

MIGRANT SUPPORT MEASURES FROM AN EMPLOYMENT AND SKILLS PERSPECTIVE (MISMES)

GEORGIA



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PREFACE

This report is the European Training Foundation's (ETF) latest contribution to an informed policy dialogue on migration in the context of employment and skills. It is part of a series of reports that present the main findings of the project on migrant support measures from an employment and skills perspective (MISMES). The project was coordinated by the Migration Policy Centre of the European University Institute (EUI) under the supervision of the ETF.

The result of this project is a worldwide inventory of migrant support measures implemented in sending countries, to facilitate labour mobility and increase the developmental effect of migration. In addition, five in-depth studies were conducted in the countries, which concluded mobility partnerships with the European Union (EU): Armenia, Georgia, Republic of Moldova, Morocco, and Tunisia. For the purposes of these reports, MISMES are defined as specific policy interventions – pre, during and post migration – aimed at improving the labour market integration of migrant workers or improving their skills matching.

This report is about mapping and reviewing migrant support measures in Georgia¹. Dr Irina Badurashvili, Director of the Georgian Centre of Population Research (GCPR), prepared the report under the coordination of Shushanik Makaryan from the Migration Policy Centre of the EUI. Valuable contributions were provided by Iván Martín as the project coordinator, Philippe Fargues and Alessandra Venturini from the EUI team. From the ETF team, significant inputs and feedback were provided by Ummuhan Bardak and Inna Dergunova.

The study has greatly benefited from the assistance and collaboration of the institutions and individuals involved in the migration work in Georgia, in particular during the ETF team mission in May 2014. Some of the institutions interviewed are the State Commission on Migration Issues (SCMI), the Ministry of Internally Displaced Persons from the Occupied Territories, Refugees and Accommodation (MRA), the State Ministry of Diaspora Issues, the Ministry of Health, Labour and Social Affairs, and the local offices of some international/donor organisations involved in the implementation of various migration projects (i.e. IOM, ICMPD, DRC, Caritas).

Significant contributions were received from interviews and discussions with Tsiuri Antadze, Khatuna Burkadze, Varlaam Chkuaseli, Guy Edmunds, Ketevan Gorgoshidze, Mukhran Gulaghashvili, Marc Hulst, George Jashi, Mariam Keburia, Nino Khudzakishvili, Tamar Kikvidze, Rusudan Imnaishvili, Zurab Korganashvili, Nino Meskhi, Natela Mjavanadze, David Mkheidze, Liana Mkheidze, Tamar Moralishvili, Konstantine Nanobashvili, Maia Paksashvili, Konstantine Razmadze, Tinatin Tkeshelashvili, Irma Tsereteli, Maia Tsereteli, Zura Tsurtsumia, Tata Topadze, and Nino Uridia. They kindly shared their knowledge, in particular on the 'Targeted Initiative for Georgia' (TIG) as the selected case study. Special thanks go to George Jashi, Executive Secretary of the State Commission on Migration Issues, and Rusudan Imnaishvili, Programme Coordinator of the IOM Tbilisi Office, who attended the final workshop of the MISMES project in September 2014 and provided very useful comments on this report.

¹ An Excel file containing more detailed information on a total of 29 projects is available on the web, see: www.etf.europa.eu/web.nsf/pages/MISMES

EXECUTIVE SUMMARY

As a typical post-Soviet country, Georgia has been seriously affected by out-migration since the proclamation of independence in 1991. Following a previous inertia, several governmental institutions started to deal with migration issues, but there was no single agency responsible for its management until 2010. In fall 2010, the State Commission on Migration Issues (SCMI) was established with the task of coordinating all institutions involved in migration management. Its Secretariat is hosted by the Public Service Development Agency of the Ministry of Justice, which is also the chair of the 12-member Commission.

The signature of EU-Georgia Mobility Partnership (MP) in November 2009 moved migration on the political agenda of the government and its coordination was given to the State Ministry on European and Euro-Atlantic Integration. The first outcome of the MP cooperation was the 'Agreement between the EU and Georgia on the readmission of persons residing without authorisation' and the 'Visa Facilitation Agreement between EU and Georgia' that came into force in March 2011. In June 2014 the EU and Georgia also signed a new Association Agreement which includes a Deep and Comprehensive Free Trade Area, increasing political and economic ties with the EU in the framework of the Eastern Partnership.

Given the increased labour migration from Georgia, research on migrant support measures (in particular from employment and skills perspective) implemented in or by the country and their results in terms of medium and long-term impact on migrants have been largely neglected by the migration research community. As a result, there has been limited information and data available on such interventions and policy measures to support migrants before, during and after migration process. This study makes first such contribution by mapping all migrant support measures from an employment and skills perspective (MISMES) implemented between 2000 and 2014 in Georgia and attempts to review their results.

Georgia has shown a slow but continuous progress in the setup of migration strategy, institutions and legal frameworks since 2009; i.e. the creation of the State Ministry on Diaspora, the SCMI and its secretariat, the slight re-orientation of the activities of the MRA towards returnees, the higher potential role of the Ministry of Labour, Health and Social Affairs (MLHSA) foreseen for labour migration, the development of Migration Strategy and its revision, the adoption of the Law on Foreigners and the first draft of the Labour Migration Law. The signature of the EU-Georgia Mobility Partnership and the relevant EU-funded projects linked to the MP have had a positive impact on these developments.

There has been an increasing trend of migration-related projects implemented in Georgia since 2000, covering many different aspects of migration management. In general these projects are mostly funded by the donors (countries of destination, the EU with increasing role, other international organisations or NGOs) and priority of donor support has been migration policy development and capacity building of state institutions. Considering the overall budget resources allocated to these projects, however, very few resources were actually spent on the delivery of migrant support measures. Therefore, MISMES still constitutes a very small part given the financial resources allocated and the number of beneficiaries counted.

Due to the very limited data available on such policy measures and/or interventions for migrants, some serious problems were experienced in accessing to information and data sources and assessing their cost-efficiency and their impact on beneficiaries. Nevertheless, we could identify some patterns of measures and their results as well as the challenges in the implementation of such measures. Overall 29 MISMES were implemented in Georgia between 2000 and 2014, and the majority of them focused

on post-migration phase (16 out of 29), returnee support (primarily and mostly irregular migrants and rejected asylum seekers from Georgia).

Another five MISMES were devoted to the prevention of illegal migration, including information and pre-departure counselling for potential migrants. Three other projects represent MISMES during-migration phase and another five are multidimensional projects covering all phase of migration in terms of providing services as well as components for migration policy development and capacity building of relevant institutions. The most common model of MISMES implemented in Georgia is the Assisted Voluntary Return and Reintegration (AVRR) programmes to which suit 12 projects in total. Most popular (demanded) migrant support service, especially among the returnees, is entrepreneurship programmes and micro-credits for business start-ups (e.g. 80% of AVRR beneficiaries). All AVRR projects functioned in the same logic, but experience shows that a greater flexibility is required in these services. As the most veteran implementer, IOM made many improvements of AVRR.

All MISMES linked to pre-migration phase are general public campaigns to prevent illegal migration, including also some aspects of destination information and pre-departure counselling for potential migrants. However, they remain very generic information about destination countries, with very little tailor-made pre-departure orientation or training. Because there is no link to actual job offers from abroad due to the lack of (or limited) legal migration opportunities. One promising good practice is the job-matching and pre-departure orientation programme implemented by a private employment agency specialised in the tourism sector. The state should support such examples by ensuring a level playing field for all private agencies to prevent abuses and help them improve their services towards migrants.

Most MISMES providers and implementers in Georgia are local offices of international organisations and national/international NGOs such as IOM-Georgia, ICMPD, DRC and Caritas. Different funders and different implementers on the project-based activities negatively affect ownership, longer-term sustainability and follow-up of actions in the field. It limits learning from experiences and project implementers cannot make impact evaluation when the project finishes because they cannot deploy resources to assess the long-term impact. This is also reflected in the difficulty of accessing to project documents (detailed data to assess cost-effectiveness of the measures) and very limited or no impact assessment available for MISMES projects.

The EU-funded Targeted Initiative for Georgia (TIG) was selected as an in-depth MISMES case study. Although some of the international organisations that collaborated with the TIG were critical of TIG project management style, the Georgian authorities who benefited from the project were highly appreciative of it. The positive results of the TIG includes the development of the Georgian migration strategy, the adoption of the Law on Foreigners, the first draft of the Labour Migration Law, the creation of State Ministry on Diaspora, the SCMI and its secretariat, the training and involvement of MRA staff in reintegration issues on a day-to-day basis, the higher potential role of the MLHSA foreseen for labour management and migration, and the creation of a returnee database. However, its work on a reintegration manual for returnees and information campaign for potential migrants was found less successful and the beneficiary ministry (MRA) could not assume the responsibility of this service as planned after the project ended.

Migrants are clearly one specific group which needs measures from employment and skills perspective for their labour market integration and better utilisation of their skills, while circular migrants might need services related to skills testing& validation and quality vocational training. Thus there is a need to better adapt the employment services and vocational training schemes towards the needs of different target groups, one being migrants and returnees.

Some elements of success found in the implementation of MISMES are flexibility in services and implementation modalities, tailor-made services designed to the personal circumstances of migrants/

returnees, aspects to increase the motivation of migrants/returnees, one-stop-shop services open to all migrants and returnees (called 'migrant resource centres' or 'mobility centres'), better targeting of the beneficiaries in services rather than providing generic information towards general public, active involvement of local authorities and employers in the implementation of MISMES projects, personalised coaching and longer-term monitoring of business start-up projects (including more flexible funding/ co-funding arrangements), regular communication, coordination and cooperation among the relevant public institutions and donors.

Indeed, one public body could be responsible for collecting detailed information of services delivered (e.g. budgets spent to provide these measures, number of beneficiaries, profiles) and assessing longer-term outcomes of all the migrant support measures. Finally there is need for more funding as the scale of projects/ activities is not enough support to migrants compared to the scale of migration in Georgia. MISMES could be incorporated as a cross-cutting issue as well in the regional development, agricultural policy and SME development issues.

1. INTRODUCTION: MIGRATION BACKGROUND

In the past years the ETF conducted studies on migration and skills focusing on specific countries neighbouring the EU (ETF 2013). This earlier research provided evidence on the skills profiles of migrants, and how those skills are underutilised abroad and upon return. It also showed the need for policy measures to support migrants to improve job and skills-matching for the benefit of the receiving countries, countries of origin and the migrants themselves (ETF 2014). As a result, the MISMES project was launched and carried out in 2014 by the ETF, with the support of the Migration Policy Centre at the European University Institute (EUI).

Migration facts

As a typical post-Soviet country, Georgia has been seriously affected by out-migration since the proclamation of independence in 1991. The last 2002 population census in Georgia registered a 20% drop in comparison with the population registered in the 1989 census. Part of this drop was due to fertility decline, but the largest part was due to emigration. Since independence Georgia has had the second highest level of negative net migration after Kazakhstan, when compared to other post-Soviet states in the Commonwealth of Independent States (Mansoor and Quillin, 2007). Despite some problems of migration statistics, it is known that Georgian migrant stocks abroad amount to more than one million people and temporary migration involves between 6% and 10% of the population annually. There is also evidence for increasing involvement of women in international migration and high dependence of households on remittances (ETF, 2013).

Following on from permanent emigration, complicated by territorial conflicts at the beginning of the 1990s in Georgia, a new pattern of temporary labour migration emerged in the later 1990s, directed to both Russia and the West. Since the mid-1990s temporary labour migration has become a “nationwide strategy” to cope with socio-economic and political hardships in the country, in particular with restricted employment opportunities (CRRC, 2007, p.10). According to some estimates (CRRC/ISSET, 2010, p.9) the number of Georgian migrant workers abroad currently stands at approximately 140,000 people; another 138,000 are estimated to be returnees in Georgia; hence, around 8% of the current Georgian population has experienced or is experiencing migration. Main destination countries are Russia (despite the deterioration of relations after 2008 and its visa requirement), Turkey (visa-free entry) and Greece.

A specific feature of Georgian labour migration is that it is largely undocumented and irregular. Until very recently numerous attempts to manage labour market and migration in Georgia have failed for various reasons; cooperation with different countries aimed at regulating labour migration has also been unsuccessful. Accordingly, Georgian migrants usually rely on an unofficial, and often illegal, migration industry; that is why Georgian labour migration is rather expensive. Private employment agencies and individuals are currently the only suppliers of job matching services on the Georgian labour market. These face no competition from a public employment service, which ceased to exist in 2006 and is currently in the initial stages of re-establishment within the Social Services Agency of the Georgian Ministry of Labour, Health and Social Affairs (ETF, 2011).

At present there is no legislation regulating private employment agencies and labour migration in Georgia. Given, too, the lack of bilateral agreements, there are only limited opportunities for Georgians to go legally abroad for work. Companies and individuals dealing with trip organization profit a lot from these activities as many people are ready to pay to work abroad. There is no official information on the price for these services, but information available through the mass-media and informal contacts with migrants suggest a range of USD 1?500 to 5?000. Georgian migrants usually enter a foreign country legally with a tourist visa, and then overstay and try to find a job there. According to ETF (2013),

Georgians stay abroad for approximately three years and then come back for personal reasons. Most of them are unable to get official work permits and, thus, work undocumented on the informal labour market.

The same study (ETF and BCG-Research, 2013) has revealed the reintegration difficulties experienced by return migrants in Georgia. Most Georgian migrants benefit only from the immediate impact of migration, namely, remittances: their working experience and skills gained abroad do not help in finding a job or in improving their living standards in Georgia upon return. There is, then, an urgent need for specific policy actions in the employment, skills and labour market integration of migrants to decrease the costs and to increase the benefits of migration for Georgian citizens.

This study also found that the awareness of potential migrants regarding pre-departure assistance and proportion of migrant beneficiaries from official return schemes are extremely low. “Of respondents knowing about such schemes and not participating in them, 25% reported that they did not need to apply and managed to return by themselves. Other respondents mentioned three reasons for not participating in the official return schemes: the scheme did not correspond to the kind of work they were seeking, application procedures were too complicated and there was corruption involved” (ETF and BCG-Research, 2013, p.39).

In the last decade the EU, its Member States and other international agencies (such as IOM, USAID and others) have allocated significant financial and human resources on migration management projects, sustainable return procedures and reintegration into local society. Many projects have been implemented recently in Georgia including information campaigns, pre-departure training, support for voluntary return and reintegration programs. However, the abovementioned ETF study confirmed ‘[...] very limited opportunities and support measures for legal labour migration and insufficient access by the general public to information concerning the few existing initiatives funded by the EU or other donors’ (ETF and BCG-Research, 2013, p.7).

Migration policies and institutions

Despite its intensity, migration was not a priority on the political agenda of the government until recently. This has started to change after Georgia signed with the European Commission and 16 EU Member States the Mobility Partnership (MP) agreement on 30 November 2009². Based on the four pillars of the Global Approach to Migration and Mobility, MP promotes the idea of legal ‘circular migration’ and developing cooperation between the parties to facilitate Georgian citizens to work legally, study, get trained and then return to Georgia. As a result, the Georgian government expressed its intention of stimulating circular migration: “Georgia’s main priority is the facilitation of legal labour movements including agreement on labour and circular migration opportunities” (Office of the State Minister of Georgia on European and Euro-Atlantic Integration, 2010, p. 39).

The first outcome of the MP cooperation was the ‘Agreement between the EU and Georgia on the readmission of persons residing without authorisation’ and the ‘Visa Facilitation Agreement between EU and Georgia’ that came into force on 1 March 2011. In June 2014 the EU and Georgia also signed a new Association Agreement with a Deep and Comprehensive Free Trade Area that increased political and economic ties with the EU in the framework of the Eastern Partnership³.

