

SKILLS AND MIGRATION COUNTRY FICHE GEORGIA

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PREFACE

The European Training Foundation's (ETF) Skills and Migration Country fiche is intended as a first-entry evidence-based analysis of the main issues relating to the skills dimensions of migration. It is composed of three main conceptual blocks, which it addresses through critical analysis.

- It presents data, trends and challenges relating to the skills dimension of migration to provide an updated and structured state of play.
- It focuses on policy developments and practical experiences to reinforce migrants' skills. Policies and projects are analysed with reference to addressing legal labour migration needs and migration and development issues. The logic behind the analysis is to identify success factors and challenges to be addressed.
- It provides recommendations for areas of intervention in the short to medium term.

The goal of the fiche is twofold. On the one hand, it aims to contribute to the broader policy dialogue on the skills dimensions of migration issues of specific countries with European Union (EU) institutions, Member States and international players. On the other hand, it serves as a reflection and communication tool in the policy dialogue of the ETF and the national authorities in charge of human capital development. As such, the fiche will help the policy analysis and policy-making support that the ETF provides to its partner countries in order to improve the employability of citizens via lifelong learning, including migration in this specific case.

The ETF fiches aim to cover the partner countries with whom circular and/or mobility schemes can be established¹.

More in-depth country-specific or cross-country studies may be produced as a follow-up to the fiches' findings and recommendations and to support the needs expressed by EU institutions. A further form of follow-up actions to the fiche might be specific ETF support actions to the EU; in line with the ETF's mandate, this might include inputs to the programming of new initiatives, content monitoring or other specific actions to be agreed.

¹ In 2021, the fiches cover Georgia, Jordan, Lebanon, Moldova, Morocco, Tunisia and Ukraine.

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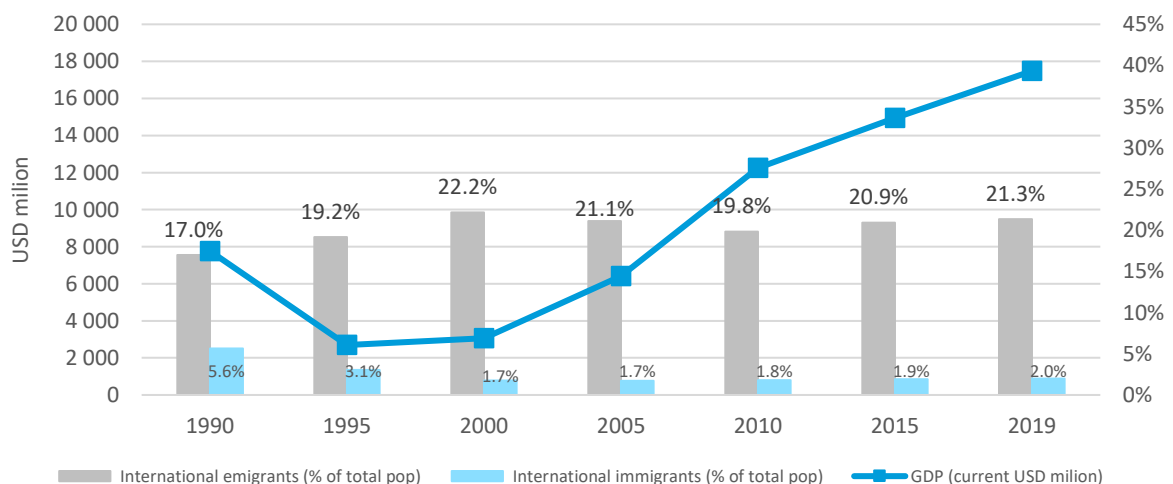
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ANALYSIS

1. Skills and migration overview

Mass emigration from Georgia started after the dissolution of the Soviet Union and could be considered a survival strategy for a population facing economic and security challenges. Even today, the primary characteristics of recent international migratory trends to and from Georgia are connected with a predominance of emigration over immigration, and specifically, with undocumented emigration². Emigration flows continue to be the result of difficult economic conditions in the country, a lack of well-paid jobs and corresponding underemployment (OECD and CRCC – Georgia, 2017), and developed networks of Georgian migrants that make emigration a more secure and easier endeavour for prospective emigrants (Zurabishvili, 2009).

FIGURE 1. GROSS DOMESTIC PRODUCT AND MIGRATION STOCKS (AS % OF TOTAL POPULATION), 1990–2019



Source: UN DESA International Migrant Stock 2019, World Bank (World Development Indicators)

The gap between emigrant and immigrant stocks has been widening since the 1990s. Over the past 20 years, the country has experienced a noticeable increase in gross domestic product (GDP) (in current United States dollars). However, this has not translated into increased well-being for the majority of the population, and, hence, has not been sufficient to stop the negative increase in net migration. The demographic context has changed for various reasons, including the migration effect, and the country has faced a decrease in its population.

In terms of migrant stocks, according to UN DESA estimates, in 2020 the number of Georgian emigrants abroad was 861 077 individuals, around 22% of the total population³. The most significant share of Georgian emigrants were in Russia⁴, followed by Greece, Ukraine, Azerbaijan, the United

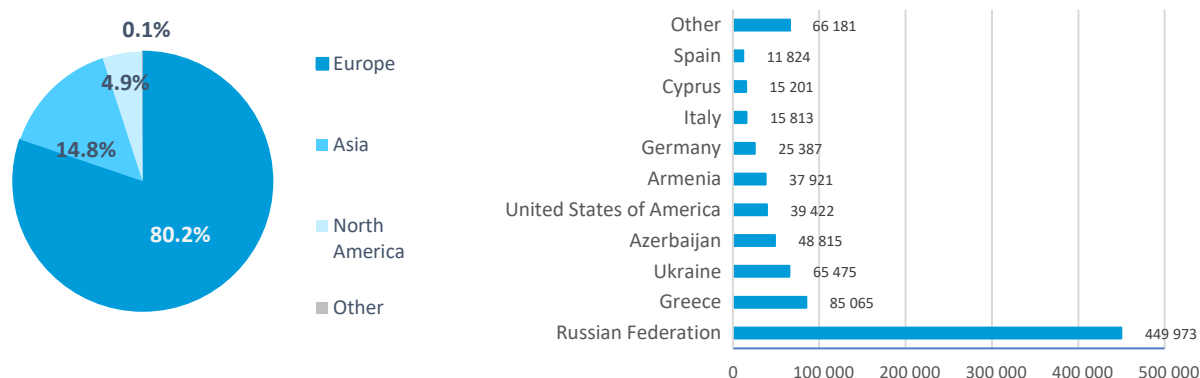
² Georgia has negative net migration (see UN DESA, World Population Prospects 2019).

³ UN DESA, International Migrant Stock 2019, 2020.

⁴ According to the Russian 2010 National Census, 436 442 individuals who were born in Georgia were residing in Russia. However, this number does not necessarily translate into the number of Georgian citizens residing in Russia, since it may also include naturalised Georgian citizens.

