



ევროკავშირი
საქართველოსთვის
The European Union for Georgia

**Secretariat of the State Commission
on Migration Issues**

and

**Enhancing Georgia's Migration Management –
ENIGMMA project**

**“UN BASED GLOBAL APPROACH TO
MIGRATION AND ITS IMPLICATION FOR
GEORGIA'S MIGRATION POLICY”**

International Conference Reader

10 – 11 May 2017



PUBLIC SERVICE
DEVELOPMENT AGENCY



State Commission
on Migration Issues



ICMPD

International Centre for
Migration Policy Development



International Centre for Migration Policy Development (ICMPD)

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International Centre for Migration Policy Development

Vienna/ Tbilisi, May 2017

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The International Conference - “UN Based Global Approach to Migration and its Implication for Georgia’s Migration Policy” is organised by the Secretariat of the State Commission on Migration Issues of Georgia and the EU-funded “Enhancing Georgia’s Migration Management” (ENIGMMA) project which is implemented in Georgia by the International Centre for Migration Policy Development (ICMPD). The project is carried out in close cooperation with the Delegation of the European Union to Georgia, national stakeholders involved in the migration management as well as EU member states.

ICMPD, Tbilisi/ Vienna – May 2017

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CONFERENCE ORGANISERS



State Commission
on Migration Issues

Secretariat of the State Commission on
Migration Issues of Georgia (SCMI)



PUBLIC SERVICE
DEVELOPMENT AGENCY

Public Service Development Agency



ევროკავშირი
საქართველოსთვის
The European Union for Georgia

Delegation of the European Union to
Georgia



ICMPD

International Centre for
Migration Policy Development

International Centre for Migration Policy
Development (ICMPD)



ENIGMMA

Putting the pieces together
to respond effectively to migration challenges

ICMPD ENIGMMA Project Team



Tbilisi State University

CONFERENCE BACKGROUND

The International Conference - **“UN Based Global Approach to Migration and its Implication for Georgia’s Migration Policy”**, taking place in Tbilisi, Georgia, from 10 to 11 May 2017, is a joint initiative of the Secretariat of the State Commission on Migration Issues of Georgia (SCMI), International Centre for Migration Policy Development (ICMPD) and Ivane Javakhishvili Tbilisi State University (TSU) Center for Interdisciplinary Programmes and Research Development, organised through the EU-funded ENIGMMA (“Enhancing Georgia’s Migration Management”) project implemented in Georgia by ICMPD. The Conference is one of the ENIGMMA project’s activities related to strengthening cooperation between Government and Academia, with the aim to further develop capacities to define appropriate and evidence-based response strategies for migration management in Georgia, as well as to analyse empirical research that may lead to better migration policy outcomes. Presenters will highlight the application of “New York Declaration for Refugees and Migrants”, especially its key elements towards the Global Compact for Safe, Orderly and Regular Migration to policy planning and implementation. In this regard, the organisers of the Conference have selected several specific topics that reflect the above mentioned aims for strengthening the cooperation between Academia and Government.

“Since earliest times, humanity has been on the move. Some people move in search of new economic opportunities and horizons. Others move to escape armed conflict, poverty, food insecurity, persecution, terrorism, or human rights violations and abuses. Still others do so in response to the adverse effects of climate change, natural disasters (some of which may be linked to climate change), or other environmental factors. Many move, indeed, for a combination of these reasons”. This opening statement of the New York Declaration

for Refugees and Migrants adopted by the UN General Assembly in September 2016 calls the international community to address increasing human mobility respectively, by further acknowledging migrants' contributions, respecting human rights, promoting equality and countering racism, xenophobia and discrimination. The Declaration also reconfirms that the global phenomena of migration require global approaches and global solutions.

In the long term, the purpose and an ultimate objective of the Conference is to further develop and foster critical academic exchange on migration in Georgia, as well as to support evidence-based policy making in the field of migration management.

Taking into account all of the above, the organisers of the Conference have selected the following topics to be discussed at the event:

- Economic development and migration;
- Integration;
- Migration policy development within mixed migration flows;
- Securitisation of migration.

The Conference takes place at the Courtyard Marriott Hotel in Tbilisi. It is conducted in English with simultaneous interpretation in Georgian.

INFORMATION ON THE STATE COMMISSION ON MIGRATION ISSUES OF GEORGIA (SCMI)

The State Commission on Migration Issues of Georgia (SCMI) was set up on 13 October 2010 as a Government's consultative body to discuss and take decisions on various important issues related to migration management. The Commission comprising 12 governmental entities¹ is chaired by the Ministry of Justice.

During its lifetime, the Commission had become a sole platform for discussing and defining the state migration policy, an effective instrument for co-ordinating competences falling under different entities and a key body in fulfilling and further implementation of migration related reforms under EU-Georgia Visa Liberalisation Action Plan. To this end, the SCMI is being provided with analytical and administrative support by its Secretariat hosted by the Public Service Development Agency under the Ministry of Justice. The main aims of the Secretariat are to provide the Commission with analytical support, as well as monitor and execute the tasks defined in the Migration Strategy and its Action Plan.

To further activate the Commission's work in different directions, thematic working groups have been set up within the SCMI to work on Reintegration issues, Migration Risk Analysis, Migration Strategy, Reduction of Statelessness, Unified Migration Analytical System, Migration & Development, and Aliens Integration.

In addition, in 2013, international and non-governmental organisations working in the field were granted a consultative status within the

1 Ministry of Justice; Ministry of Internal Affairs; Ministry of Education and Science; Office of the State Minister on European and Euro-Atlantic Integration; Ministry of Economy and Sustainable Development; Ministry of Internally Displaced Persons from the Occupied Territories, Accommodation and Refugees; Ministry of Infrastructure and Regional Development; Ministry of Foreign Affairs; National Statistics Office; Ministry of Finance; State Security Service; Ministry of Labour, Health and Social Affairs.

Commission to provide additional expertise and develop a format of interactive cooperation. Thanks to this collaboration with the Secretariat, significant progress has been achieved in eradicating thematic overlaps and ensuring a targeted use of existing resources.

More information on the SCMI: <http://migration.commission.ge/> and <http://sda.gov.ge/>.