Until 2010, there were several governmental institutions dealing with migration in Georgia, and no single agency responsible for its management. In October 2010, the State Commission on Migration

² EU Member States participated in the EU-Georgia MP are Belgium, Bulgaria, Czech Republic, Denmark, Estonia, France, Germany, Greece, Italy, Latvia, Lithuania, the Netherlands, Poland, Romania, Sweden and UK. For more information, see www.eu-nato.gov.ge/en/eu/mobility-partnership

³ http://eeas.europa.eu/georgia/index_en.htm

Issues (SCMI) was created with the task of coordinating the actions of all institutions involved in migration management. It is chaired by the Ministry of Justice and has 12 members with a Secretariat within the Public Service Development Agency. The SCMI steered the preparation and approval process of the first Migration Strategy of Georgia (2013-15) by the government that was adopted in March 2013. In June 2013, the SCMI adopted the Action Plan for the Migration Strategy of Georgia. Recently an Analytical Unit was established within the SCMI to conduct migration-related analyses and provide policy advice to the government.

The Migration Strategy declares the government's commitment to facilitating "mobility through circular migration", which should provide an opportunity for the "legal employment of Georgian citizens" in the EU, countering "the drain of intellectual resources and their inefficient use in Georgia" (Kazmierkiewicz, 2013, p.16). After the strategy, the Law on Foreigners (full name: Law on legal status of aliens and stateless persons) was drafted and adopted in 2014. A draft law on labour migration is currently being prepared; it will include both the regulation of foreign workers in Georgia as well as the regulation of Georgian workers abroad. This law is drafted from scratch (there was no law on this topic). A Strategy on the Georgian Diaspora is currently being developed and under discussion and '27 May' is held now as "Diaspora Day". Diaspora Ministry and IOM are also preparing together a Facebook page for the Georgian diaspora.

Currently, the government (SCMI) in cooperation with university is preparing a new migration strategy that will cover the period 2016-20. The SCMI has a quite transparent information policy. It collects and published all migration-related projects/activities on its website (there is a matrix of all projects that are implemented under the MP)⁴. This transparency is very important for migration stakeholders in order to avoid an overlap in projects/ activities supported by different donors and implemented by various organizations. Although coordination between organisations dealing with migration management was not very strong until recently, it is getting better and every institution knows what others are doing.

There are five permanent working groups under the coordination of the SCMI, where relevant state institutions, international organisations and local NGOs are members. For example, the Working Group on Reintegration comprises of 12 state institutions, 7 international organizations and 5 NGOs. In addition, SMC organises twice a year enlarged coordination meetings with 40-45 participants from relevant state institutions, academia, civil society, international organizations, the last one being held in January 2014. In these meetings, migration policy developments are discussed, new migration projects are presented and the completed projects are monitored and evaluated.

The Ministry of Internally Displaced Persons from the Occupied Territories, Refugees and Accommodation (MRA), the State Ministry on Diaspora Issues, the Ministry of Labour, Health and Social Affairs (MLHSA), the Ministry of Foreign Affairs, and the National Statistics Office of Georgia (Geostat) are permanent members of the SCMI. The local offices of the International Organisation for Migration (IOM), the International Centre for Migration Policy Development (ICMPD), the Danish Refugee Council (DRC) as well as other organisations and the EU Delegation in Georgia have consultative status there. Recently, the SCMI has led and coordinated the development of a Handbook on Migration for potential migrants; and a Textbook on Migration for the students who study migration issues. The SCMI also updates the Country Migration Profile on a yearly basis.

Migrants' reintegration (returnees) policy is the responsibility of the MRA. The MRA has around 300 staff members including those in regional offices, which is not enough to deal with the enormous tasks. For this ministry, as its existential reason, the priority is to deal with the acute problems of 200,000 internally displaced persons who had to leave their towns in South Ossetia and Abkhazia after the 2008 war with Russia. Migrant reintegration issues are dealt with by the Department of

⁴ For more info, see http://migration.commission.ge/index.php?article_id=36&clang=1

Migration, Repatriation and Refugee Issues, which consists of only around 25 staff. Although it is foreseen for the coming years, the Ministry does not have a separate budget line for migrant reintegration actions and as such is always dependent on donor funding. Indeed, it has started the concrete work on returnees only recently with its involvement in the EU-funded project, Targeted Initiative for Georgia (TIG), and its Mobility Centre which was created within this Ministry.

Due to the liberal approach of the government on labour market and the lack of relevant state structures, the facilitation of labour migration was considered unnecessary in Georgia until recently. In 2013 however, the Georgian government created a Labour and Employment Policy Department within the MLHSA, with the tasks of labour market management, the registry of private employment agencies, and preparing proposals for the regulation of labour migration in Georgia (both internal and external).

The following steps have been made in this direction: Employment Support Services (ESS) were created within the Social Services Agency, an affiliated body of the MLHSA; and a public electronic portal for job-seekers and vacancies was launched with the possibility that everyone can register themselves on-line (so-called 'worknet') or through the local offices of social services agency of the MLHSA. Within this new setup, return migrants are considered as one of the potential beneficiaries of the new ESS, like any other Georgian citizens, by the MLHSA. Furthermore, the Ministry has now a mandate for labour migration, in particular regarding the work permits of foreigners who arrive Georgia. It has been involved in the preparation of draft law on labour migration which includes both the issues of labour immigration and emigration.

Therefore, a gradual setup of migration institutions and legal frameworks can be observed in Georgia since 2009. In particular the creation of the State Ministry on Diaspora, the SCMI and its secretariat within the Ministry of Justice (Public Service Development Agency), the slight re-orientation of the activities of the MRA towards returnees as a new client group besides internally displaced persons as well as the higher potential role of the MLHSA foreseen for labour migration can be seen as significant developments. Similarly the development of Migration Strategy and its revision, adoption of the Law on Foreigners and the first draft of Labour Migration Law are important public policy developments. The signature of EU-Georgia Mobility Partnership and the relevant EU-funded projects have had a positive impact to push for these developments.

Compared to other countries of origin with longer migration history, however, the migration institutions and structures in Georgia are still new, with relatively less knowledge and experience and they are hardly involved in providing concrete migrant support measures in Georgia. Instead, there are many national and international NGOs/civil society organisations and local offices of international organisations active in providing concrete services to migrants such as IOM-Georgia, the ICMPD and the DRC. This is a specificity of Georgia so far although a slow assumption of roles and responsibilities by national institutions are also observed.

2. NATIONAL INVENTORY OF MISMES

For the purposes of this report, migrant support measures are defined as specific policy interventions implemented in migrant sending counties, targeting pre, during and post migration phases, and aimed at improving the labour market integration of migrant workers or improving their skills matching in both. Such policy interventions should mobilise specific budget resources to achieve labour market integration or skills utilisation, regardless of who funds or implements.

The report uses 11 MISMES models⁵ that were reviewed and classified by the MISMES Global Inventory (ETF 2015a). Annex 1 provides methodological information on how this country inventory and MISMES reviews were conducted (see also ETF 2015b). Substantial information was collected from the Georgian authorities as well as relevant international organisations, donors and NGOs active in this field in Georgia. Annex 2 provides a detailed list of persons interviewed and institutions that received the MISMES questionnaire.

A mapping of migrant support measures from skills and employment perspective implemented in Georgia from 2000 to 2014 revealed 29 projects. **TABLE 2.1** below lists all 29 MISMES projects, more details of which are given later in the text as well as in an Excel file on the web⁶. Sixteen of these measures were oriented on ‘post-migration’ support of returnees and only three MISMES were related to the ‘during migration’ phase. Another five MISMES projects implemented by IOM-Georgia through its migrant resource centres were focused on ‘pre-migration’ phase and provided counselling for potential migrants with a focus on the prevention of illegal migration.

The last category of MISMES is called ‘multi-dimensional’ as these five projects cover the entire migration cycle: starting from pre-departure counselling and orientation of potential migrants, providing assistance to Georgian migrants abroad and their families in Georgia as well as including measures to facilitate reintegration of returnees. This was done mainly by the transformation of IOM migrant resource centres into ‘migration information and consultation centres’ under the MRA in 2010, with the additional funding from the two follow-up projects. The EU-funded flagship project, Targeted Initiative for Georgia (TIG), followed the suit with its ‘Mobility Centre’ within the MRA. Currently most EU-funded projects are also multi-dimensional and combine different MISMES models and migration phases with policy development support and capacity-building components.

TABLE 2.1 LIST OF MISMES IMPLEMENTED IN GEORGIA BETWEEN 2000 AND 2014

| MISMES No | Title of MISMES/project | Implementer |
|----------------------------|---|-------------|
| Pre-migration phase | | |
| 1 | Information Dissemination for the Prevention of Irregular Migration from Georgia – Phase I | IOM-Georgia |
| 2 | Information Dissemination for the Prevention of Irregular Migration from Georgia – Phase II | IOM-Georgia |
| 3 | Informed Migration – An Integrated Approach to Promoting Legal Migration through National Capacity Building and Inter-Regional Dialogue between the South Caucasus and the EU | IOM-Georgia |

⁵ The 11 models of MISMES that have been identified and analysed are the following: (1) international job matching and placement services; (2) pre-departure information, orientation and training; (3) professional skills development for migration; (4) facilitating access to labour market information and protection in destination countries; (5) programmes for capitalising skills across borders; (6) assessment, certification, validation and recognition of migrants’ skills and qualifications; (7) return employment information platforms and call centres; (8) targeted entrepreneurship and income generating schemes for returnees; (9) assisted voluntary return and reintegration; (10) migration resource centres; and (11) migrant welfare funds.

⁶ www.etf.europa.eu/web.nsf/pages/MISMES

| MISMES No | Title of MISMES/project | Implementer |
|---------------------------------|---|--------------------------------|
| 4 | Stemming Illegal Migration in Armenia and Georgia and Enhancing Positive Effects from Legal Migration | IOM-Georgia |
| 5 | Targeted Initiative for Georgia (TIG)- Reintegration of Georgian Returnees and Implementation of EU-Georgia Readmission Agreement | MRA, Czech Rep., IOM-Georgia |
| During-migration phase | | |
| 6 | Turnaround Migration for Development | NINA + 'Georgian Diaspora' NGO |
| 7 | Temporary Return of Qualified Nationals (TRQN-II) | IOM-Georgia |
| 8 | Temporary Return of Qualified Nationals (TRQN-III) | IOM-Georgia |
| Post-migration phase | | |
| 9 | Strengthening Tailor-made Assisted Voluntary Return Project (STAVR) | Caritas-Georgia |
| 10 | Sustainable Reintegration after Voluntary Return | Caritas-Georgia |
| 11 | Return and Reintegration of Migrants from Europe to Georgia | Caritas-Georgia |
| 12 | Assistance for the Voluntary Return and Reintegration of Returnees to Georgia from Austria | IOM-Georgia |
| 13 | Post-Arrival Reintegration Assistance to Georgian Nationals Returned from the Netherlands | IOM-Georgia |
| 14 | Assisted Voluntary Return to Georgia from Switzerland (Phase I) | IOM-Georgia |
| 15 | Assisted Voluntary Return to Georgia from Switzerland (Phase II) | IOM-Georgia |
| 16 | Assisted Voluntary Return to Georgia from Switzerland (Phase III) | IOM-Georgia |
| 17 | Assisted Voluntary Return to Georgia from Switzerland (Phase IV) | IOM-Georgia |
| 18 | Assisted Voluntary Return to Georgia from Switzerland (Phase V) | IOM-Georgia |
| 19 | Assisted Voluntary Return to Georgia from Switzerland (Phase VI) | IOM-Georgia |
| 20 | Assisted Voluntary Return and Reintegration of Irregular Migrants from France | 'People in Need' NGO + OFII |
| 21 | Consolidating Reintegration Activities in Georgia (CRAG) | DRC and ICMPD |
| 22 | Integration of Georgian Migrants into Labour Market | GEA and GmbH |
| 23 | Migration for Development (Promoting return of highly-skilled migrants) | GIZ/CIM + ZAV |
| 24 | Provision of country-specific information on Georgia: IRRICO- II | IOM-Georgia |
| Multi-dimensional MISMES | | |
| 25 | Targeted Initiative for Georgia (TIG) – Reintegration of Georgian Returnees and Implementation of EU-Georgia Readmission Agreement | MRA and IOM-Georgia |
| 26 | Reinforcing the Capacities of Georgia in Border and Migration Management for safe borders and secure migration (More-for-More) | IOM-Georgia |
| 27 | Personalized Assistance for Georgian Migrants (G-PAM) | CiDA |
| 28 | Strengthening the development potential of the EU Mobility Partnership in Georgia through targeted circular migration and diaspora mobilisation | PSDA/SCMI, CIM, GSMEA |
| 29 | Enhancing the Role of Georgian Emigrants at Home (ERGEM) | DRC and ICMPD |

2.1 Pre-Migration Phase

Pre-departure information, orientation and training

Five donor-funded projects implemented between 2000 and 2010 focused on potential migrants, and provided information on the risks of illegal migration and legal opportunities for migration abroad, pre-departure information and orientation (**TABLE 2.2**). These MISMES were mostly implemented by the IOM through its migrant resource centres in Georgia. These centres were later called 'migration information and consultation centres' after their transfer from the IOM to the Ministry of Refugees and Accommodation (MRA) in December 2010. They are in four regions (Tbilisi, Gori, Kutaisi and Zugdidi) and run independently by the MRA. These centres focused on the pre-migration stage in the beginning, targeting only potential migrants on 'pre-departure information, orientation and training schemes' until 2011; this is the reason why they are classified under pre-migration phase.

Here are some examples of pre-migration services provided by the IOM migration resource centres. The first migration resource centre was established with an IOM mission to Georgia in 2001 under the project 'Information Dissemination for the Prevention of Irregular Migration from Georgia' (MISMES 1 and 2) and was run on EUR 200,000 in 2001-03 and EUR 285,000 in 2004-05. These funds were provided by the governments of Belgium, Switzerland and the Netherlands, the latter bankrolling all the second phase of the project.

The migration resource centre became a more prominent part of the IOM's activities under the MISMES 3 project, which was implemented by the IOM during 2006-08, with a total budget for Armenia, Azerbaijan and Georgia close to EUR 1 million, funded by the EU Aeneas programme. According to information obtained from the IOM, between July 2006 and March 2008 1,951 persons visited the centres for consultations; and between July 2006 and September 2007 3,736 hotline calls were received, of which 2,602 by the Tbilisi centre.

