issues in Chechnya, who up until the present day have been the main source of monitoring the situation there."

IHF, 1 May 2007:

"Human rights activists were subjected to growing pressure. They faced, *inter alia*, threats, defamation in state and state-controlled media, arbitrary tax controls and other administrative inspections, arrests and interrogations, searches of their homes and offices, politically motivated charges and abuse. The situation was most critical for human rights defenders working in the North Caucasus, as well as groups based elsewhere that addressed issues relating to the so-called anti-terrorism activities conducted in this region. Among these groups was the Russian Chechen Friendship Society.

...New problematic provisions to the 2002 anti-extremism law were adopted in July, reinforcing concerns that the law may be interpreted to impede legitimate civil society activities. In recent years, there have been several cases in which anti-extremism provisions have been used against outspoken civil society activists and groups.

The situation with respect to freedom of association worsened significantly in 2006, and civil society groups experienced growing difficulties in carrying out their activities.

Restrictive amendments to the laws on non-commercial and public organizations, which were adopted in late 2005, came into force in April. This legislation provided for enhanced oversight of NGOs, in particular those receiving funding from abroad. It, *inter alia*, introduced stricter registration procedures and new cumbersome reporting obligations for NGOs and vested the authorities with wide powers to close down NGOs, thus opening up an avenue for arbitrary and discriminatory measures. All foreign NGOs operating in Russia were required to re-register by mid-October, a deadline which hundreds of groups failed to meet, frequently because of technical and bureaucratic difficulties created by authorities. While these groups were granted additional time to revise or complement their applications, they were forced to suspend their activities pending a re-consideration of their cases.

Restrictive tax legislation also created serious obstacles for the activities of NGOs, and numerous leading NGOs well-known for their critical positions were subjected to punitive measures by tax authorities, such as lengthy inspections resulting in the imposition of high fines. "

Memorial, 31 July 2006, p. 48:

"The head of the organization Let's Save the Generation Murad Muradov and a member of this organization Ismayil Kadayev were abducted on April 15, 2005, by officers from an unidentified

security agency when a special operation was conducted in the Ippodromny Micro-District of the city of Grozny.

On April 9, 2006, at around 12:00 p.m., at the intersection on the Sernovodsk-Assinovskaya "Caucasus" federal highway, unknown people abducted Aslan Israilov and Bulat Chilayev. Bulat Sultanovich Chilayev (born 1979), lives in the town of Sernovodsk and works at the human rights organization Civic Assistance Committee in the program of medical assistance for sick people from Chechnya...Despite all the efforts that have been taken, A. Israilov and B. Chilayev have not been found."

See also "NGO temporarily closes doors after office raid," *The Moscow Times*, 23 April 2007.

Recommendations to the federal and Chechen governments (2007)

- Memorial recommends that the Russian and Chechen governments register IDPs from mountainous villages and refrain from pressuring them to return to their original place of residence, renew compensation program for IDPs from the mountains and ensure the program runs without corruption, allocate them land plots for construction of housing and extend the reconstruction program to mountainous areas

AI, 24 October 2007:

"Based on the organization's research in 2007, Amnesty International is particularly concerned about the inadequacy of the police response to racist attacks.

The Russian government should immediately:

Ensure that crimes which are reasonably believed to be racially motivated are classified, effectively and thoroughly investigated and prosecuted as such;

Monitor and record accurately the incidence of racist attacks across Russia and make this information available to government agencies, NGOs and the wider public; the monitoring should follow a clear methodology of what constitutes a racist attack; and statistics should include attacks on foreign nationals and ethnic minorities where there appears to be no possible motivation other than racial hatred; attacks on ethnic minorities and foreign nationals from former Soviet countries should be included; Address deficiencies in the investigation and prosecution of racist attacks, including through the development of clear guidelines and training for police, prosecutors and judges who deal with such cases. The response of the police to victims of racist attacks must encourage people to report abuses, rather than further undermine confidence in the criminal justice system's willingness or ability to protect them. Guidelines should be informed by and comply with Russia's international obligations under human rights law. A database of relevant judgments on racist crimes, including both convictions and acquittals, would inform the work of law enforcement agencies in this area;

End the classification of race-hate crimes as "hooliganism" or motivated by "hooliganism"; ensure that public officials desist from making statements following a violent and apparently racist attack that thout by "hooligans"; The apparent police indifference to racist incidents must be addressed

through training for police, which ensures that officers on the ground respond effectively and appropriately to racist incidents, recording full details of the incident, and giving feedback to those involved in a timely manner;

Institute a “no tolerance” approach to police officers who stand by while racist attacks take place;

Put in place a system that ensures complaints of discriminatory behaviour exhibited by the police and other officials are investigated thoroughly, promptly, transparently and independently, and this system must be widely publicized;

Include human rights education, including the prohibition of racism and xenophobia, as part of compulsory police training;

Continue to publicly acknowledge the seriousness of the issue of racist violence and the need to take concerted action to address it."

