

PILOT CIRCULAR MIGRATION SCHEME - DEVELOPED AND ELABORATED IN THE
FRAME OF THE EU-PROJECT: "STRENGTHENING THE DEVELOPMENT POTENTIAL OF
THE EU MOBILITY PARTNERSHIP IN GEORGIA THROUGH TARGETED CIRCULAR
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Manual on Circular Migration Scheme

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List of abbreviations and acronyms

AA – German Ministry of Foreign Affairs

ASB – Arbeiter Samariter Bund

AVR – Assisted Voluntary Return (AVR)

BA – German Federal Employment Agency

BAMF – German Federal Office for
Migration and Refugees

BCG - Business Consulting Group

BLA – Bilateral Labour Agreement

BMAS – German Federal Ministry for Labour
and Social Affairs

BMWi – German Federal Ministry for
Economy and Energy

BMZ – German Federal Ministry for
Economic Cooperation and Development

CARIM - Consortium for Applied Research
on International Migration

CEFR - Common European Framework of
Reference for Languages

CIM – Centre for international Migration
and Development

CMS – Circular Migration Scheme

CV – Curriculum Vitae

DEHOGA – German hospitality sector
umbrella organisation

DWVG – German Economic Association
Georgia

EC – European Commission

ECTS – European credit transfer and
accumulation system

EQE – LEPL National Center for Educational
Quality Enhancement (EQE)

EMN – European Migration Network

ESS – Employment Support Services (SSA,
MoLHSA Georgia)

ETF _ European Training Foundation

EU – European Union

EUMS – European Union Member State

EZ – Euro Zone

FAQ – Frequently Asked Questions

FB – Facebook

FDI – Foreign Direct Investment

FLT – Financial Literacy Training

GAMM - Global Approach to Migration and
Mobility

GBTC – Georgian Banking Training Centre

GI – Goethe Institute

GIZ – Deutsche Gesellschaft fuer
Internationale Zusammenarbeit GmbH
(German International Development
Cooperation)

GSMEA – Georgian Small & Medium
Enterprises Association

HLDM – High Level Dialogue on Migration

HR –Human Resources

IAB – Research Institute of the German
Federal Employment Agency

ILO – International Labour Organization

IO – International Organisation

IOM – International Organization for
Migration

IRIS - International Recruitment Integrity
System

IT – Information Technologies

KMK – Standing Conference of the Ministers of education / culture of the Federal States of Republic of Germany

KMS – Key Management Solutions

LEPL – Legal Entity of Public Law

MC – Migration Centres (Georgia)

MICE - meetings, incentives, conferences, exhibitions (hospitality sector)

MoESD – Ministry of Economy and Sustainable Development

MP – Mobility Partnership

MPI – Migration Policy Institute

MRA – Georgian Ministry of Internally Displaced Persons from the Occupied Territories, Accommodation and Refugees

NGO – Non-Governmental Organisation

OSCE – Organisation for Security and Co-operation in Europe

PA _ Partnership Agreement

PCMS – Pilot Circular Migration Scheme

PME – Programme Migration for Development (GIZ)

PRA – Private Recruitment Agency

PSDA – Public Service Development Agency (of the Ministry of Justice)

SBFIC – German Savings Banks Foundation International Cooperation

SCMI – State Commission on Migration Issues

SDC – Swiss Development Cooperation

SSA – Social Services Agency of the Georgian Ministry of Labour Health and Social Affairs

SWOT - Strengths, Weaknesses, Opportunities, Threats Analysis

SWP - German Institute for International and Security Affairs

TFM – Thematically Flexible Measures with integrated experts- Migration (CIM)

TOKTEN - Transfer of Knowledge Through Expatriate Nationals (UNDP)

TPDC – Teachers Professional Development Center (MoES Georgia)

TPMA – Thematic Programme for Migration and Asylum (EU)

TRQN – Temporary Return of Qualified Nationals (IOM)

UN – United Nations

UNDP – United Nations Development Programme

US – United States

USAID – US Agency for International Development

VET – Vocational Education and Training

VLAP – Visa Liberalisation Action Plan

WHO – World Health Organization

ZAV - Central Placement Office of the German Federal Employment Agency

Definitions of terms¹

Migration

The movement of a person or a group of persons, either across an international border, or within a State. It is a population movement, encompassing any kind of movement of people, whatever its length, composition and causes; it includes migration of refugees, displaced persons, economic migrants, and persons moving for other purposes, including family reunification.

Labour migration

Movement of persons from one State to another, or within their own country of residence, for the purpose of employment. Labour migration is addressed by most States in their migration laws. In addition, some States take an active role in regulating outward labour migration and seeking opportunities for their nationals abroad.

Development

The United Nations Development Programme (UNDP) defines development as the process of “creating an environment in which people can develop their full potential and lead productive, creative lives in accordance with their needs and interests...[and] expanding the choices people have to lead lives that they value”. This definition marks a shift away from the strict emphasis on economic development measured by growth or income indicators and encompasses the human dimension of the process.

Brain Drain

Emigration of trained and talented individuals from the country of origin to another country resulting in a depletion of skills resources in the former.

Brain Waste

If there are no adequate employment opportunities, emigrating can even be more beneficial than remaining in the country of origin. Brain waste is a term describing the phenomenon of people working in jobs below their qualifications, which could happen either at home or abroad.”²

Brain Grain

Immigration of trained and talented individuals into the destination country. Also called “reverse brain drain”.

Circular migration³

The mobility of people between countries, including multiple temporary or long-term movement which may be beneficial to, and harnessing development of all involved (migrants, countries of

¹ All except circular migration and EU Mobility Partnership definition: based on IOM Glossary on Migration, International Migration Law Nr. 25, 2nd edition, 2011.

² SDC, GIZ, CIM: Training Programme “Shaping Migration for Sustainable Development“. Participants' Reader. 2014.

³ Definition as agreed upon among project implementing partners.

origin and destination, including the respective societies and individuals), if occurring voluntarily and linked to the migrants' rights and competencies and their development as well as to economic opportunities of countries of origin and destination..

Remittances

“An important contribution by migrants to the development of their countries of origin is remittances. These can be either social transfers (like ideas, innovations, attitudes, values) or financial transfers (like direct contributions to household income or investments). Usually, remittances are direct transfers to the migrants' families and friends back home, yet they can also be funds that are invested, deposited or donated to public projects in the country of origin. The International Monetary Fund (IMF) classifies remittances as all current transfers between resident and non-resident individuals, regardless of the source of income of the sender and his or her relationship with the household the money is transferred to. Very importantly, remittances are private money, and countries of origin can only offer incentives to migrants if they want to raise investments for infrastructure projects or foster private sector activities.”⁴

Disapora

The involvement of the diaspora plays a key role for the development of their country of origin. There is no single definition of the term diaspora, and it can only be defined within a specific country context. Originally, the term has a religious connotation, referring to populations scattered all over the world due to persecution and violence, like for example the Jewish or Afro-American diaspora. It implies the notion of preserving emotional and personal ties with one's country of origin while living “in the diaspora”. Some countries refuse to refer to their migrants abroad as diaspora, but the term has gained wide acceptance in the migration and development debate.”⁵

Triple win

A triple win outcome of migration describes a migration process that benefits migrants, country of origin and country of destination, including the respective societies. Usually, it is associated with governmental cooperation in migration management so as to create such triple win outcome.”⁶

EU Mobility Partnership

“Mobility Partnerships (MP) with the EU partnerships are the most complete framework for bilateral cooperation between the EU and its partners, based on mutual offers of commitments and project initiatives covering mobility, migration and asylum issues, within the [Global Approach to Migration and Mobility \(GAMM\)](#).”⁷ “MP are negotiated and concluded between the EU and third countries ready to work actively to better manage migration flows, and in particular to fight illegal

⁴ SDC, GIZ, CIM (2014).

⁵ Ibid.

⁶ UN Secretary General Kofi Annan in 2006 in his speech addressing the UN General Assembly <http://www.un.org/press/en/2006/sgsm10634.doc.htm>

⁷ <http://bit.ly/1QhdJ2f> accessed 04.2016.

migration, in partnership with the EU, in exchange for enhanced possibilities of mobility between their countries and the EU for their citizens, in terms of legal migration opportunities and of short term movements (short stay visa issues).’⁸

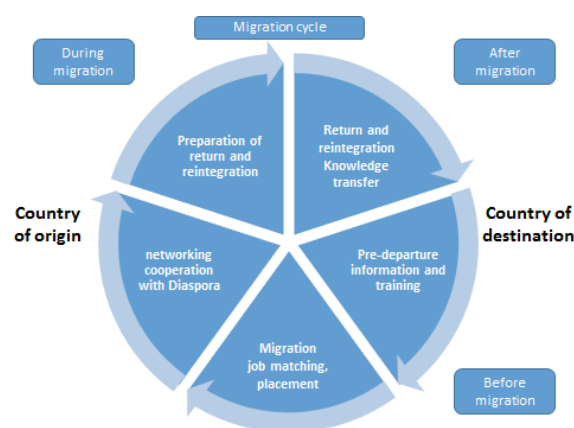
⁸ http://europa.eu/rapid/press-release_MEMO-07-197_en.htm

Abstract: Pilot Circular Migration Scheme – Manual

Pilot circular migration scheme (PCMS)

The development and testing of a pilot scheme on skilled circular migration that matches Georgia's and Germany's needs was a core component of the EU project “Strengthening the development potential of the EU Mobility Partnership in Georgia through targeted circular migration and diaspora mobilisation”. The overall objective of the project was to strengthen Georgia's capacities to harness the development potential of its Mobility Partnership (MP) to benefit migrants, the sending and receiving country, thereby identifying guidelines and good practices for replication for other EU MPs. Purpose of the pilot circular migration scheme (PCMS) was to generate evidence for the future development-oriented management of labour migration.

While cooperating with various stakeholders, CIM and PSDA formally agreed to develop and implement the PCMS. The elaborated PCMS aimed at a triple win outcome, benefitting migrants, country of origin and country of destination, including the respective societies. 28 Georgian nurses and hospitality professionals have enrolled and 27 have been placed in Germany in order to enhance their qualification profile and employability for the Georgian labour market by means of job placement, employment and training in Germany. A range of support measures have been offered to cater for the migrants' needs and to enhance return and reintegration prospects throughout the entire migration cycle – before, during and after the migration process.



Implementing partners intended to enhancing knowledge and experiences regarding the possibility of regulated labour migration between Georgia and an EU Mobility Partnership signatory state; testing possibilities of qualification-adequate placement and training abroad; exploring and testing means to providing support throughout a migration cycle; exploring additional means to preventing brain-drain in Georgia, particularly through return incentives and means to facilitate reintegration of returned migrants; as well as possibilities for continued circular migration schemes (CMS).

The Manual

The Manual summarises the experiences with developing and implementing the PCMS and its support structure applied to the entire migration cycle. Purpose of the Manual is to share the lessons learnt from the development and implementation of the scheme in general, and of developed and tested support measures in particular.

After an introductory background on CMS and connected potential for development and triple-win outcome (1), the Manual contains a brief description of factors and criteria expected to increase / determine development impact of CMS (2). The next section of the Manual covers the PCMS development procedure (3) and the identification of specific parameters along the lines of

these criteria and in relation to the particular Georgian-German context (4). With the defined parameters described, the manual subsequently briefly depicts each support measure provided throughout the PCMS migration cycle, related experiences and, if applicable, specific recommendations for replication (5). The concluding section of the Manual contains overarching conclusions as guidelines for future CMS development, some of which deriving from successes, others from challenges encountered throughout PCMS development and implementation (6). Accordingly, a CMS aiming at the maximisation of a triple win effect is suggested to comply with following guidelines:

- **Recognize legal, voluntary mobility as a foremost positive phenomenon, supportive to cross border ties, realization of individual migration projects, human development, skills enhancement, know-how transfer, development potential;**
- **Ensure a human rights-based approach and strive for an accorded coherent approach respecting rights and qualifications of the migrants;**
- **Ensure transparent objectives and agreement on coincidence of interest of policy makers as necessary for a coherent approach;**
- **Agree on and countercheck realistic and well-informed expectations of involved actors on the basis of that reliable information;**
- **Ensure context-specific design of CMS on the basis of reliable information (data, experiences);**
- **Ensure monitoring and flexibility for adjustment in the course of CMS implementation;**
- **Agree on and set up a steering, cooperation and operative implementing and monitoring mechanism with well-defined decision making processes at equal levels and with well-defined responsibilities;**

Ensure capacities, funding to implement identified support measures. The experiences as summarised in the manual are handed over for further deployment to the SCMI, and the MoLHSA Labour and Employment Policy Department in particular, as the governmental entity assuming responsibilities for the management of labour migration related matters. In addition, the manual is complemented by a follow-up cooperation strategy, including a set of hand-over trainings.