TABLE 2.2 LIST OF MISMES IMPLEMENTED FOR PRE-MIGRATION PHASE

| MISMES No1 | | | Implementer | Funding source |
|---|-----------|----------------------------|---|---------------------------------------|
| Information Dissemination for the Prevention of Irregular Migration from Georgia (Phase I) | | | IOM-Georgia | Belgium, the Netherlands, Switzerland |
| Duration | Budget | Beneficiaries | Main activities | |
| 2001-03 | \$203,210 | General public – no number | Information campaigns on irregular migration and risks Face-to-face pre-departure orientation, call centres for migrants Publishing and dissemination of guidebooks for destinations Dissemination of information to potential migrants | |
| MISMES No 2 | | | Implementer | Funding source |
| Information Dissemination for the Prevention of Irregular Migration from Georgia (Phase II) | | | IOM-Georgia | The Netherlands |
| Duration | Budget | Beneficiaries | Main activities | |
| 2004-05 | \$284,271 | General public- no number | Information campaigns on irregular migration and risks Face-to-face pre-departure orientation, call centres for migrants Publishing and dissemination of guidebooks for destinations -Dissemination of information to potential migrants | |

| MISMES No 3 | | | Implementer | Funding source |
|---|--|---|--|-----------------------------------|
| Informed Migration – An Integrated Approach to Promoting Legal Migration through National Capacity Building and Inter-Regional Dialogue between the South Caucasus and the EU | | | IOM-Georgia | EU Aeneas programme |
| Duration | Budget | Beneficiaries | Main activities | |
| 2006-08 | €971,747 (for Armenia, Azerbaijan and Georgia) | 1,951 migrant consultation, 3,736 hotline calls ⁷ | Information campaigns on irregular migration and risks Face-to-face pre-departure orientation, call centres for migrants Publishing and dissemination of guidebooks for destinations Dissemination of information to potential migrants | |
| MISMES No 4 | | | Implementer | Funding source |
| Stemming Illegal Migration in Armenia and Georgia and Enhancing Positive Effects from Legal Migration | | | IOM-Georgia | Italy |
| Duration | Budget | Beneficiaries | Main activities | |
| 2009-10 | €391,000 (for Armenia, and Georgia) | General public – no number | Information campaigns on irregular migration and risks Face-to-face pre-departure orientation, call centres for migrants Publishing and dissemination of guidebooks for destinations Dissemination of information to potential migrants | |
| MISMES No 5 | | | Implementer | Funding source |
| Targeted Initiative for Georgia (TIG) – Support to Reintegration of Georgian Returnees and the Implementation of EU-Georgia Readmission Agreement | | | MRA, IOM-Georgia | EU (€3 million) + Italy (€20,000) |
| Duration | Budget | Beneficiaries | Main activities | |
| Dec. 2010- Dec. 2013 | Part of budget €3,020,000 | In Jul. 2006-Mar. 2008, 1,951 persons consulted In Jul. 2006-Sep. 2007, 3,736 calls received | Information campaigns on irregular migration and risks Face-to-face pre-departure orientation, call centres for migrants Publishing and dissemination of guidebooks for destinations | |

In 2009-10, IOM-Georgia continued the operation of the migrant resource centres under the project ‘Stemming Illegal Migration in Armenia and Georgia and Enhancing Positive Effects from Legal Migration’ (MISMES 4) with a EUR 390,000 budget for Armenia and Georgia together. At the end of this project, these centres and its operations were transferred to the Ministry of Refugees and Accommodation (MRA) in December 2010. During 2011-13 these centres were called ‘migration information and consultation centres’ operating in four different regions (Tbilisi, Gori, Kutaisi and Zugdidi). The IOM, meanwhile, provided expert advice to the MRA whenever requested.

These centres implemented similar activities: they organized information dissemination on irregular migration; they operated hotlines and call centres for potential migrants and their relatives; they provided face-to-face consultancy with pre-departure orientation on the risks of irregular migration, on

⁷ According to information from IOM-Georgia, in period July 2006-March 2008, 1,951 persons consulted the centre; in the period July 2006-September 2007, 3,736 hotline calls were received, among which 2,602 to the Tbilisi centre.

maintaining legal employment and a legal status abroad; they published guidebooks with information on destination countries and about the services of relevant NGOs abroad; and they disseminated helpful information to potential migrants. However, all these remain very generic information which can be found from other resources, and with very little tailor-made pre-departure orientation or training. Because there was no link to actual job offers from abroad due to the lack of (or limited) legal migration opportunities. In general, there is a strong need for more legal migration opportunities, actual job offers abroad and pre-departure orientation of potential migrants linked to specific job offers.

Pre-departure orientation by private employment agencies

Although there is no specific legislation regulating private employment agencies and labour migration in Georgia, there are a number of companies and individuals dealing with travelling abroad for work reasons. There is no official data on these agencies and services, but only information available through the mass-media and informal contacts with migrants. This is a small market for migration business, and most of them are found unreliable with many negative news on the media for the abuses of potential or actual migrants (with a payment of USD 1,500-5,000 requested per placement). Nevertheless, there was also a good practice of legal recruitment of Georgian migrants abroad by one private employment agency (See **BOX 2.1**).

BOX 2.1 JOB MATCHING BY PRIVATE EMPLOYMENT AGENCIES

Key Management Solutions (KMS) is a private employment agency that provides mediation services for job placement in the hospitality sector in Georgia and abroad, mainly in the Middle East (Doha, Dubai, and Abu-Dhabi). Due to its long and successful cooperation experience with five-star hotels in the Middle East, KMS received continuous demand for Georgians, sometimes beyond the number of suitable candidates. To date KMS has sent around 200 Georgians to work in these hotels. Foreign employers provide KMS with profile of staff they need, KMS searches for possible candidates, train and prepares them for interview. So KMS pre-screens the candidates, provides training and pre-departure orientation and medical examination test, while foreign employers make final selection.

The most typical worker profiles are entry level and intermediate level skills. With some exceptions, the agency typically does not deal with managerial positions. Candidate profiles from Georgia are mainly of university graduates: correspondingly, their expectations are often not for jobs in hotels. There are always 20% dropouts of selected candidates after training as not many candidates are ready to do the work they are trained or willing to go to this region. Thus, KMS has difficulty in finding appropriate candidates due to the low quality of vocational education and training in Georgia. As most candidates do not have hospitality skills KMS has to train them, which means additional cost for the agency. KMS is considering opening its own training centre, providing training according to job-specific requests from foreign employers.

Candidates do not pay anything to the agency for their application, pre-departure orientation and recruitment; these costs are born by foreign employers. Work contracts are for two years; employers cover return flight tickets of migrants according to duration of contract, their transportation to the work place, medical insurance, accommodation and three meals per day. An average monthly wage for migrant workers is about USD 500. Given that employers provide migrants with all the necessary living expenses, the wage is acceptable and corresponds to the standard of the host country. After six months of recruitment, KMS monitors the working conditions of Georgian migrants to see the conditions are in line with their contract.

When the contract expires, migrant workers return to the country and apply to the same employment agency for help in finding a job in Georgia. Now it is easier for KMS as migrants return with work experience abroad from five-star hotels. According to KMS, many of returnees were able to find managerial position jobs after their time abroad. Returnees are also invited to participate in the pre-departure orientation for new candidates (for more info, see <http://kmsgeorgia.com/cms/>).

The example of KMS shows both pros and cons of labour migration through private recruitment agencies. It was clear from the interviews that most of the private employment agencies are not successful in migration business (neither in recruitment for local labour market) and they have a very big ‘reliability/ reputation’ problems vis-à-vis the public. Due to the limited job offers and services, they also charge high amount of money from the migrants directly. Private employment services tend to be more successful in head-hunting for the high-skilled jobs, but not in medium or low-skilled jobs. One success factor, however, was specialisation in one economic sector; i.e. hospitality in the case of KMS. It was reported that there is also another private agency specialised only in construction sector and doing well. Hence one lesson for private agencies is specialisation in certain sectors (including training aspects) which are most demanded in the international labour market and engaged directly with foreign employers in the sector.

2.2 During-migration phase

As mentioned earlier, most MISMES projects in Georgia are for post-migration phase. Measures focusing only on during-migration phase are quite rare (only three MISMES, see **TABLE 2.3**), and most of such measures is primarily dealt with by multi-dimensional MISMES. The only MISMES model implemented for this phase in Georgia refers to the temporary stay of qualified migrants and diaspora, given that these diaspora members have still not completed their migration cycle by being abroad and hence, are still in the migration phase.

TABLE 2.3 LIST OF MISMES IMPLEMENTED DURING-MIGRATION PHASE

| MISMES No 6 | | | Implementer | Funding source |
|--|-----------------|--|--|-------------------------------------|
| Turnaround Migration for Development | | | NINA and Georgian Diaspora | EU Aeneas through UN JMDI programme |
| Duration | Budget | Beneficiaries | Main activities | |
| 18 months, Oct. 2009-Mar. 2011 | \$165,055 | 20 returnees trained, 5 returnees recruited | Provided training for trainers to 20 returnees, and 5 returnees recruited as experts and trainers Increased the capacity of Poti Professional Retraining Centre with the help of diaspora | |
| MISMES No 7 | | | Implementer | Funding source |
| Temporary return of qualified nationals (TRQN-II) | | | IOM-Georgia | The Netherlands |
| Duration | Budget | Beneficiaries | Main activities | |
| Jul. 2008-Jun. 2011 | \$235,595 | 21 temporary assignments realised | Project focused on a limited number of identified sectors and capacity building through the ‘training of trainer’ approach. Selected high-skilled expatriates visiting Georgia on short-term basis (3 months) were paid all travel and accommodation expenses, plus stipend to live and work in Georgia. | |
| MISMES No 8 | | | Implementer | Funding source |
| Temporary return of qualified nationals (TRQN-III) | | | IOM-Georgia | The Netherlands |
| Duration | Budget | Beneficiaries | Main activities | |
| Dec. 2012-ongoing (36 months) | Around €250,000 | Till present: 14 assignments, out of 42 planned for project’s life | Project focused on a limited number of identified sectors and capacity building through the ‘training of trainer’ approach. Selected high-skilled expatriates visiting Georgia on short-term basis (3 months) were paid all travel and accommodation expenses, plus stipend to live and work in Georgia. | |

Since 2008, Georgia has been involved in the IOM's programme 'temporary return of qualified nationals' (TRQN) supported by the Netherlands; its second and third phases (TRQN-II and TRQN-III) represent MISMES 7 and 8. The projects were implemented by the Georgian IOM office in close cooperation with the office of the State Ministry on Diaspora Issues. The primary aim was transfer of expatriates' knowledge and skills through their temporary return to Georgia. The first step is a request from a national institution, followed by a needs assessment done by IOM. Then, institutions write a term of reference (ToR) for the tasks of expatriates, registration of interested applicants takes place through TRQN Skills Database, screening and selection is made by IOM and approved by the host institution, and shortlisted candidates are interviewed. The final decision to hire is jointly made by IOM and the host institution.

For effective implementation, the IOM office has established a Programme Task Force with an advisory and advocacy role for the engagement and participation of governmental institutions. The task force meets regularly and takes part in evaluation of country priorities and needs, and gets involved in the monitoring of planned business visits. According to the last available information, four ToRs were developed so far by the Ministry of Regional Development and Infrastructure, the Ministry of Economy and Sustainable Development, and the Ministry of Education and Georgian National Tourism Administration.

The programme facilitates selected high-skilled Georgian expatriates visiting the homeland for three months or so. They, then, share experience with local experts through a 'Training for Trainers' model, investing in the capacity building of local institutions in the homeland. IOM pays for their travel and accommodation expenses, plus a stipend to live and work. Each three-year project's phase has a budget of around EUR 250,000. During the first project (TRQN II), 21 job assignments were made, while TRQN-III saw 14 of the 42 planned, carried out from December 2012. The project is due to finish in December 2015.

There is another similar project: Turnaround Migration for Development (MISMES 6). This project had a budget of EUR 65,000 and was implemented by the Georgian NGO NINA in the framework of the European Commission-UN Joint Migration and Development Initiative (JMIDI) with the assistance of another Georgian diaspora organization in the Netherlands. The goal was to mobilize the diaspora to help develop capacity in Georgia: more specifically support was provided to the state-funded Poti Professional Retraining Centre (PPRC) by continuing the provision of the training programme developed through the project.

2.3 Post-migration phase

As mentioned earlier, the majority of MISMES implemented in Georgia target returnees. All 16 post-migration MISMES identified in the country might be classified into five models: (1) assisted voluntary return and reintegration (AVRR); (2) targeted entrepreneurship support for returnees; (3) labour market reintegration platforms for returnees; (4) promoting return of highly-skilled migrants; and (5) return employment information platforms. AVRR is by far the most popular model implemented with 12 projects in total (**TABLE 2.4**).

TABLE 2.4 LIST OF MISMES IMPLEMENTED FOR POST-MIGRATION PHASE

| MISMES No 9 | | | Implementer | Funding source |
|--|----------|--|--|---|
| Strengthening Tailor-Made Assisted Voluntary Return Project (STAVR) | | | Caritas-Georgia | European Return Fund –for rejected asylum seekers from Belgium |
| Duration | Budget | Beneficiaries | Main activities | |
| 7 years since 2008, ongoing | €100,000 | 108 returnees in 2009-13 ⁸ | Assisting in job counselling and placement or/and arrangement of micro-business – low skills of returnees was a big problem | |
| MISMES No 10 | | | Implementer | Funding source |
| Sustainable reintegration after Voluntary Return | | | Caritas-Georgia | Belgium –for rejected asylum seekers from Belgium |
| Duration | Budget | Beneficiaries | Main activities | |
| 7 years, since 2008, ongoing | €100,000 | 108 returnees in 2009-2013 | Assisting in job counselling and placement or/and arrangement of micro-business – low skills of returnees was a big problem | |
| MISMES No 11 | | | Implementer | Funding source |
| Return and Reintegration of Migrants from Europe to Georgia | | | Caritas-Georgia | The Netherlands + European Return Fund + private funds |
| Duration | Budget | Beneficiaries | Main activities | |
| 7 years, since 2008 ongoing | €100,000 | 10 returnees in 2010 5 in 2013 2 in 2014 | Assisting in job counselling and placement or/and arrangement of micro-business – 17 returnees received assistance, but their low skills was a big problem | |
| MISMES No 12 | | | Implementer | Funding source |
| Assistance for the Voluntary Return& Reintegration of Returnees from Austria | | | IOM-Georgia | Austria –for rejected asylum seekers and irregular migrants from Austria |
| Duration | Budget | Beneficiaries | Main activities | |
| 20 months: 1 Sep. 2011- 30 Jun. 2013 | N/A | 67 returnees ⁹ | Professional orientation, self-assessment Job search, self-presentation training Referral to skills development courses | |
| MISMES No 13 | | | Implementer | Funding source |
| Post-Arrival Reintegration Assistance Returned from the Netherlands | | | IOM-Georgia | The Netherlands – for rejected asylum seekers and irregular migrants from the Netherlands |
| Duration | Budget | Beneficiaries | Main activities | |
| 18 months: 1 Jul. 2010- 31 Dec. 2011 | N/A | 13 returnees | Professional orientation, self-assessment Job search, self-presentation training Referral to skills development courses | |
| MISMES No 14 | | | Implementer | Funding source |
| Assisted Voluntary Return to Georgia from Switzerland (Phase I) | | | IOM-Georgia | Switzerland – for rejected asylum seekers and irregular migrants from Switzerland |
| Duration | Budget | Beneficiaries | Main activities | |
| 12 months 15 Jan. | N/A | 37 returnees | Professional orientation, self-assessment Job search, self-presentation training | |

⁸ According to Caritas-Georgia, the aggregated number of beneficiaries for MISMES 9 and MISMES 10 shows 108 returnees who received the reintegration assistance between 2009 and 2013, 40 persons started a business with the programme's support.