States and Armenia⁵. The gender composition of emigrants seems to be rather balanced, with 50.2% of them women⁶. Indeed, in the cases of some EU Member States, for example Italy and Greece, it is possible to talk about the feminisation of emigration from Georgia (Zurabishvili and Zurabishvili, 2010). As for the migratory flows, recent data show that flows from Georgia to Russia have decreased significantly, especially following the 2008 Russia–Georgia August war, with flows diverting towards the EU, Israel and North America, which offered better pay, security and quality of life than Russia (SCMI, 2019). Relatively new EU Member States also attract Georgian emigrants, especially Poland with its simplified circular migratory schemes⁷ (Figure 2).

FIGURE 2. TOP 10 REGIONS AND COUNTRIES OF EMIGRATION, 2020



Source: UN DESA International Migrant Stock 2020

Studies on emigration from and return to Georgia and those specifically focused on the skills dimension argue that similar to the situation in other emigration countries, the majority of migrants from Georgia tend to possess relatively higher-than-average educational attainments (OECD and CRCC – Georgia, 2017; ETF and BCG, 2013). A relatively small number of migrants leave the country for educational or research opportunities, and their departure represents a loss of intellectual capital for the country (SCMI, 2019). As the Georgian National Statistics Office (GeoStat) collects data only on tertiary-level students leaving to study abroad⁸ and on sectors of study, it is difficult to estimate the extent to which Georgian nationals pursue vocational education and training (VET) or secondary-level education abroad. The main destination countries for educational emigrants from Georgia are Germany, Ukraine, Armenia, Turkey and the United States (indicator 21b in Annex i).

Remittances continue to play an essential role in the lives of migrants' families left behind in Georgia. Studies suggest that despite their relatively high volume, remittances have a small impact on the country's economic development, but they nonetheless serve as a powerful tool for alleviating poverty and increasing the quality of life of migrant families (SCMI, 2016, pp. 13–16). As indicators 10a–11b in

https://web.archive.org/web/20190817081651/http://www.demoscope.ru/weekly/ssp/rus_bir_10.php; UN DESA estimates the size of Georgian migrant stock in Russia at 449 973.

⁵ UN DESA, International Migrant Stock 2019, 2020. It is important to note that these numbers refer to foreign-born populations and do not necessarily represent citizenship. For a more detailed analysis of Georgian migrant stocks abroad, see ICMPD (2015, pp. 37–40).

⁶ UN DESA, International Migrant Stock 2019, 2020.

⁷ Poland has a simplified temporary migration scheme that allows citizens of six countries, including Georgia, to work in Poland for a period of 6 months within 12 months. For more details, see <https://lang-psz.praca.gov.pl/en/dla-bezrobotnych-i-poszukujacych-pracy/dla-cudzoziemcow/oswiadczenia-o-powierzeniu>

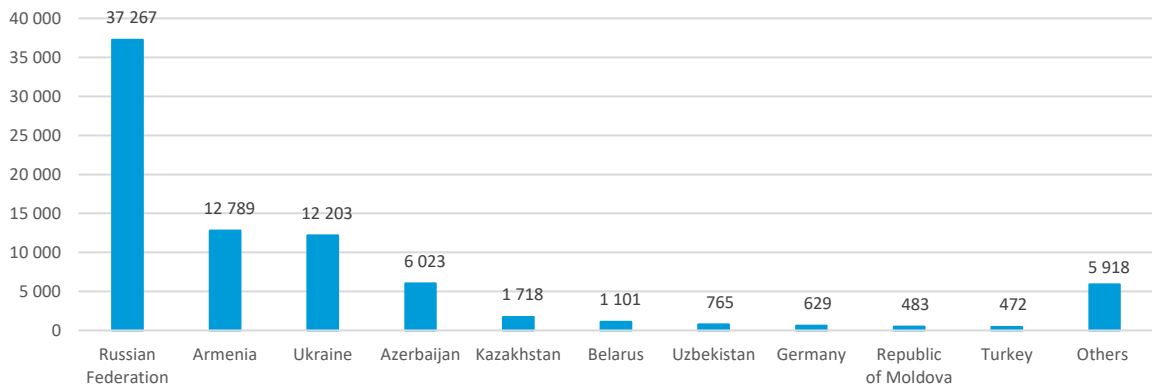
⁸ GeoStat, 2019 Statistical Data on Tertiary and VET Education Institutions, 2020, t.ly/4UzA

Annex I demonstrate, the share of remittances in Georgia’s GDP is quite high, reaching almost 13% in 2019. However, in the case of social remittances and skills transfer, studies suggest that little skills transfer takes place in the case of returnees (ETF and BCG, 2013, p. 5), and presumably even less so in the case of returnees who were engaged in so-called 3D work (dirty, dangerous, demeaning).

While Georgia remains an emigration rather than an immigration country, during recent years it did start to experience an inflow of certain immigrant groups. With several Georgian universities specifically attracting international students and establishing English-language certificate programmes, the number of international students increased (SCMI, 2017). The main countries of origin for educational immigration are India, Azerbaijan, Iraq, Iran and Nigeria (indicator 16 in Annex I) (UNESCO; SCMI, 2017). Other immigrant groups include labour migrants, those arriving for family reunification reasons, entrepreneurs or migrants under international protection, and former Georgian citizens (SCMI, 2019, pp. 37–64).

The Russian Federation remains the major source of immigrants to Georgia, mainly those in the category ‘former Georgian citizens’. This is confirmed by the size of Georgian migrant stock in the country (SCMI, 2019) (Figure 3; indicator 15b in Annex I).

FIGURE 3. TOP 10 COUNTRIES OF ORIGIN, 2020



Source: UN DESA, *International Migrant Stock 2020*

Georgia continues to be home to a large number of internally displaced persons (IDPs) from the occupied Georgian regions of Abkhazia and Tskhinvali Region/South Ossetia. There is, however, a significant difference between the ‘first’ (the early 1990s) and ‘second’ (2008) waves of IDPs. While until recently the first wave of IDPs from these regions received little assistance from the state due to Georgia’s dire economic situation in the 1990s, the second wave of IDPs were resettled fairly efficiently in 2008 as a result of a massive amount of international financial aid. The relocation of the first wave of IDPs is under way within the state programme, with the active involvement of international actors. However, the number of institutionalised IDPs remains relatively high⁹.

Climate migrants represent yet another type of internal migration triggered by worsening ecological conditions. Presumably, the state lags behind in the resettlement of eco-migrants, as the number registered is much higher than the number resettled (SCMI, 2019, p. 37).

⁹ IDPs remain concentrated in Samegrelo-Zemo Svaneti (89 325 IDPs), Imereti (27 631), Shida Kartli (20 197), Kvemo Kartli (14 719), Mtskheta-Mtianeti (12 316) regions and in Tbilisi (110 629); see SCMI (2019, p. 69).

Another major trend in internal migration, first highlighted in the Migration Profile of Georgia 2015, is ‘Tbilisation’, in which all regions (except Adjara) experience a loss of population while only Tbilisi gains (SCMI, 2019, p. 37). Depopulation of rural areas is a significant trend that in the long run may be hindering the even development of the country, as it is presumed that younger, more educated and more motivated individuals leave rural locations and move to urban areas (FES, 2021, p. 16).