1. Introduction and Background

1.1 Introduction

1.1.1. Pilot Circular Migration Scheme context (EU-project)

The present manual summarises the experiences with developing and implementing the pilot circular migration scheme (PCMS) and its support structure applied to the entire migration cycle as part of the EU-project “Strengthening the development potential of the EU Mobility Partnership in Georgia through targeted circular migration and diaspora mobilisation”.

The EU-project, funded in the frame of the EU Thematic Programme on Migration and Asylum (TPMA), started as of May 2013 for the duration of 36 months. Its overall objective was to strengthening Georgia’s capacities to harness the development potential of its Mobility Partnership (MP) to benefit migrants, the sending and receiving country, thereby identifying guidelines and good practices for replication for other EU MPs. Aiming at its achievement, four specific objectives were pursued: I) By means of Migration Policy Advice, building the capacity of Georgian policy makers, particularly representing member institutions of the State Commission on Migration Issues (SCMI), to apply a development-oriented and migrant-centred approach, fostering well-managed knowledge, economic and social transfers of migrants and preventing brain drain; II) **Testing a pilot scheme on skilled circular migration that matches Georgia’s and Germany’s needs**; III) Mobilising Diaspora for return, employment and start-ups; and IV) Identifying best-practices and guidelines for replication of the action.⁹

The elaborated PCMS aimed at a triple win outcome, benefitting migrants, country of origin and country of destination, including the respective societies. 28 Georgian nurses and hospitality professionals have enrolled and 27 have been placed in Germany in order to enhance their qualification profile and employability for the Georgian labour market by means of job placement, employment and training in Germany. A range of support measures have been offered to cater for the migrants’ needs and to enhance return and reintegration prospects throughout the entire migration cycle – before, during and after the migration process.

1.1.2 EU Mobility Partnership with Georgia

Basis for the EU-project in the frame of which the Pilot Circular Migration Scheme has been developed and implemented is the 2009 “Joint Declaration on a Mobility Partnership between the European Union and Georgia”.¹⁰ EU Mobility Partnerships represent a framework for bilateral cooperation between the EU and its partners, based on mutual offers of commitments and project initiatives covering mobility, migration and asylum issues, within the Global Approach to Migration and Mobility (GAMM).

The 2009 EU-Georgia Mobility Partnership foresees the joint fight against illegal migration and promotion of legal migration by means of cooperation on migration-related issues, including labour migration, readmission, reintegration, diaspora cooperation, document security, and mutual recognition of professional qualifications. Of particular relevance to the development of the PCMS

⁹ For further information: <http://www.migration-georgia.alumniportal.com/>, accessed 04.2015.

¹⁰ Council of the European Union: Joint Declaration on a Mobility Partnership between the European Union and Georgia. (2009).

was the declarations' proclaimed objective to promoting *"a better framework for legal mobility including through circular and temporary migration schemes"* in particular for development purposes.¹¹

1.1.3. Pilot Circular Migration Scheme implementing partners

The project has been carried out by the Centre for International Migration and Development (CIM) in conjunction with the Public Service Development Agency (PSDA) / the Secretariat of the SCMI of the Ministry of Justice of Georgia and the Georgian Small and Medium Enterprises Association (GSMEA). While cooperating with various stakeholders, CIM and PSDA formally agreed on the development and implementation of the PCMS.

- Centre for International Migration and Development (CIM) of the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH (Lead of overarching EU-project)
CIM is a joint operation of the "Deutsche Gesellschaft für Internationale Zusammenarbeit" (GIZ) and the Central Placement Office (ZAV) of the German Federal Employment Agency (BA) (Internet: www.cimonline.de)
- Legal Entity of Public Law, the Public Service Development Agency under the Ministry of Justice – PSDA, hosting the Secretariat of the State Commission on Migration Issues
The State Commission on Migration Issues was set up on 13 October 2010 on the basis of the Government's Decree No. 314. The Commission is the Government's consultative body to discuss and take decisions on various important issues related to migration management. The Commission comprising of 13 government entities is chaired by the Ministry of Justice and co-chaired by the Ministry of Internal Affairs.
The Commission's analytical and administrative support is provided through the Secretariat, which is supported by European Union and hosted by the Public Service Development Agency, a LEPL under the Ministry of Justice (Internet: www.migration.commission.ge).

1.1.4. Purpose and limits of the Manual

Purpose of the manual is to share the lessons learnt from the development and implementation of the scheme in general, and of developed and tested support measures in particular.¹² The manual describes these and attempts to abstract them as to their replicability in relation to future CMS. Due to its pilot character, comparability of the PCMS with a non-project bound circular migration scheme is limited. Institutional infrastructure and responsibilities were covered by the project team and financial resources entirely covered by the EU-grant and by in-kind contribution by project lead CIM and PSDA. Nevertheless, experiences gained with the development and implementation of a CMS and related support measures may give valuable indications for considerations with regard to future similar (circular) migration schemes. Complementary to the present manual, it is recommended to consult the EU project's final evaluation report (annex).

¹¹ Ibid.

¹² In addition to the manual, an evaluation of the EU-project has been conducted and results summarised in evaluation reports by independent consultants in the frame of the fourth project component "Monitoring and Evaluation".

1.1.5. Methods and material

Experiences and lessons learned with regard to the different development stages of the PCMS were captured on the basis of different methods and sources.

- Primarily, descriptions and conclusions are based on continuous exchange with the project team and the involved project partners – particularly CIM and the Secretariat of the SCMI, its Executive Secretary and the Deputy Chairpersons of PSDA; as well as on first-hand involvement in and observation of development and implementation of the different relevant activities in the author's capacity as long term expert of the EU-project.¹³
- Feedback from and discussions with participants of the various PCMS events, as well as of other EU-project related activities, particularly of the "migration policy advice" component of the project, complemented by targeted interviews with policy makers and the project team, informed the assessment of the PCMS.¹⁴
- A series of presentation and discussion rounds and workshops on the EU-project, PCMS parameters and implementation progress with project partners, and at regular SCMI Secretariat's project coordination meetings served the explicit purpose of collecting relevant feedback as input to PCMS parameter development.¹⁵
- Moreover, results of bi-and multilateral meetings throughout project implementation touched upon the respective counterparts' assessments and advices regarding different stages of the PCMS.¹⁶
- As comparative element and for initial orientation, interviews and discussions were conducted with experts involved in the implementation of other triple win migration projects (lead by GIZ and CIM) particularly during the preparatory assessment phase.¹⁷

Background information material as reviewed throughout development, preparation and implementation of the PCMS particularly composed of website information provided by the Secretariat of SCMI; Georgian and German Ministries; and related LEPL, including GeoStat, assessments and analyses as elaborated in preparation and as part of project implementation. Reliable statistical data for the Georgian context is still scarce and results of the first census since 2002 were published not before April 2016 and was hence not available to inform PCMS development. Moreover, comprehensive and coherent official labour market and migration data

¹³ I.a. bi-weekly project team meetings / jours fixe; on demand / ad hoc exchanges.

¹⁴ Discussion rounds and interviews with employer representatives in the frame of two competence and matching analyses; Study Tour to Germany on "Labour Migration and Labour Market Management" (October 2014); Winter School on "Migration Policy and Development" (February); Workshop "Return & Reintegration" (March 2015); preparatory events for circular migrants: Kick-off meeting (July 2014), profession specific trainings (November, December 2014), Financial Literacy Training (December 2014), Migration Project Planning (December 2014), pre-departure briefing nurses (March 2015); et.al.

¹⁵ Presentations and discussion rounds: PSDA / Secretariat representatives, PSDA (September 2013); representatives of the SCMI, PSDA (October 2013); Workshop among PCMS project partners (March 2014); TFM regional workshops (Nov. 2013, June 2014);

¹⁶ Various bi/multilateral stakeholder meetings as of July 2013 (GIZ South Caucasus office, BMZ representative at German embassy, EU Delegation), PSDA); irregular / ad hoc meetings with various stakeholders throughout the development and implementation phase of the project (particularly representatives of members of the SCMI, including IOs, NGOs, LEPLs of relevant Ministries, private sector representatives et.al.). Also, participation in other SCMI-coordinated (EU-)project events (e.g. "More For More" EU-financed projects) or projects and programmes as implemented on a continuous basis (e.g. IOM Assisted Voluntary Return and Reintegration, Temporary Return of Qualified Migrants et.al.) permitted insights into migration project landscape in the Georgian context and indirectly informed PCMS design and assessment.

¹⁷ Representatives of GIZ, CIM, ZAV ("Triple Win Migration" Project; GIZ Sector Project "Migration"; GIZ Migration Directorate); see also "preparatory study" conducted prior to project start.

and analyses were unavailable at the time of assessment and implementation. Relevant information was thus extracted from a number of different secondary and partly draft status sources¹⁸ as well as from interviews and exchanges with relevant stakeholders based on their respective experiences. Such partly anecdotal information did, however, allow a rough understanding of the labour market, (labour) migration and return and reintegration situation.¹⁹

As regards Germany-related data and information, main sources of information were the Federal Employment Office (BA), including its International Placement Office (ZAV) and its Research Institute (IAB) as well as the anabin database of the Standing Conference of the Ministers of education / culture of the Federal States (Länder) of Republic of Germany (KMK)²⁰.

1.2 Background

1.2.1 Migration and development nexus

The understanding of the nexus between migration and development has changed over the decades. For many years, development policy interpreted migration as resulting from and being an indicator and impairment for underdevelopment.²¹ Particularly brain drain – “*emigration of trained and talented persons thus reducing the skills resources of the countries of origin and hampering innovation and productivity*”²² – remains a major concern in the context of reverse effects of migration on development.

The potential positive interrelation between migration and development gained broad prominence particularly upon the 2003 UN Secretary-General Kofi Annan report “Strengthening of the United Nations: an Agenda for Further Change”,²³ the 2005 report of the Global Commission on International Migration (GCIM),²⁴ the 2006 High Level Dialogue on Migration (HLDM)²⁵ and has

¹⁸ EC-funded draft country report in the frame of the research project “Social Impact of Emigration and Rural-Urban Migration in Central and Eastern Europe”: Badurashvili, Irina / Nadareishvili, Mamuka, European Training Foundation (2012); European Training Foundation / Business Consulting Group (BCG) (2012); National Health Care Strategy 2011-2015, Ministry of Labour, Health and Social Affairs of Georgia (2011); 2012 pilot survey regarding labour market needs in i.a. the hospitality sector of Georgia (interviews with 50 companies in Georgia) conducted by the Ministry of Economy and Sustainable Development of Georgia (GMOESD) with the support of GeoWel Research; et.al.

¹⁹ Despite pertaining shortcomings in terms of definitional precision, comparability and comprehensiveness, data availability and accessibility may be expected to improve within the months and years to come. Next to the 2014 census data analysis, a SCMI working group has been established for setting up a “Unified Migration Analytical System”. Aiming at a coherent and comparable data compilation, it is expected to provide crucial information with regard to population and migration for policy makers, researchers, NGO representatives, students and other stakeholders and to have positive influence on informed decision making process in the field. In addition, a newly established online registration platform for job seekers provided by the Employment Support Services of the Social Services Agency (LEPL of the MoLHSA) and the labour market surveys as were planned and, at the time of report writing, partly conducted in the frame of the Twinning project “Capacity Building of the Employment Support Services (ESS) in Georgia” as well as their possible updating in the future may allow a more clear-cut picture of the Georgian employment and labour market environment. See i.a.: <http://bit.ly/2khTHJY>, SSA Twinning Fiche; <http://www.worknet.gov.ge/>; Working Group for setting up a Unified Migration Analytical System: <http://bit.ly/2kE77hc> accessed 04.2015.

²⁰ The *anabin* database provides information on the evaluation of foreign educational qualifications and supports public authorities, employers, employees and individuals to classify a foreign qualification according to the German education system. The database is maintained by the Standing Conference of the Ministers of education / culture of the Federal States (Länder) of the Republic of Germany (KMK), an association of national education and training, higher education and research and cultural affairs Ministers and Senators of the Länder. See: Kultusministerkonferenz / anabin database website at <http://anabin.kmk.org/anabin-datenbank.html> and <http://bit.ly/2joEMwN> accessed 04.2015.

²¹ IOM, International Migration, Special Issue (2012 : 8–25); SDC, GIZ, CIM (2014).

²² SDC, GIZ, CIM (2014).

²³ United Nations General Assembly (2002, A/57/387).