⁹ According to aggregated statistics of eight AVRR programmes (MISMES 12-19) available from IOM-Georgia, between 2003 and 2014, 3,008 persons received reintegration assistance, 902 returnees started or expanded a small business, 106 persons attended vocational training courses and 100 returnees were assisted to found a job.

| | | | |
|---|------------------------------|---|---|
| 2006-15 Jan. 2007 | | | Referral to skills development courses |
| MISMES No 15 | | | Implementer |
| Assisted Voluntary Return to Georgia from Switzerland (Phase II) | | | IOM-Georgia |
| | | | Funding source |
| Switzerland – for rejected asylum seekers and irregular migrants from Switzerland | | | |
| Duration | Budget | Beneficiaries | Main activities |
| 12 months: 15 Jan. 2007-31 Dec. 2007 | N/A | 46 returnees | Professional orientation, self-assessment Job search, self-presentation training Referral to skills development courses |
| MISMES No 16 | | | Implementer |
| Assisted Voluntary Return to Georgia from Switzerland (Phase III) | | | IOM-Georgia |
| | | | Funding source |
| Switzerland – for rejected asylum seekers and irregular migrants from Switzerland | | | |
| Duration | Budget | Beneficiaries | Main activities |
| 24 months: 1 Jan. 2008-31 Dec. 2009 | N/A | 124 returnees | Professional orientation, self-assessment Job search, self-presentation training Referral to skills development courses |
| MISMES No 17 | | | Implementer |
| Assisted Voluntary Return to Georgia from Switzerland (Phase IV) | | | IOM-Georgia |
| | | | Funding source |
| Switzerland – for rejected asylum seekers and irregular migrants from Switzerland | | | |
| Duration | Budget | Beneficiaries | Main activities |
| 24 months: 1 Jan. 2010-31 Dec. 2011 | N/A | 78 returnees | Professional orientation, self-assessment Job search, self-presentation training Referral to skills development courses |
| MISMES No 18 | | | Implementer |
| Assisted Voluntary Return to Georgia from Switzerland (Phase V) | | | IOM-Georgia |
| | | | Funding source |
| Switzerland – for rejected asylum seekers and irregular migrants from Switzerland | | | |
| Duration | Budget | Beneficiaries | Main activities |
| 12 months 1 Jan. 2012-31 Dec. 2012 | N/A | 44 returnees | Professional orientation, self-assessment Job search, self-presentation training Referral to skills development courses |
| MISMES No 19 | | | Implementer |
| Assisted Voluntary Return to Georgia from Switzerland (Phase VI) | | | IOM-Georgia |
| | | | Funding source |
| Switzerland – for rejected asylum seekers and irregular migrants from Switzerland | | | |
| Duration | Budget | Beneficiaries | Main activities |
| 12 months 1 Jan. 2013-31 Dec. 2013 | N/A | 47 returnees | Professional orientation, self-assessment Job search, self-presentation training Referral to skills development courses |
| MISMES No 20 | | | Implementer |
| Assisted Voluntary Return and Reintegration of Irregular Migrants France | | | People in Need + OFII |
| | | | Funding source |
| France – for rejected asylum seekers and irregular migrants from France | | | |
| Duration | Budget | Beneficiaries | Main activities |
| 4 years: 2007-10 | \$100,001-\$300,000 annually | 69 persons assisted and 37 business supported | Support in business plan development Providing of vocational training Targeted entrepreneurship |

Assisted Voluntary Return and Reintegration (AVRR) Programmes

AVRR programmes are not only the most widely implemented MISMES but also have the longest history of implementation in Georgia. The goal of AVRR is two-fold: to facilitate the voluntary return of rejected asylum-seekers and irregular migrants to Georgia and to provide them with the support that will ensure long-term income for these migrants to stay in the country, at least for two to three years after their return. These projects typically have three components: information and orientation campaigns abroad to promote voluntary return; assistance with return, travel and transportation home; and various forms of support to returnees in the homeland (including skills development, job search and business start-ups). While combining several services (i.e. vocational training, job referral, business start-up support), AVRR always focuses on post-migration phase.

Typically, the IOM-Georgia is the main implementer of AVRR programmes that first started in 2003 in very small scale with UK and Czech funding. They became larger in 2006 when long-term Swiss funding resulted in six different phases of the AVRR on annual or bi-annual basis (MISMES 14-19). Although no budget data was provided by the IOM on these Swiss-funded projects, between 2006 and 2013, 403 Georgian returnees from Switzerland with IOM's assistance. Additionally, IOM-Georgia also provided reintegration assistance for similar projects with funding from Austria (MISMES 12) and the Netherlands (MISMES 13) for 67 and 13 returnees respectively. IOM is also engaged in providing case-by-case assistance to voluntarily returning Georgians whose asylum applications were rejected from other EU countries. Currently IOM is implementing AVRR programmes for Georgian nationals returning from 27 EU countries.

Reintegration packages differ by countries, but in general it includes free travel, provision of temporary accommodation and medical assistance, skills enhancement through vocational training and support in small business start-up for returnees from specific countries. The smallest size of a business start-up package (EUR 600) is provided by the Irish government and the biggest by the Swiss government (CHF 4,000). Support is always in-kind; some countries (like Poland) give some financial relief, a small amount of cash given to beneficiaries.

According to the IOM, 80% of the AVRR beneficiaries apply for the income generation component, i.e. micro-business start-up or support for an existing business. This model of business partnerships was introduced by the scheme in 2006. Business partnerships are possible with friends or relatives. The programme assists the beneficiaries to develop business plans, typically with the help of the IOM's reintegration assistant. Business plans are to be approved by the donor. IOM also provides business start-up training that covers basic knowledge on taxes, registration of businesses, accounting and legislation in Tbilisi and Kutaisi. However, this training is not obligatory for beneficiaries. The business plans are evaluated based on whether the proposal has the potential to obtain a regular income from its activities and whether the beneficiary is capable of managing his or her own business.

According to aggregated statistics of eight AVRR programmes (MISMES 12-19) available from IOM-Georgia, between 2003 and 2014, 3,008 persons received reintegration assistance to resettle in Georgia, with 68% of returnees being in the most active labour age: 21-40 years old. Beneficiaries received various types of reintegration assistance: professional orientation, job counselling, self-assessment and general vocational training at the IOM migrant resource centres (called differently in different times) and job mediation services in job placement centres. Returnees are sent to skills development courses through numerous vocational training partners. 106 persons attended vocational training courses and 100 returnees were assisted to found a job. Finally, 902 returnees started or expanded a small business. Monitoring of the cases is done maximum one year after their return; after that no contact is maintained. Therefore, no data exists on how many of these persons emigrated again.

AVRR model has also been implemented by Caritas-Georgia (MISMES 9-11) since 2008 with funding from the European Return Fund, Belgium and the Netherlands. As in the case of IOM the primary targets are rejected asylum seekers and undocumented migrants who wish to return to Georgia voluntarily. Caritas-International, based in Belgium, receives, examines and considers the business-plans of potential returnee applicants during face-to-face interviews in Belgium, and then sends the approved document with a determined reintegration assistance package to Caritas-Georgia. With funding from the Netherlands, the partner organization of Caritas-Georgia, Maatwerkbij Terugkeer, contacts/ mediates with potential applicants usually sent through the Dutch Council for Refugees and Diaspora organizations. However, assistance through this project is not on a regular base, but “case-by-case” with temporary termination in 2012 and with just a few beneficiaries: ten cases of return assistance in 2010, five in 2013 and two in 2014.

The individual reintegration packages provided by Caritas-Georgia may sometimes not include employment & skills support and be limited to social and medical assistance for returnees. The Caritas-Georgia team estimates that approximately half of all cases have included an economic reintegration support. For returnees from Belgium the size of the whole reintegration package fluctuates between EUR 700 and EUR 2,000. However, there are cases when only the medical assistance (max. EUR 500) was provided. As the programmes are tailor-made for individual needs, the budget of Caritas-Georgia changes from one year to another: it fluctuated from EUR 50,000 to EUR 70,000 from 2010 to 2013 for MISMES 9 and 10; and did not exceed EUR 30,000 for MISMES 11. It should be noted that the economic reintegration package provided by Caritas-Georgia is an aggregated category; the grant provided might be spent on job counselling and placement, vocational training and/or business start-up. According to the project team, however, the beneficiaries prefer to invest in business-start-ups rather than on vocational education and training (VET).

The French Office for Immigration and Integration (OFII), working with the local partner ‘People in Need’ (PIN) implemented a similar AVRR programme from 2007 to 2010, for return and reintegration of undocumented migrants (MISMES 20). They identified the migrants who were already in France and eligible for the aid programme and sent to Georgia. The programme included vocational training, development of business plans and implementation of business projects. It also included social assistance to returnees, such as: help in obtaining new documents and assistance with getting children into school; the monitoring of housing conditions; informing local authorities on critical cases, and the provision of clients with information on their rights to state benefits, etc. Overall, 69 returnees received assistance and 37 people were supported to start a new business through this programme.

All project teams emphasised that the profile of AVRR beneficiaries is the most difficult one to support. As rejected asylum seekers and irregular migrants, they come back to Georgia with disappointment. Sometimes they are seriously sick and require serious medical assistance. Job placement is generally difficult as almost all returnees are unskilled/ low-skilled, lack proper education and/or work experience. Most of them also have unrealistic expectations, including level of salaries. Indeed, they prefer to remain unemployed rather than getting a low salary. There were few cases when returnees managed to find wage employment upon their return. Returnees who do not find such jobs seek, instead, new opportunities to go abroad: Caritas project’s team estimates that a third of young returnees go abroad again. Monitoring of these returnees generally stops after 6 months (or max. after one year), so there is no clear data on what they are doing in the longer term. Finally, most of these programmes have a limited number of beneficiaries and there is low awareness with the programmes among the targeted migrants.

Targeted Entrepreneurship and Income-Generating Schemes for Returnees

As mentioned above, income-generating support is the most popular one for returnees in Georgia. Majority of return reintegration packages of AVRR programmes (MISMES 9-20) included in-kind support and training for business start-ups. Business support is always in-kind and is not given in cash

as a principle: e.g. goods for sale, equipment, partial rent. It is possible for the beneficiary to change business ideas without additional support, but the beneficiary should consult the programme. Training for entrepreneurship is optional.

According to the information from interviews, returnees living in urban Georgia usually use funds for purchasing a car (to rent to a taxi driver); for opening a clothes' shops; and to improve their living conditions (renovation of house, apartment's rent etc.). Instead, rural citizens use the funds for small business in agriculture and animal breeding, as well as improvements in living conditions. The best examples of reintegration are related to entrepreneurs living in rural areas.

There is an internal monitoring process and the number of total beneficiaries are considered as success for these programmes. The monitoring of the beneficiary's business is done six months after the in-kind assistance. For several countries -Switzerland, Austria and Belgium- the second monitoring is done one year later. Once the monitoring period is concluded, there is no system in place to trace the returnees and the success/failure of their businesses. In the opinion of the project teams, about half of these businesses failed later.

One important reason for the failure of business-plans (for Caritas-Georgia) is the mismatch between the business plan developed with assistance and the real professional skills and business-potentials of returnees. As return migrants often prepare business plans with the help of persons experienced in the relevant business who often accompany applicants during the interview so as to gain a more profitable reintegration package (mostly in country of destination), it ends with change of plans or failure upon the return of beneficiaries to Georgia. Thus returnee reintegration plans must be realistic and based on personal characteristics of returnees and the local experience in county of origin.

CRAG (MISMES 21) is another EU-funded project to support reintegration of returnees to Georgia. It was implemented between January 2011-February 2013 by the Danish Refugee Council (DRC) in partnership with the ICMPD and Georgian counterparts: the State Commission on Migration Issues (SCMIS), the MRA and the National Association of Local Authorities of Georgia (NALAG). The project was designed in 2009 by the DRC together with the main stakeholders and was awarded EUR 600,000 in 2010 by the EU, which, together, with the co-share, meant EUR 735,000. It includes two main components related to reintegration: the capacity building of stakeholders and reintegration assistance to returnees.

The SCMI's working group on reintegration was the target of the capacity-building component provided by the DRC, which was later expanded to include other experts chosen from international organisations, academia, local governance, invited foreign experts to form the External Working Group on Reintegration. The DRC was the secretariat of this working group for the CRAG project, and as such, organised and funded the group meetings (which mostly took place outside of city). Between 2011 and 2013, 13 meetings of the External Working Group on Reintegration were organised by the DRC.

The component on the reintegration of returnees was managed by the DRC through reintegration assistance packages of targeted entrepreneurship in the remote parts of four Georgian regions: Imereti, Samegrelo, Racha and Guria. It targeted both the forced and voluntary returnees who had come back to Georgia in the two previous years. The DRC had a rich experience in dealing with reintegration given its long-term experience of working with internally displaced persons in collaboration with the MRA. The promotion of CRAG reintegration assistance packages was carried out in cooperation with local administrations and councils in the Kutaisi and Zugdidi regions through NALAG. Local governments informed potential beneficiaries of the reintegration services and distributed pre-application forms and collected application forms. The project organized several sessions with local government bodies. After screening the pre-applications, DRC invited successful candidates to submit applications with business ideas.

TABLE 2.5 LIST OF MISMES SUPPORTING LABOUR MARKET REINTEGRATION OF RETURNEES IN GEORGIA AND PROMOTING RETURN OF HIGHLY-SKILLED MIGRANTS

| MISMES No 21 | | | Implementer | Funding source |
|---|----------|---|---|--|
| Consolidating Reintegration Activities in Georgia (CRAG) | | | DRC and ICMPD | EU Aeneas programme and DRC |
| Duration | Budget | Beneficiaries | Main activities | |
| 2 years: Jan. 2011-Feb. 2013 | €735,567 | 74 trained; 50 received business grant | Business development training for grant's applicants Income-generation grants to returnees up to a value of €3,000 Focused on returnees from the four regions: Imereti, Racha-Lechkhumi, Guria and Samegrelo | |
| MISMES No 22 | | | Implementer | Funding source |
| Integration of Georgian Migrants into Labour Market | | | GEA and GmbH | EU Aeneas programme through UN Joint Migration and Development Initiative (JMDI) |
| Duration | Budget | Beneficiaries | Main activities | |
| 16 months: Oct. 2009-Jan. 2011 | €199,020 | 100 returnees trained, 42 employed, 9 started business | Analysis of returnees' competencies for work as specialists and entrepreneurs Vocational and inter-cultural training for adaptation of their skills to the needs of the Georgian economy Assistance in finding employment as specialists and entrepreneurs | |
| MISMES No 23 | | | Implementer | Funding source |
| Migration for Development (Promoting return of highly-skilled migrants) | | | GIZ/CIM and ZAV | Germany BMZ – Federal Ministry for Economic Cooperation and Development |
| Duration | Budget | Beneficiaries | Main activities | |
| Since 2007, on-going | N/A | 362 registered; 200 employed; 120 received adjunct to salary; 500 young professionals trained | Individual advisory services, job counselling and mediation Information on job market in Georgia Mediation in employment through job fairs Payment to top-salaries for period up to 2 years Subsidies for equipping a new work place Financial assistance for the cost of travel Since 2012: business start-up counselling for those who wish to start a business after return to Georgia | |
| MISMES No 24 | | | Implementer | Funding source |
| Provision of country-specific information on Georgia: IRRICO-II | | | IOM-Georgia | EU and IOM |
| Duration | Budget | Beneficiaries | Main activities | |
| Nov. 2008-Apr. 2010 | €10,255 | N/A | Providing country information on a special online website platform that might be useful for migrants | |

During the project, a total of 80 applications were submitted, out of which 54 applications, from very diverse backgrounds, were selected by the DRC's Steering Committee for income generation grants. Their business plans consisted of 22 business start-up proposals and 32 proposals for expanding existing businesses; 30 out of 54 selected business proposals used the skills of returnees gained abroad. 52 beneficiaries were given grants, as two beneficiaries refused at the last moment. Financial support provided by the DRC was in the form of in-kind contribution and the procurement was done by DRC with minimum three offers.

An important variation in the DRC model, compared to AVR's business start-up component, is that the DRC requires a co-share from the applicant for business support. Specifically, in these business start-up projects, a 20% co-funding from the beneficiaries was required to ensure their commitment in business projects. DRC considers this as a strength as it increases the commitment of beneficiaries to succeed. Some successful businesses were later awarded additional funds to improve business equipment, etc. The maximum individual grant was EUR 3,000 per business plan and the total amount given in income-generating support schemes came to EUR 165,000.

A two-day training course on entrepreneurship and business start-ups focused on taxation issues, accounting and business plan development. Training was provided by a local NGO-LDI and Dutch counterparts (with funds from the European Commission–UN Joint Migration and Development Initiative (JMDI)). However, the training courses were not mandatory, nor was training always requested by returnees. In the later stages of the project all income generation recipients who received grants worth less than EUR 2,900 were offered the opportunity to request more for equipment.