INFORMATION ON THE ENIGMMA PROJECT

Project “Enhancing Georgia’s Migration Management” (ENIGMMA) is one of the outcomes of Georgia’s continued progress in the implementation of the EU-Georgia Partnership and Cooperation Agreement, the EU-Georgia European Neighbourhood Policy (ENP) Action Plan, the mobility partnership and the visa facilitation and readmission agreements.

The project is funded by the European Union under the Eastern Partnership Integration and Cooperation Programme. It started in December 2013 and will last until July 2017.

The main objective of the project, which is jointly managed by the Delegation of the European Union to Georgia and the International Centre for Migration Policy Development (ICMPD) in close cooperation with the International Organization for Migration (IOM), is to strengthen the migration governance framework in Georgia in line with the completed Visa Liberalisation Action Plan (VLAP).

ENIGMMA is based on the priorities laid down by the Georgian government in its migration strategies (2013-2015 and 2016-2020) and the migration-related areas covered by the VLAP.

Taking into account the priorities set by the Georgian government in its Migration Strategies, the areas covered by the VLAP and the objectives, expected results and activities specified in the ENIGMMA project, ICMPD, with the strong involvement of experts from EU member states, supports Georgia in capacity building and institutional reform in the following migration management areas:

- Legal migration, including support in labour migration strategy development, circular migration, diaspora involvement, and visa policy;

- Fundamental human rights, including areas such as general awareness raising on human rights, data protection, international protection, addressing human rights issues in all procedures related to irregular migration, trafficking in human beings (THB) and border management, with special focus on vulnerable groups;
- Strengthening of the analytical capacities and knowledge base on migration in Georgia, in particular, in areas covered by the VLAP, including cooperation with the academia and development of the Migration Textbook for Georgia;
- Support in the development of an evidence based migration policy framework, including a comprehensive analysis of the impact of migration on the socio-economic development in Georgia and support for the development of the Migration Strategy for 2016 – 2020 and Action Plan..

You can find more information on the ENIGMMA project here: www.enigma.ge and here www.facebook.com/ICMPDinGeorgia.

INFORMATION ON ICMPD

The International Centre for Migration Policy Development (ICMPD) was founded in 1993, upon the initiative of Austria and Switzerland. The organisation was created to serve as a support mechanism for informal consultations, and to provide expertise and efficient services in the newly emerging landscape of multilateral cooperation on migration and asylum issues.

ICMPD is an international organisation with **15 Member States** (Austria, Bosnia and Herzegovina, Bulgaria, Croatia, Czech Republic, Hungary, The Former Yugoslav Republic of Macedonia, Poland, Portugal, Romania, Serbia, Slovakia, Slovenia, Sweden and Switzerland), more than 150 staff members, a mission in Brussels and regional offices and representatives throughout Europe including Georgia, Northern Africa, the Middle East and Latin America. ICMPD holds UN observer status.

The purpose of ICMPD is to promote innovative, comprehensive and sustainable migration policies and to function as a service exchange mechanism for governments and organisations. ICMPD strives for comprehensive, sustainable and future-oriented migration governance. ICMPD does so based on solid evidence and in partnership with all relevant stakeholders at national, regional and international levels.

ICMPD is a European organisation that deals with the global phenomenon of migration. Europe is more than a geographic location – it embraces principles and values that guide ICMPD’s work. European migration governance is built upon strong rule of law principles and the effective protection of human and fundamental rights with a long-standing humanitarian tradition. It stands for multilateralism and a partnership approach.

In September 2013, the government of Georgia and ICMPD signed an agreement on cooperation, which was ratified by the Georgian Parliament in November 2013. This agreement will further strengthen and develop cooperation between Georgia and ICMPD.

Find more information on ICMPD here: www.icmpd.org and on ICMPD activities in Georgia here: www.enigma.ge and <https://www.facebook.com/ICMPDinGeorgia>.

CONFERENCE AGENDA

Wednesday, 10 May

Courtyard Marriott Hotel
Address: 4 Freedom Square, Tbilisi, 0105 Georgia

Official Opening

16:00 – 16:30 Gocha Lortkipanidze, Deputy Minister of Justice
Ketevan Khutsishvili, Delegation of the European Union to Georgia
Radim Zak, ICMPD Regional Coordinator Eastern Europe and Central Asia

16:30 – 16:45 ***Presentation of ENIGMMA activities on research capacities***

16:45 – 17:45 ***Keynote Lecture by Nicholas van Hear, Deputy Director at the Centre on Migration, Policy and Society (COMPAS), University of Oxford***

Imagining Refugia: proposals to address the challenge of global mobility outside the current international architecture

17:45 – 18:00 **Q&A**

18:00 – 20:00 **Reception**

Thursday, 11 May

Courtyard Marriott Hotel
Address: 4 Freedom Square, Tbilisi, 0105 Georgia

Opening and Welcome

09:30 – 10:00 George Jashi, SCMI Secretariat, Executive Secretary
Zurab Korganashvili, ICMPD, Local Representative
Nana Macharashvili, Tbilisi State University Interdisciplinary Centre, Director

Panel One: Economic development and migration

Chair: Radim Zak, ICMPD Regional Coordinator Eastern Europe and Central Asia

10:00 – 11:00 ***Discussant: Natia Mestvirishvili, SCMI Secretariat Analytical Unit***

Davit Darsevilidze
"Ecomigration and its influence on local economic development – case of Adjara, Georgia"

Natia Chelidze
"Reintegration of migrants and the increase of their contribution to the development of Georgia's economy"