²⁴ GCIM (2005).

subsequently been reiterated and refined at the annual government-led Global Forum on Migration and Development.²⁶ While agreeing that development agendas should aim at abolishing root causes for migration pressure / push factors,²⁷ the international community more and more call for recognizing and leveraging the positive impact migration may have on development, be this at the level of the individual (human development), or at community, region or state level. In this vein, migration may be understood as both, an indicator for development – bigger shares of people having the means to migrate; increased cross-border economic ties et.al. – and as contribution to development – individual skills development, increased income allowing migrants to send home financial remittances and savings transfers, and, in case of return, a potential for knowledge and social transfer (“brain gain”) as well cross-border ties.²⁸ As suggested by Kofi Anan addressing the UN General Assembly in 2006, the ideal scenario of a triple win effect of migration – benefiting migrants, countries of destination and of origin, including their societies – may be fostered by means of migration management cooperation among governments.²⁹

1.2.2 Circular migration concept

Circular migration has different definitions with varying scopes, referring to migration cycles completed by individuals as well as mobility cycles of differing cohorts of people with similar patterns, and referring to binding as well as non-binding migration cycles (pre-determined return versus return upon completion of individual migration project aspirations).

Variety of definitions

- “A repetition of legal migration by the same person between two or more countries”.
European Migration Network, 2012
- Circular migration is “a key form of migration that, if well managed, can help to match the international supply of and demand for labour, thereby contributing to a more efficient allocation of available resources and to economic growth.”³⁰
EC, 2007
- “Circular migration denotes a migrant’s continuous engagement in both home and adopted countries; it usually involves both return and repetition.”
Migration Policy Institute, 2008
- “Temporary, renewable, circulatory, legal, respectful of the migrant’s rights, and managed in such a way as to optimize labour markets at both ends, in sending and receiving countries.”

²⁵ <http://www.un.org/esa/population/migration/hld/>.

²⁶ <http://www.gfmd.org/>.

²⁷ E.g.: http://www.bmz.de/en/what_we_do/issues/migration/migration-background-Seeking-new-prospects-in-a-foreign-country/index.html.

²⁸ i.a.: SDC, GIZ, CIM (2014); Steffen Angenendt (2014).

²⁹ <http://www.un.org/press/en/2006/sgsm10634.doc.htm>, accessed 04.2015.

³⁰ European Commission (2007: 8); The European Commission (EC) distinguishes between circular migration of third-country nationals settled in the EU and circular migration of persons residing in a third country (temporarily entering the EU).

F. Fargues: Circular Migration: Is it relevant for the South and East of the Mediterranean?
2008

- “temporary or more long-term and usually recurring legal movements between two countries. Movement can occur either through migrants moving from their countries of origin or residence to a host country and then returning, or through migrants moving to their countries of origin for a shorter or longer period.”

Parliamentary Committee for Circular Migration and Development (CiMU), Sweden, 2010

- “the fluid movement of people between countries, including temporary or more permanent movement which, when it occurs voluntary and is linked to the labor needs of countries of origin and destination, can be beneficial to all involved”

Agunias Dovelyn Rannveig, Newland Kathleen. Circular Migration and Development: Trends, Policy Routes, and Ways Forward, in Policy Brief, Migration Policy Institute, 2007 (also adopted in IOM Migration Glossary)

The most characteristic features of circular migration along the lines of these definitions are hence:

- Voluntary, cross-border migration;
- long / short term temporary migration;
- long / short term return migration of migrants who settled abroad;³¹
- repeated;
- can refer to completion of the migration cycle by an individual or by cohorts with similar migration patterns;
- usually legal, but may also refer to unauthorized migration;
- mostly but not necessarily related to economic or qualification activities (studies, training, employment, start-up...);
- can involve high skilled, low skilled, seasonal workers;
- can occur spontaneously or organized in (labour migration / educational) programmes (seasonal, non-seasonal, professionals,³² students/ academics/ trainees);
- *De facto* and voluntary circular migration is taking place in migration networks that allow for the free (or easy) movement between the country of destination and origin (e.g. EU, Nordic countries).

The anticipated completion of at least one migration cycle between at least two countries – country of origin, country of destination, country of origin –, though with differing views on the respective time frame, is a criteria that all circular migration concepts have in common. The basic distinction among the various concepts is, in turn, their either *normative* or *descriptive* approach to the circular nature of migration.

³¹ E.g. IT experts returning to India to settle for business after a stay in US or Germany.

³² E.g. internationally mobile engineers, IT specialists, academics, etc.

As shows the selection of definitions above, most circular migration concepts in policy and research context take a *normative* stance. Affiliated to a number of assumptions, many of which relate to its anticipated positive development effects, circular migration is assessed a desirable migration pattern that should be fostered (rather than promotion of permanent migration) and that has (re-)emerged as migration management tool in recent years.

Selection of assumptions: factors relevant for the development effect of circular migration

- Increased legal, voluntary mobility is itself a positive effect of circular migration (cross border ties, realization of individual migration projects / human development, skills enhancement, know-how transfer, development potential);
- Particularly when taking place on the basis of an agreement between country of origin and of destination and in the frame of an accorded coherent approach respecting rights and qualifications of the migrants, a triple win outcome can be achieved;
- Circular migration is expected to be supportive to professional skills development and to mechanisms to promote enhanced know-how and skills and its transfer to the country of origin;³³
- the least migrants intend to migrate permanently from the outset;³⁴
- future / repetitive migration opportunity prospect increase return prospects and reintegration motivation;
- return diminishes permanent family structure disruption / no chain migration (family reunification abroad) as well as permanent brain / skilled labour drain;
- return perspective is favourable of migrants' maintenance of close ties to home country resulting in direct and more indirect economic benefits (remittances, investment, FDI, internationalisation of economic ties);
- explicit labour migration agreements allowing for (temporary) legal labour emigration, including circular migration, help ensure social security and human rights protection of labour migrants;³⁵
- Circular migration of qualified labour may help ensure the prevention of intellectual (and professional) resources' drain and their inefficient use in the respective country of origin.³⁶

In line with the various assumptions and expectations towards development effects of specifically circular migration, a simulation exercise by Cali and Cantore concluded that, despite decreasing remittances in case of return, circular as opposed to permanent migration has more favourable effects on country of origin development. These favourable effects particularly relate to productivity gains from knowledge transfer of workers.³⁷

³³ E.g. in the 2013-2015 Migration Strategy of Georgia, State Commission on Migration Issues (2012 : 9,11).

³⁴ According to a survey conducted by the European Training Foundation (ETF) with 4000 respondents in 2012, only 3,2% of those intending to migrate (31,1% of all respondents) intended to do so permanently. ETF / Business Consulting Group (BCG) (2012 : 30).

³⁵ 2013-2015 Migration Strategy of Georgia, State Commission on Migration Issues (2012 : 9, 11).

³⁶ This expectation is explicitly declared in the 2013-2015 Migration Strategy of Georgia, State Commission on Migration Issues (2012).

³⁷ The study aimed at "a quantification of the possible benefits and costs of circular migration for different source (developing) countries and regions by developing simulations on the basis of an integrated assessment model connecting social, economic and environmental

Figure 1 Conclusion of circular migration simulation exercise

	Permanent migration	Circular migration
<i>Static effects on domestic capacity ('Brain drain')</i>	Usually negative effect on the home economy, especially the higher the level of skills of migrants relative to the home country's population. ³⁸ However, one should also consider how effectively skills could be employed at home.	Effect may depend on the size of labour force involved in the temporary schemes. In the long-run eventual shortages should be covered by increased return migration.
<i>Return migration</i>	Possible gains from return migration due to static effects (symmetrical to 'brain drain'), to skill acquisition (although this depends on how effectively they are deployed at home) and to access to capital for business development.	Positive to the extent that can increase the rate of returns, especially of the highly skilled workers, which would increase the number of contacts in the broader networks.
<i>Dynamic effects on domestic capacity ('Brain Gain')</i>	By raising the expected returns on education, migration seems to drive the acquisition of skills, particularly in certain professions.	Not clear whether there is any differential impact for temporary migration.
<i>Trade</i>	Bilateral trade enhancing effects (both for imports and exports) due to migrants' networks (commercial links and contract enforcement) and tastes on goods and services from source countries.	Stronger effects for temporary migrants as they may maintain more solid links with their country of origin.
<i>FDI</i>	Migrants' networks operate by favouring FDI in source country from host country.	No evidence of differential impact.
<i>Remittances</i>	Positive effects especially at micro level (poverty reduction, insurance). More beneficial effects in context where remittances support productive	Evidence of higher remittance per capita for temporary migrants.

dimensions. "The exercise reviewed inter alia the impact on domestic capacity, remittances, labour markets, incentives for human, capital formation (brain gain), trade and foreign direct investments, return migration. See Calì, Massimiliano / Cantore, Nicola (2010 : 2, 34).

³⁸ "Brain Drain: The main static effect of migration on the home economy as a whole operates via a reduction in its available supply of labour. In developing countries where domestic skills are scarce the static effects of out-migration flows, which are usually skilled relatively to the home country population, may be detrimental." Ibid, p 7.

	Permanent migration	Circular migration
	investment and where their multiplier effect is higher.	

Source: Cali / Cantore 2012³⁹

Prevention of migration (retention) is barely possible nor deemed desirable to enforce. Adding that alternative to the above exercise would, however, underline the fact that non-migration in many cases also lacks many of the potentially positive development effects that migration may have on individuals and involved countries (enhanced qualifications, accumulation of savings and remittances, no knowledge transfer on the basis of international experiences etc.).

In view of the overall positive development effects expected from circular migration, the normative circular migration approach as tool to migration management re-emerged at international level as well as in national migration strategies. As indicated above, the EC, highlighting circular migration's potential contribution to international labour matching and economic growth, provided a normative definition of circular migration in its 2007 communication on circular migration and mobility partnerships between the European Union and third countries.⁴⁰ This stance was reiterated i.a. in the 2011 EC Global Approach to Mobility and Migration. As the *"overarching framework of EU-external Migration Policy, based on genuine partnership with non-EU countries"*, it refers to mobility and circular migration as mobility pattern with positive effects on migrants and countries of origin.⁴¹

2. Development of CMS

2.1 Development oriented CMS - factors to consider and explore

Circularity in migration patterns does not have a favourable impact on development per se. In contrary, it bears a number of pitfalls which may impede the achievement of a triple win outcome. To these belong, i.a., the risk of brain / skills drain, caused by emigration of a number of qualified workers exceeding the demand on the local labour market. Too short migration cycles imposed by inflexible administrative rules may, in turn, impede migrants to achieve their migration project (e.g. savings) and at times even obstruct their mobility itself. During short-term migration, migrants' economic and social rights may be at risk with an insecure legal status (relevant e.g. in relation to social portability) and restrictions in the right to integration support and to family reunification (children / family left behind). As can be the case in any (labour) migration process, the qualifications gained outside the country of employment may not match and / or may not be (formally / de facto) recognized, neither in the country of migration, nor in the country of origin upon return, leading to work below qualification (brain waste) and subsequent deskilling.⁴²

³⁹ Ibid, p. 12.

⁴⁰ European Commission (2007: 8).

⁴¹ 1st (*"organising and facilitating legal migration and mobility"*) and 4th (*"maximising the development impact of migration and mobility"*) objective listed in GAMM, European Commission (2011).

⁴² See i.a. Angenendt, Steffen (2014 : 6).

As diverse studies' results propose and as **has guided the context-specific development of the pilot circular migration scheme and the identification of parameters** (see below), the prevailing positive outcome of circular migration for development depends on a set of specific factors and criteria,⁴³ to these belong:⁴⁴

- Political will and coincidence of interests (intensity of policy action) (2.1.1);
- Institutional capacities, stakeholder activity and formalisation of cooperation (2.1.2);
- Matching of labour market interests – occupational demand and supply, qualitative matching (2.1.3);
- Return, reintegration and migrants engagement prospects (2.1.4);
- Legal provisions and options (2.1.5).