The COVID-19 pandemic is continuing to impact all areas of life in Georgia, and migration and skills development are no exception. At the start of the pandemic, the migratory flows slowed and, at a certain point, stopped. However, with the reopening of air routes, the flows resumed. Anecdotal evidence suggests that Georgian emigrants successfully overcame COVID-19 restrictions when entering their destination countries. Skills development, however, might have suffered a significant blow: ad hoc studies suggest that with the majority of the educational process moving online, the quality of education has declined significantly. Moreover, some students have remained outside the educational process owing to a lack of access to digital infrastructure (IDFI, 2021).

Given how quickly remittances rebounded during the COVID-19 pandemic, it can be assumed that the overall number of Georgian emigrants abroad remained the same. It is unlikely that the directions of migratory flows will change significantly unless the major receiving countries take bold measures to curb migration in the light of the changing geopolitical context. As for the immigrant flows, the humanitarian crisis in Afghanistan suggests a potential increase in the number of refugees from that region, although Georgia could well serve as a transit country rather than the final destination for this group of migrants.

2. National policy framework

Migration governance and policy making in Georgia is an essential part of the overall governance and policy making of the country. Since the European Neighbourhood Policy was initiated in 2003, migration policy and governance in the country has undergone quite significant developments. Today, the Georgian government has strong capacity to set guidelines and manage the field effectively.

A major legislative act regulating migration policy in Georgia is the Organic Law of Georgia on Georgian Citizenship, effective since June 2014. The law regulates the determination of Georgian citizenship and the naturalisation mechanism. The Law of Georgia on the Legal Status of Aliens and Stateless Persons, effective since September 2014, attempted to regularise entry and stay requirements for foreigners (including new visa and residence permits/categories); however, as a result of harsh criticism (Ellena, 2015) and after several amendments, some of its regulations have been relaxed¹⁰.

Neither the VET Development Strategy for 2013–2020 nor the Law of Georgia on Vocational Education of 2018 mention migration, migrants or returning migrants. However, the Law of Georgia on Vocational Education is still essential in the context of labour migration and skills development, as it lays the foundation for lifelong learning and the approximation ‘of the vocational education system of Georgia to the single European educational area’. It also ensures ‘the compatibility of the vocational education system of Georgia with the single European education area’¹¹. Specifically, for this purpose, the law allows for the development of a national classification system based on the International

¹⁰ For instance, the number of visa-free countries has been increased again and an on-line visa portal introduced.

¹¹ Law of Georgia on Vocational Education, 2018, <https://matsne.gov.ge/en/document/download/4334842/0/en/pdf>, p. 1.

Standard Classification of Education¹² that enables the recognition of qualifications issued in Georgia in the European Education Area. To further facilitate the internationalisation of the sector, the law also creates a legal basis for implementing joint and exchange programmes in the VET sector.

However, the national policies largely miss the point when it comes to the skills dimension of migration. Interconnections between migration and skills development are also largely absent from the Migration Strategy of Georgia 2021–2030, which mostly refers to skills development in the context of circular migration schemes (SCMI, 2020, pp. 21–22, 28). Because the Migration Strategy of Georgia 2021–2030 and the VET Development Strategy for 2021–2030 were developed in parallel, it has been decided that the sectoral strategy – the VET Strategy – will focus on these specific topics of skills development. The VET Strategy is still under development, and it is yet to be seen how the connections between skills and migration will materialise¹³.

The link between national policies on migration and skills development is currently absent. While an extensive number of services are available for various groups within the migrant population (both immigrants and returnees), they are not specifically targeted and tailored to the needs of these groups; rather, they are developed at a national level. Hence, the existing VET system cannot reach these groups within the population. The key informant interviews also revealed that Georgia’s existing skills development system, although open and accessible to everyone *de jure*, generally misses almost all types of migrants. These are immigrants, including those with humanitarian or refugee status, prospective migrants, and returnees. One reason for this is the low level of awareness among the target groups about the VET sector’s opportunities. In the case of immigrants, another reason is the lack of VET programmes in the English language, which limits immigrants’ access to them. At the same time, existing Georgian-language educational modules seem inadequate for ensuring proficiency in the Georgian language at a required level for this group.

For the system to work effectively, there is a need to include migration in the VET development agenda on the one hand and the skills dimension in the legal migration and development agenda on the other. At this stage, these two areas have little common ground: the Ministry of Education and Science (MES) is in charge of skills development aspects, while the Ministry of Internally Displaced Persons from the Occupied Territories, Labour, Health and Social Affairs (MoILHSA) curates labour migration. There seems to be no significant cooperation between these two major stakeholders in this regard, except during the work on bilateral agreements on circular migration schemes, when specific skills analysis or approximation of VET programmes to the standards of particular countries are needed. The State Commission on Migration Issues (SCMI) as a deliberation and coordinating platform could play a crucial role in filling this gap.

The SCMI is the main body that coordinates migration governance in Georgia. It has functioned since 13 October 2010 (based on Government Ordinance No. 314) as a consultative body to the Government of Georgia ‘to discuss and take decisions on various important issues related to migration management’. The SCMI is chaired by the Minister of Justice and co-chaired by the Deputy Minister of Internal Affairs. As of 2021, the SCMI consisted of nine government entities¹⁴ and several local non-

¹² <http://uis.unesco.org/en/topic/international-standard-classification-education-isced>

¹³ It is important to note that within the Public Administration Reform in Georgia, a policy document development handbook has been approved that does not allow for duplication of the objectives among various sectoral strategies (consultations with the stakeholders).

¹⁴ The following state agencies are members of the SCMI: Ministry of Economy and Sustainable Development, Ministry of Justice, Ministry of Education and Science, Ministry of Internally Displaced Persons from the Occupied Territories, Labour,

governmental organisations (NGOs) and international organisations (with a consultative status)¹⁵. The Migration Laboratory working group addresses issues relating to the skills and qualification of migrants in the context of migration and development. Among other tasks, the SCMI is in charge of developing Georgia's Migration Strategy and Migration Profile documents. The Government of Georgia approved the latest strategy for 2021–2030 at the end of December 2020 (SCMI, 2020). Unlike the two previous strategies (2013–2015 and 2016–2020), the latest strategy is long term. Promotion of and support to labour migration have been among the main priorities and have been fully reflected in all three of the country's migration strategy documents. Notably, the promotion of legal migration and legal labour migration is often discussed in the context of the development of circular migration schemes and programmes.

Labour migration is also regulated by the Law of Georgia on Labour Migration, effective since 1 November 2015. The law regulates the employment of Georgian nationals outside Georgia and the status of employment agencies and their responsibilities, and envisages mechanisms for protecting the rights of Georgian workers abroad. In 2015, in a separate Government Ordinance (No. 417), the Government of Georgia also approved regulations on the employment of foreigners in Georgia.

To further contribute to orderly and legal migration, the Employment Support Agency was established within the MoILHSA on 1 January 2020 (MoILHSA, 2019). The agency facilitates employment in the local labour market and abroad within the framework of bilateral agreements signed by the Government of Georgia with partner countries. Specifically, each bilateral agreement contains a detailed section devoted to the protection of the rights of Georgian migrants abroad, which are in line with both international and local regulations. At the same time, the agreements stipulate the obligations of the state bodies to undertake respective measures in the event that migrants' rights are violated. However, Government Ordinance No. 2 of 8 January 2021 on the development of employment support services does not mention labour migration among its major activities for 2021 (Government of Georgia, 2021).