11:00 – 11:30	<p>Coffee Break</p> <p>Panel Two: Integration</p> <p>Chair: Rusudan Tushuri, ICMPD academia expert</p> <p>Discussant: Aslak Solumsmoen, UNHCR National Protection Officer</p>
11:30 – 13:00	<p>Sarah Gemski <i>"Integration practices in the Republic of Cyprus: the impact of policies on refugees"</i></p> <p>Veta Lazarashvili <i>"Migrants Health Policy"</i></p> <p>Mikhael Vinogradov <i>"Austria as a successful example of integration policy"</i></p>
13:00 – 14:00	<p>Lunch</p>
14:00 – 15:30	<p>Panel Three: Migration policy development within mixed migration flows</p> <p>Chair: Nicholas van Hear, Deputy Director at the Centre on Migration, Policy and Society (COMPAS), University of Oxford</p> <p>Discussant: Martin Wagner, ICMPD Asylum Unit</p> <p>Mariam Kevlishvili <i>"Legal content of the term – migrant: contemporary challenges and human rights implications"</i></p> <p>Ia Iashvili <i>"How long to stay? When to return? Gendered migration in Georgia"</i></p> <p>Agnieszka Kulesa <i>"The trap of 'ticking boxes' in migration policy development: lessons from Poland and recommendations for Georgia"</i></p> <p>Farrukh Imazarov <i>"The impact of Russian re-entry bans on Central Asian labour migrants' coping strategies"</i></p>
15:30 – 16:00	<p>Coffee Break</p>
16:00 – 17:00	<p>Panel Four: Securitisation of migration</p> <p>Chair: Nino Ghvinadze, Public Service Development Agency</p> <p>Discussant: Nana Macharashvili, Director at the Tbilisi State University Interdisciplinary Centre</p> <p>Nino Zubiashvili <i>"Migration as a security threat to Europe and the EU responses"</i></p> <p>Lili Abuladze <i>"Population projection according to different migration scenarios: Estonia and Georgia"</i></p>

<p>17:00 – 17:30</p>	<p><i>Closing Remarks</i></p> <p>Nicholas van Hear, Deputy Director at the Centre on Migration, Policy and Society (COMPAS), University of Oxford Zurab Korganashvili, ICMPD, Local Representative George Jashi, SCMI Secretariat, Executive Secretary Ketevan Khutsishvili, Delegation of the European Union to Georgia</p>
<p>17:30 – 18:30</p>	<p>Reception and Networking</p>

CONFERENCE PARTICIPANTS

KEYNOTE SPEAKER

Nicholas Van Hear

Speaker's Bio



Nicholas Van Hear is Deputy Director at the Centre on Migration, Policy and Society (COMPAS), University of Oxford. With a background in Anthropology (BA Cambridge), African Studies (PhD Birmingham) and Development Studies, he works on forced migration, conflict, development, diaspora, transnationalism and related issues, and has field experience in Africa, the Middle East, South Asia and Europe.

Before joining COMPAS in 2003, he held senior research posts at the Refugee Studies Centre in Oxford (1990-2000), and at the Copenhagen-based Danish Centre for Development Research (now the Danish Institute for International Studies, DIIS) between 2000 and 2003. His books include *New Diasporas* (UCL Press/Routledge, 1998), *The Migration-Development Nexus* (International Organisation for Migration, 2003), and *Catching Fire: Containing Forced Migration in a Volatile World* (Rowman and Littlefield, 2006).

His main theoretical and conceptual contributions have been on force and choice in migration (Van Hear 1998), migration and development (2002, 2011), diaspora formation and engagement in conflict settings, including post war recovery (1998, 2009, 2011, 2012); and migration and class (2006, 2014). These have been informed by empirical

work in Africa, South Asia, West Asia, Europe (including the UK) and North America. He is currently developing research on the interplay between geopolitical shifts, mobility, immobility and political unrest.

Keynote topic

Refugee nation - Refugia

PANEL 1: ECONOMIC DEVELOPMENT AND MIGRATION

Panelists

Davit Darsavelidze

Speaker's Bio



Davit is a researcher/ consultant/ partner at Know How Training Center. He has been working as an adviser in Economic Security Department at the Office of State Security and Crises Management Council, Deputy Head of the Environmental Policy and International Relations Department at the Ministry of Environment and Natural Resources Protection of Georgia, Head of EU Programmes Coordination and International Organizations'

Relation Department at Tbilisi City Hall since 2005. His main research area and practical experience is related to self-governance, strategic management and environmental issues. Since 2015, he has been conducting studies linked with eco-migration and diaspora issues. He has received his PhD in Economics from Tbilisi State University and his second Masters in Public Administration (MPA) from North Texas University.

Abstract

Title: Eco-migration and its influence on local economic development, Case of Adjara, Georgia

Author: Davit Darsavelidze, PhD

The research highlights the migration influence on the local economic development, the factors to consider when making households'

relocation decisions inside or outside the municipalities. It underlines advantages of the use of cost-benefit analyses to find the influence of eco-migration on the development of the localities (municipalities, villages, cities, regions) and the economic effects of preventive measures to enable sustainable development of the place. It touches upon the sensitivity of political and cultural peculiarities that affect the outcome – local residents’ relocation decision. The study was conducted on the case of Adjara, as one of the most vulnerable mountainous regions prone to eco-migration due to natural hazards (geological and hydrological). Households’ consumption pattern (benefits) vs. preventive measures (costs) were considered as key factors for calculating cost-benefit analyses. Several scenarios related to relocation were considered, analysis of which showed that retaining eco-migrants or potential eco-migrants in the same municipalities is most favoured for local economic development. The CBA model developed for this particular research may be successfully advanced, adapted and used for the study of migration effects on local economic development.

Natia Chelidze

Speaker’s Bio



Natia has participated in the implementation of 14 research projects about Labour Migration, Remittances, Labour Market, Reintegration of Returned Migrants, Potential Migration, Vocational Skills of Migrants and the issues of Internally Displaced Persons. She is the author of 25 publications, including 1 monography and also, she is the co-author of the manual on Migration. In 2011-2013 she worked as a local expert for the project – “CARIM East- Consortium for Applied research on International Migration” (implemented by European University

Institute, Robert Schuman Centre for Advanced Studies, Migration Policy Centre).