After the business start-up, the beneficiaries were followed for some time. However, it was not clear how often they were monitored. It is difficult to make impact evaluation as the activities are always project-based, so when the project finishes they cannot continue tracking beneficiaries. However, DRC conducted an internal impact evaluation of income generation support, for which 50 beneficiaries were interviewed. The evaluation revealed that the incomes of beneficiaries increased by GEL 695 per month (equivalent to roughly EUR 300) on average; it increased by GEL 540 per family, for those who had pre-existing businesses, and by GEL 1,077 *per* family for those with no pre-existing businesses. Grant recipients stated that the provision of support for targeted entrepreneurship was an important factor in choosing not to migrate again.

Labour Market Integration Platforms for Returnees

MISMES 22 project funded by the JMDI through the EU Aeneas programme is another example of labour market reintegration of returnees implemented between October 2009 and January 2011. The project used the professional skills of migrants for job placement in Georgia, and it was implemented by the Georgian Employers' Association (GEA) in collaboration with Bildungswerk der Wirtschaft-GmbH (Germany). In the first stage, the project team attracted 250 returnees in Georgia using adverts in the media. Individual dossiers with detailed descriptions of their professional skills based on labour experience abroad were created. As GEA is an association of employers, it used its own networks of companies to share this information, mainly in Tbilisi and Kutaisi, who chose 112 potential employees that met their requirements in face-to-face interviews. When possible, skills were put to the test, such as on cooking, tailoring, etc. Not all skills were validated in place: some candidates did not honestly record the type of work they performed abroad and interviews revealed these cases.

Some returnees preferred not to seek a paid job. Rather they started their own business. All participants passed a modular training course for 'adaptation to the needs of Georgian labour market'. Those who intended to become entrepreneurs studied the basic business manual and enhanced vocational skills in the profession they chose. During their training these people were able to present their business-plans and estimate their effectiveness; after training some changed plans and engaged in other business-activities. Unfortunately the project did not provide business start-up grants, but it provided participants with the opportunity to discuss their business-plan and to assess risks. Those who intended to be hired by companies had two weeks probation in these companies after which most were contracted. The project resulted in 90 placements among selected participants who were re-trained and prepared for the jobs.

Promoting Return of Highly-Skilled Migrants

The classical example of this is 'Migration for Development' (MISMES 23), which was funded by the Federal Ministry for Economic Cooperation and Development (BMZ) in Germany and implemented by GIZ/Centre for International Migration and Development (CIM) since 2007 (still continues). The programme has had this title since 2012. Before that it was called 'return of highly-skilled professionals from Germany to the homeland'. It has targeted at professionals with tertiary education who obtained their diploma in Germany or alternatively to those with higher education, with at least two years professional experience in Germany. The objective was a sustainable and permanent return of qualified professionals to contribute to Georgian economic development.

The programme offered interested applicants the opportunity to return to Georgia with travel expenses paid and assistance in job placement in Georgia. It provides applicants with individual job counselling services, professional orientation, vocational training if necessary, mediation in job finding etc. Eligible individuals with professional skills, enhanced by their stay in Germany, are often able to get good jobs and to receive a top salary in Georgia using an additional payment from the programme on top of the local salary (from EUR 400 to EUR 800 per month). It results in about 25 job placements per year. It also provides young Georgian students, acquiring an education in Germany, with grants of EUR 300 per month for three to six months of professional practice in Georgia. Employers in Georgia are interested in the programme for two reasons: (i) they can find and hire higher level professionals as those with a European diploma are few in Georgia; and (ii) technical equipment (worth up to EUR 10,000) provided with new workplace by CIM for hiring beneficiaries becomes the property of the employer after two years, whether or not the beneficiary stays in the job.

As a programme representative in Georgia told us, in the absence of any governmental job-matching services in Georgia, she managed to create a comprehensive job vacancies' database¹⁰. She updates this database by regularly using contacts with university job providers, job adverts in the media, and vacancy announcements by international organizations etc. The practice of organizing annual job-fairs at university was also helpful. She complained that it is often difficult to find a job for up to 60% of returned migrants who left Georgia many years before (12-15 years ago) on au-pair programmes¹¹.

These au-pairs prolonged their studies in university to stay in Germany legally, and they were engaged there in low-skilled jobs and, finally, after obtaining a diploma in Germany they applied for the programme. However, their professional skills are low, and could not find an appropriate job in Germany after completing their education. So they came back, hoping to find a good job in Georgia. But knowledge of German is no longer a big advantage in the local labour market. For them return to Georgia through the programme is, in fact, often a last resort for a dignified return home as they have no hope of a successful future in Europe. So these people often need elementary assistance prior to professional counselling, like general training on self-presentation's skills, on CV writing etc.

As a result of the programme, 362 returnees applied/ received assistance so far, 200 were employed, 120 received adjunct to salary, and 500 young professionals trained. According to the project coordinator, the budget for the above-mentioned activities per client (except staff salaries) is around EUR 5,000. Unfortunately there is no data or statistics on the programme's sustainability: whether beneficiaries continue to stay in Georgia and manage to find other job in order to keep their salary level after two years of assistance; do they stay and finally re-integrate into local society, or do they

¹⁰ Please note that responsibility for the provision of state employment services was given to the Social Services Agency by creating the Employment Support Services (ESS) within the agency in October 2013. Despite slow progress of reassuming the tasks, a new website was launched recently by the Social Services Agency (www.worknet.gov.ge) to register job-seekers and job vacancies. Any job-seeker can access and register online, but the employers' page for vacancies is not yet activated. Education module and training opportunities will also be added. Automatic job-matching between jobseekers and employers is possible through this website, but there is no system of checking job placements and analysis of these registers.

¹¹ The au-pair programme offers opportunities for youth to go abroad legally, live in families with children there as nannies while receiving some small support from these families for studies and pocket money.

migrate again to Germany etc. There is no assessment found in Georgia, and the programme director is located in the German office.

Return Employment Information Platforms

IOM-Georgia was part of the IRRICO II international programme ‘Integrated Approach Regarding Information on Return and Reintegration in Countries of Origin’ (MISMES 24) implemented in November 2008-April 2010. IOM-Georgia prepared some basic online information on returning to Georgia that is devoted to Georgian migrants abroad and returnees in 2009. The budget was small (EUR 10,255), and the information available was quite general. Looking at the information toolkit, it did not meet the real needs of migrants as information source, nor did it provide any information on reintegration mechanisms and options available from different projects. The information is out-of-date and the website has not been updated since September 2009 (see IOM-Georgia, 2009).

2.4 Multi-Dimensional MISMES

This category of MISMES covers the entire migration cycle (pre, during and post-migration) in one project for providing services to migrants and/or MISMES is combined with policy development support and capacity building of institutions. Therefore, in most cases we observe an evolution towards ‘multi-dimensional migrant resource centres’ where services from pre-departure counselling and orientation to reintegration of returnees and assistance to diaspora are provided in one-stop-shop (TABLE 2.6). The first example of such project is MISMES 25 ‘Targeted Initiative for Georgia (TIG)’, the EU-funded flagship project to support the reintegration of Georgian returning migrants and the implementation of EU-Georgia readmission agreement.

The TIG project also had components on capacity building of state institutions on migration management (MRA, SCMI), including legal and policy development as well as information dissemination on legal migration opportunities and irregular migration risks. Implemented between December 2010 and December 2013 with a budget of EUR 3 million, it combined many dimensions of migration management and provided multi-dimensional migrant services in its ‘mobility centre’ created within the MRA (through counselling and guidance, vocational training, business start-up support, information campaigns). Thus, this MISMES 25 was chosen for an in-depth assessment, and is presented in more detail in chapter 3 as a case study.

TABLE 2.6 LIST OF MULTI-DIMENSIONAL MISMES

| MISMES No 25 | | | Implementer | Funding source |
|--|------------|---|--|-----------------------------------|
| Targeted Initiative for Georgia (TIG) – Support to Reintegration of Georgian Returning Migrants and the Implementation of EU-Georgia Readmission Agreement | | | MRA, PIU of Czech Rep., IOM-Georgia | EU (€3 million) + Italy (€20,000) |
| Duration | Budget | Beneficiaries | Main activities | |
| Dec. 2010-Dec. 2013 | €3,020,000 | 257 returnees trained, 101 employed, 258 self-employed training, 75 received grant for business start-ups | A total of 1,652 returnees are registered and received some kind of support and consultation, 257 trained, 101 employed Referral to suitable vocational training opportunities Job placement and mediation through JPC Assistance in micro-business plan development and starting own business with possible financial contribution to cover the initial costs up to €2,000 | |

| MISMES No 26 | | | Implementer | Funding source |
|---|--|---|--|--|
| Reinforcing the Capacities of Georgia in Border and Migration Management for Safe Borders and Secure Migration (More-for-More) | | | IOM-Georgia + Georgian MRA + ICMPD Georgia | EU Eastern Partnership Integration and Cooperation Programme |
| Duration | Budget | Beneficiaries | Main activities | |
| On-going: Dec. 2013-Jun. 2017 | €4.8 million total budget, but €300,000 allocated for mobility centres | Up to now: 114 received consultations; 47 registered, 3 qualified for support; 21 business consultations, 9 received grant for small business | <p>Information campaigns concerning irregular migration</p> <p>Call centres for potential migrants and their relatives</p> <p>Face-to-face consultancy with pre-departure orientation on risks of irregular migration, on maintaining legal employment and legal status abroad</p> <p>Guidebooks and leaflets with information on destination</p> <p>Individual reintegration plan development for returnees</p> <p>Additional education and training - referral to suitable vocational training and/or job search assistance</p> <p>Assistance in micro-business plan development and starting own business with possible financial contribution to cover the initial costs up to GEL 3,000</p> | |
| MISMES No 27 | | | Implementer | Funding source |
| Personalized Assistance for Georgian Migrants (G-PAM) | | | CiDA +SCMI + NGOs | EU Eastern Partnership |
| Duration | Budget | Beneficiaries | Main activities | |
| On-going: 24 months, 2013-15 | €500,000 | N/A | <p>Informing potential migrants about job opportunities in Turkey and Greece and on existing opportunities in Georgia for professional training and skills enhancement</p> <p>Providing information and counselling to diaspora on investment opportunities in Georgia</p> <p>Assisting migrants' investment process in small and medium businesses of Georgia</p> | |
| MISMES No 28 | | | Implementer | Funding source |
| Strengthening the development potential of the EU Mobility Partnership in Georgia through targeted circular migration and diaspora mobilisation | | | GIZ/CIM, ZAV, SCMI | EU with contribution of the BMZ |
| Duration | Budget | Beneficiaries | Main activities | |
| 3 years: 2013-16 | €1,097,601 | N/A | <p>A pilot scheme of skilled circular migration: selection of 40 Georgian professionals in nursing and hospitality sector for temporary training and employment in Germany, and their reintegration into Georgia after return</p> <p>Mobilizing diaspora for return: employment and business start-ups by encouraging 45 returning experts trained in Germany, 10 of whom set up small & medium enterprises in Georgia</p> | |
| MISMES No 29 | | | Implementer | Funding source |
| Enhancing the Role of Georgian Emigrants at Home (ERGEM) | | | DRC and ICMPD | EU + Italy |
| Duration | Budget | Beneficiaries | Main activities | |
| 18 months: Apr. 2013-Oct. 2014 | €1,098,533 | N/A | <p>Involvement of SCMI, MRA and Diaspora Ministry</p> <p>Raising information, support and level of services for Georgian emigrants abroad by the Georgian institutions</p> <p>Developing a model of structured knowledge transfer and exchange experiences between diaspora and business leaders</p> <p>Piloting an economic assistance program for returnees</p> | |

Migration resource centres

Following the end of TIG project, another EU-funded project (from the Eastern Partnership Integration and Cooperation Programme), 'Reinforcing the Capacities of the Government of Georgia in Border and Migration Management aimed at closer cooperation for safe borders and secure migration (More-for-More)', has started (MISMES 26). With a budget of EUR 4.8 million and a duration of December 2013-June 2017, the project aims to strengthen the legal and institutional capacity for integrated border management (especially the Georgian-Turkish border) and the migration governance framework. IOM-Georgia and ICMPD took over the implementation of this project. From 1 June 2014 onwards the Mobility Centre's Information and Consultation Unit is run by the IOM in close cooperation with the MRA in Tbilisi, Telavi, Kutaisi and Batumi under this project. Out of EUR 4.8 million budget, around EUR 300,000 is allocated to the Mobility Centre services for reintegration measures.

'Personalized Assistance to Georgian Migrants (G-PAM)' (MISMES 27) is another EU-funded project implemented by the Civil Development Agency (CiDA) (2013-15, budget EUR 500,000). The aim of the project is to raise awareness of the risks of illegal migration, pre-departure orientation and employment mediation in finding legal employment in particular in Turkey and Greece. Project beneficiaries include potential migrants, actual migrants abroad and returnees in five regions. The project provides legal assistance to labour migrants from Georgia in Turkey and Greece using telephone hotlines. For this aim, migration consultation points were set up in 50 villages in these five selected regions.

The project has seven partners including five partner organisations in the regions. One of their partners is the "Computer Literacy Foundation", which has its own network in the rural regions. They have an NGO partner, which is also active in Greece and Turkey (Istanbul and Samsun), called 'I will return'. This NGO has its head office in Tbilisi. Around EUR 6,000 quarterly allocated to the network of 50 regional offices, EUR 2,200 quarterly to regional offices, and EUR 4,600 quarterly to two international offices. CiDA collects information about training opportunities in VET colleges and refers beneficiaries, both potential migrants and returnees, to these schools or courses. The project has published brochures with practical advice on migration issues. So far 200 consultations have been provided, 50 on legal issues. For returnees the project plans to offer consultation on employment and investing skills for the Georgian economy (this phase has not started yet).

State officials provide training for the team and representatives in the regions about new legislation including visa liberalization. The project team also tries to provide job mediation services for potential migrants. Partners in Turkey and Greece provide CiDA information on existing vacancies. CiDA helps potential migrant applicants to prepare and translate CVs. In general there are few suitable vacancies for potential migrants hoping to go to Turkey and Greece, and most are for seasonal jobs in agriculture and construction, bartenders, gardeners etc. At the time of the research for this study (2014), only ten people had been assisted in the preparation of CVs, but no-one had yet applied to any of the identified vacancies abroad.

Other multi-dimensional projects

As explained before, several projects implemented in Georgia combine different MISMES components from various models. For example, a particular project may provide pre-departure orientation, employment services and training for potential or return migrants (as migrant resource centres do), but they never set-up migrant resource centres as such. MISMES 28 and MISMES 29 are two on-going projects funded by the EU and implemented in Georgia under the Mobility Partnership. Each project has a budget of over EUR 1 million, in the first case with a contribution from the German Federal Ministry for Economic Cooperation and Development (BMZ).

MISMES 28 started in 2013 for three years and covered an entire migration cycle; it is designed and implemented with the bilateral collaboration of three agencies, namely the SCMI in Georgia, CIM (GIZ Centre for International Migration and Development) and ZAV (International Placement Service of the German Federal Employment Agency), with participation of the Georgian Small and Medium-sized Enterprises Association. The project's activities included several MISMES models: e.g. pre-departure training, international traineeships, temporary stays of qualified migrants in countries of origin, promoting return of high-skilled migrants and income-generating support schemes.