3. Cooperation projects on skills and migration

Migrant support measures from an employment and skills perspective (MISMES) have been implemented nationally in Georgia in a limited and fragmented manner. While MISMES have been developed and implemented in three stages – pre-, during, and post-migration – the 2015 MISMES assessment concluded (ETF, 2015) that most of the projects implemented in Georgia in this regard were at the post-migration stage and consisted of assisted voluntary return and reintegration programmes. This continues to be the case.

The linkages between skills development and migration are operationalised through return migration and reintegration of returning migrant programmes, both state and non-state. The state-funded Reintegration Assistance to Returned Georgian Migrants has been operational since 2016 and is currently under the auspices of the LEPL Internally Displaced Persons, Eco-Migrants, and Livelihood Agency of the MoILHSA. The Reintegration and Integration Division within the agency runs the programme.

However, the programme targets only those Georgian returnees who are 'Georgian citizens or

Health and Social Affairs, Ministry of Finance, National Statistics Office, Ministry of Foreign Affairs, Ministry of Internal Affairs, and the State Security Service. See: https://migration.commission.ge/index.php?article_id=59&clang=1

¹⁵ The SCMI has the following working groups: Working Group on Statelessness, Migration Laboratory, Working Group on Unified Migration Data Analytical System, Working Group on Migration Risk Analysis, Working Group on Integration Issues. See: https://migration.commission.ge/index.php?article_id=59&clang=1

stateless persons (with a permanent residence permit in Georgia) who: have been abroad illegally for more than one year, or had an asylum application abroad, or have been granted asylum¹⁶ and who have applied to the agency for inclusion in the programme within one year of their return¹⁶. The programme provides four types of assistance: medical assistance, temporary housing subsidies, professional training and retraining, and so-called livelihood assistance¹⁷. Available data indicate that in 2015–2019, the state assistance programme assisted an average of 197 beneficiaries annually (IOM Georgia, 2021, p. 11).

In the case of other leading non-state reintegration support programmes, implemented by the International Organization for Migration (IOM) in Georgia, the French Office for Immigration and Integration (OFII) and Caritas Georgia, the number of beneficiaries varies significantly from year to year, often depending on the amount of funding and the goals of the specific programme. Importantly, all four significant implementors of reintegration assistance provide educational assistance (in some cases, including funding for higher education (OFII)), while some also offer job-placement coaching and consultations (Caritas). However, none of these programmes provide a full range of job-seeking assistance to returnees¹⁸. The existing assistance programmes primarily comprise financial or in-kind assistance rather than skills development and job-placement assistance.

A significant gap in the post-migration MISMEs programmes is that highly qualified Georgian returnees who have been abroad legally are exempt from the majority of them. The Migration Strategy 2021–2030 acknowledges this gap: Reintegration opportunities for returned highly skilled emigrants who have been legally staying in foreign countries are scarce. This category of returning migrants also requires a certain extent of social and psychological support to reintegrate into Georgia’s social-cultural environment. Accordingly, the state should take the lead and adopt unified approaches at the policy level to meet the reintegration needs of all migrants, including those who are highly skilled and have legally stayed abroad. (SCMI, 2020, p 35)

The second area where strong links exist between skills and development is the framework for and operation of circular migration schemes. There are several circular migration schemes either already fully operational or currently being finalised. The schemes with Germany and Israel are already fully functional, and the first groups of Georgian labour migrants started working seasonally in Germany in summer 2021, despite the COVID-19 restrictions (see Annex III).

Two pilot circular migration schemes¹⁹ implemented in Georgia in the past 10 years have laid the foundations for developing and successfully implementing ongoing circular migration schemes. Notably, both of these pilot schemes had strong skills development and migration components (Mestvirishvili, 2018) in all three stages – pre-, during, and post-migration. Both schemes consisted of a well-built pre-migration component, including language, financial literacy and sociocultural training; in some cases, retraining of workers from Georgia to comply with existing requirements in Poland or Estonia has also been undertaken. While both these schemes demonstrated that it was feasible to set up working and manageable circular migration schemes, they also identified several challenges and

¹⁶ <https://idp.gov.ge/en/reintegration-2/>

¹⁷ t.ly/mN6n

¹⁸ The specific services could include assessment of local markets, assessment of beneficiaries’ capacities and skills, selection of the respective course/programme and assistance in job hunting and job placement afterwards, and individual casework.

¹⁹ The Strengthening the development potential of the EU Mobility Partnership in Georgia through targeted circular migration and diaspora mobilisation programme aimed to develop a circular migration scheme for nurses and hospitality workers to Germany; the Temporary labour migration of Georgian Workers to Poland and Estonia scheme aimed to test mechanisms for the legal employment of qualified workers from Georgia in Poland and Estonia.

gaps that needed to be addressed by the Georgian education system, and specifically the VET sector. Specifically, a mismatch in existing skills turned out to be a serious impediment, with some beneficiaries needing retraining to meet EU criteria. Also, pilot programmes worked with a number of skilled professions for which there is a shortage in Georgia (nurses, welders and other qualified technical workers), thus contributing to local labour market imbalances.

The EU has been actively involved in skills development initiatives and migration management in Georgia for several years, and its support is clearly acknowledged among stakeholders. However, evidence indicates that there is little or no interconnection between these two dimensions of the EU's work in Georgia. At the same time, the volume of the EU support to Georgia in these two areas has remained sizable. In 2020–2021 alone, the EU supported at least 13 projects focused on various aspects of skills development²⁰. Some of them aim to achieve broader results at a policy level²¹, while others focus on the improvement of particular skills among specific target groups and target regions of Georgia. In the case of migration, and specifically migration management, border security and visa liberalisation, the EU has funded several big projects since 2014²²; four major projects currently operate in Georgia, with total EU funding of more than EUR 15 million (see Annex II). However, none of these actions – in the field of either skills development or migration – specifically focus on the skills dimension of migration.

ETF support

Similar to the support provided by the EU, ETF assistance in Georgia relating to skills development is well recognised, especially in terms of expertise sharing, capacity enhancement and research. Participation in the Torino Process is seen as one of the country's essential platforms for VET development. The ETF's focus on skills dimension of migration could be considered unique because the assessments and reports developed within the ETF project on MISMEs (ETF, 2015) and migration and skills in Georgia (ETF and BCG, 2013) remain essential sources for reference and policy making in the country. Previous ETF research on skills development and migration in Georgia provides several key findings on both the state of the sector in Georgia and the way forward. The findings indicate the need to incorporate and institutionalise specific services for different groups of migrants (including immigrants, prospective emigrants and returnees) in the VET system; highlight good practices, such as the IOM's concept of 'mobility centres' and the job-matching and pre-departure preparation programme implemented by one of the private employment agencies in Georgia; and demonstrate the need for more MISMEs to be incorporated and provided within the entrepreneurship support for returnees in the future (ETF, 2015).

²⁰ https://eu4georgia.ge/search-results/?sf_s=skills&sort_order=sfm_project_start_date+desc+date&lang=en

²¹ See, for instance, the EU's Technical assistance to skills development for matching labour market needs project, part of the EU's Skills4Jobs Programme: <https://www.etf.europa.eu/en/news-and-events/news/eu-launches-eu50-million-programme-georgia>

²² <https://eu4georgia.eu/projects>

THE WAY FORWARD

Since 2003, Georgia's migration policy framework and management have undergone significant evolution. The country now has a comprehensive set of written immigration and emigration, labour migration and reintegration policies, and corresponding institutional settings and implementation mechanisms.