Abstract

Title: Reintegration of migrants and the increase of their contribution to the development of Georgia's economy

Author: Natia Chelidze, PhD

The mobilisation of migrants' remittances and savings has been a leverage of development for many countries over the last few years. Hence, several donors fund projects supporting migrant reintegration in Georgia; effective steps are being taken by the Government to create a steadily attractive environment for entrepreneurship and investment in the long term; efficient mechanisms are being developed to support business, especially small and medium-sized enterprises (SMEs). In the first half of 2015, the TSU Migration Research Center conducted a sociological survey within the joint research project of the International Organization for Migration (IOM) and the Swiss Agency for Development and Cooperation "Fostering Economic and Social Benefits of Migration in the South Caucasus" in six self-governing units in three different regions of Georgia: Samtskhe-Javakheti, Kakheti, Kvemo Kartli. The study in question aimed to identify the ability for economic activity of Georgians who were in labour migration as well as of returned migrants in the regions, study the skills acquired and the readiness to start their own economies, and to identify innovative approaches for efficient use of money transfers. 360 households were interviewed using the "snowball" method, among them, 150 returned migrant workers and 210 households having members in current labour migration. In addition, consultation meetings were held with 60 experts involved in the field of migration management.

Radim Zak

Speaker's Bio



Throughout his career, Radim Zak has gained extensive experience in co-operation with CIS countries in the field of migration. Mr. Zak has held various positions with the Czech Ministry of Interior and with the ICMPD, as well as a traineeship with the UNHCR in Geneva. His work for the Czech Ministry of Interior and the ICMPD included bilateral and multilateral cooperation with CIS countries and EU Member States as well EU institutions and international organisations. Apart from having worked on the implementation of EC-funded projects focusing on various issues related to migration in the CIS region, Mr. Zak was member of the Secretariat of the Budapest Process (2004 - 2005) and since 2008 has been the Coordinator for the Prague Process - Building Migration Partnerships.

Discussant

Natia Mestvirishvili

Speaker's Bio



Natia Mestvirishvili is a Researcher at ICMPD ENIGMMA Pilot Analytical Unit at the SCMI Secretariat in Georgia. She has a PhD in psychology from Tbilisi State University, M.Sc. in Social Research from the University of Edinburgh (UK) and an M.A. in Global Development and Social Justice from St. John's University (US). Before joining ICMPD/SCMI in 2016 Natia held Senior Researcher's position at CRRC Georgia and taught various courses in research design and data analysis at Tbilisi State University.

PANEL 2: INTEGRATION

Panelists

Sarah Genevieve Gemski

Speaker's Bio



Sarah holds a Master's degree in Global Studies from Roskilde University. While originally from Boston, MA, USA, Ms. Gemski currently works for the UNDP in Istanbul, Turkey, on the Sustainable Development Goals Philanthropy Platform. Ms. Gemski is passionate about development and human rights, specifically migration trends and international migration frameworks. In her spare time, Sarah volunteers for Advocates Abroad and

Cyprus Refugee Solidarity, assisting with urgent refugee legal aid requests. She speaks English, French, German and Turkish.

Abstract

Title: Integration Practices in the Republic of Cyprus: the impact of policies on refugees

Author: Sarah Genevieve Gemski

Integration is an important tool for managing relations and encouraging cohesion between groups in pluralistic societies. Integration can be a positive force for the community since it can result in economic prosperity and social action. Integration is beneficial for migrants because it helps ensure enjoyment of fundamental human rights and *ideally* gives migrants the social, economic and political opportunities equal to those granted to the local community. It encourages migrants

to actively participate and invest within the receiving society by means of social and cultural exchange- working together with the local population to ensure a better future. However, the realities of integration policies often differ in practice because all aspects of integration are interrelated and interdependent. In the case of Cyprus, migrants are given access to education, healthcare and are protected by anti-discrimination policies but face barriers to integration due to poor accommodation standards, restrictions on citizenship and family reunification, and limited access to the labour market. Through a literature review of integration approaches and from the analysis of empirical findings, this paper seeks to pinpoint the effect of Cyprus's integration policies on the beneficiaries of international protection and argues that Cypriot integration policies are largely concerned with deterring migrants from arrival rather than encouraging a multifaceted sociocultural, political and economic integration. This report also serves to acknowledge the gap between the integration policy and practice in Cyprus and gives relevant recommendations.

Veta Lazarashvili

Speaker's Bio



Veta (Iveta) Lazarashvili, MD, PhD, Dr.Sc., Psychiatrist and Medical Anthropologist, born in Tbilisi, graduated from Tbilisi State Medical University, completed postgraduate courses in suicidology in Moscow, and received an Advance Master's of Medical Anthropology from the University of Amsterdam. She is the founder of the Georgian NGO 'Ndobá', Georgian Association for Psychosocial Aid and International Centre

for Study of Migration and Health at Ilia State University. Veta has been working at the Institute of Psychiatry in Georgia, HealthNet/TPO, IOM, UNDSS, Alice Salomon University Berlin, International

Centre for Education of Georgian and German Women -IACEW - as a researcher, technical adviser, lecturer, director and consultant. She is the author of innovative models of providing psycho-social assistance to vulnerable populations, and is experienced in working with displaced populations since the conflict in Georgia's region of Abkhazia region in 1992. Veta has conducted research on suicide, traumatic stress, female migration and health, healthcare practices in mental, sexual and reproductive health, and worked on the Migration Policy Index (MIPEX) health strand. She is a participant of COST (European Organisation for Cooperation in Science and Technology) international research network Action project ISO603 HOME (Health and Social Care on Migrants in Europe) and Action COST IS1103 "ADAPT- Adapting European Health Policies to Diversity".

Abstract

Title: Assessing migrant health policy in Georgia with the use of Migrant Integration Policy Index (MIPEX) Health Strand Questionnaire

Author: Iveta Lazarashvili, MD, PhD, Dr.Sc.

Addressing the health needs of migrants facilitates integration, reduces long-term costs, contributes to socio-economic development and realisation of human rights (Trummer, U. et al., 2015; Ingleby, D. and Petrova-Benedict, R., 2016;) and responds to the commitments reiterated in the recent UN documents. Remaining still as a 'sending' country, Georgia also increasingly accepts migrants, while lacking data on migrant integration and assessment of migrant health policies. The research was undertaken in the frame of the COST Action IS1103 project ADAPT (Adapting European Health Services to Diversity). Methodology: Data was collected with the use of MIPEX Health Strand questionnaire consisting of 23 questions comprising 38 indicators measured on a 3-point Likert scale. Results: Entitlements, accessibility, responsiveness of the health services and measures to achieve change are assessed. Asylum seekers enjoy the best

entitlements and accessibility, with only differences in provision of the services to those who live independently or are in the state facilities. Undocumented migrants living in the community lack access to the social system and benefits enjoyed by nationals. The state programmes are not accessible to all legal migrants (including permanent residents). The research concludes that despite Georgia's increasing efforts to focus on ensuring equal treatment to migrants, and fulfil the requirements set by the human rights law and experts' recommendations, the elaboration of the explicit Plan for Action on Migrant Health along with the relevant monitoring mechanism are necessary.