The aim was to strengthen Georgia's capacity to harness the development potential of skilled circular migration through a pilot scheme. Some 40 Georgian professionals in the nursing and hospitality sector were selected to offer employment and/or continued education opportunities in Germany as well as reintegration arrangements upon return in Georgia. Another component focused on mobilising diaspora for return, employment and start-ups by encouraging 45 returnees trained in Germany to return, ten of whom would set up SMEs; and identifying project-related good practices and guidelines. The lessons learnt through this small pilot could be used for the future design of (circular) labour migration schemes. The project is still in initial phase without concrete results, the SCMI website¹² informs that 30 professionals were selected in 2014 and interviews were conducted with nurses and hospitality professionals for a temporary placement in Germany. The only comment that can be made at this stage is the high costs allocated to 40 circular migrants, e.g. EUR 1 million for 40 migrants.

MISMES 29 is Enhancing the Role of Georgian Emigrants at Home (ERGEM) project that was implemented by the DRC and the ICMPD between April 2013 and October 2014 in cooperation with the SCMI, the Diaspora Ministry and the MRA. Focusing on Georgian emigrants residing in Germany, Greece and Turkey, it had three components: (i) collection and analysis of information; (ii) services to diaspora abroad; and (iii) services to returnees in Georgia. Some practical services were provided to Georgian emigrants and diaspora communities abroad and actions designed for diaspora contribution to the Georgian institutions: e.g. knowledge transfers, study visits from Georgian institutions to these countries, development of counselling programme, production of online accessible information for Georgian emigrants and diaspora communities, training/mentoring of businesses led by experienced Georgian diaspora, delivery of 20 grants for returnees to start a new business.

¹² http://migration.commission.ge/index.php?article_id=106&clang=1

3. MISMES CASE STUDY: TARGETED INITIATIVE FOR GEORGIA (TIG)

Besides the general inventory of MISMES in Georgia, the Targeted Initiative for Georgia (TIG) (MISMES 25), the EU-funded flagship project under the EU-Georgia Mobility Partnership was chosen as case study for a more in-depth analysis: how various stakeholders allocate responsibilities for the design and implementation of MISMES; how implementers, donors and international organizations share the roles in its monitoring and assessment; and whether MISMES meets the needs of migrants and supports their long-term reintegration in society.

TIG was selected for several reasons. First, it was a long-term (36 months) project with a complex and distinct list of activities and with different actors involved, supported by 15 institutions from nine EU countries (Belgium, the Czech Republic, France, Germany, Italy, the Netherlands, Poland, Romania and Sweden) under the management of the Ministry of Internal Affairs of the Czech Republic. It also involved the IOM-Georgia, the ILO, the SCMI, several local authorities, social partners and NGOs. Second, it was implemented and completed from December 2010 to December 2013 with a total budget of EUR 3.02 million, so it can offer insights into its impact on beneficiaries. Finally the project was implemented in close cooperation with governmental institutions and even the project's management's office was in the building of the MRA.

The latter is also the project's beneficiary and main Ministry responsible for the integration of returnees in Georgia. This allows us to analyse how successful coordination is between foreign implementers and local authorities, which often have diverse positions or interests, at the different stages of the implementation. Then, TIG includes a MISMES component devoted to the re-integration of return migrants in Georgian society and the labour market through its Mobility Centre that, with a very short termination of its operations after the project ended, continued to function in the frame of new EU-funded project and finally have a perspective to shift to state ownership. As the TIG is the flagship EU initiative in fostering the implementation of the readmission agreement, its role and impact could be important for the first cooperation experience.

Annex 1- Methodology for the country case studies explains how the in-depth study was conducted (see also ETF 2015b). An analysis was made from available project documents, reports, presentations made by the project managers at different conferences, information available from the project leaflets, internet sources and project's website (Hejna 2012, TIG 2013a and b, MRA 2013, SCMI 2014). For additional insight, face-to-face in-depth interviews and group discussions were held with all the MISMES implementers above concerning implementation experience, its outcomes and challenges and the opinions of main stakeholders on the role of project on migration policy. For better understanding of implementation dynamics, constraints and success factors, the research team also visited the 'Mobility Centre', created under the premises of the MRA in frame of the project and continued more-or-less the same activities now under a new EU-funded project.

It must be emphasised that challenges were faced in accessing to some TIG-related data. The project ended in December 2013 (as expected), but with 30% of the project budget unspent, when the European Commission decided not to make a no-cost extension until June 2014 to complete all envisioned activities. Therefore, the project director (Ms. Bela Hejna from the Czech Republic) had to rush out for the project closure and the handover of the Mobility Centre. As she left Georgia soon afterwards and she did not reply our requests for interview, the first-hand information was missing. Although IOM-Georgia shared with us several details about the implementation of the project (albeit while distancing itself from the TIG project since its termination) as the main partner in the project's design and implementation, we could not access any monitoring and evaluation reports of the project from the EU Delegation.

3.1 Description of Targeted Initiative for Georgia (MISMES 25)

Officially launched in December 2010, the aim was ‘promotion of legal migration, prevention of illegal migration and enhancement of return and reintegration assistance programmes’, with three principal components (Hejna, 2012): (i) capacity building of the responsible authorities in the field of return migration and readmission management, including legal and policy development; (ii) social and economic reintegration of Georgian returning migrants; (iii) information dissemination in Georgia and abroad on legal migration opportunities towards Europe and risks related to irregular migration as well as reintegration assistance available in the country.

Our analysis will focus only on measures related to the reintegration of Georgian migrants returned from abroad. In the framework of this project, a ‘Mobility Centre’ was created within the MRA in March 2011 to provide services for returning migrants (through counselling, guidance, vocational training and business start-up support). A specific website operated by IOM-Georgia (www.informedmigration.ge) gave what the Mobility Centre offers to the migrants abroad, in which migrants could make an online application and registration.

The Mobility Centre focused on the returnees within the implementation of the EU-Georgia readmission agreement, and provided them with information on the available reintegration opportunities after their return. The project officers and the MRA representative would personally meet potential beneficiaries in Tbilisi airport and encourage them to visit the Mobility Centre (MC) for their support. MC also cooperated with the migration information and consultations centres operated by the MRA in four cities (Tbilisi, Gori, Kutaisi and Zugdidi) to advertise their activities for potential beneficiaries in the regions. Returnees should register in the Mobility Centre after which their individual reintegration plans are developed in close cooperation with a consultant.

In addition to general counselling, registered beneficiaries can use different services available in the Centre: additional training by referral to suitable vocational training centre with financial contribution from the Mobility Centre, counselling and mediation services in appropriate job placements, assistance in developing business start-up plan and possible financial contributions for micro business start-ups. Returnees might also receive emergency medical assistance and temporary accommodation when needed. When returnees arrive at the Mobility Centre they are assessed for their education, professional experience and experience acquired abroad. If there was a demand from an employer on a particular profession, returnees are provided with mediation services for direct job placements. Often experience acquired abroad is difficult to assess as applicants did not have the necessary credentials. Most of the migrants worked undocumented and, therefore, could not demonstrate their work experience.

If a returnee is assessed as difficult for wage employment, he or she was to consider starting up their own business with possible MC support. The main steps for assistance to business start-up include: business training courses to its registered applicants upon request; assessment of a business idea by experienced counsellors who consider both the real potential of applicant and the potential of business idea; its development with the assistance of a counsellor; two-day training course on how to start your own business (e.g. legal issues on registration and taxation, basics of accounting and marketing); and assistance in the preparation of a concrete business proposal for the evaluation committee.

The evaluation committee included representatives of the TIG project, the IOM and the MRA. After a positive decision, the funds (EUR 2,000) are spent to purchase fixed or current assets for the business. Six months after the funds are granted the business is monitored by the evaluation committee. Most of the business start-up ideas concerned agriculture, with an exception of business plan to design and produce jewellery with classical Georgian motifs (by using micro-mosaic glass technique). If returnees received any assistance from other projects they were considered not-eligible for this programme.

As noted above, the IOM was engaged as a partner in the TIG. It was responsible for delivering assistance through its job counselling and placement centres (JCP) in Tbilisi and Kutaisi, for the implementation of four labour market surveys and for the operation of the Informed Migration website. The IOM also acted as administrative support partner for the international TIG project team¹³. During the reintegration of returnees, the Mobility Centre cooperated extensively with two JCP centres operated by the IOM, where Mobility Centre consultants were employed. Exclusively focusing on job placement and mediation for beneficiaries of the Mobility Centre, these centres operated as part of the TIG in 2011-13 and served 423 beneficiaries¹⁴.

According to information as of end August 2013 (TIG, 2013a, p. 9), the employment mediation services of TIG-IOM job counselling and placement centres were used by 381 persons (283 in Tbilisi and 96 in Kutaisi) of which 100 found permanent or temporary employment (83 in Tbilisi and 17 in Kutaisi). In total, 58 business plans submitted after the successful completion of the micro business plans were selected for financial support. The most popular business ideas remain agricultural (greenhouses, cow/pig/sheep farming and bee-keeping), shops (gift, grocery and mixed shops), catering services (bakeries and coffee shops), small workshops (jewellery, sewing or mosaic) and services (mainly beauty salons). Some of the businesses are doing very well and have succeeded in becoming income generating, in some cases also creating new jobs.

According to the TIG report, '[...] in comparison to the benchmark set for the required number of JCP beneficiaries to be reached at the end of the project (which was 700 persons in total), the number of JCP beneficiaries (end of August 2013) is somewhat behind schedule. That's mostly due to the low number of beneficiaries enrolled in or interested to be provided the job mediation services. Most of the returnees addressing the JCP Centre in Kutaisi are interested in business start-up. In order to support an upward trend in registration of returnees eligible for TIG assistance, IOM will intensify outreach to local stakeholders and population in the western provinces. This includes the dissemination of information to local stakeholders in governmental and non-governmental sectors about the availability of reintegration assistance for returnees through the MC and JCPs, local communities and, where feasible, direct interaction with returned migrants as well as outreach to the employers' sector' (TIG, 2013a, p. 9).

JCPs also offered the chance to pass vocational training schemes through their network of training providers. JCP counsellors in both cities were directly assisting beneficiaries in referring to these training courses that were either implemented by the vocational education colleges of the Ministry of Education, or private training providers and academia if a particular training course was not available in the colleges (overall 44 agencies). During course attendance, the IOM closely monitored the training process and evaluated the quality of training in terms of the capacity of instructors, the content of the training curricula, materials and tools applied as well as the usefulness for the beneficiary in terms of enhanced career opportunities. JCP counsellors attended these courses and monitored the teaching of returnees.

Professions and sectors of vocational training to which the beneficiaries were referred include: finance and accounting, business management, tourism (guides) and service (hospitality, bartender, cook, baker, hotel administration; individual services such as hairdresser, manicure/pedicure, cosmetology, nannies; customer services such as vehicle repair, filming and photography; health (pharmacists,

¹³ <https://www.iom.int/cms/en/sites/iom/home/where-we-work/europa/south-eastern-europe-eastern-eur/georgia.html>

¹⁴ The first Job Counseling and Referral Centre (renamed later Job Counseling and Placement Centre (JCP)) was established by the IOM in the framework of the Job Counseling and Placement Project by Czech funding in Tbilisi in 2007 in order to provide its services to general population vulnerable to irregular migration, including active job-seekers, internally displaced persons, socially vulnerable groups and graduates of VET. The Vocational Education Centre of the Ministry of Education and Science provided a space for the first JCP.

masseurs); IT; jewellery production; Georgian and foreign languages (English, German, Spanish, Russian); office management, PR and communication; education (teachers, kindergarten attendants); agriculture (apiculture technologies); food safety and construction specialists (tile layer, welder). The available data shows that 184 returnees registered by TIG had benefited from the vocational education services of the JCP (TIG, 2013a, p.9), while according to the MRA, 257 migrants participated in professional training aiming to upgrade qualification needed during the whole project life.

3.2 Evaluation of MISMES implemented by the Targeted Initiative for Georgia

A number of interviews were held with different actors and implementers involved in the TIG project. According to the interviews, the positive results of the TIG project are the following: the first Migration Strategy of Georgia was developed, the Law on Foreigners adopted, the draft law of labour migration prepared, the MRA staff trained in close cooperation with TIG team in reintegration issues on a day-to-day basis, and a database of returned migrants created. Other less successful outputs of the TIG project were a reintegration manual for returnees and information campaign for potential migrants, both of which were considered of poor quality. According to other local state agencies that were beneficiaries of TIG, this project was successful too due to the Migration Strategy drafting and the MRA staff gaining knowledge and experience with the Mobility Centre.

The MRA, the main beneficiary of TIG and the ministry responsible for the reintegration of migrants considers TIG a successful project. Based on the interviews, TIG helped build the capacity of the Ministry and supported the reintegration of returnees. The MRA gave the following results of the TIG project between 2011 and 2013 as success indicators. Based on their experience of TIG, the most necessary and demanded service for returnees was the support for business start-ups. During the project life, they received around 400 applications for grants for business start-up, but were able to provide only 75 grants, given the project's budget. Out of 75 small businesses from TIG support, 64 are still operating. However, there is no system in place to trace their beneficiaries further.

- Overall 1,652 returned migrants were registered and provided with support.
- 257 beneficiaries received financial support for vocational training.
- 420 beneficiaries received advice on employment.
- 101 beneficiaries have been employed.
- 258 beneficiaries attended “how to start your own business” training courses.
- 75 beneficiaries received grants to start their micro-credit business (grant of EUR 2,000).
- 25 beneficiaries provided with emergency medical assistance.
- 13 beneficiaries provided with temporary shelters (rented accommodation, rooms in hostels).

On the other hand, in the first half of August 2013, the JCP counsellors in Tbilisi and Kutaisi conducted a monitoring to assess the impact of job placement and awarded business projects on the sustainability of return and the quality of reintegration in society. Monitoring was mostly done by phone. Only a few cases were monitored through visits to business places. In total, monitoring was conducted among 67 long-term employed beneficiaries in Tbilisi and 13 in Kutaisi. The result of this monitoring for Tbilisi can be summarized as follows (**TABLE 3.1**).

TABLE 3.1 NUMBER OF RETURNEES WHO FOUND EMPLOYMENT VIA THE JPC AND WERE MONITORED

| | Type of JCP service received | |
|---|------------------------------|--------------------------|
| | VET | Direct referrals to jobs |
| Number of monitored cases – among which | 26 | 41 |
| Still working | 21 | 28 |
| Not working anymore | 5 | 13 |

Source: TIG (2013a)

Returnees who were not working when contacted have mentioned that they left their job mainly due to the low remuneration and long working hours. However, the results from employment monitoring provide clear evidence on the sustainability of employment after the acquisition of the certain skills in accordance with the local labour market demands. In Kutaisi all of the 12 long-term employed beneficiaries who were contacted during the monitoring were still working; four though were interested in better paid jobs.

The interviews with the international partner organisations of TIG revealed a more critical attitude about the project. According to them, the project management team did not cooperate enough, either with local stakeholders or with partners. As a result, the Dutch partner left the team. There was not good cooperation between different implementers. During the last six months the project seemed to be problematic for the EU Delegation too, so a no-cost extension was not granted to TIG in December 2013 in spite of 30% of the project's budget being unspent. After the TIG project ended, IOM-Georgia took over the Mobility Centre under the MISMEMS 26 'More for More' project. Therefore, there is continuity and smooth transfer of services that were undertaken by the IOM and the ICMPD within this new project. The IOM now takes over 80-85% of services (with some small changes) and the MRA staff are more involved now in all activities of the mobility centres, with around EUR 300,000 budget allocated from the total project budget.

Given that MC state ownership had to be taken over by the Ministry already after completion of TIG, the transfer of Mobility Centre services to another EU-funded project seems to be a last resort for the continuation of reintegration measures in Georgia. Without the new 'More for More' project it is unclear how the MC would be able to continue its operations, as its activities had to be terminated in January-February 2014. One factor could be the lack of state resources to take responsibilities for the reintegration of returnees. The MRA, despite receiving substantial donor funds for capacity building, seems unable to deal with this complex issue of the reintegration of returnees due to its limited institutional resources, shortage of qualified staff and with poorly-balanced priorities (as the priority remains with 200,000 internally displaced persons).