However, when it comes to the specific skills development needs of migrants, there is a significant gap at both the policy and implementation levels. While migration strategy documents state that it is crucial to facilitate skills and knowledge transfer for migrants (both immigrants and returnees), policies addressing this aspect are scarce and lack explicit institutional coordination. Moreover, MISMES continue to exist largely at the post-migration stage and have not undergone significant development since the ETF's 2015 assessment (ETF, 2015).

To better target human capital development relating to migrants, the national policy dialogue on this topic should be enhanced with a view to improving policies in the field. Sharing the experience and best practice of countries with similar backgrounds to Georgia would also be a beneficial approach.

Cooperation with the EU could be reinforced, exploring more fully how the EU's Skills4Jobs²³ programme can help to ensure that relevant skills-matching services and education opportunities in VET and entrepreneurship are available throughout Georgia. The Talent Partnership initiative launched by the European Commission in June 2021 under the New Pact on Migration and Asylum specifically aims 'to address skills shortages in the European Union and to strengthen mutually-beneficial partnerships on migration with third countries'²⁴. This new initiative is specifically relevant to Georgia since it focuses on 'matching the skills of workers from countries outside the EU with the labour market needs inside the EU'.

With its specific expertise, the ETF could play a leading role in all these processes, ensuring that the link between skills development and migration is strengthened and brings positive results to all parties involved, namely sending and receiving countries and the migrants themselves.

As a way forward, the following specific recommendations have been elaborated.

- The new VET Strategy for 2021–2030 (under development) could include several specific actions and targets to strengthen the link between skills development and migration.
- A system that links regular targeted studies of pre-departure skill needs of prospective emigrants with corresponding training and retraining opportunities could be created in Georgia, with a view to improving migrants' entry into the labour markets of receiving countries.
- Increased flexibility could be developed in the VET sector by conducting regular assessments of the existing VET programmes from the point of view of i) accessibility for migrant groups, ii) relevance of the programmes offered, and iii) compatibility of the programmes to EU standards and requirements. The MES and ETF could take a lead in this process.
- There is a need to strengthen linkages between skills development and migration in the existing reintegration programmes, both state and non-state. Tentative changes could include

²³https://eeas.europa.eu/delegations/georgia_en/69572/%20EU%20and%20Government%20of%20Georgia%20launch%20new%20150%20M%20GEL%20programme%20supporting%20vocational%20education%20and%20labour%20market%20development

²⁴ https://ec.europa.eu/commission/presscorner/detail/en/IP_21_2921

strengthening components at all stages of migration, greater focus on the development of a coach/caseworker programme that will work with individual returnees and immigrants to set their professional skills development and other goals, and making the state and non-state assistance more targeted and efficient.

- More work on extending the validation of non-formal and informal learning mechanisms to cover more professions/qualifications in order to increase employment opportunities for returning migrants would be beneficial.
- Further fine-tuning of the approximation of Georgian VET standards to EU standards to decrease the skills mismatch and increase the legal employability of Georgian migrants abroad could prove beneficial for migrants and for both sending and receiving countries. Active cooperation between the Government of Georgia, and specifically the MES, from the Georgian side and the ETF and EU from the European side could bring positive results for the benefit of all parties involved.
- Integration of MISMES (pre-, during, and post-migration components) into the circular migration/legal migration programmes implemented by the Government of Georgia in cooperation with partner countries is recommended. The ETF could be instrumental in strengthening the capacities of the MoLHSA in this regard.
- It is recommended that an information strategy be developed that is specifically aimed at target migrant groups to increase their awareness of the educational opportunities offered by the Georgian VET sector.

ANNEX I: STATISTICAL ANNEX

General economic and demographic indicators

	1990	1995	2000	2005	2010	2015	2019	2020
1 GDP (current USD million)	7 753.50	2 693.73	3 057.48	6 410.82	12 243.51	14 953.95	17 477.26	M
2 GDP per person employed (constant 2017 purchasing power parity USD)	m	6 461.86	10 976.77	16 348.10	22 425.46	26 898.56	33 325.22	M
3 Total population at mid-year and by age group	5 410 399	4 976 260	4 362 187	4 210 168	4 099 099	4 024 183	3 996 765	3 989 175
0–19 (%)	32.5	30.6	29.0	27.2	25.3	25.0	25.5	25.7
20–64 (%)	58.2	57.9	58.1	58.4	60.5	60.7	59.5	59.1
65+ (%)	9.3	11.5	12.9	14.5	14.2	14.3	15.1	15.3

Key migration indicators

	1990	1995	2000	2005	2010	2015	2019	2020
4a Total emigrants	919 454	953 289	967 024	888 613	813 454	841 734	852 816	861 077
4b International migrants: emigrants (% of total population)	17.0	19.2	22.2	21.1	19.8	20.9	21.3	21.6
Emigrants by sex:								
5a Females (emigrants)	472 945	472 450	464 405	433 148	403 822	423 799	427 689	432 283
5b Females (as a % of total emigrants)	51.4	49.6	48.0	48.7	49.6	50.3	50.2	50.2
5c Males (emigrants)	446 509	480 839	502 619	455 465	409 632	417 935	425 127	428 794
5d Males (as a % of total emigrants)	48.6	50.4	52.0	51.3	50.4	49.7	49.8	49.8
6a Total immigrants	304 470	152 235	76 117	72 311	73 034	76 685	79 035	79 368
6b International migrants: immigrants (% of total population)	5.6	3.1	1.7	1.7	1.8	1.9	2.0	2.0
Immigrants by sex:								
7a Females (immigrants)	171 185	85 592	42 796	40 656	41 062	43 115	44 452	44 489
7b Females (as a % of total immigrants)	56.2	56.2	56.2	56.2	56.2	56.2	56.2	56.1
7c Males (immigrants)	133 285	66 643	33 321	31 655	31 972	33 570	34 583	34 879
7d Males (as a % of total immigrants)	43.8	43.8	43.8	43.8	43.8	43.8	43.8	43.9
Immigrants by age group								
8 0–19 (%)	17.3	9.1	13.7	13.7	13.1	25.3	22.1	21.4
20–64 (%)	71.0	63.5	58.4	57.9	61.2	53.0	57.5	58.4
65+ (%)	11.7	27.4	27.9	28.4	25.7	21.7	20.5	20.2
9a Refugees (including asylum seekers) at mid-year	m	3 200	6 400	3 520	639	2 712	2 569	2 486
9b Refugees (including asylum seekers) as a % of the international migrant stock (immigrants)	m	2.1	8.4	4.9	0.9	3.5	3.3	3.1
10a Personal remittances, received (current USD million)	m	m	205.93	446.01	1 183.94	1 458.74	2 258.21	m
10b Personal remittances, received (% of GDP)	m	m	6.7	7.0	9.7	9.8	12.9	m
11a Personal remittances, paid (current USD million)	m	m	21.02	27.11	55.13	95.86	169.88	m
11b Personal remittances, paid (% of GDP)	m	m	0.7	0.4	0.5	0.6	1.0	m