Mikhael Vinogradov

Speaker's Bio



Having graduated from the Moscow State Institute of International Relations (University) and majoring in international law, Mikhael completed a Master's programme in international studies at the Diplomatic Academy of Vienna. Currently, he is pursuing studies in Austrian law at the University of Vienna. During his academic career, Mikhael focused on comparative migration studies and conducted comprehensive analyses of the EU

legal framework on migration, identifying best practices for further application of the framework in developing countries. During his period with the OSCE, Mikhael assisted in implementing awareness-raising projects in Moldova and in organising the Alliance against Trafficking in Persons Conference in Vienna. Given the expertise in the field of Austrian and EU migration and asylum policies, Mikhael collaborated with the leading Viennese law firms, where he had been in charge of providing legal assistance to immigrants as well as drafting legal

papers, studies and reports on current developments in the field of migration in Austria and in the EU.

Abstract

Title: Austria as a successful example of integration policy

Author: Mikhael Vinogradov

Austria has consistently been at crossroads of migration in recent decades: be it a transit country or country of destination. While a large amount of refugees remained in Austria in the early 1990 after the breakup of Yugoslavia, it was not the case during the inflow of refugees after the Hungarian Uprising in 1956, the Prague Spring in 1968 and the Martial law in Poland in 1981-1983. Having recruited workers from Turkey and the former Yugoslavia at the end of the 1960s and early 1970s, Austria became an immigration country. Contrary to the assumption that the so-called “guest workers” would return to their countries of origin, they relocated their families to Austria. A considerable increase of immigration was also noticed after the EU enlargement in 2004. In the recent past, a significant number of refugee seekers, mainly from Syria, Afghanistan and Iraq sought their second home in Austria. In 2015, Austria received the highest number of asylum applications per year since 1945 and became the second largest migrants’ recipient state in Europe (over population) after Sweden. Along with the high number of refugee seekers, Austria faces major integration challenges, since integration in Austria is not considered as pure accommodation, but rather as full-scale integration into society. This paper provides an overview of Austrian integration policy and analyses its added value and deficiencies through the prism of the “New York Declaration for Refugees and Migrants”, providing examples of successful integration mechanisms as part of migration management.

Rusudan Tushuri

Speaker's Bio



Rusudan Tushuri is a long-term academia expert of the ICMPD ENIGMMA project; she is also a lecturer at the Tbilisi State University in Georgia and works as an Access to Justice and Human Rights Programme Coordinator at the UNDP.

Her specialty is International Maritime Law as well as the Georgian legal system with special emphasis on Criminal Justice Reform, Treaty Law, Migration legislation and policy, Diplomatic and Consular Law.

Rusudan has been teaching at the American University for Humanities and the Tbilisi State University in Georgia since 2005 and has extensive experience in delivering lectures on Diplomacy, Law of the Sea and Law of Treaties.

Rusudan comes from Georgia and speaks English, Russian and French in addition to her native language, Georgian.

Discussant

Aslak Solumsmoen

Speaker's Bio



Aslak Gimse Solumsmoen is a Norwegian citizen. He holds a Master degree in Political Science and International Relations. Having joined UNHCR in 2008 in their Geneva Headquarters working on external relations, he has since worked as Head of the UNHCR offices in Aleppo, Syria and Kharkov, Ukraine, with community-based protection and direct humanitarian assistance across Syria and Northern Lebanon, and with global staff-development and capacity building. Mr. Solumsmoen is currently UNHCR's Regional Protection Officer covering the South Caucasus.

PANEL 3: MIGRATION POLICY DEVELOPMENT WITHIN MIXED MIGRATION FLOWS

Panelists

Mariam Kevlishvili

Speaker's Bio



Mariam Kevlishvili has gained her PhD degree in international law focusing on migration issues. Her doctoral thesis is entitled “The Role of European Commission against Racism and Intolerance (ECRI) in Defending Migrant Status in Europe According to the European Convention on Human Rights”. She works as an Assistant Professor of International Law at the Law Faculty at the Tbilisi State University since 2004. She

is a researcher in the Tempus project “Promoting Migration Studies in Higher Education/PROMIG”. She also worked as a researcher in the Tempus project “Migration and Higher Education Developing Skills and Capacity” and was the coordinator-curator of the project “Building training and analytical capacities on migration in Moldova and Georgia”, implemented by ICMPD. She concluded a research internship at ICMPD in 2011. She is teaching classes for Bachelor’s and MA students on “International Public Law” and “European Commission against Racism and Intolerance and Georgia”. She was a speaker at international and national conferences, such as “Migration Tendencies in Georgia”, ELSA Georgia; 61th International Study Congress AWR “Integration and Identity”, Webster University, Leiden, the Netherlands, etc. Mariam is the author of several publications among which are “Citizenship policies in Georgia and the European Union”, Vienna-Tbilisi, September/ October 2011, ICMPD; “The Role

of the European Commission against Racism and Intolerance (ECRI) in Forming International Negative Stance towards the Fact of Massive Deportation of Georgian Migrants from Russian Federation”, “Journal of International Law”, 2015 N2-2016 N1; “The Role of European Commission against Racism and Intolerance (ECRI) in Defending Migrant Status in Europe According to the European Convention on Human Rights”, Tbilisi State University Press, 2016.