2.1.1 Political will and coincidence of interests

The political will and coincidence of interests as identified on the basis of transparent expectation management and regarding mutually agreed principles and parameters by the involved authorities – including the humane approach to migration management, respectful of the migrants' economic, social, political rights and individual migration project, the intensity of governance and programming and the will to leverage the development potential of migration by offering support measures – is precondition for a concerted and fair approach to circular migration.⁴⁵

Promoting circular migration: options for intensity of targeted policy: governance and programming – migration cycle approach

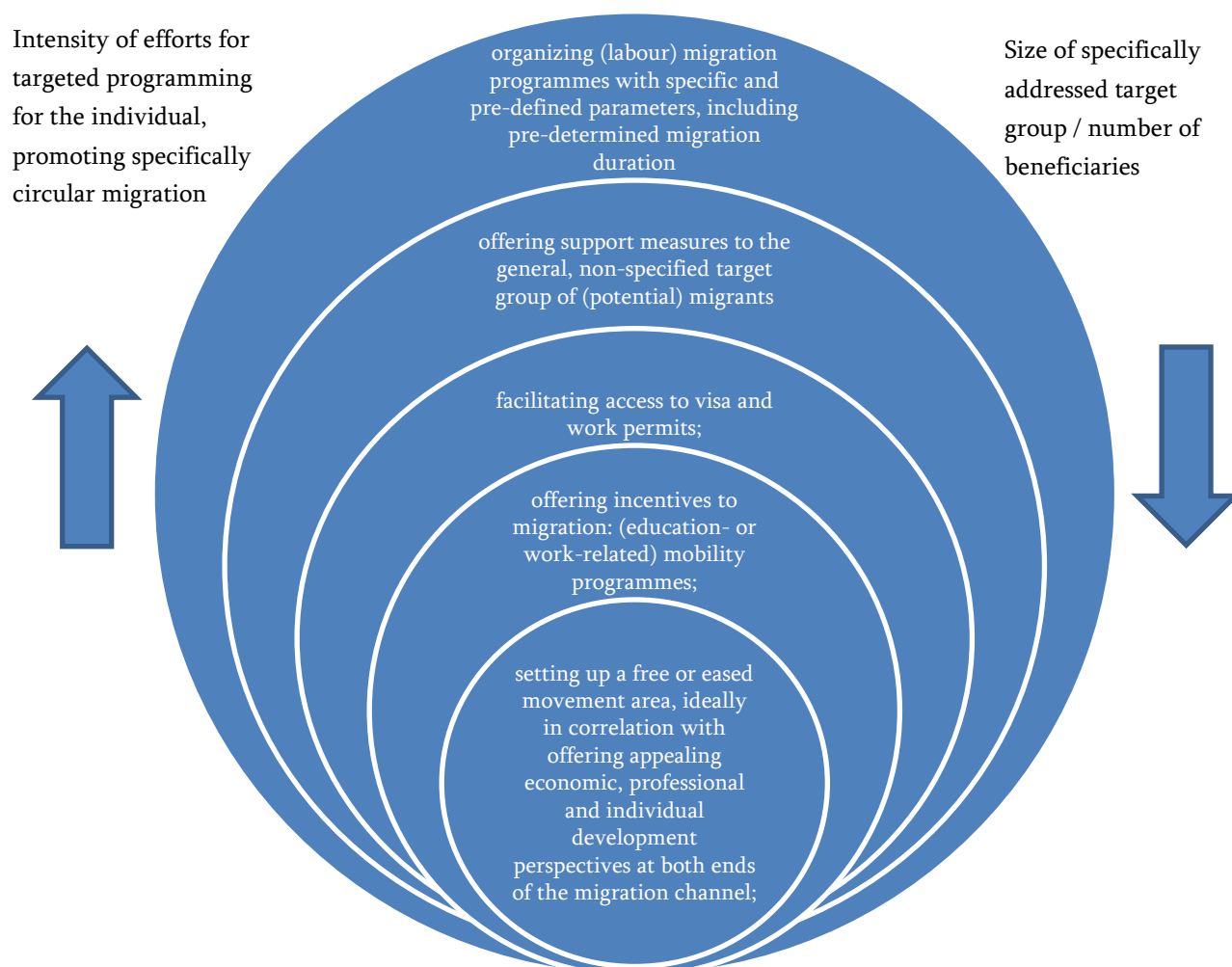
When deemed desirable, circular migration can be promoted with different levels of intensity of specifically targeted action. It may range from governance of a rather general favourable migration-related context (including economic, professional, personal development perspectives, secure living standards et.al.), building on general (labour administrative) infrastructure (e.g. free movement area, usually correlated to free trade areas, possibly regulating recruitment standards) to the detailed organization of profession-specific migration programmes (implemented by public and / or private – recruitment – actors) with services applied to individuals (e.g. seasonal work programmes or circular migration schemes as piloted in the EU-project).

⁴³ See e.g., Thränhardt, Dietrich (2009 : 12); Gubert, Flore / Nordman, Christophe J. (2008 : 10); Angenendt, Steffen (2014 : 6); various ETF-lead studies.

⁴⁴ Further elaborated and applied to the Georgian-German context in the “case study” as part of this manual. See below.

⁴⁵ In relation to labour migration in general, the OSCE/IOM/ILO Handbook on Labour Migration refers to bilateral labour agreements as valuable mechanism to agree on principles and parameters tailored to both countries interests and to formalise related inter-state cooperation. See: OSCE, IOM, ILO (2006): Handbook on Establishing Effective Labour Migration Policies in Countries of Origin and Destination, p. 178f, 182f.

Figure 2 Intensity of CMS programming



The approaches at different levels are not necessarily exclusive. While mobility in a free movement area may be supported by targeted migration support measures and circular migration schemes, CMS are ideally not the only opportunity to being internationally mobile. Instead, such scheme should be part of a larger strategy for setting up a legal framework that allows for and enhances legal mobility, tailored to different target groups (such as visa-free movement, educational mobility and creation of economic, professional and individual development perspectives). Otherwise, if one of only very few options to legal mobility, such scheme may attract large numbers of non-suitable applicants (in terms of profession, motivation, duration) who do not have other opportunities to migrate but feel the urge to do so. Hence the scheme may fail to succeed in catering for the completion of the migration cycle, i.e. for return to and knowledge transfer in the country of origin.⁴⁶

As migration management tool expected to enhance the development effect of migration while reducing irregular migration, the European Commission sees a twofold policy approach to circular migration: “[...] on the one hand, putting in place the legislative framework that would facilitate

⁴⁶ Georgia is in the process of negotiating and promoting increased legal mobility opportunities particularly with the Schengen area (Visa Liberalisation Action Plan, planned educational mobility programmes et.al.), potentially gradually decreasing the pressure for Georgians to attempt to access non-suitable migration opportunities.

*circular migration and, on the other, the possibility of developing circular migration schemes. Such schemes would enable migrants to enter the EU to work, study or perform other activities for a set period of time.*⁴⁷ This approach provides for policy action and governance intensity at both ends of the scale, between merely shaping the framework allowing for (eased) mobility (such as visa liberalization) and the detailed planning of (labour) migration programmes. The latter implies schemes as developed and implemented in the frame of the project “Strengthening the development potential of the EU Mobility Partnership in Georgia through targeted circular migration and diaspora mobilisation”.⁴⁸

2.1.2 Institutional capacities, stakeholder activity and formalisation of cooperation

Migration policy and implementation interrelates with a high number other policy fields, e.g. economic, labour market and employment policy, internal and foreign affairs, diaspora policy, education and qualification approach. Responsibilities and capacities for migration policy formulation and implementation are hence usually divided among various stakeholders, the coordination of which is precondition for a coherent migration policy approach.⁴⁹

Correspondingly, circular labour migration schemes are particularly interrelated with a number of different policy fields.⁵⁰ Once the political will to setting up a CMS has been affirmed, a core steering structure is required for the key actors to take the lead and further define the implementation level cooperation structure.

Involved countries’ institutions / stakeholders as part of the cooperation structure need to have the necessary capacities to comply with agreed parameters and programming in relation to circular migration, including factors such as human, social and labour rights protection standards for both, migrants and returnees;⁵¹ setting up circular labour migration schemes requires the identification of a cooperation structure and related responsibilities, as well as the formalisation of that cooperation structure (written agreements, MoU, contracts). Based on a common rough vision of the CMS, experiences from GIZ-initiated CMS projects suggest, further stakeholders for implementation may be identified by means of a mapping and analysis of the various migration-related stakeholders’ competencies in relation to circular labour migration management in the involved countries.

2.1.3 Matching of labour market interests – occupational demand and supply, qualitative matching

The extent to which labour market interests – as deriving from economic and demographic developments as well as from qualification standards and profiles – match in terms of occupation- and profession-specific demand and supply in the country of origin and of destination, is a decisive

⁴⁷ European Commission (2007: 8).

⁴⁸ The extremely detailed organisation of the EU-project pilot circular migration scheme is, however, not to be understood as necessarily the template for future circular migration promotion approach by the involved countries, not least due to required intensive human and financial resources. Rather, future labour migration management will draw on PCMS experiences and select parameters and support measures according to suitability as well as to availability of human and financial resources, be this implemented in the frame of schemes or applied to a general labour migration framework

⁴⁹ As in Georgian case, this has been acknowledged when the setting-up the State Commission on Migration Issues.

⁵⁰ E.g. economic factors, labour market, education, human rights et.al.

⁵¹ See i.a.: OSCE, IOM, ILO (2006 : 183).

factor for a potential triple win outcome of a CMS. In the ideal case, the demand for qualified professionals of specific occupational groups in the country of destination coincides with a corresponding surplus in the country of origin (thus avoiding “brain drain”) and the respective workers’ interest in engaging in circular migration.

Beyond the matching in terms of numbers of profession-specific demand and supply, the qualitative matching influences the prospects of a CMS to generate a triple win outcome. The qualitative matching depends on factors such as: the extent to which education standards and qualification profiles correspond with or can be adjusted to labour market needs of the country of origin and of destination; the possibility and willingness of involved parties to engage and invest in the adjustment of qualification profiles if need may be; the validation and recognition of training / work experiences gained abroad, thus increasing employability in accordance with the migrants’ qualifications without risking deskilling nor brain waste in both countries. The less sophisticated the qualification profiles and their contextual specifics in relation to the respective countries are (e.g. language, educational, career development system), the less significant are adjustment requirements.

When labour demand and supply do not match, a CMS cannot leverage its potentially positive effects for the involved. For example, migrants may not be offered adequate placement and training opportunities in the country of destination, labour shortages may not be met, induced emigration of skilled professionals as in demand on the country of origin labour market may reinforce skilled labour / brain “drain”, and qualifications gained abroad may not be expected to match labour market and qualification demand in the country of origin, impeding validation and recognition, and obstructing potential knowledge-transfer and successful reintegration.

“[...] problems arise if migrants’ qualifications are not recognized at all, are only partially recognized, or if recognition is delayed, forcing migrants to work below their skill level. Many existing migration programs do not guarantee migrants’ economic and social rights adequately or at all. Labor protection is minimal and migrants find it difficult to enforce their wage claims. There are many examples of excessively expensive, frivolous and even criminal private recruitment schemes which result in migrants becoming indebted or which bind migrants to a particular employer. In such cases, the social costs may be very high, due to e.g. the need to provide care for dependent children and elderly relatives who have stayed behind in the home country.”⁵²

The matching of occupational, profession and qualification-specific demand and supply in the country of origin and of destination, including considerations in relation to socio-demographic patterns, rural-urban gaps (labour shortages versus unemployment), is expected to serve as a means to reducing those risks. Also, international experiences suggest that qualification-adequate employment abroad increases employability upon return in general terms, and employability in the respective profession in particular.⁵³

⁵² Angenendt, Steffen (2015 : 7).

⁵³ IOM (2011:44-45,48).

2.1.4 Return, reintegration and migrants' engagement prospects

The association of return with positive development aspects of circular migration strongly relates to the expected returnees' successful reintegration into labour market and society and the connected transfer of knowledge (skills, qualification, innovation, cross-border network) and of financial means (savings, for consumption, as start-up seed or collateral money etc.). The extent of developmental impact of return and reintegration thus depends on the respective individuals' (interdependent) reintegration opportunities, willingness, and capacities. Apart from this very scenario, also the non-returning migrants' engagement for home country development, family support and individual qualification development is a favourable factor for a development oriented effect of circular migration (e.g. remittances, investment in country of origin, knowledge transfer) irrespective of physical or permanent return.⁵⁴

*"Sustainable return [is] when the returnee reintegrated, in productive role, as member of the community & without immediate reason to re-migrate."*⁵⁵

Generally, returnees' reintegration willingness, capacities and opportunities provided, return to the home country can be expected to having a positive development impact. Return and reintegration may allow for transfer of knowledge (skills, qualification, innovation, cross-border network), particularly when having worked and or even trained according to previous qualification, as well as of financial means (savings, for consumption, as start-up seed or collateral money etc.).⁵⁶ If, however, qualified workers needed in the country of origin engage in permanent emigration, sufficient qualified labour supply and knowledge transfer as one of the positive development factors for the country of origin are at risk.