	1990–1995	1995–2000	2000–2005	2005–2010	2010–2015	2015–2020
12 Net number of migrants	-591 854	-653 597	-148 337	-19 811	-95 340	-50 000
13 Annual rate of change of the migrant stock (%)	-13.9	-13.9	-1.0	0.2	1.0	0.7
14 Annual rate of change of the refugee stock (including asylum seekers) (%)	m	13.9	-12.0	-34.1	28.9	-1.7

		2020			2020
15a	Total emigrants	861 077	15b	Total immigrants	79 368
	Main destination regions			Main countries of origin	
	Europe	690 768		Russian Federation	37 267
	Asia	127 227		Armenia	12 789
	Northern America	42 187		Ukraine	12 203
	Main destination countries			Azerbaijan	6 023
	Russian Federation	449 973		Kazakhstan	1 718
	Greece	85 065		Belarus	1 101
	Ukraine	65 475		Uzbekistan	765
	Azerbaijan	48 815		Germany	629
	United States of America	39 422		Moldova	483
	Armenia	37 921		Turkey	472
	Germany	25 387			
	Italy	15 813			
	Cyprus	15 201			
Spain	11 824				

Migration of tertiary-level students		2000	2005	2010	2015	2018	2019
16	Inbound mobility rate (%)	0.1	0.1	0.8	3.7	6.7	8.1
17	Outbound mobility ratio (%)	3.7	3.4	7.8	7.0	7.5	m
18	Total inbound mobile tertiary students	203	213	832	4 780	9 972	12 267
19	Total outbound mobile tertiary students	5 121	5 958	8 261	8 871	11 144	m
20	Net flow internationally mobile tertiary students	-4 918	-5 745	-7 429	-4 091	-1 172	m

21a Inbound tertiary students per country of origin (2019, top five available countries)		21b Outbound tertiary students per destination country (2018, top five available countries)		
m	India	5 832	Germany	1 955
	Azerbaijan	2 127	Ukraine (2019)	1 851
	Iraq	759	Armenia (2019)	1 045
	Iran	450	Turkey	758
	Nigeria	367	United States	579

Last update: end of May 2021

Sources:

Indicators: 1, 2, 10a, 10b, 11a, 11b – World Bank (World Development Indicators)

Indicators: 3, 12 – UN DESA, World Population Prospects 2019²⁵

Indicators: 4a, 4b, 5a, 5b, 5c, 5d, 6a, 6b, 7a, 7b, 7c, 7d, 8, 9a, 9b, 13, 14, 15a, 15b – UN DESA,

International Migrant Stock 2019²⁶, 2020²⁷

Indicators: 16, 17, 18, 19, 20, 21a, 21b – UNESCO

Notes: ⁽¹⁾ Not all the countries of origin and destination are available

Legend: m = missing data

²⁵ <https://population.un.org/wpp/>

²⁶ <https://www.un.org/en/development/desa/population/migration/data/estimates2/estimates19.asp>

²⁷ <https://www.un.org/development/desa/pd/content/international-migrant-stock>

This data collection is intended to give a short but comprehensive description of the dynamics of immigration and emigration inserted in the economic and sociodemographic context of the country. Most of the indicators cover the period 1990–2020, a period long enough to observe significant demographic and migratory changes. A five-year gap between one detection and another has been left in order to make the data description as concise as possible. The 2019 values for all the indicators are also collected (where available) in order to facilitate comparability with the economic and 'international mobile students' indicators for which 2019 (or in some cases 2018) is the last available year.

The major limitation of this data collection relates to the lack of available and comparable indicators for migrants' skills and qualifications. Indicators for migrants' skills exist, but most of the time they come from specific national surveys and/or studies regarding a specific target group, year and country.

The UNESCO indicators for tertiary-level students who migrate with the aim of studying abroad, also referred to as 'international mobile students', have been collected as an attempt to address this lack of information on migrants' skills. Although these indicators represent only part of the skills dimension, they are nevertheless regularly updated and they describe a specific aspect of migration.

The UN DESA database has been used as a source for the demographic, migration stocks and refugee indicators. The economic indicators come from the World Bank database. The UNESCO database is the source for the international mobile students indicators.

General economic and demographic indicators

	Description	Definition
1	GDP (current USD million)	GDP at purchasers' prices is the sum of gross value added by all resident producers in the economy plus any product taxes and minus any subsidies not included in the value of the products. It is calculated without making deductions for depreciation of fabricated assets or for depletion and degradation of natural resources. Data are in current USD. Dollar figures for GDP are converted from domestic currencies using single year official exchange rates.
2	GDP per person employed (constant 2017 purchasing power parity USD)	GDP per person employed is GDP divided by total employment in the economy. Purchasing power parity GDP is GDP converted to 2017 constant international dollars using purchasing power parity rates. An international dollar has the same purchasing power over GDP that a US dollar has in the United States.
3	Total population at mid-year and by age group	Estimates of the total population, as of 1 July, expressed as a number and as a percentage of the total for the age groups 0–19, 20–64 and 65+.

Key migration indicators

	Description	Definition
4a, 5a, 5c	Total emigrants, females (emigrants), males (emigrants)	International migrant stock (emigrants) at mid-year, both sexes, females and males.
4b	International migrants: emigrants (% of total population)	The number of international migrants (emigrants) divided by the total population. Data are expressed as percentages.
5b/d	Females/males (as a % of total emigrants)	The number of female/male emigrants divided by the total number of international migrants (emigrants).
6a, 7a, 7c	Total immigrants, females (immigrants), males (immigrants)	International migrant stock (immigrants) at mid-year, both sexes, females and males.
6b	International migrants: immigrants (% of total population)	The number of international migrants (immigrants) divided by the total population. Data are expressed as percentages.
7b/d	Females/males (as a % of total immigrants)	The number of female/male immigrants divided by the total number of international migrants (immigrants).
8	Immigrants by age group	The number of immigrants in a particular age group expressed as percentage of the total number of international migrants (immigrants). Age groups: 0–19, 20–64 and 65+.
9a	Refugees (including asylum seekers) at mid-year	Estimated refugee stock. This stock is a subset of the stock of international migrants (immigrants).