Abstract

Title: Legal Content of the Term – “Migrant”, Contemporary challenges and human rights implications

Author: Mariam Kevlishvili

Latest developments in international politics, and consequent displacement of large masses of population from countries undergoing violent conflicts put the international society vis-à-vis the problem of increased migration waves, particularly targeting the economically stronger Western European States and reviving, in result, the problem of a clear definition of the term “migrant” and circumscription of its legal content against other related terms (e.g. “refugees”, “asylum seekers”, and “persons holding humanitarian status”). The UN “New York Declaration for Refugees and Migrants” (13 September 2016), as well as General Policy Recommendation N16 of the European Commission Against Racism and Intolerance (Council of Europe) underline the importance of adequate human rights protection and non-discrimination of migrants and refugees, and consider both groups as the right-holders regardless of status. Despite the aforesaid, while international refugee law provides refugee status holders with a clearly defined package of rights and mechanisms to access and exercise them as well as seek redress in case of violation of their human rights, the same is not true for migrants who lack effective implementation of their rights due to failure of international law/society to agree over functional bodies responsible for migrant rights protection. The paper addresses the possible ways to circumscribe

the legal content of the term “migrant”, defines and differentiates migrants from displaced persons having other legal statuses, as well discusses specific human rights challenges faced by migrants and provides/ recommends potential solutions.

la lashvili

Speaker’s Bio



la lashvili is an Associate Professor in the Department of Human Geography, Faculty of Social and Political Sciences at Ivane Javakhishvili Tbilisi State University (TSU). She teaches undergraduate and graduate students *Human Geography of Georgia, Geography and Migration, and Geography of Tourism*. Simultaneously, she serves as the Director of the Center for American Studies at Akaki Tsereteli State University (ATSU)

in Kutaisi, Georgia. Her teaching and research interests are Migration, Geography of Transition, Geography of Tourism, Gender Studies, American Studies, Family Studies, Georgia and the South Caucasus. la earned her PhD in 1998 in Human Geography from TSU. Her Doctoral thesis was focused on surveying of the Social-Geographic aspects of the Kutaisi population formation during the transition period. She continued her research in gender studies surveying the professional transformation of Georgian urban labour force in the conditions of the market economy. The results of her investigation *Reform and Some of its Unintended Casualties* about the changes of women working structure was published in Human Development Report Georgia in 1999. In 2004, la started her international experience as a visiting scholar at the University of Montana (UM), MT, USA, in order to master her teaching skills in American Studies and thus support the newly established Center for American Studies at ATSU. During the spring semesters of 2008, 2009 and 2010 la was

a visiting scholar at the UM as a fellow of the Open Society Institute to start her research on Georgian immigrants in the USA. In 2015, with support of the Department of State, Ia was awarded with a Fulbright scholarship and was able to continue her research in the Department of Geography at Rutgers University, NJ, USA. She studied the main trends and the structure of Georgian immigration on both East and West coasts of the US. Currently, she is involved in the EU-funded ENIGMMA project implemented by ICMPD and is the co-author of the textbook on migration issues for Georgian students. In 2016-2017, with her working team (Geography and Sociology professors as well as Geography Ph.D. and MA students) from TSU, Ia completed the TSU funded project *Female Labour Migration: Socio-Economic Impacts on Migrants' Families in Georgia*. Ia was awarded twice with the ERASMUS scholarship for short-term teaching-research projects in *Tourism Geography* at the University of Santiago de Compostela in Spain in 2014 and Jagiellonian University in Krakow, Poland in 2016. She was among those pioneering the establishment the first Summer School of American Studies in Georgia. Since 2011 the school has been functioning at ATSU, Kutaisi. Ia regularly presents at international conferences, and has published up to 20 scientific papers in national and international peer-reviewed academic journals.

Abstract

Title: How long to stay? When to return? Gendered migration in Georgia

Author: Ia Iashvili, PhD

The gendered approach to the main problem of contemporary Georgian labour migration targets the issue of separation of 'nuclear' family members - the process that is associated with lingering and absolutely unclear perspective to return. In the research, the authors refer to *The Dual Labour Market* macroeconomic theory framework and to *The New Economics of Labour Migration* (microeconomic level) that explains migration decision making by family members in

order to maximise joint incomes and minimise capital failure risks in sending countries. The dualism between labour and capital extends to the labour force in the form of segmented labour market structure. It is difficult to attract native workers in the secondary sector in developed societies. To fill the shortage in demand, employers turn to immigrants. Given that the low wages in destination countries are still much higher by the standards of the home country, Georgian immigrants in the US and in the EU satisfy this need at least at the beginning of their migratory careers. Thus, the main goal is to earn money and send remittances. On the other hand, the chronic unemployment or low wages/ pensions in Georgia as well as increasing demands of school age/ student children makes emigrant women's return a very vague prospect. This unclear length of stay in the host country affects migrants as well as their family members left behind. The authors argue that Georgia's migration policies should become more effective in terms of establishing a legal framework for managing various aspects related to employment of Georgian nationals abroad such as bilateral agreements that could stimulate circular migration. Effective circular migration could reduce many of the negative social effects that result from separation of families during long-term migration.

Agnieszka Kulesa

Speaker's Bio



Agnieszka Kulesa is a policy analyst and a PhD candidate at the Warsaw School of Economics. She works as a migration researcher with the Center for French Culture and Francophone Studies of the University of Warsaw. In 2007–2010, she worked for the Polish Institute of International Affairs; in 2010–2014 at the Ministry of the Interior of Poland, Migration Policy Department, as policy

officer responsible for the external dimension of EU's migration and asylum policy, and specifically - for the Prague Process. In 2014–2016, she lived in London and worked for an NGO in an integration project directed to the Polish community, and voluntarily supported refugees, asylum seekers and victims of trafficking in human beings.