Мемориал, 15 марта 2007 г.:

"Правительствам Российской Федерации и Чеченской Республики

1. Принять меры к прекращению практики отказов ВПЛ из горных сел в местах их нынешнего расселения в оформлении регистрации, в предоставлении бесплатной медицинской и социальной помощи, выделении земельных участков под строительство.
2. Отказаться от политики и практики давления на ВПЛ из горных сел с целью принуждения их к возвращению на прежнее место жительства.
3. Возобновить выплату компенсаций ВПЛ из горных сел. Принять меры к исключению коррупции в процессе выплаты компенсаций.
4. Исключить возможность применения насилия по отношению к мирному населению и нанесения ущерба его имуществу со стороны расквартированных в горах воинских подразделений.
5. В качестве необходимых подготовительных мер для добровольного возвращения ВПЛ
 - организовать масштабные работы по разминированию в горных районах Чечни,
 - провести масштабные работы по восстановлению инфраструктуры в горных районах Чечни,
 - Правительству РФ - принять решение о выделении средств из федерального бюджета

жета для оказания помощи ВПЛ из горных сел на переезд, строительство жилья и обустройство."

References to the Guiding Principles on Internal Displacement

Known references to the Guiding Principles (2007)

Updated information on this topic could not be found among the sources consulted.

Reference to the Guiding Principles in the national legislation

None

Other References to the Guiding Principles (in chronological order)

UNHCR survey on the shelter situation and property status of IDPs living in temporary accommodation in Ingushetia and Chechnya:

"The Guiding principles on Internal Displacement place great emphasis on the freedom for IDPs to choose to return to their areas of origin or to integrate locally in the areas of current displacement. At the same time, the Principles emphasise clear responsibilities for the national authorities by remitting on them the "primary duty and responsibility to establish conditions, as well as provide the means, which allow internally displaced persons to return voluntarily, in safety and with dignity, to their homes or places of habitual residence, or to resettle voluntarily in another part of the country" and by requesting them to "endeavour to facilitate the reintegration of returned or resettled internally displaced persons"."

Source: UNHCR

Date: 30 June 2007

Official support to the Guiding Principles: In a meeting with the Representative of the UN Secretary-General on IDPs, Dr. Francis Deng, Deputy Foreign Minister Fedotov noted that the Federal Government accepted its responsibility vis-à-vis the displaced and intended to continue to cooperate with the United Nations. He stated that the Government saw the Guiding Principles on Internal Displacement as helpful in the legal protection of IDPs. He stressed that it was important also to have a national framework to address the IDP issue, and that it should be based on existing international human rights and humanitarian instruments. The Representative shared a copy of Guiding Principles: Annotations by Professor Walter Kälin, which had been translated into Russian. The Annotations illustrate how the Guiding Principles are based on and rooted in binding international law.

Source: The Representative of the UN Secretary-General on internally displaced persons, Francis M. Deng

Date: September 2003

Documents:

Report of the Representative of the Secretary-General on internally displaced persons, Francis D. Deng, Addendum, Profiles in Displacement: the Russian Federation, E/CN.4/2004/77/Add.2, 24 February 2004 [Internet]

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International Conference on Internal Displacement in the Russian Federation: The Conference was organized by the Institute of State and Law of the Russian Academy of Sciences, the Moscow-based NGO "Partnership on Migration", and the Brookings Institution Project on Internal Displacement. The 70 participants included government experts and officials who deal with issues relating to forced migration, representatives of local NGOs and displaced communities, local academics and lawyers, representatives of regional and international organizations and international NGOs working in the country, as well as international experts, including Francis Deng, the Representative of the UN Secretary-General on Internally Displaced Persons. The Guiding Principles were acknowledged as a useful tool for the development of a migration policy framework and for the review of existing legislation and regulations. Participants also recommended that the Guiding Principles should serve as a framework for training and education seminars.

Source: The Brookings Institution Project on Internal Displacement - Institute of State and Law of the Russian Academy of Sciences - Partnership on Migration

Date: 25-26 April 2002

Documents:

- Concluding Statement - International Conference on Internal Displacement in The Russian Federation [Internet]

Availability of the Guiding Principles in local languages

The Guiding Principles have been translated into the Russian language

Date: 1998

Documents:

- GP in Russian

[Internet]

- Handbook for Applying the Guiding Principles on Internal Displacement (OCHA, Brookings), Russian Version [Internal link]

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