According to the interviews with international organizations, the successful economic and social integration of returnees requires an involvement of many state and private agencies, and civil society organizations. Successful integration could only be achieved if the state takes a leading part in this process. So they were quite sceptical about the long-term success of reintegration activities in Georgia that are, for the moment, still dependant on donor funding, as they were before. The MRA as the key ministry for reintegration issues does not have a priority and good understanding of returnees and its medium-level staff is not proficient enough to manage migration-related policy in Georgia.

On the other hand, the MRA confirmed many times that from 2015 the government plans to allocate funds for the reintegration of Georgian returnees within the ministry's budget. This funding would increase in 2016, so that by 2017, when 'More for More' ends, the MRA could be in position to take over fully the activities. Nevertheless, being a main counterpart of TIG, the MRA has not been

adequately engaged in the project implementation and even stayed apart from the project's monitoring and management functions. So it seemed content with the second-role position given to Georgian counterparts by the paid international managers in the implementation of the TIG as well as 'More for More' projects.

4. MISMES IN THE EU-GEORGIA MOBILITY PARTNERSHIP

As mentioned before, Georgia signed with the European Commission and 16 EU Member States the Mobility Partnership (MP) agreement on 30 November 2009¹⁵. After this development, migration has gradually moved up to the political agenda of the government and some legal and strategic developments happened in the field of migration management. As explained in section 1.2, a gradual setup of migration institutions and legal frameworks is observed in Georgia since 2009. The creation of the State Ministry on Diaspora, the State Commission of Migration Issues (SCMI) and its secretariat within the Ministry of Justice, the slight re-orientation of the activities of the MRA towards returnees as well as the higher potential role of the Ministry of Labour, Health and Social Affairs (MLHSA) foreseen for labour migration are significant developments. The development of Migration Strategy and its revision, adoption of the Law on Foreigners and the first draft of Labour Migration Law are important public policy developments.

Thus the signature of EU-Georgia Mobility Partnership and the relevant EU-funded projects linked to the MP have had a push impact on the gradual setup of migration institutions and legal frameworks observed in Georgia since 2009. Moreover, the MP agreement has encouraged the implementation of increasing number of migration-related projects in Georgia. In the course of EU-Georgia Mobility Partnership cooperation, 12 projects have been completed and six are being implemented so far¹⁶.

Most of these projects were centred so far on measures related to the prevention of irregular migration and to the broadening of the readmission policy, as it is explained by Hernández i Sagrera (2014): '[...] partnerships were much more focused on ensuring the implementation of the readmission agreements and border management activities than in fostering mobility'. Nevertheless, some of these projects have components and/or aspects of MISMES to support migrants in pre-migration, during-migration or post-migration phases and combine MISMES activities with some migration policy development and capacity building actions.

For example, out of the 12 completed projects, four were MISMES – i.e. measures providing support to migrants from employment and skills perspective, such as temporary return of qualified nationals (MISMES 7 and 8), consolidating reintegration activities (MISMES 21), Targeted Initiative for Georgia (TIG) where reintegration support was provided to irregular migrants readmitted through the creation of Mobility Centre (MISMES 25). Out of six ongoing projects, four provide some MISMES actions among others: mobility centres managed by the IOM under 'more-for-more' (MISMES 26), personalised assistance for Georgian migrants (G-PAM, MISMES 27), pilot circular migration scheme implemented by Germany (MISMES 28), and enhancing the role of Georgian emigrants at home (MISMES 29). Therefore, the MP agreement has had a gradual impact on increasing MISMES-related actions.

Most of the above-mentioned projects (in particular MISMES 25, 26, 27, 28, and 29) are complex multi-dimensional MISMES, covering pre-migration, during-migration and post-migration phases as well as combining MISMES actions with other migration policy development and capacity building components. For example, MISMES 28 (circular scheme with Germany) includes activities corresponding to five different MISMES models; MISMES 29 (ERGEM) includes four different

¹⁵ EU Member States participated in the EU-Georgia MP are Belgium, Bulgaria, Czech Republic, Denmark, Estonia, France, Germany, Greece, Italy, Latvia, Lithuania, the Netherlands, Poland, Romania, Sweden and UK. For more information, see www.eu-nato.gov.ge/en/eu/mobility-partnership

¹⁶ For more details see www.eu-nato.gov.ge/en/eu/mobility-partnership

MISMES components; MISMES 26 combines MISMES actions with other migration policy development and capacity building components.

It is too early to assess whether such a complexity in project design will increase its effectiveness from the point of view of the successful reintegration of Georgian migrants, but what is already clear is that, for the moment, a single leader agency has been identified in Georgia that acts as a coordinator rather than as a practical implementer in all these projects. This is the Secretariat of the SCMI within the Public Service Development Agency – a partner in all on-going projects implemented in the framework of the MP. At the same time the role of the MRA, the main state agency responsible for the reintegration of migrants in Georgia is somehow weakened: it acts as a partner only in one project (ERGEM) and this is so because of its long-term tandem with the DRC as the main project implementer.

On the other hand, the MRA with rich experience of reintegration activities gained from the TIG project and now also the implementing partner of the new IOM project 'More for More' might be able to significantly contribute to the design and implementation of future projects on similar MISMES-type actions under the MP framework. For example, the activities of the Migrants Resource Centre functioning in the framework of the G-PAM project actually overlaps those of the MRA's Mobility Centre. However, G-PAM offers less services; and for the NGO-implementer (CiDA), migrant reintegration activities are a new experience and so might be done with less effectiveness, though their focus on specific rural regions and choosing of two definite countries of destinations (Turkey and Greece) seem very important.

It is known that successful circular migration schemes require measures across the whole migration cycle, from the pre-departure phase to the return. As MISMES 28 should pilot these schemes for the first time, hopefully it will develop some lessons for a successful migration cycle. However, the issue of efficiency in such types of projects with a budget over EUR 1 million yet with a small number of potential beneficiaries (45 returnees and 10 start-ups grant receivers) needs to be carefully examined. In the previous projects there was a low cost-efficiency in terms of budgets spent and the number of beneficiaries. This can be explained by the fact that projects' main resources were spent on the capacity building of Georgian state institutions and this was considered important for the improvement of migration management in Georgia. Given the current capacity of institutions and very low number of actual beneficiaries (migrants) in MISMES actions create some doubts on the efficiency of the projects.

5. MAIN CONCLUSIONS AND RECOMMENDATIONS

Given the increased labour migration across the globe, research on migrant support measures (in particular from employment and skills perspective) and their results have been largely neglected by the migration research community. As a result, there has been limited information and data available on such interventions and policy measures to support migrants before, during and after migration process. This study makes first such contribution by mapping all migrant support measures from employment and skills perspective (MISMES) between 2000 and 2014 in Georgia and attempts to review their results. The main findings are summarised below in key bullet points and for each finding some recommendations are developed.

Gradual progress observed towards the development of institutional, strategic and legal frameworks for the better management of migration

Georgia has shown a slow but continuous progress in the setup of migration strategy, institutions and legal frameworks since 2009; i.e. the creation of State Ministry on Diaspora, the State Commission of Migration Issues (SCMI) and its secretariat, the slight re-orientation of the activities of the MRA towards returnees, the higher potential role of the MLHSA foreseen for labour migration, the development of Migration Strategy and its revision, adoption of the Law on Foreigners and the first draft of Labour Migration Law. The signature of EU-Georgia Mobility Partnership and the relevant EU-funded projects linked to the MP have had a positive impact to push for these developments. Nevertheless, the migration institutions and structures are still new, with relatively less experience, and the progress has to continue, with the higher involvement of all migration stakeholders in the process. Capacity building of these institutions could be one important priority support from the EU side, with higher level of commitment for financial and human resources in migration management.

Increasing number of migration-related projects, almost all funded by international donors and destination countries

There has been an increasing trend of migration-related projects implemented in Georgia since 2000, covering many different aspects of migration management. In general these projects are mostly funded by the donors (countries of destination, the EU with increasing role, other international organisations or NGOs) and priority of donor support has been migration policy development and capacity building of state institutions. Considering the overall budget resources allocated to these projects, however, very few resources were actually spent on the delivery of migrant support measures. Therefore, MISMES still constitutes a very small part given the financial resources allocated and the number of beneficiaries counted.

Overall 29 MISMES were implemented in Georgia between 2000 and 2014, and majority of them focused on post-migration phase

Mapping of different policy measures implemented since the early 2000s revealed that the majority of MISMES (16 out of 29) focused on the post-migration support to returnees (primarily and mostly irregular migrants and rejected asylum seekers from Georgia). Another five MISMES were devoted to the prevention of illegal migration, including information and pre-departure counselling for potential migrants. Three other projects represent MISMES during-migration phase and another five are multidimensional projects covering all phase of migration in terms of providing services as well as components for migration policy development and capacity building of relevant institutions. The most common model of MISMES implemented in Georgia is the Assisted Voluntary Return and Reintegration (AVRR) programmes to which suit 12 projects in total.

Most recent initiatives in the framework of on-going projects under the MP framework are especially interesting and multidimensional due to complexity of project design and distinctive MISMES models

involved. However, these new projects are not based on innovative nationally-driven ideas, but on lessons learnt from the previous MISMES activities. Usually they ensure the continuation of services established before (as in case of Migrants Resource Centres), or provide the same services to Georgian migrants as carried out before by other agencies (such as TRQN, distribution of migration related information, legal assistance and business-start up support etc.).

AVRR programmes – the most popular model implemented in post-migration phase

All AVRR projects in Georgia functioned in the same manner as in other countries; beneficiaries of AVRR implemented by the IOM-Georgia are able to use, for free, services of other IOM programmes, while those assisted by Caritas-Georgia come with reintegration plans already agreed in Belgium with less flexibility in the funds and actions. Experience shows the need for greater flexibility in these services and as the most veteran implementer, IOM made many improvements of AVRR: reporting documents have been improved, standard modules developed, more flexibility has been given to beneficiaries in terms of ensuring effectiveness and time-sensitivity. For example, previously all payments had to be made through official bank transfers that created obstacles for the practical implementation especially in rural areas as much purchasing and payments were made by cash. The possibility of co-sharing funds with other persons also helped to improve the sustainability of actions.

It should be reminded that the profile of AVRR beneficiaries is the most difficult to support. As rejected asylum seekers and irregular migrants, they come back to Georgia with disappointment. Sometimes they are seriously sick and require serious medical assistance. Job placement is difficult as almost all returnees are unskilled/ low-skilled, lack proper education and/or work experience. Most of them also have unrealistic expectations, including level of salaries. Indeed, they prefer to remain unemployed rather than getting a low salary. There were few cases when returnees managed to find wage employment upon their return. Returnees who do not find such jobs seek, instead, new opportunities to go abroad: Caritas project's team estimates that a third of young returnees go abroad again. Monitoring of these returnees generally stops after 6 months (or max. after one year), so there is no clear data on what they are doing in the longer term. Finally, most of these programmes have a limited number of beneficiaries and there is low awareness with the programmes among the targeted migrants.

Most popular (demanded) returnee support is entrepreneurship programmes and micro-credits for business start-ups

As it is mentioned in many reports on migration in Georgia, the returnees are either highly qualified (students who studied abroad) or not qualified at all and as such not employable. In either case, the most demanded service for the given profile of returnees is micro-credit business support (e.g. 80% of AVRR beneficiaries, for example). Employment assistance was not much provided as significant portion of the returnees is unskilled and not employable. In this regards, business skills training is extremely important, and vocational training seems necessary for beneficiaries. Moreover, micro-credit funds were not enough for the high demand in many of such projects. Therefore more MISMES are needed in the entrepreneurship support for returnees in the future. Motivation of returnees seems the most important factor for their success in the labour market as demoralised returnees do not even want to receive training in many cases.

The most difficult problem of reintegration is related to skills and qualifications of returnees. Unskilled returnees are difficult to reintegrate into the labour market, while qualified returnees may create competition for existing workers. Thus, policy objectives should focus on the transfer of skills and healthy competition among all job seekers. At present Georgia has no system of validation and recognition for informal and non-formal skills which might be learnt abroad by migrants. The basic legislation on validation of non-formal and informal learning is in place since early 2011, but in practice implementation is only about to take off, through piloting tools and methods in a few selected sectors. Although it is worth to mention that the developments regarding recognition and validation is mainly

linked with educational reforms and the implementation of a national qualifications framework and aimed at a wider target group than migrants, these developments will most likely also be beneficial from a migration point of view.

All MISMES linked to pre-migration phase are general public campaigns to prevent illegal migration and not linked to any concrete job offers from abroad

The five MISMES projects on the pre-migration phase were all devoted to the prevention of illegal migration, primarily consisted of public information campaigns, leaflets and brochures, including also some aspects of destination information and pre-departure counselling for potential migrants. However, they remain very generic information about destination countries, with very little tailor-made pre-departure orientation or training. Because there is no link to actual job offers from abroad due to the lack of (or limited) legal migration opportunities. In general, there is a need for more legal migration opportunities, actual job offers abroad and pre-departure orientation of potential migrants linked to specific job offers. Open channels for legal and circular migration could facilitate mobility. We know that at least two circular bilateral agreements have been signed with France and Germany, however the numbers of migrants involved are extremely small and opportunities which may be provided by circular bilateral agreements have not been exploited fully. It would be good to investigate why.

The pilot circular migration scheme which started to be implemented by Germany (MISMES 28, strengthening the development potential of the EU Mobility Partnership through targeted circular migration and diaspora mobilization) seem a very timely and important initiative despite the low cost-efficiency of the project. In this regard, the Georgian government could start an active preparation for the relevant infrastructure for implementing these kind of schemes at the national level. In order to use opportunities offered by circular migration it is necessary to improve national skills standards to ensure qualified and competitive human resources in both domestic and foreign labour markets, so the active involvement of the Georgian Ministry of Education working on the reform of the VET system and the MLHSA could be considered in the project. Sharing the lessons learnt from this pilot initiative on a day-to-day basis, with the people who must implement these measures in practice, would increase the project's efficiency.

One promising good practice of international job placement is the job-matching and pre-departure orientation programme implemented by a private employment agency

Job-matching and pre-departure preparation programme implemented by KMS are a good model to be promoted. It is a private income-generating project funded by employers, it ensures continuity (employees whose contracts expire return to the same employment agency which can assess enhancement of their skills). The migrants acquire new skills and improve their existing skills and having returned home, apply and get higher level positions, so their skills are utilised in efficient way and it leads to improvement of their wellbeing. However not all private agencies are successful in migration business and they have big 'reliability/ reputation' problems vis-à-vis the public. One success factor for KMS was their specialisation in one economic sector; i.e. tourism, and focus on medium and low-skilled jobs which are most demanded in the international labour market and engaged directly with foreign employers in the sector.

Given this perspective in the Georgian context, the state could regulate (code of conduct) the activities of private agencies both for the domestic and international recruitment. This is not to restrict their activities but to ensure a level playing field to prevent abuses and help them improve their services, also towards migrants. A public-private partnership can be developed to exploit their potential, in particular after the creation of public employment service within the Social Service Agency. Migrants are certainly one potential group of their clients.

Most MISMES providers or implementers in Georgia are local offices of international organisations and national/international NGOs

Main stakeholders recognize that most migrant support measures are implemented in Georgia by national or international NGOs and local offices of international organisations active in providing concrete services to migrants such as IOM-Georgia, ICMPD, DRC and Caritas. This is a specificity although a slow assumption of policies by national institutions is observed. The state institutions are hardly involved in providing concrete migrant support measures, although the SCMI considers that the government contributes to the implementation through the staff of the relevant institutions cooperating with those projects. Different funders and different implementers on the project-based activities negatively affect ownership, longer term sustainability and follow-up of actions in the field. There is limited learning from the experiences which are not easily transferred to the state institutions. Moreover, project implementers cannot make impact evaluation as their activities are project-based, so when the project finishes they cannot deploy resources to assess the long-term impact.