Abstract

Title: The trap of “ticking boxes” in migration policy development: lessons from Poland and recommendations for Georgia

Author: Agnieszka Kulesa

There are some common characteristics of modes of migration policy development in Georgia and Poland since 1990s. In Poland, in the period of 1990–2003, the demand for foreign workers, refugee influx or public debates on immigration did not affect the process of shaping migration policy. The absence of the tradition of policy development and the lack of civil or political pressure on debating on different policies and strategies publicly opened an arena for external influences (EU, other international organisations). As a result, a new and untested migration policy model was formed, while two major processes drove its development: political transformation after the collapse of the Soviet Union, and the European integration. Similar scenario might be true in case of Georgia: following the Rose Revolution in 2003, the country has been pursuing a strongly pro-Western foreign policy, aiming at NATO and European integration. In 2004 Georgia joined the European Neighbourhood Policy, and in 2009 it became a member of the Eastern Partnership. The EU influence on the migration policy development of Georgia is profound: for instance, in order to meet the requirements of 2013 VLAP, the state introduced new laws regarding document security, border and migration management, public order and security and human rights. Since 2010, Georgia has also been working on its own migration strategy. Yet, in order to avoid mistakes made by Poland, the Georgian political elites should strongly promote public debate on migration and concentrate more on the policy

process, not just on law-making. There was no deep internalisation of the migration policy in Poland, but a shallow introduction of EU-influenced set of legislation. Consequently, the response to the refugee crisis in Poland was not driven by a coherent migration policy, but was rather devised by the politicians on an *ad-hoc* basis. In result, such practices will not respond effectively to the need of effective application of the “New York Declaration for Refugees and Migrants”.

Farrukh Inazarov

Speaker’s Bio



Farrukh Inazarov is a PhD Candidate at the University of Groningen, The Netherlands. He has conducted research projects on migration for the World Bank, ADB, GIZ, OSF, USAID and IOM. In 2014-2015, he was a visiting researcher at the Johns Hopkins University and George Washington University, Washington, DC, USA. Previously, Farrukh worked at the University of Applied Sciences Goettingen, National College of Ireland,

Schwarzkopf and Henkel and Ministry of Foreign Economic Relations of Uzbekistan. He has two MSc degrees - one in Business Administration and Economics from Stockholm University (2006) and another one in International and European Relations from Linköping University (2005).

Abstract

Title: The impact of Russian re-entry bans on Central Asian labour migrants’ coping strategies

Author: Farrukh Inazarov

Labour migrants from Kyrgyzstan, Tajikistan and Uzbekistan have played a pivotal role in ensuring the sustainable livelihood of

households and communities in regions where other sources of income are hard to trace. Social networks established by migrants helped them overcome a range of difficulties in the Russian labour market, such as the steep economic downturn of the Russian economy following 2008 crisis, strong competition in sectors of employment, and vulnerability to sanctions due to their irregular work status. However, the additional stress factors that emerged since 2014, such as the prolonged contraction of the Russian economy, devaluation of Russian Ruble and Central Asian currencies, as well as large-scale imposition of sanctions, in particular re-entry bans, have hugely affected migrants, making their position unstable. This in turn made them exposed to new or deepened vulnerabilities, ranging from the loss of financial resources to the sense of desperation and lowered self-esteem.

The failure of the established long-term strategies has pushed some of these vulnerable migrants towards searching for new ways of coping with new challenges. Over the past two years, a number of reports (official statements, policy research and media) have begun to associate the growing socio-economic vulnerability of migrants with the risk of exposure to radical religious propaganda and, in some cases, involvement in extremist activities. However, the reports could not be firmly verified as little was known about the extent and mechanisms of radicalisation in this group.

The aim of this paper is to analyse the impact of re-entry bans on labour migrants from Kyrgyzstan, Tajikistan and Uzbekistan. The paper is based on 225 interviews conducted in Kazakhstan, Kyrgyzstan and Tajikistan within the framework of International Organization for Migration's project "Addressing Mixed Migration Flows through Capacity Building in Central Asia".

Chair

Nicholas Van Hear

Speaker's Bio



Nicholas Van Hear is Deputy Director at the Centre on Migration, Policy and Society (COMPAS), University of Oxford. With a background in Anthropology (BA Cambridge), African Studies (PhD Birmingham) and Development Studies, he works on forced migration, conflict, development, diaspora, transnationalism and related issues, and has field experience in Africa, the Middle East, South Asia and Europe.

Before joining COMPAS in 2003, he held senior research posts at the Refugee Studies Centre in Oxford (1990-2000), and at the Copenhagen-based Danish Centre for Development Research (now the Danish Institute for International Studies, DIIS) between 2000 and 2003. His books include *New Diasporas* (UCL Press/Routledge, 1998), *The Migration-Development Nexus* (International Organisation for Migration, 2003), and *Catching Fire: Containing Forced Migration in a Volatile World* (Rowman and Littlefield, 2006).

His main theoretical and conceptual contributions have been on force and choice in migration (Van Hear 1998), migration and development (2002, 2011), diaspora formation and engagement in conflict settings, including post war recovery (1998, 2009, 2011, 2012); and migration and class (2006, 2014). These have been informed by empirical work in Africa, South Asia, West Asia, Europe (including the UK) and North America. He is currently developing research on the interplay between geopolitical shifts, mobility, immobility and political unrest.

Discussant

Martin Wagner

Speaker's Bio



Martin Wagner is Programme Manager for ICMPD's Asylum Competence Centre. He has a legal background, with a specialisation on international refugee, human rights and antidiscrimination law. Before joining ICMPD, he worked for NGOs providing legal advice to asylum seekers, immigrants, non-nationals and victims of discrimination. He then worked for the office of the Human Rights Advisory Board in the Austrian Ministry of Interior, which monitors all activities of law enforcement agencies in Austria (among others the border police, pre-deportation, detention conditions of foreign nationals and the return process). He is an experienced trainer in the field of asylum, human rights and antidiscrimination for authorities and civil society actors working in the field of migration and asylum. His research interests focus on the Common European Asylum System; issues related to the European Agenda on Migration (specifically responsibility sharing and distribution quotas) and comparative research on state practices in the field of asylum in general.

PANEL 4: SECURITISATION OF MIGRATION

Panelists

Nino Zubiashvili

Speaker's Bio



Nino Zubiashvili is a graduate student of the University of Groningen with a specialisation in International Relations: International Security. In 2014, Nino was granted the EC scholarship to study in The Netherlands. During her graduate studies in The Netherlands, Nino got acquainted with the migration policy of the EU and recent migration challenges. She also completed a 2nd Master's degree in International Economics at

Tbilisi State University in Georgia. The topic of her master's thesis at TSU was the modern trends of international labour migration. In 2012, Nino finished her BSc in International Relations at the American University for Humanities, Tbilisi Campus. During her academic and professional career, in particular at the Ilia State University, Nino worked on the issues related to migration, forced migration, labour migration, ethnic conflicts, etc. Nino conducted research at the Institute of Demography and Sociology on the determinants of youth migration from Georgia and presented her research results at the UN Headquarters in Geneva, Switzerland in spring 2016 that was later published on the UNECE webpage.