*"[...] brain drain is still the sending countries' most important concern [...]: An increasing number of countries of origin want their much needed skilled and highly skilled people back, as their own development depends on sufficient human capital. Nevertheless, most governments are aware that the risk of the loss of human capital has less significance if young skilled workers are unlikely to find jobs in their home country and thus face the prospect of unemployment and poverty. [...], out-migration is not intrinsically harmful; on the contrary, it can support development. However, if an analysis of conditions in the country of origin reveals a critical lack of skills, e.g. in the health sector, other countries should refrain from actively recruiting its workers or, at the very least, should comply with rules on ethical recruitment."*⁵⁷⁵⁸

⁵⁴ This is the basic understanding behind various development-oriented programmes, such as the temporary return programmes as organized by IOM (TRQN), UNDP (TOKTEN), or the diaspora engagement and remittances and savings transfer promotion activities by countries of origin and different organizations, such e.g. CIM (programme migration for development). <http://bit.ly/2jXF1NP> UNDP: <http://bit.ly/2kzFF0S>; CIM: <http://bit.ly/2jvYExW> accessed 04.2015.

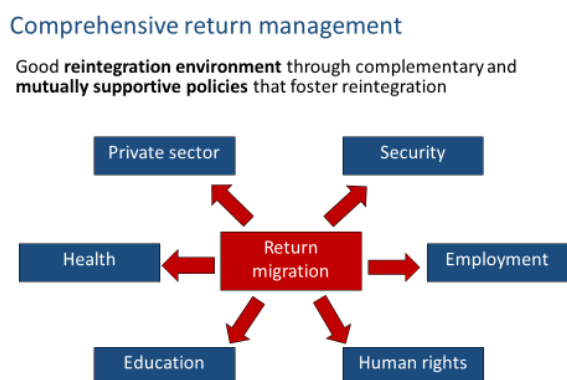
⁵⁵ IOM: AVR (2008 : 4).

⁵⁶ As different projects and programmes fostering return, reintegration and knowledge transfer suggest, such positive effects are not necessarily restricted to long-term or permanent return. E.g. IOM Temporary return of qualified nationals programme. <http://bit.ly/1DBbCqw> accessed 04.2015.

⁵⁷ In 2013, IOM has proposed an "International Recruitment Integrity System" (IRIS) as a conceptual framework for "ethical recruitment", with 10 principles: Respect for Ethical and Professional Conduct; Respect for Laws and Workers' Rights; Prohibition of Forced or Bonded Labour, Human Trafficking and Child Labour; No Fees for Services to Jobseekers; No Unlawful Document Retention; Respect for Transparency of Terms of Engagement; Respect for Diversity; Respect for Confidentiality and Data Protection; Respect for Safe and Decent Working and Living Conditions, and Respect for the Needs of Developing Countries in the Recruitment of Health and Other Professionals, <https://iris.iom.int/> accessed 04.2015.

Migrants' return and reintegration prospects are interrelated with various different factors – many of which are intrinsically individual and cannot be extrapolated to a general validity and the influence on which by means of policy strategies or specific support measures was considered to be quite limited⁵⁹. Nevertheless and beyond individual specifics, return and reintegration propensity relates to a number of more general features, and may be fostered by means of reducing costs and stepping up incentives in relation to return and reintegration, thereby leveraging positive effects of labour mobility on home country development. According to related studies and as reiterated by interviewees in preparation of the PCMS,⁶⁰ the most general factor influencing return and reintegration is the overall home country reintegration and living environment. This, in turn, constitutes of different elements, the relevance of which to return and reintegration propensity can be supported by a set of mutually supportive policies.

Figure 3 Return management⁶¹



Favourable return & reintegration environment / typology of migration and return motivation

Measures to (re)attract labour may be divided into primary and secondary pull factors. To secondary pull factors of qualified labour belong i.a. the state of social security systems, the environment, the degree of tolerance of a country's society and the possibility to realize the desired lifestyle etc. As primary pull factors count professional and financial development opportunities, the existence of infrastructure, migration networks facilitating (re)integration et.al. Also, the recognition of additionally attractive factors are included in this categorization, such as an efficient qualification recognition and opportunities for family members.⁶²

Return and reintegration support

As suggested by different studies and as reiterated in the course of project-related interviews, effectiveness of return and reintegration encouragement and support can be expected to increase

⁵⁸ Angenendt, Steffen (2015 : 6f).

⁵⁹ Interviews in the course of preparatory and inception phase of the project. This assessment corresponds to other surveys' results. See i.a.: Chappell, Laura & Glennie, Alex (2010).

⁶⁰ Interviews conducted in the course of the preparatory and inception phase (preparatory study, inception phase meetings); various studies, i.a.: Haug, Sonja (2008 : 585 — 605); ETF Migration & Skills (2012); Cali, Massimiliano / Cantore, Nicola (2010).

⁶¹ Angenendt, Steffen (2015).

⁶² The categorization into primary and secondary pull factors is suggested in relation to the attraction of foreign labour. Nonetheless, it may also help categorizing basic policy-induced factors triggering citizen's return and reintegration from abroad, MPI (2008).

when corresponding strategies and measures comply with individual motivation to migrate.⁶³ For example, willingness to return of a labour migrant whose motivation was mainly professional development and qualification acquisition may increase particularly when corresponding employment opportunities are made available in the country of origin. The respective reintegration expectations in terms of aspired job / position / salary and particularly but not exclusively with regard to the added value of enhanced employability and return play a crucial role in reintegration prospects: *“The most important theme [...] is the construction of a solid business environment allowing return workers to express their enhanced capability.”*⁶⁴

If a migrant’s motivation was related to a specific individual project, such as accumulating a specific amount of savings (for a specific purpose), willingness to return will increase once this very aim has been achieved within the given time frame.⁶⁵ I.e. return obligation before individual migration project realisation will put successful and sustainable return and reintegration at risk. In this vein, contemporary research concluded that success of return and reintegration in the country of origin is influenced by the circumstances of return. Voluntary return results in more successful and in many cases more sustainable reintegration whereas return for administrative reasons trigger re-emigration, often through unauthorised channels.⁶⁶ Also, prospects for renewed migration opportunities as inherent to circular migration schemes may increase the willingness to return (without pre-determined duration of return).

In the course of reviewing a countries’ attractiveness to qualified labour / returnees, these factors may help understand return and reintegration prospects and serve as starting point for a comprehensive return management with corresponding support measures. As a matter of course, return propensity is closely connected to a country of destination’s push factors as well, such as residence and work permit limitation⁶⁷, economic and social environment, labour rights etc., and, as has been formulated by the German BMZ, the political will to support return and reintegration for the benefit of a development oriented design of labour mobility.

2.1.5 Legal provisions and options

Legal provisions – visa options, circularity being based on return as binding requirement, or on the provision of multiple migration opportunities, labour market access regulation with regard to specific professions / groups of migrants – determine the options of shaping circular labour migration schemes and the respective developmental implications.

Legal circular labour migration usually takes place in the frame of following supportive legal frameworks:⁶⁸

⁶³ Chappell, Laura & Glennie, Alex (2010).

⁶⁴ Calì, Massimiliano / Cantore, Nicola (2010 : 34).

⁶⁵ Chappell, Laura & Glennie, Alex (2010).

⁶⁶ Martin Kohls / German National Contact Point for the European Migration Network (EMN) (2014 : 29); Schneider/Kreienbrink (2009 : 82); see also: “legal provisions” section”.

⁶⁷ See below “legal provisions”.

⁶⁸ See above “political will - intensity of programming”. “Supportive framework” does not refer to those individuals migrating and receiving visa on the basis of country of destination regulations only (labour market access as defined by country of destination in relation to specific professions, categories or on upon changing status – e.g. from asylum seeker to recognised refugee, from family dependent to own legal residence status et.al.).

- **Free movement areas** (e.g. EU, Nordic Countries), in which circular migration is the most common pattern and partly fostered by (educational / training exchange) programming;
- **Bilateral labour agreements** or, less binding, MoUs between the governments of two countries, which are usually explicitly set up to foster labour migration, often in relation to specific professions promising demand and supply matching between the two countries;⁶⁹ either, the BLA regulates (specific) labour migration opportunities with the help of (more or less intensive) programming, or the BLA countries are in close interrelation, with established migration channels and networks, in which migration can be self-organized by the individual according to BLA / MoU-contained principles, or the BLA is merely an expression of political good will,⁷⁰ without supportive infrastructure or programming for the realization of the (theoretical) labour migration opportunity;⁷¹
- **Specific labour administration agreements** between national employment agencies, has been and is deployed by the German labour administration for the purpose of allowing for labour migration of specific professionals demanded on the German labour market but not catered for in general labour migration legislation or the so-called “white list” (exempting specific professions partly from labour immigration restrictions), in accordance with the country of destination labour administration.⁷²
- **Projects and programming** with governmental and non-governmental partners as cooperation framework, time limited, suitable for testing migration management tools and cooperation structure set-up, no long-term programming.

Within these legal frameworks for labour mobility, the exact options of shaping circular labour migration are determined by the respective visa regime and labour market access regulations of the respective country of destination, with different developmental implications.

The Georgian – German context: PCMS implementation

3. PCMS – course of action and deployed instruments

The procedure from exploring interest and opportunities to the actual setting up of triple win oriented CMS extended over several phases with some specific activities: the **initiation phase**, the **preparation phase** and the **implementation phase**.

The **initiation phase** consisted of context-sensitive assessment of CMS management interests, suitability and capacities along the lines of the factors and criteria relevant for a positive development and triple-win outcome of circular migration – political will and coincidence of

⁶⁹ <http://bit.ly/2jDT6PA> accessed 04.2015.

⁷⁰ E.g. the 2014 MoU between Georgian and French MoFA, which did not trigger any measurable migration.

⁷¹ See also: OSCE, IOM, ILO (2006 : 177, 178f, 182).

⁷² Referred to by IOM as “very informal practical arrangements” between national employment agencies (ibid, p. 178), such administrative agreements were deployed by the German labour administration for health care professionals from specific non-EU countries before these have been included in the white list in summer 2013. Advantage of the administrative agreement is the exclusive eligibility of the labour administration to implement the related mediation and placement services, ensuring compliance with legal and ethical standards (e.g. mediation fee to be covered not by the professionals but by the employers, ensuring decent labour contract etc.). The Administrative agreements are still in effect for labour migration of health care professionals, despite this occupational group having been included in the “white list”.

interests, labour market and occupational matching, legal framework, return and reintegration prospects.

Very first steps of the preliminary assessment focused on the assessment of the political will of concerned decision makers and stakeholders in the respective countries to engaging in development-oriented (labour) migration management and, more precisely, CMS. The overall coincidence of interests was assessed with regard to primary focus and expectation towards a CMS as well as with regard to the intended intensity of programming and binding character of foreseen migration cycle time frame.

When preparing for the PCMS, the primary expectations voiced were to enhance qualification adequate employment and skills, support completion of participants' migration cycle as well as their reintegration to facilitate knowledge transfer. Agreed aim from the outset was to achieve maximum benefits for all involved, the migrants, the origin and the receiving country and involved employers (triple win).

Besides political will and coincidence of interest, also the overall suitability of such CMS was sketched with regard to labour market needs (profession-specific demand, over-supply) and (labour) migration management objectives (encouraging, channelling temporary / long-term emigration/immigration / return), as well as with regard to institutional capacities to implement a CMS accordingly.

Results of the assessment by means of consultations, preparatory studies and specific analyses represented the basic framework and were counterchecked for the definition and development of the context-specific parameters and connected activities and recommendable support measures during the **preparatory phase**.

In the case of the PCMS, its initiation phase started prior to overall planning and setting up of the EU project. The grant agreement for the EU project allowed further refinement of the PCMS initiation and preparation, securing required funding for implementation of PCMS.⁷³

In the frame of the **implementation phase**, the migration cycle facilitation and selected support measures were realised as identified and elaborated during the preparatory phase. Continuous monitoring and evaluation of the action helped countercheck the need for adjustments throughout the implementation phase.

3.1 Deployed instruments

Suitability and feasibility of the PCMS was examined and parameters defined by means of a number of instruments and activities in the course of the initiation and preparation phase:

3.1.1 General initial and continuous assessment

The general initial and continuous assessment consisted of different activities typical for a project development process. As a **first step**, both **desk research** by, and **bi- and multilateral meetings**

⁷³ EU Thematic Programme "Cooperation with Third Countries in the areas of Migration and Asylum": <http://bit.ly/2jXYdLn> accessed 04.2015.

among Georgian and German counterparts was conducted. From Georgian side, particularly, but not exclusively, representatives of the Georgian State Commission on Migration Issues and its Secretariat were involved. From German side, CIM / GIZ and ZAV representatives conducted a project development trip. Both activities served initial exploration of the Georgian interest in cooperation in relation to circular migration, exchanging with and identifying potential counterparts and priorities with regard to (labour) migration and circular migration in particular.