9b	Refugees (including asylum seekers) as a percentage of the international migrant stock (immigrants)	Estimated number of refugees as a percentage of the immigrant stock. These two indicators are based on the end-of-year 2017 estimates of refugee populations or persons in refugee-like situations prepared by the Office of the United Nations High Commissioner for Refugees (UNHCR) and, where appropriate, by the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA).
10a/b	Personal remittances, received (current USD million/% of GDP)	Inflow of personal remittances into the country expressed in current USD million and as a percentage of GDP. Personal remittances comprise personal transfers and compensation of employees. Personal transfers consist of all current transfers in cash or in kind, made or received by resident households to or from non-resident households. Personal transfers thus include all current transfers between resident and non-resident individuals. Compensation of employees refers to the income of border, seasonal and other short-term workers who are employed in an economy where they are not resident and of residents employed by non-resident entities. Data are the sum of two items defined in the sixth edition of the International Monetary Fund's Balance of Payments Manual: personal transfers and compensation of employees.
11a/b	Personal remittances, paid (current USD million/% of GDP)	Outflow of personal remittances in the country expressed in current USD million and as a percentage of GDP. Personal remittances comprise personal transfers and compensation of employees. Personal transfers consist of all current transfers in cash or in kind, made or received by resident households to or from non-resident households. Personal transfers thus include all current transfers between resident and non-resident individuals. Compensation of employees refers to the income of border, seasonal and other short-term workers who are employed in an economy where they are not resident and of residents employed by non-resident entities. Data are the sum of two items defined in the sixth edition of the International Monetary Fund's Balance of Payments Manual: personal transfers and compensation of employees.
12	Net number of migrants	Estimated number of immigrants minus the number of emigrants.
13	Annual rate of change of the migrant stock (%)	Estimated exponential annual rate of change of the international migrant stock (immigrants), expressed as a percentage.
14	Annual rate of change of the refugee stock (including asylum seekers)	Estimated exponential rate of change of the refugee population (including asylum seekers) per year expressed as a percentage.
15a	Main destination regions and countries	Top 10 destination countries (and top 3 destination continents) for emigrants in the last available year with their respective number of international migrants.
15b	Main countries of origin	Top 10 countries of origin for immigrants in the last available year with their respective number of international migrants.
16	Inbound mobility rate (%)	Number of tertiary students from abroad studying in a given country, expressed as a percentage of total tertiary enrolment in that country.
17	Outbound mobility ratio (%)	Number of students from a given country studying abroad, expressed as a percentage of total tertiary enrolment in that country.
18	Total inbound mobile tertiary students	Total number of tertiary students from abroad studying in the country.
19	Total outbound mobile tertiary students	Total number of tertiary students from the country studying abroad.
20	Net flow of internationally mobile tertiary students	Number of tertiary students from abroad (inbound students) studying in a given country minus the number of students at the same level from a given country studying abroad (outbound students).
21a/b	Inbound/outbound tertiary students per country of origin	Top five origin/destination countries of mobile tertiary students with their respective number of mobile students (last available year).

ANNEX II: LIST OF RELEVANT PROJECTS

This list is not exhaustive and includes selected projects specifically targeting the development of migrants' skills.

Project title	Implementing agency	Amount and/or source of funding	Duration	Main activities	Beneficiaries
<p>Strengthening the development potential of the EU Mobility Partnership in Georgia through targeted circular migration and diaspora mobilisation (Mestvirishvili, 2018)²⁸</p> <p>Strengthening the Development Potential of the EU Mobility Partnership in Georgia through Targeted Circular Migration and Diaspora Mobilization Global Forum on Migration and Development (gfmd.org)</p>	Centre for International Migration and Development (CIM/GIZ), and the Public Service Development Agency, Secretariat of SCMI and the Georgian Small and Medium Enterprises Association	EU, German Federal Government	2013–2016	<p>Migration policy advice component</p> <p>Testing a pilot circular migration scheme between Germany and Georgia, including pre-departure language, culture and financial training</p> <p>Mobilisation of Georgian diaspora through different conferences</p> <p>Support for business ideas²⁹</p>	27 nurses and hospitality workers from Georgia
<p>Temporary Labour Migration of Georgian Workers to Poland and Estonia (Mestvirishvili, 2018)</p> <p>Temporary Labor Migration of Georgian Workers to Poland and Estonia - Global Skill Partnerships (cgdev.org)</p>	International Organization for Migration in Georgia (IOM Georgia) in cooperation with the MoLHSA	IOM's International Development Fund (IDF), \$200 000	2015–2017	<p>VET for prospective beneficiaries</p> <p>Pre-departure orientation at various locations in Georgia for beneficiaries</p> <p>Establishment of a VET school in Georgia to teach welding skills that are in demand by Polish employers³⁰</p>	Up to 100 beneficiaries – migrant workers from Georgia
<p>Assisted Voluntary Return and Reintegration</p> <p>Return to Georgia International Organization for Migration (iom.int)</p>	IOM offices in sending countries	Governments of sending countries \$7 403 350.00	2011–2021	<p>Travel and reception</p> <p>Counselling</p> <p>Medical assistance</p> <p>Accommodation/housing assistance</p> <p>Training/employment</p> <p>Income-generating projects</p>	Returned migrants and their families
<p>Voluntary Return and Reintegration Project in Georgia</p> <p>IOM Presents a National Study of Reintegration Outcomes in Georgia International</p>	Caritas Georgia	N/A	Since 2006	<p>Contacting and meeting returnees from various European countries in Georgia</p> <p>Social consultancy and needs assessments</p> <p>Housing needs assessments of</p>	Originally only Georgian migrants returning from Belgium to Georgia, and later Georgian migrants

²⁸ Besides setting up a circular migration scheme, based on the lessons learned and local context analysis, the project also developed a comprehensive Circular Migration Manual (see Goos (2016)).

²⁹ https://migration.commission.ge/index.php?article_id=36&clang=1

³⁰ https://gsp.cgdev.org/wp-content/uploads/2021/07/CGD-Legal-Pathways-Database_Temporary-Labor-Migration-of-Georgian-Workers-to-Poland-and-Estonia-1.pdf

Project title	Implementing agency	Amount and/or source of funding	Duration	Main activities	Beneficiaries
Organization for Migration				returnees Medical, social, psychological and legal assistance VET support Professional reorientation training Job-counselling/placement assistance	returning from Austria, Germany, the Netherlands, Denmark and France 732 beneficiaries in 2015–2019 (IOM Georgia, 2021)
OFII Reintegration assistance project Return to your country - OFII	OFII representation in Armenia via its agency in Tbilisi	Public funding up to €850 000 in 2020	Since 2014	Reintegration programme through social assistance (material and financial assistance to help beneficiaries to meet, on their return, basic expenses such as housing, health and education of children) Reintegration programme through employment (assistance with job search; assistance with recruitment in Georgia; assistance with vocational training) Reintegration programme through business start-up (allocation of technical and financial assistance)	Georgian nationals who have returned to their country with assisted return from OFII In 2020, 295 individuals were supported (including minors), representing 378 validated projects
State Reintegration Programme Reintegration Assistance Programme for Georgian Returnees (mra.gov.ge)	Government of Georgia	Government of Georgia budget funding: in 2016, GEL 600 000; in 2017, GEL 590 000; in 2018 and 2019, GEL 650 000 (SCMI, 2021)	Since 2015	Temporary accommodation for up to six days only in Tbilisi Medical needs coverage and basic medicine Psychosocial rehabilitation Income-generation projects, facilitation of self-employment Professional training for job seekers and retraining opportunities (IOM Georgia, 2021)	Georgian citizens or stateless persons (with a permanent residence permit in Georgia) who have been abroad illegally for more than one year, or had an asylum application abroad, or have been granted asylum and applied to the Internally Displaced Persons, Ecomigrants and Livelihood Agency for inclusion into the programme within one

Project title	Implementing agency	Amount and/or source of funding	Duration	Main activities	Beneficiaries
					year of their return 987 beneficiaries in 2015–2019 (IOM Georgia, 2021, p. 11)