Abstract

Title: Migration as a Security Threat to Europe and the EU responses

Author: Nino Zubiashvili

Against the background of the crisis and the slow recovery of the economy, there is a strong skepticism and heated debates in society about the extent of the influx of migrants to Europe. As a result, the European Union moves to the new stage of immigration and asylum policy. The transition is taking place at a time when on the southern borders of Europe a truly critical situation is developing that requires the most active efforts and close attention. The „Arab Spring“, the military operation in Libya, and the Syrian conflict have turned millions of people into displaced persons, and the number of those wishing to embark on a voyage to the northern shores of the Mediterranean is growing, despite the risk of fatal outcomes associated with this dangerous route.

Since early summer 2014, the European Union started facing urgent needs to develop and adopt new principles and action programme in the framework of the area of freedom, security and justice, including immigration policy; to set long-term goals and priorities, simultaneously trying to resolve the situation with no positive solution seen. The European Council discussed the new principles, knowing well that in recent years the implementation of the immigration policy took place with difficulty, with no observable enthusiasm for shaping new approaches among politicians, neither in the population of Europe.

The regulation of migration processes in the 21st century is gradually becoming a more important direction in the activity of the European Union, a priority item on the economic and political agenda of modern Europe. The EU announced its goal for the formation of a „comprehensive migration policy“ based on common basic principles for the admission of third country nationals into the territory of the Member States, while ensuring the protection of the common borders of the European Union.

Lili Abuladze

Speaker's Bio



Lili Abuladze is a PhD researcher of demography at Tallinn University, Estonia. Her PhD thesis focuses on exploring the household composition change in Estonia and other European countries, and how these transformations affect older adults' social relations. In addition, her research interests include foreign-origin population, fertility dynamics as well as health development of populations. Previously she has studied in the

Population Studies Research Master programme at the Groningen University, the Netherlands as well as at the European Doctoral School of Demography.

Abstract

Title: Population projection according to different migration scenarios: Estonia and Georgia

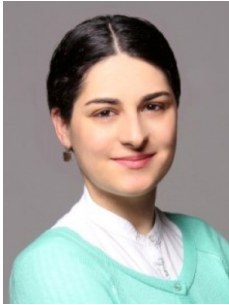
Author: Lili Abuladze

This paper presents population projection methodology and results for Estonia prepared for the Estonian Human Development Report 2017. This example is then applied for Georgia. The purpose was to project Estonian population size, the number of working-age population, and ethnic composition in the short-term (up to 2040), mid-term (2040-2070) and long-term (2070-2100). Calculations were done for Estonians and non-Estonians separately, using the cohort-component method. Five scenarios for Estonia are presented: the scenario of no change (decreasing out-migration and constant fertility), two scenarios assuming balance of migration, one moderate positive net migration scenario and one large positive net migration scenario. For Georgia a short-term projection is calculated using the

same method to estimate the total population size and the number of working-age population. Three scenarios are presented: scenario of out-migration, balance of migration flows and positive net migration. The role of different demographic processes – fertility and migration – for determining future population size and structure are discussed for both countries.

Nino Ghvinadze

Speaker's Bio



Nino Ghvinadze is a Data Analyst at the Secretariat of the State Commission on Migration Issues (SCMI), Public Service Development Agency (PSDA). Nino has been associated with the Secretariat for the past three years. During this time she provided with leading analytical support to the Migration Strategy developing Working Group and drafted the concept as well as several chapters of 2016-2020 Migration Strategy of Georgia, and its 2016-2017 Action Plan. She developed the strategy monitoring and evaluation guidelines. Nino is the co-author of the 2015 Migration Profile of Georgia, Georgia's Migration Risk Analysis Concept and Action Plan. She is the co-author of the chapter on migration and security nexus worldwide and in Georgia in the interdisciplinary migration textbook developed by ICMPD and SCMI Secretariat. Currently, Nino is part of the team developing Unified Migration Analytical System at PSDA.

At different times Nino was part of various research projects of the International Centre for Migration Policy Development (ICMPD), Economic Policy Research Center (EPRC), Atlantic Council Eurasia Centre, Association for International Relations (AIR), and International Centre for Defence and Security (ICDS). She has also worked for a number of international development organisations, such as East-West Management Institute, National Democratic Institute, International Research and Exchanges Board.

Nino holds Master's degree in international security and commerce from the Patterson School of Diplomacy and International Commerce, University of Kentucky, and bachelor's degree in International Affairs from the Tbilisi State University.

Discussant

Nana Macharashvili

Speaker's Bio



Nana is the Director of the Ivane Javakhishvili Tbilisi State University's Center for Interdisciplinary Studies and Research Development and holds a Ph.D. in Political Sciences. Her research interests lie in deliberate democracy, citizen engagement and participative democracy in local governance. Nana has authored academic papers on topics such as: public participation; comparative public policy; reasons of public program failure; public participation in public policymaking; public administration reforming process in Georgia; the process of reconciliation after violent conflict; transitional justice - hard choice between prosecution and restoration on the past human rights abuse.

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The European Union for Georgia

“UN BASED GLOBAL APPROACH TO MIGRATION AND ITS IMPLICATION FOR GEORGIA'S MIGRATION POLICY”: International Conference Reader

The International Conference “**UN Based Global Approach to Migration and its Implication for Georgia's migration policy**” is a joint initiative of the Secretariat of the State Commission on Migration Issues of Georgia, Ivane Javakhishvili Tbilisi State University Center for Interdisciplinary Programmes and Research Development and the EU-funded ENIGMMA (“Enhancing Georgia's Migration Management”) project implemented in Georgia by ICMPD. The Conference is part of the Migration Strategy of Georgia for 2016-2020, implemented on the basis of Memorandum of Understanding concluded in 2014 between SCMI and TSU and implemented through the ENIGMMA project's activities related to the strengthening cooperation between Government and Academia.

This reader provides short information on the Conference organisers and participants of the panels, as well as abstracts of all presented and discussed papers.



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