As a means to clarification of interests and approaches and implying a cooperation proposal, a **workshop** on the triple win migration approach to circular migration projects as implemented in other partner countries of Germany was conducted by a German CIM expert. The workshop invited members of the Georgian State Commission on Migration Issues and its Secretariat to reflect on general applicability of the approach to the Georgian context and related interests in enhancing mobility and circular migration in particular.⁷⁴

3.1.2 Elaboration and formalisation of circular migration cooperation project

In the course of elaborating the **joint EU-project grant application** for funding under the EU Thematic Programme on Migration and Asylum (TPMA), the development of a pilot circular migration scheme was included as one of four project components. Hence, parameters as well as the overarching cooperation structure were discussed and roughly outlined and coordinated between main applicant CIM of GIZ and the major Georgian counterpart, the Secretariat of the State Commission on Migration Issues.⁷⁵ Once the EU-project proposal was selected for funding and at the beginning of project implementation, the PCMS implementing partners refined cooperation and contractual details in the frame of a partnership agreement, further formalising expression of interest to cooperate.

3.1.3 Preparatory study

The parameters were hence based on initial context analysis in the frame of project implementation preparation and on a preparatory study commissioned by the project lead Centre for Migration and Development (CIM); aim was A) to verify whether and under what pre-conditions a circular migration scheme addressing the pre-selected occupational groups –health care and hospitality sector – may respond to labour market and migrants' needs in Georgia and Germany; B) to identify a corresponding recommendable implementation strategy to implementing a pilot circular migration scheme in the respective sectors. Methods included specialist literature and labour market data review, and semi-structured qualitative (personal / telephone) interviews in Georgia and in Germany (2013).

3.1.4 Stakeholder dialogues

For backstopping and refinement of preliminary results and parameters, presentation and discussion rounds have been conducted at specifically convened meetings as well as at regular SCMI coordination meetings with representatives of SCMI members, allowing counterchecking and adjusting the planned PCMS strategy.

⁷⁴ Workshop: Circular Migration and the EU-Project of the Ministry of Justice and CIM, Concepts – Experiences – Implementation, 7 September 2012, Tbilisi.

⁷⁵ See Grant Agreement of the EU project.

3.1.5 Competence and Matching Analyses

Once the professional groups have been confirmed as suitable for a PCMS in the course of the preparatory assessment, a “Competence & Matching Analysis” was commissioned as basis for the more detailed parameters of the PCMS. The Analyses were conducted by one international and one local consultant each, with relevant experiences in health care, respectively hospitality sectors in both countries.⁷⁶

The analyses explored qualification profiles in relation to the selected professional groups and professions as educated / trained in Georgia, as well as expectations and needs of the employers both in Germany (immediate) and in Georgia (prospective). Based on the results, the analyses singled out the exact qualification levels and specification of professionals to be addressed in the PCMS. Moreover, the analyses identified professional training needs of participants before and upon placement in Germany, in support of their integration / reintegration prospects in Germany and Georgia respectively.

3.1.6 Monitoring & Evaluation

Last, next to following the defined strategy, CMS implementation was continuously monitored and evaluated both internally (by project team) as well as by external counterparts. The implementation phase hence also catered for flexibility for adjustments and amendments of parameters and connected migration cycle and migrant support measures in case necessity arises for immediate response to additional needs as identified in the course of the implementation process.

As can be concluded from PCMS, activities within the different phases do not necessarily need to be completed in a linear, strictly chronologically order. According to PCMS experiences, preliminary context assessment, parameter and implementation strategy definition, and specific activity planning may extend over the initiation, preparation and even implementation phase. Monitoring (and evaluation) allows for ad hoc refinement and adjustments. Such flexibility is recommended for any future CMS and corresponds to usual project processes.⁷⁷

4. PCMS preparatory assessment

4.1 Political will and coincidence of interests

“[...] positive development effects do not come about by themselves. They must be on countries’ political “wish list” and must be integrated systematically and consistently into the programs. However, this type of approach, along with systematic implementation, has often been absent in the past.”⁷⁸

⁷⁶ Executive summaries.

⁷⁷ E.g., this is prominently suggested in the GIZ management system for cooperation “Capacity WORKS”, GIZ (2008).

⁷⁸ Angenendt, Steffen (2015 : 8).

As shows the conclusion of the 2009 Mobility Partnership, the overall political will to aim for circular migration has been declared by both signing parties Georgia and Germany (as one of the participating EU member states): one of the declared intentions of the 2009 Mobility Partnership between Georgia and the European Union is “to promote a better framework for legal mobility, includ[ing] through circular and temporary labour migration schemes”. A scheme as was planned and implemented in the frame of the project was furthermore in line with the migration policy priorities of the Georgian government elaborated by the SCMI: The 2013 – 2015 Migration Strategy of Georgia had clearly set out that Georgia aims to “benefit from circular migration possibilities with EU member states”.⁷⁹ Similarly, in the migration strategy 2016 – 2020 as adopted in 2015, circular migration facilitation ranges among the goals of “migration and development” of the strategy’s long term vision.⁸⁰

Also from the German side, there was and is an explicit will to engage in the establishment of circular migration schemes that leverage their potential for development. As formulated in the BMZ presentation of activities, “circular migration enables [migrants] to interrupt their stay in the guest country and return to their country of origin for a period of time. This means they can contribute the knowledge and skills acquired abroad to the economic and social life of their own country and divide their time and energy between the two countries.” In this vein, various CMS projects and programmes with different countries of origin supported by different German Ministries demonstrate the readiness to invest in the development of triple-win-oriented circular migration schemes in CMS.⁸¹

Moreover, already in 2010 the concrete will to cooperate in relation to migration related matters has been formalised in a Memorandum of Understanding (MoU) signed by GIZ and SCMI.⁸² This MoU served as basis for the development of the common project proposal as submitted to the EU grant application.

The coincidence of interests of Georgian and German counterparts in gaining hands-on experiences with a development-oriented CMS was the basis for the definition of agreed parameters, the setting up of the cooperation structure as well as the subsequent implementation of the PCMS. The political will to promote circular migration as declared i.a. in the 2009 EU Mobility Partnership ensures its relevance to the future governmental approach to CM management.

Expectations towards CMS in general that were agreed upon included:

- human & qualification development
- prevention of (permanent) skilled labour drain
- reduction of irregular migration

⁷⁹ State Commission on Migration Issues (2012 : 9).

⁸⁰ Migration Strategy of Georgia 2016-2020, State Commission on Migration Issues (2015 : 10, 37).

⁸¹ So-called triple-win-projects are implemented by GIZ and the Federal Employment Agency’s (BA) International Placement Services (ZAV), via the Centre for International Migration and Development (CIM), as supported by the BMZ, German MoFA (AA). Partner countries are Bosnia-Herzegovina, Serbia, Philippines (health care workers, nurses, geriatric nurses), Tunisia (engineers), see: <https://www.giz.de/en/workingwithgiz/11666.html>.

⁸² 2010 Memorandum of understanding to cooperate in migration-related matters signed between GIZ and the SCMI.

- authorised, non-wage dumping qualified labour migrants;
- cooperation: favourable partner country for bilateral labour agreements

Once the coincidence of interest was agreed on, Georgian and German counterparts decided to engage in the joint development of a PCMS in the frame of an EU Grant submission. While aware that decisive forces driving international (labour) migration lie beyond the scope of CMS, Georgian and German counterparts opted for a particular intensity of policy action and programming, in order to providing for the migration cycle completion of the participating individuals within the given time frame of the EU project. Thereby, implementing partners intended to enhancing knowledge and experiences regarding the possibility of regulated labour migration between Georgia and an EU Mobility Partnership signatory state; testing possibilities of qualification-adequate placement and training abroad; exploring and testing means to providing support throughout a migration cycle; exploring additional means to preventing brain-drain in Georgia, particularly through return incentives and means to facilitate reintegration of returned migrants; as well as possibilities for continued circular migration schemes.

Implementing the PCMS with that intensity of programming throughout the migration cycle and targeting one specific cohort of participants required substantial efforts and funding of the management and implementing team, which may be a particular challenge to uphold for larger scale CMS. While allowing for a flexible migration cycle duration was agreed to increasing the triple-win outcome of a CMS, it was concluded that for future CMS, continuously or regularly offered migration cycle facilitation may build trust in and harness its positive effects.

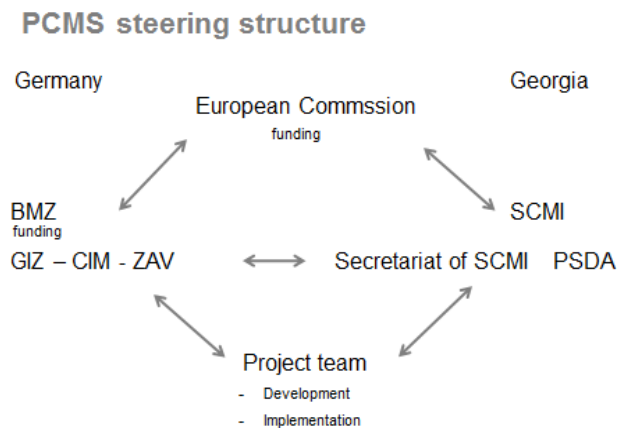
4.2 Institutional capacities and stakeholder activity

The composition of a CMS steering structure is determined by a number of different factors, including, particularly:

- the driving force (e.g. Ministry, consortium of ministries, labour administration) behind the expression of political will to establish a (triple win-oriented) CMS
 - Georgia: MoJ (at the moment of project implementation), SCMI
 - Germany: BMZ, GIZ/CIM, German Federal Employment Agency
- the source of funding for programming a CMS
 - EU: TPMA
 - BMZ
- the institutional affiliation and respective capacities
 - Georgia: Secretariat of the SCMI at PSDA, LEPL of MoJ
 - Germany: CIM of GIZ, ZAV of the German Federal Employment Services

In the case of the PCMS, following core cooperation structure was established:

Figure 4 PCMS steering structure



With a common rough vision of the CMS to be set up, actors of the core steering structure have then identified further stakeholders for its implementation. As part of the preliminary assessment of the envisioned CMS parameters, a **mapping** of the various migration-related stakeholders and an analysis of the respective competencies in relation to circular labour migration management in both countries have informed such cooperation structure. Moreover, the preliminary and continuous assessment of the **migration project landscape** has helped detect means to leveraging synergies and to avoiding duplications and exploring further cooperation opportunities in the course of implementing the CMS. In the case of Georgia, such project landscape displays in a compilation provided by the Secretariat of SCMI in its capacities as coordinating body for migration related activities in Georgia, and based on regular coordination meetings.⁸³ In the case of Germany, CIM/GIZ is itself a major implementing stakeholder for various (circular) labour migration schemes and disposes of an established basic implementation infrastructure (concepts, instruments / activities, staff, funding sources).

With respect to future labour migration schemes, it is recommended to, according to the country-specific context, identifying additional specific cooperation partners for implementation of the respective scheme.

Experiences from the PCMS suggest the initial identification of relevant actors for a CMS in the frame of a stakeholder mapping according to following categories:⁸⁴

- Veto stakeholders: actors representing the overall political will for CMS cooperation at overarching governmental level (e.g. ministers / ministries, prime minister/president...);
- Key stakeholders: Main actors for implementation at decision making level regarding a set of measures (e.g. ministers / ministries);
- Primary stakeholders: main actors at implementation level (e.g. LEPLs for a set of or specific measures);

⁸³ <http://bit.ly/2kA3YOE> accessed 04.2015.

⁸⁴ The mapping has followed the format of the stakeholder analysis as set out by the GIZ sector project migration; GIZ (2013).

- Secondary / implementing stakeholders: actors for implementation of specific measures as part of a set of measures;
- Secondary / de facto influencing stakeholders: stakeholders active in the relevant fields of activities (depicting possible stakeholders in terms of cooperation, synergies, duplication).