ONGOING MIGRATION PROJECTS IN GEORGIA THAT DO NOT EXCLUSIVELY TARGET THE SKILLS OF MIGRANTS

Project title	Implementing Agency	Amount and source of funding	Duration	Main activities	Beneficiaries
<p>Ensuring the Effective Coordination in Implementation of the Long-term Tasks Set by the EU–Georgia Visa Liberalisation Action Plan³¹</p> <p>Ensuring the Effective Coordination in Implementation of the Long-term Tasks Set by the EU–Georgia Visa Liberalization Action Plan – EU for Georgia (eu4georgia.ge)</p>	Public Service Development Agency	€642 308 EU contribution	2020–2023	<p>Further development of the Unified Migration Data Analytical System and increase in its application in producing key analytical documents (e.g. migration profiles, thematic research studies, etc.)</p> <p>Carrying out the migration risk analysis and effective decision making</p>	State institutions
<p>Sustaining Migration Management in Georgia (ENIGMMA-2)³²</p> <p>Sustaining Migration Management in Georgia (ENIGMMA-2) - ICMPD</p>	ICMPD	€4 300 000 EU contribution	2016–2023	<p>Active support to the SCMI in the implementation/ monitoring and evaluation of the impact of the Migration Strategy and Migration Strategy Action Plan</p> <p>Implementation of joint measures to mitigate, target and address identified and possible migration-related risks of future visa liberalisation in Georgia and the EU Member States</p> <p>Fostering and supporting migration understanding, expertise and education</p> <p>Further deepening cooperation between the migration institutions of the EU Member States and Georgia on migration-related issues</p>	SCMI, educational institutions, other relevant state institutions

³¹ <https://eu4georgia.ge/ensuring-the-effective-coordination-in-implementation-of-the-long-term-tasks-set-by-the-eu-georgia-visa-liberalization-action-plan/>.

³² <https://eu4georgia.ge/sustaining-migration-management-in-georgia-enigma-2/>

Project title	Implementing Agency	Amount and source of funding	Duration	Main activities	Beneficiaries
				to support Georgian's European integration process	
<p>Support to Integrated Border Management in Georgia</p> <p>Support to Integrated Border Management in Georgia – EU for Georgia (eu4georgia.ge)</p>	IOM Georgia	€6 000 000 EU contribution	2019–2022	<p>Improving the detection of illegal activities occurring at borders and ensuring a more effective response</p> <p>Strengthening the capability of the coastguard in search and rescue and blue border security operations</p> <p>Enhancing accountability and integrity of border agencies and respect for the rule of law, human rights and gender</p> <p>Enhancing the capacities of border police and patrol police to train their staff in operational, technical and rights-based considerations as these relate to their work</p>	Border agency in general, coastguard, border police, patrol police, Ministry of Internal Affairs
<p>Enhancing Migrants' Rights and Good Governance in Armenia and Georgia (EMERGE)33</p> <p>EMERGE International Organization for Migration (iom.int)</p>	IOM Georgia and IOM Armenia	\$2.1 million Ministry of Foreign Affairs of Norway	2019–2022	<p>Research capacity building for the government and NGOs</p> <p>Development of online platforms for information</p> <p>Regional cooperation and regional conferences</p> <p>Awareness raising to promote migrants' rights</p> <p>Capacity building for media</p>	Foreign migrants, Government of Georgia – Ministry of Internal Affairs, SCMI, NGOs, media
<p>Sustainable Reintegration and community revitalisation Pilot Initiative in Communities of Return – Guria, Imereti, Kakheti, Tbilisi</p> <p>IOM presented new pilot project 'Sustainable Reintegration and Community Revitalisation in Communities of Return' - in Guria and Imereti region International Organization for Migration</p>	IOM Georgia	IOM's International Development Fund, \$300 000	2020–2022	<p>Information and referral hubs operational to support the development of sustainable livelihoods, including social and psychosocial assistance</p> <p>Reintegration grants for viable joint businesses of returned migrants and local community representatives</p> <p>Community revitalisation priorities identified and revitalisation grants provided to the selected communities</p>	Returned Georgian migrants and local communities of return

³³ <https://georgia.iom.int/emerge>

Project title	Implementing Agency	Amount and source of funding	Duration	Main activities	Beneficiaries
<p>EU innovative action for private sector competitiveness in Georgia³⁴</p> <p>EU innovative action for private sector competitiveness in Georgia – EU for Georgia (eu4georgia.ge)</p>	<p>United Nations Development Programme, Food and Agriculture Organization of United Nations, IOM, United Nations Industrial Development Organization</p>	<p>€5 000 000 EU contribution</p>	<p>2019–2023</p>	<p>Strengthening capacities of policy makers and other stakeholders to identify and develop clusters</p> <p>Development and functioning of the clustering approach in the packaging and seeds/seedlings sectors</p> <p>Development and support to strategic investments in companies deemed necessary to improve the cluster</p> <p>Mainstreamed migration in small and medium-sized enterprise development</p>	<p>Relevant state institutions</p>

³⁴ <https://eu4georgia.ge/eu-innovative-action-for-private-sector-competitiveness-in-georgia/>

ANNEX III: GEORGIA'S CIRCULAR MIGRATION BILATERAL PROGRAMMES

Georgia currently has four bilateral circular migration agreements signed with partner countries:

- **France (2013):** The agreement covers residency and circular migration of skilled young specialists.
- **Bulgaria (2019):** Although the agreement entered into force on 5 November 2019, work continues to develop the implementation protocol documents necessary to implement this circular migration scheme.
- **Germany (2020):** Within the bilateral agreement framework with Germany, Georgian citizens will perform seasonal work in Germany for three months. In February 2021, the programme's pilot stage was launched with open registration of prospective workers. It is planned that in 2021 up to 5 000 Georgian citizens will benefit from the programme³⁵. The programme has a pre-migration component consisting of orientation training. However, because the employment in Germany does not require any specific skills, but only some experience in agricultural work, no preliminary skills-matching activities have been conducted. Interviews with the key informants revealed that at this stage, there is no specific understanding as to how and whether there will be opportunities or a particular programme in place for the returnees from Germany to strengthen or use the skills they have obtained in Germany on their return to Georgia.
- **Israel (2020):** An agreement between Israel and Georgia and its first implementation protocol allows 1 000 Georgian citizens to work in Israel as medical aides and support staff in medical facilities. The first pilot stage of the programme was launched in April 2021; however, due to the COVID-19 pandemic, its implementation has been postponed.

³⁵ <https://www.interpressnews.ge/en/article/112797-5000-instead-of-500-georgian-citizens-to-be-able-to-be-legally-employed-in-seasonal-work-in-germany/>

LIST OF ABBREVIATIONS

ETF	European Training Foundation
EU	European Union
GEL	Georgian lari (currency)
GeoStat	Georgian National Statistics Office
IDP	Internally displaced person
IOM	International Organization for Migration
LEPL	Legal Entity of Public Law
MES	Ministry of Education and Science
MISMES	Migrant support measures from an employment and skills perspective
MoILHSA	Ministry of Internally Displaced Persons from the Occupied Territories, Labour, Health and Social Affairs
NGO	Non-governmental organisation
OFII	French Office for Immigration and Integration
SCMI	State Commission on Migration Issues
UNESCO	United Nations Educational, Scientific and Cultural Organization
USD	United States dollars
VET	Vocational education and training

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