In the opinion of interviewed experts the state should be involved more in reintegration services. In terms of sustainability, the government should take responsibility for capacity building and the ownership of the Mobility Centre functioning at the premises of the MRA. It has already been decided that all the responsibilities of the More-for-More project will be transferred from the IOM to the MRA in three years when the project finishes. At that point the government will take responsibility for the follow-up activities of these centres. This will ensure the sustainability of the system, but the MRA's limited staff and financial resources are serious obstacles.

Targeted Initiative for Georgia (TIG) as the in-depth MISMES case study shows mixed results, although the main beneficiary institutions reported positive feedback

The EU-funded Targeted Initiative for Georgia (TIG) was selected as an in-depth MISMES case study. Although some of the international organisations that collaborated with the TIG were critical of TIG project management style, the Georgian authorities who benefited from the project were highly appreciative of it. The positive results of the TIG includes the development of Georgian migration strategy, adoption of the Law on Foreigners, the first draft of Labour Migration Law, the creation of State Ministry on Diaspora, the SCMI and its secretariat, the training and involvement of the MRA staff in reintegration issues on a day-to-day basis, the higher potential role of the MLHSA foreseen for labour management and migration, and the creation of returnee database. However, its work on a reintegration manual for returnees and information campaign for potential migrants were found less successful and the beneficiary ministry (MRA) could not assume the responsibility of this service as planned after the project ended.

There is a need to better adapt the employment services and vocational training schemes towards the needs of different target groups, one being migrants and returnees

Migrants are clearly one specific group which needs measures from employment and skills perspective for their labour market integration and better utilisation of their skills, while circular migrants might need services related to skills testing and validation and quality vocational training. Thus, it is necessary to improve national mechanisms to meet international skill standards and produce qualified and competitive human resources for both domestic and foreign labour markets. Despite increasing awareness of demand for qualified and competitive human resources in the domestic and foreign labour markets and some efforts to better link VET programmes, there are still gaps relative to the qualifications needed on the market. Two key national institutions in this respect are the public employment services and VET colleges, both of which need improvement and adaptation.

Most experts interviewed think that the existing VET system does not respond to the needs of the labour market in Georgia. Training provided by vocational schools is cumbersome and oriented for

initial training not suitable for migrants and returnees. The system offers only long-term standard modules of professional education with the obligation to pass all basic courses, which do not attract the middle aged, who completed their professional education long ago. There should be more opportunities for more flexible, short-term training for the re-qualification and/or validation of skills learnt on the job abroad (informal and non-formal learning). Indeed, a well-functioning VET system (including both initial and adult training) and job placement services are most needed support by migrants. A labour market information system should be fully functional too, which would help to identify labour market needs.

Difficulty of accessing to detailed project documents and very limited/ no evaluation on impact assessment of MISMES services

It is extremely difficult to access to relevant information and data on MISMES projects as they are all funded and implemented by different organisations. There was not sufficiently detailed data to assess cost-effectiveness of the measures (budgets spent to provide these measures, number of beneficiaries, profiles, long-term impact etc.). More attention should be paid to the assessment of outcomes of individual measures (number of beneficiaries who benefited from the measures, how their income and life in general has been improved, did the services/ support received provided a regular income in the medium and long-term perspective). Some projects (e.g. AVRR) were evaluated by external teams of donors, however there was no information if the results of these evaluations have been discussed with the staff of the project and used for the future activities.

More attention could be paid to getting feedback from the beneficiaries on the usefulness of the services/ support they had received and how it has changed their lives, if these services allowed receiving regular stable income. In-depth interviews with past beneficiaries are needed for a proper assessment. One suggestion could be to formulate some assessment indicators at the project/ measure design stage and revise and refine them at the implementation stage. It is clear that project implementers cannot make impact evaluation as their activities are project-based, so when the project finishes they cannot deploy resources to assess its long-term impact. For any long-term evaluation, more extra resources are needed. As each funding arrangement (i.e. EU-funding) defines the specific conditions of specific project, there is very limited space for manoeuvre for the project implementers (needs extra financial and human resources). One public body could be responsible for collecting detailed information on MISMES and assessing outcomes of all the migrant support measures.

Some elements of success for MISMES: flexibility, tailor-made assistance, motivation, one-stop-shop services in mobility centres, involvement of local authorities and employers in implementation

The IOM model of 'migrant resource centre', called now 'mobility centre', is a promising one for a one-stop-shop for all migration services. However, they need to better target the beneficiaries and services need to be tailor-made to the personal circumstances of every migrant/returnee, rather than providing generic information towards general public. But these mobility centres must be open to all migrants and returnees (not only to readmitted returnees). A greater extent of flexibility is required for all services – and IOM AVRR programmes were praised for efficient and flexible programmes. However, the number of beneficiaries is very limited and covers only some returnees from certain countries. In any case, there is a need for more funding as the scale of projects/activities is not sufficient in Georgia.

Other elements of success are reported as the motivation of migrants/returnees, the involvement of local authorities and employers in the implementation of MISMES projects and the promotion of the grant schemes, co-funding of 20% required from the applicants for the grants for micro-business start-ups and regular coordination and cooperation among all relevant institutions and donors. Although government coordination is improving, one public body could be responsible for collecting detailed information and assessing outcomes of all the migrant support measures. Moreover, support to

migrants could be incorporated as a cross-cutting issue in some other relevant programmes: e.g. regional development plans, employment policy, development of agriculture, SME development etc.

ANNEXES

Annex 1. Methodology for the country case studies

MISMES Project (migrant support measures from an employment and skills perspective) was launched in 2014 by the ETF to provide evidence-based, policy-oriented inputs to guide the EU dialogue on migration with the neighbourhood countries and coordinated by Migration Policy Centre of the European University Institute. It reviewed the range of migrant support measures from employment and skills perspective with the aim of assessing (1) their cost-effectiveness and (2) their impact on labour migration outcomes.

For the purposes of this study, MISMES is defined 'specific policy interventions implemented in sending countries in pre, during and post-migration periods, aimed at (i) improving the labour market integration of migrant workers (by facilitating labour mobility and job matching, access to labour market information and protection), and/or (ii) reducing the underutilization of skills of individual migrant workers and improving skills-matching more generally'. This excludes general policies and regulations such as bilateral agreements, international conventions on the recognition of qualifications and social security agreements.

Main MISMES models identified and analysed in the Global Inventory (ETF, 2015a):

- international job matching and placement services;
- pre-departure information, orientation and training;
- professional skills development for migration;
- facilitating access to labour market information and protection in destination countries;
- capitalizing skills across borders (including diaspora);
- assessment, certification, validation and recognition of migrants' skills and qualifications;
- pre-return and return employment information platforms and call centres;
- targeted entrepreneurship and income generating schemes for returnees;
- assisted voluntary return and reintegration (AVRR) programmes;
- migration resource centres; and
- migrant welfare funds.

Main outputs of the MISMES project:

- **A Global Inventory** aimed to develop a typology of migrant support measures from an employment and skills perspective, categorizing them in terms of migration phase (before, during, after migration or multidimensional MISMES), objectives and stakeholders (migrants, funding and implementing institutions, NGOs, state bodies) (ETF 2015a). The Global Inventory tried to identify factors of success and common denominators, including contextual factors that may affect the impact of MISMES, and map the challenges in implementing each category of migrant-support measures.
- **Five country case studies** aimed to review MISMES in five countries of the EU Neighbourhood (full studies for Moldova, Georgia, Morocco and desk studies for Armenia and Tunisia). The country case studies tried to draw lessons for the optimization of their Mobility Partnerships with

the EU from an employment and skills perspective and was carried out following a common methodology and structure (for more information on MISMES methodological note, see ETF 2015b).

Stages in developing the country case studies (see ETF, 2015b):

- **Methodological workshop:** Held at the Migration Policy Centre in Florence (13-14 March 2014), it aimed to discuss the preliminary findings of the MISMES Global Inventory and to agree on the methodological approach to the country case studies on the basis of country concept notes presented by the country case study authors.
- **Desk research:** Comprehensive desk research to map implemented policy interventions based on secondary data sources (academic literature, policy studies, project leaflets, internet sources from international organizations, governmental agencies and other implementers, project evaluations, Scoreboard information within the Mobility Partnership, etc.). Based on this research and the primary sources described below, each country case study compiled a MISMES inventory in respective country from the year 2000 to the year 2014.
- **MISMES Questionnaire:** A standardized electronic questionnaire (see MISMES Methodological Note, ETF 2015b) was circulated among all identified implementers in each country of study to supplement the desk research. In the case of Georgia, 17 MISMES questionnaires were sent to the list of institutions given in Annex 2 and 10 were received back completed in the preliminary phase of the study.
- **Field missions and in-depth interviews:** A country mission was held by the team of country author, MISMES project coordinator and ETF experts in May 2014. In the framework of this mission, 14 in-depth face-to-face interviews/group discussions were held with implementers, policy-makers and stakeholders who coordinate, fund or implement such policy measures in Georgia, in order to gain additional insight into implementation dynamics and various policy measures. In addition, a focus group was organized with project officers (IOM, GIZ, Danish Refugee Council) working on migrant return and re-integration programmes. Complementarily, country author conducted additional interviews when necessary. The list of persons interviewed in Georgia is presented in Annex 2 – list of persons interviewed and institutions that received MISMES questionnaire.
- **Case studies:** For an in-depth understanding of implementation challenges and success factors of a particular MISMES, one specific project, “Targeted Initiative for Georgia (TIG) – Support Reintegration of Georgian Returning Migrants and the Implementation of EU-Georgia Readmission Agreement” implemented in the framework of the Mobility Partnership with the EU, was selected for an in-depth case study. As part of this case study, the research team visited the Mobility Centre, created by the project within the Ministry of Internally Displaced Persons from Occupied Territories, Accommodation and Refugees (MRA).
- **Final Technical Workshop:** The MISMES team of the Migration Policy Centre, the ETF migration team and relevant country managers and a number of public officers from the countries of the study came together at the ETF in Turin on 29-30 September 2014 to discuss the draft country case studies and the findings of the MISMES Global Inventory.

Annex 2. List of persons interviewed and institutions that received the MISMEMS questionnaire

Persons interviewed

- Mr George Jashi, Executive Secretary of the State Commission on Migration Issues (SCMI)
- Mr Mukhran Gulaghashvili, Deputy State Minister; Office of the State Minister for Diaspora Issues
- Ms Mariam Keburia, Coordinator with international organisations, State Ministry for Diaspora Issues
- Ms Nino Meskhi, Deputy Head of Department of Migration, Repatriation and Migration Issues, MRA
- Mr Konstantine Razmadze, Head of the Accommodation and Migration Division, MRA
- Ms Nino Uridia, Chief Specialist, MRA
- Ms Tsiuri Antadze, Coordinator of the Mobility Centre, MRA
- Ms Natela Mjavanadze, Head of Information and Consultation Division, MC of MRA
- Ms Tamar Moralishvili, Counsellor, MC of MRA
- Ms Nino Khudzakishvili, Counsellor, MC of MRA
- Mr Konstantine Nanobashvili, Executive Director of the Georgian Employers' Association (GEA)
- Ms Maia Tsereteli, Executive Director of the private employment agency Key Management Solutions (KMS – Georgia)
- Ms Rusudan Imnaishvili, AVRR Programme coordinator, IOM-Georgia
- Mr Marc Hulst, National Programme Officer, IOM-Georgia
- Mr. Guy Edmunds, Country Director; DRC-Georgia
- Mr. Varlaam Chkuaseli, Migration project manager; DRC-Georgia
- Ms. Khatuna Burkadze, Project manager; Young Lawyers' Association (GYLA)
- Ms. Tinatin Tkeshelashvili, Project manager; Caucasus Institute for Peace, Democracy and Development (CIPDD)
- Ms. Irma Tsereteli, Senior-adviser; GIZ-CIM
- Ms. Liana Mkheidze, Project manager; Caritas-Georgia
- Ms Tata Topadze, Social Worker, Caritas-Georgia
- Mr David Mkheidze, Project Coordinator, Caritas-Georgia
- Mr Zurab Korganashvili, Head of ICMPD Georgian office – ENIGMA project manager
- Ms Tamar Kikvidze, National Project Officer, ICMPD Georgian office
- Ms Ketevan Gorgoshidze, National Junior Project Officer, ICMPD Georgian office

- Mr Zura Tsurtsunia, G-PAM's Project Assistant, NGO Civil Development Agency (CiDA)
- Ms Maia Paksashvili, G-PAM's Legal expert, CiDA

Institutions that received the MISMES questionnaire

- Ministry of Labour, Health and Social Affairs
- National Center for Educational Quality Enhancement
- Office of the State Minister for Diaspora Issues
- State Commission on Migration Issues (SCMI)
- Ministry of Education and Science
- Danish Refugee Council (DRC)
- NGO Toleranti, regional association in Samtskhe-Javakheti
- GIZ/CIM
- NGO Civil Development Agency (CiDA)
- Georgian Young Lawyers' Association (GYLA)
- Georgian Employers' Association (GEA)
- IOM Mission to Georgia
- Targeted Initiative for Georgia (TIG) Project
- ICMPD Georgian office
- Caritas-Georgia
- People in Need (PIN) – Georgian office
- ILO – former Migration Project Coordinator in Georgia

ABBREVIATIONS AND ACRONYMS

| | |
|---------------|---|
| Aeneas | EU Programme for financial and technical assistance to third countries in the area of migration and asylum |
| AVRR | Assisted Voluntary Return and Reintegration Programme |
| BMZ | Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (German Federal Ministry for Economic Cooperation and Development) |
| CHF | Swiss franc |
| CIM | GIZ Centre for International Migration and Development |
| CRAG | Consolidating Reintegration Activities in Georgia |
| DRC | Danish Refugee Council |
| ERGEM | Enhancing the Role of Georgian Emigrants at Home |
| ESS | Employment Support Services |
| ETF | European Training Foundation |
| EU | European Union |
| EUR | Euro |
| GEA | Georgian Employers' Association |
| GEL | Georgian lari (national currency) |
| GIZ | Deutsche Gesellschaft für Internationale Zusammenarbeit |
| G-PAM | Personalized Assistance for Georgian Migrants |
| ICMPD | International Centre for Migration Policy Development |
| ILO | International Labour Organisation |
| IOM | International Organisation for Migration |
| JCP | Job counselling and placement centre |
| JMDI | Joint Migration and Development Initiative |
| MISMES | Migrant support measures from an employment and skills perspective |
| MLHSA | Ministry of Labour, Health and Social Affairs |
| MP | Mobility Partnership Agreement |
| MRA | Ministry of Internally Displaced Persons from the Occupied Territories, Refugees and Accommodation |
| MRC | Migration resource centre |
| NALAG | National Association of Local Authorities of Georgia |
| NGO | Non-governmental organisation |
| SCMI | State Commission on Migration Issues |
| SSA | Social Services Agency |
| TIG | Targeted Initiative for Georgia |
| TRQN | Temporary return of qualified nationals |
| VET | Vocational education and training |
| ZAV | Zentrale Auslands- und Fachvermittlung (International Placement Services of the German Federal Employment Agency) |

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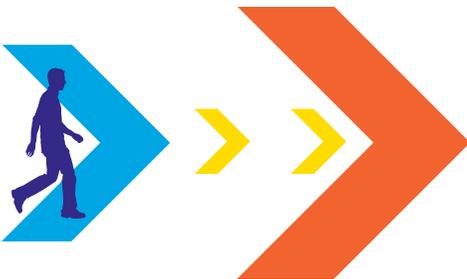
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