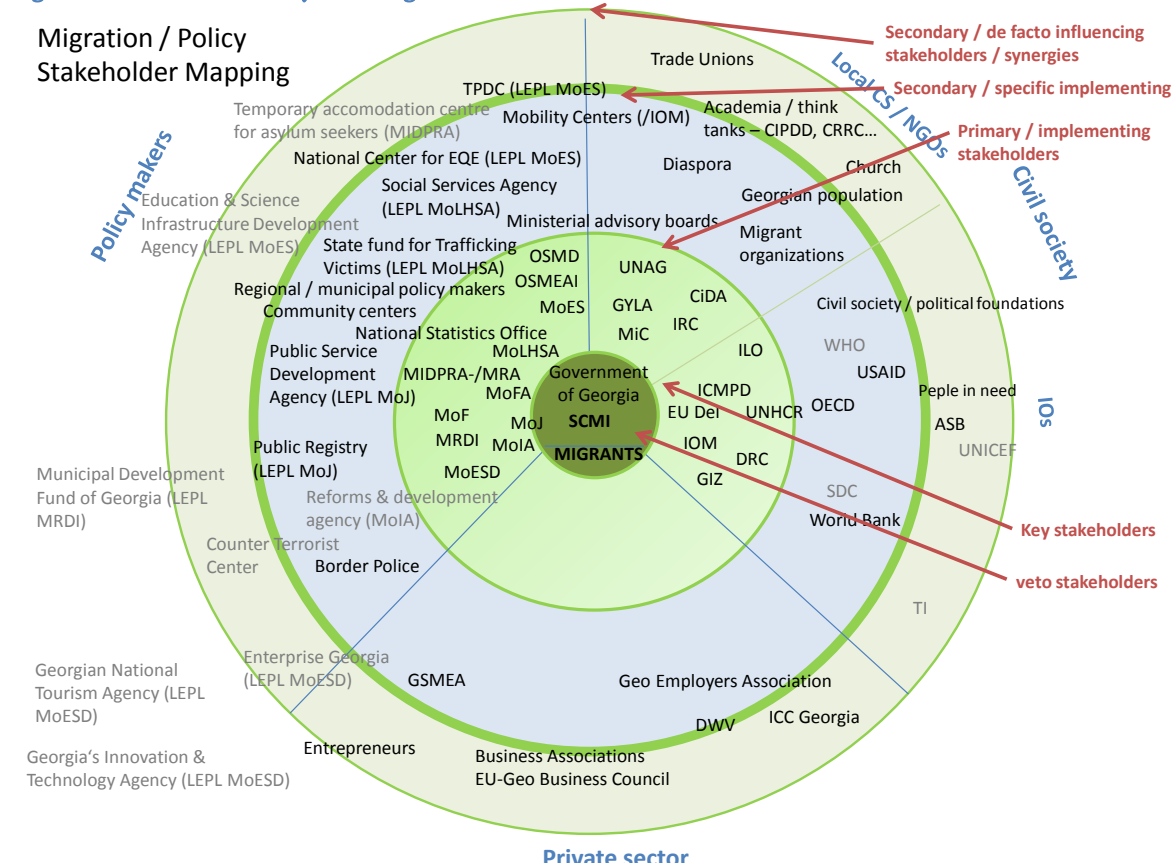
Below figure displays the stakeholder mapping as elaborated as an example in the course of PCMS development. In case of the elaboration of future labour migration schemes, it is recommended to conduct such mapping regarding sending and receiving countries equally.⁸⁵

Ideally, the cooperation structure then determines responsibilities of the stakeholders identified for cooperation throughout the different stages and in relation to the thematic areas of the scheme as well as the respective level of intervention – i.e. legislative / policy and decision making, implementation, contracting level.

In the case of the PCMS and respecting the identified parameters to be applied to the circular migration scheme, CIM and the Secretariat of the SCMI as initiators of the PCMS agreed on the primary stakeholders to be involved in its implementation (see Matrix below).

⁸⁵ This stakeholder analysis was elaborated as an exemplary approach to identifying and defining a possible cooperation structure for a cooperative approach to labour migration management in the frame of a scheme in the course of PCMS development at the occasion of the EU project's Winter School (9. to 11.02.2015 in Georgia) and does not claim completeness.

Figure 5 Stakeholder Analysis Georgia



ASB – Arbeiter Samariter Bund	DRC – Danish Refugee Council
CIDA – Civil Development Agency	EU Del – Delegation of the European Union to Georgia
DWV – German Economic Association	GEA – Georgian Employers Association
EU-Georgian Business Council	GSMEA – Georgian Small & Medium Enterprises Association
GiZ – German International Cooperation Society	ICCG – International Chamber of Commerce Georgia
GYLA – Georgian Young Lawyers' Association	ILO – International Labour Organization
ICMPD – International Centre for Migration Policy Development	IRC – Innovations' and Reforms Centre
IOM – International Organization for Migration	MiC- Migration Centre
LEPL – Legal Entity of Public Law	MRDI – Ministry of Regional Development and
MIDPRA –MRA – Ministry of Internally Displaced Persons from the occupied territories, accommodation and refugees	MoES – Ministry of Education and Science
Infrastructure	
MoESD – Ministry of Economy and Sustainable Development	MoF – Ministry of Finance
MoFA – Ministry of Foreign Affairs	MoIA – Ministry of Internal Affairs
MoJ – Ministry of Justice	MoLHSA – Ministry of Labour, Health and Social Affairs
OECD – Organization for Economic Cooperation and Development	OSMDI – Office of the State Minister of Diaspora Issues
OSMEAI – Office of the State Minister on European and Euro-Atlantic Integration	People in Need (?)
SCMI – State Commission on Migration Issues	SDC – Swiss Development Cooperation
TI – Transparency international	
UNHCR – UN High Commissioner for Refugees	UNAG – UN Association of Georgia
USAID – US Agency for International Development	UNICEF – UN Children's Fund
WHO – World Health Organization	WB – World Bank

Such stakeholder analysis may reveal possible gaps and adjustment needs of the cooperation structure for implementing a CMS. As an example, the mapping of migration policy stakeholders in Georgia showed a low level of institutionalised direct private sector involvement (beyond via MoES channels) in the conceptual and decision making key stakeholder field. At the same time, the private sector holds a crucial role in expressing labour market needs, in employability

assessments and particularly in the labour market reintegration process of circular migrants. In the frame of the EU-project and in relation to the PCMS, the response was to approach individual private sector representatives and to inquire on labour market and qualification needs in the initiation phase of the project (e.g. interviews), and to promote (future) returnees' involvement in the reintegration process (e.g. by means of private sector involvement in preparatory events, job fair, and promotion of enhanced qualification profiles). The November 2015 labour migration law indicates an increased direct approach and involvement of the private sector in labour migration management, particularly in relation to the provision of employment or assistance of provision of employment outside Georgia. It foresees the regulation regarding registration and operation standards for private recruitment agencies addressing Georgians to work abroad.⁸⁶

Particularly due to its pilot character in the very context of Georgia and Germany, the **implementation** and cooperation level of the PCMS cooperation structure was not established and finalized from the outset but elaborated step by step in the course of its development and implementation (see stakeholders as indicated for activity).

⁸⁶ See particularly Articles 7-11; Law of Georgia on Labour Migration, official translation, activating date 1 November 2015, Document number 3418-IIb, <https://matsne.gov.ge/en/document/view/2806732>.

4.2.1 Cooperation structure PCMS

Figure 6 Intervention matrix

Level of intervention / stakeholder	2012	May 2013	2014	2015	2016	May 2016	2016 ctd
intervention period		EU project start		Departure of PCMS participants		Return of PCMS participants	End of EU project
Political will / overarching level							
BMZ							
SCMI							
Steering, decision making & implementation level							
CIM / GIZ		PCMS Initiation	Overall management and implementation				return & reintegration promotion and support
Secretariat of the SCMI		PCMS Initiation	Overall management and implementation				Handover to MoLHSA
Implementation level / assigned implementation							
ZAV			Selection of PCMS participants & employers	Matching PCMS participants & German employers	Reception of PCMS participants in Germany		PCMS participants debriefing
			qualification recognition application (reg. council Germany)		continuous contact point to PCMS participants		
			Negotiation of training curricula				
Goethe Institute Tbilisi				Language courses			
German consulate					Visa issuance		
Language course provider Germany						Language courses	
Contact & contributing institutions / persons (education institutions, LEPL, IO, NGO, private sector et. al.);			PCMS vacancy announcement dissemination		Preparatory information events		promotion of start-up opportunities in Georgia (GSMEA)
Employers Germany			Employment offer to PCMS participants				
Employers Georgia						Job fair: promotion of economic opportunities in Georgia	Employment offer to PCMS participants
Consultants / Trainers	Prep. study	Competence & matching analysis		Profession-specific training			
SBFIC / GBTC / GIZ sector project migration				Financial literacy training			
TPDC (tbc):							training of trainer knowledge transf.

4.2.2 Changes in cooperation structure

Throughout preparatory assessment, inception and implementation phase of the project, the cooperation structure of the different stakeholders was amended and adjusted. As reveal these experiences, adjustments of cooperation structure may become necessary when circumstances, responsibilities, competencies of, and interrelations between involved actors change or have been misperceived or when new support measures or activities are introduced to the CMS. With respect to the PCMS, adjustments were considered / undertaken at several occasions, inter alia:

Figure 7 Changes in Cooperation Structure

Change / challenge / risk	PCMS experience (examples)	Response / adjustment
Shift in responsibilities or new initiatives of the involved actors (both, at overarching government or implementation level);	Establishment of Employment Support Services of the Social Services Agency and the possibility to register as jobseeker at Worknet	Cooperation with ESS: Worknet can be promoted towards future returnees as additional labour market integration effort
	Conclusion of the project “Targeted Initiative”, shift of responsibility for Mobility Centres to MRA / IOM	Change of counterpart for exploring prospects of extended Mobility Center mandate and services (eligibility of authorized returning labour migrants)
	Initiative of the MoES Teachers Professional Development Center to train and grade up VET teachers, opening up opportunities for returnees	Cooperation with TPDC: Promotion of opportunity to train and become a trainer
	Implementation revealed a missing routine on the side of German authorities as well as on the side of the participants of the PCMS regarding the processing of individually submitted work permit requests for the purpose of formal qualification recognition. This holds particularly true in the case of the nurses from non-European countries.	Assuming responsibility: project team negotiating a similar procedure to be followed for all participants of the PCMS. I.e., individual work permit applications were submitted collectively and processed on similar grounds, assessed by all involved as substantially facilitating the work permit application procedure. ⁸⁷
Change of framework or context in which the CMS is set up, including	Legal provisions changed in Germany regarding nurses’ access to the German labour market	
economic factors (e.g. change in labour demand and supply)		Reconsideration of CMS target group: reconsideration of nurses involvement due to increased skilled labour drain risk

⁸⁷ See “selection and placement” section below.

legal provisions (e.g. change in residence or labour market access permits)		Exploring increased return encouragement efforts and support measures (e.g. involvement of nurses in CIM returning experts programme, pre-departure awareness raising on reintegration opportunities)
shifts in public discourse (e.g. importance attributed to a specific phase of the migration cycle – preparation, emigration, integration abroad, return, reintegration – requiring further or extended support measures);		Exploring increased return encouragement efforts and support measures (e.g. involvement of nurses in CIM returning experts programme, pre-departure awareness raising on reintegration opportunities)
participants' characteristics	Language proficiency of PCMS candidates below expectations (beginners level)	Extended funds for prolonged language training and multiple exam opportunities
Conflictual relations within or of the cooperation structure, requiring replacements, amendments or exclusions of actors	Discrepancy in interpretation of circularity with one exemplary Georgian employer	Re-assessment of cooperation basis and obligation

4.2.3 Formalisation of cooperation structure

Tools considered / deployed for establishing and formalising a cooperation structure in the context of the PCMS included:

- MoUs / formal agreements (usually at governmental / ministry level)
A 2010 MoU between SCMI and GIZ represented the basis for a common project development in the area of migration. In the frame of the EU-project, a Partnership Agreement (PA) complemented the MoU and formalised negotiated responsibilities of the core counterparts of the PCMS (CIM, PSDA). Further MoUs (particularly with the MoES) were considered but discarded due to the prevalence of the existing GIZ-SCMI MoU (applying to all SCMI-represented state agencies) and the PA.
For future CMS, MoUs may, however, be considered as basis for setting up a cooperation structure with specific institutions (Ministries, LEPLs et. al.), e.g. if not covered by a BLA;
- Agreements for the implementation of a set of / specific measures (Ministries, LEPLs, institutes – e.g. universities, VET institutions – , NGOs, et.al.), such as pre-departure information events;
- Contracts with / assignments of contracting actors (NGOs, enterprises, consultants) for the implementation of specific measures)

In the PCMS, this included the contracting of service providers such as language course providers (Goethe Institute, private teacher), profession specific trainers, etc.

Institutional capacities and stakeholder activity

Analysis and adjustment helps ensuring that involved countries' institutions as part of the cooperation structure dispose of the necessary capacities to comply with agreed principles, parameters, and responsibilities. Particularly in the case of longer term CMS, the cooperation structure as identified and set up in its initiation stage needs to provide for flexibility with regard to stakeholders and their respective (changing) responsibilities.

The instruments for establishing a cooperation structure for the implementation of the CMS thus included:

- identification of key actors in the steering structure;
- conducting stakeholder analysis and mapping;
- review of the migration project landscape;
- amendment and adjustment throughout the implementation process.

4.2.4 PCMS – migration cycle facilitation infrastructure: management

On the German side, CIM as joint venture of the “Deutsche Gesellschaft für internationale Zusammenarbeit und Entwicklung (GIZ)” and the International and Specialized Services (ZAV) of the German federal employment agency (BA) with its responsibility for approving work permits and for placement services united the most relevant counterparts at implementation level of the PCMS. On the Georgian side, the Secretariat of the SCMI served as crucial hub for connecting German counterparts / the project team with relevant counterparts. The MoLHSA Department for Labour and Employment, the Department for Employment Programmes of the MoLHSA LEPL Social Services Agency as well as the underlying labour migration legislation (including the regulation of private recruitment agencies standards) was in a developing status during initiation and implementation phase of the PCMS. Thus, implementation capacities particularly regarding migration management and labour market administrative services were rather limited. Practically, the PCMS implementation may be considered as part of capacity development of the Georgian counterparts for labour migration and labour administration matters, with required labour administrative, recruitment and reintegration services being complemented and partly substituted by the project team.⁸⁸

For future CMS, the Labour and Employment Department of the MoLHSA is the mandated Georgian counterpart assuming responsibility for steering CMS set-up. As for labour administrative matters, the involvement both of public employment support service of the MoLHSA LEPL Social Services Agency and of private recruitment agencies should be considered.

⁸⁸ E.g. screening of qualification standards as analysed in profession-specific competence and matching analyses; identification, outreach to and selection of suitable candidates; matching and placement services of migrants abroad and upon return et.al.

Involvement of local actors can be expected favourable for cooperation on equal terms with the partner country's counterpart and increase influence, ownership and implementation effectiveness.

4.2.5 Future management of CMS from the side of the country of origin

The CMS coordination task is recommended to be accorded to persistent entities of the involved countries to ensure continuity and respect for country- and migrant-specific and development-oriented interests. For assuming that task, the respective entities need to be staffed with corresponding financial and human resources. Moreover precise documentation and knowledge management should ensure availability of information on experiences and good practices beyond project-bound financing or institutional mandate, political priorities.

In the case of Georgia, MoLHSA and its Labour and Employment department as assuming responsibility for labour migration management is recommended to be the coordinative body for future CMS implementation. MoLHSA is recommended to relate to its relevant LEPL's entities (Employment Support Services). For implementation, different alternatives should be explored:

- a) In order to further increase influence of the state agency (labour administration) on preserving an ethical recruitment approach, respecting the migrants' and the sending countries' labour market interests, extension of portfolio, capacities and services (with corresponding staff allocation) of Employment Support Services of the LEPL Social Services Agency (SSA – MoLHSA) could be considered: in addition to ESS information for job seekers on employment and training opportunities according to local labour market demand and on risks of unauthorised migration abroad, ESS could provide information on specific international labour market opportunities abroad. On the basis of administrative agreements with other countries' state employment services, ESS could hence engage in matching and even placement services;
- b) As alternative to extending portfolio and (human, financial) capacities, and as may be required on the basis of respective labour migration management capacities (financial, human) and limits thereof, options to cooperating with, subcontracting or referring to one or a consortium of external institutions (private recruitment agencies, IO, NGO) for implementing specific services (information, placement, migrant support services) could be explored, i.e.
 - private recruitment agencies (PRA);
 - IO;
 - NGO;
 - Partner countries' State Employment Services or development cooperation agencies;

Challenge would be the need for securing the usual project-based financing of NGO / IO, be this one single organization or a consortium of organizations with shared responsibilities. In addition, involved institutions would need to be obliged to comply with ethical recruitment guidelines, respecting the migrants' interests and integrity as well as local labour market needs;

- c) While labour migration management responsibilities lie with MoLHSA Labour and Employment department, MRA in cooperation with IOM is maintaining four Mobility Centres (MC), with the task to supporting returnees' reintegration and to providing (theoretical referral) information on migration opportunities abroad. In the course of a policy maker workshop on return and reintegration in the frame of the EU-project, it was recommended to extend portfolio, capacities and services (with corresponding staff allocation) of the existing Mobility Centres. Next to supporting persons returned for administrative reasons, the MC were suggested to become "more relevant and promoted information hubs, providing reliable information on legal emigration channels [...]. Activities should include information on job opportunities and procedures to emigrate to EU countries [...]".⁸⁹ Also in case of this option, extension of mandate (with the possibility to subcontracting institutions for implementing specific services), would need to be accorded with MoLHSA ESS portfolio. Moreover, close cooperation with partner countries' employment (placement) services would be required.⁹⁰

In order to ensure compliance with the partner country's regulations (labour market access and related preparatory requirements), and irrespective of the organizational / legal details, a coordinating / implementing body of the country of origin (Georgia) would need to establish close cooperation with the respective institutions of that partner country. Of particular relevance can be assumed to be direct cooperation with the respective labour administration / state employment services, and the consulates in case of visa requirements.

Irrespective of above options, the overall monitoring body in the case of Georgia as sending country is to remain the SCMI as established and respected mechanism at high level to taking in the different labour migration-related policy fields' perspectives and ensuring the required political and institutional ownership and backing. Ideally, a corresponding SCMI working group forms the platform to reflect on correctives and to negotiate and coordinate joint and coherent efforts in offering support measures (and possibly, commissioning their realisation). Keeping the high reporting level as well as introducing regular evaluations and exploring and implementing respective adjustments of provided services may help ensuring quality services and up-to-date information made available to (potential) migrants.

4.3 Matching of demographic/economic factors / Occupational matching – definition of selection criteria

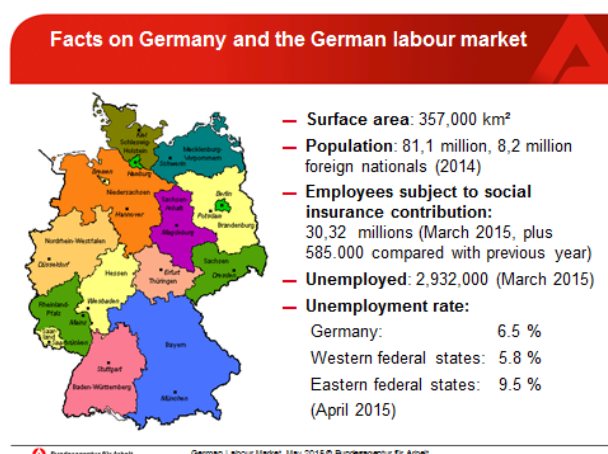
4.3.1 Matching of labour market interests – occupational demand & supply, qualitative matching

⁸⁹ Workshop "Return and Reintegration Facilitation for Georgians abroad. Challenges, Obstacles, Options", Tbilisi, Public Service Hall, 19 and 20 March 2015. Quoted in short term experts' corresponding report: Angenendt, Steffen (2015 : 22).

⁹⁰ The possibility of such extension of mandate, has been declined by MRA and MoLHSA Labour and Employment Department representative alike. Meeting 17 March, 2016.

The potential for a triple-win outcome of CMS is strongly interrelated with the occupation- and qualification specific matching of labour market interests of both, the country of origin and of destination. Current and prospective labour market demand and supply, in turn, is strongly interrelated with a number of indicators, such as the overall economic and demographic developments and expected occupation-specific labour market entries, job creation prospects, as well as unemployment, employability and relevance of qualification profiles of the working age population in the country of origin and of

Figure 8 German Labour Market 2015



destination.

As a means to reducing those risks, the matching of occupational, profession- and qualification-specific demand and supply in Georgia and Germany have been explored at two instances: first, in the course of a preliminary study (February 2013), and secondly, as part of the “competence and matching analyses” (April 2014) commissioned in the course of the initiation phase of the PCMS. As detailed, reliable and up-to-date

labour market data has been difficult to obtain in the case of Georgia, the review of official aggregated labour market data was complemented by interviews with relevant labour market stakeholders of involved countries. These proved to be an important supplementary source of information with regard to the matching of labour market demand and supply, including in terms of qualification and job profiles and related training needs.

4.3.2 Economic and labour market situation in Germany

At the time of the preliminary assessment at both instances and similar to the situation in many EU- member states, the German labour market was characterised by growing shortages of skilled labour – primarily due to demographic developments (ageing and declining populations).⁹¹ Despite the economic crisis and its somewhat decelerating effect, Germany ranked among the few EU countries, in which employment rates increased while unemployment continued to decline.⁹²

Already during the preliminary assessment phase of the CMS, Its labour market was and continuously is affected by shortages and bottlenecks in relation to qualified labour in an increasing number of sectors, in particular pertaining to the occupational fields of technical and health care professions.⁹³

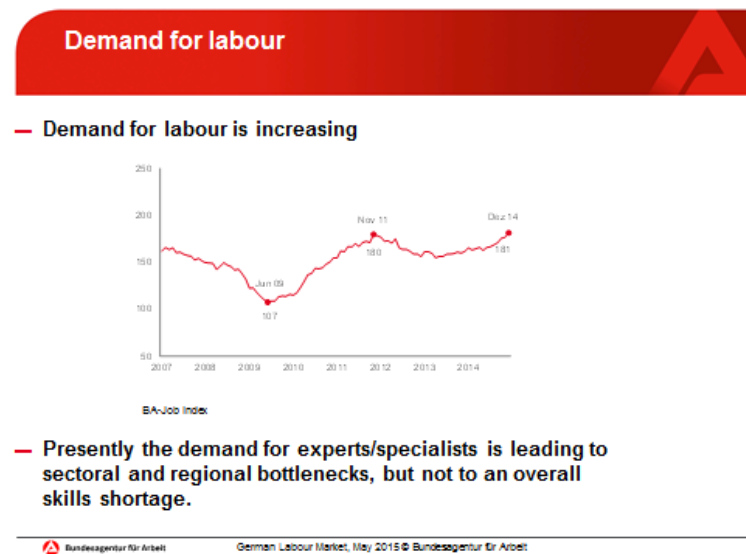
⁹¹ European Foundation for the Improvement of Living and Working Conditions (2010).

⁹² Seasonally adjusted unemployment rates in August 2012 in the Euro-zone (EZ 17): 11.4 %; in the EU 27: 10.5 %. Of the EU MS, Austria recorded the lowest unemployment rate (4.5%) and Spain the highest unemployment rate (25.1%). With 5.4%, German unemployment rate ranged among the lowest in the EU; see: Bundesagentur für Arbeit (2012 : 18).

⁹³ European Commission, Employment, Social Affairs and Inclusion (2012); Bundesagentur für Arbeit (2012 : 12f).

The specific occupational demand in Germany represented an indicator for the occupational groups and specific professions in relation to which Georgians could potentially be placed and a CMS could be tested. Sophisticated forecasts as provided by the German Federal Employment Agency based on projection of demographic development, labour market exits of elderly, and entries by graduates indicated realistic shortages and bottlenecks for the years to come already at the time of project development. Accordingly, following occupational groups remained on demand in Germany since the projects' development phase:

Figure 9 Demand for Labour - Germany



- metal engineering and welding; mechanical and automotive engineering, including mechatronic, electrical and energy engineering; engineers for technical drawing and for supply and disposal technology;
- experts in computer science, IT application consulting and software development and programming;
- **doctors, nurses, geriatric nurses / health carers;**⁹⁴
- **hospitality sector** (currently primarily affected by seasonal shortages, with more permanent shortages considered to be imminent);⁹⁵

As a response to shortages and bottlenecks on the German labour market not only at the academic level but also at the level of (VET-trained) professionals, the BA regularly updates a so-called “**white list**”. It indicates those professions in demand in Germany for which third country nationals, including non-academic professionals, are hence permitted prioritized and facilitated access to the labour market.⁹⁶ Since July 2013, nursing professions have been included into that white list: in case of formal recognition of qualification in Germany (after ca. 12 months), nurses may apply for a long term work permit in Germany.

In the case of health care professionals, recruiting from abroad (EU and non-EU countries) is an increasingly deployed way to securing skilled labour. Such recruitment efforts are undertaken both in the frame of different programmes and on individual initiatives. In either case, employers show the will (and the need) to invest in international recruitment efforts, in initial introductory

⁹⁴ New on the demand-list are health care sector technicians.

⁹⁵ Explicitly announced by a member of the directorate of the German hospitality association (DEHOGA) in an interview conducted in the frame of a CIM study in the beginning of 2012, Goos, Anna, CIM Paper Series Nr. 4 (2012).

⁹⁶ Whitelist of the BA: <http://bit.ly/2jImbvH>; “Make it in Germany” web portal of BMWI and BMAS indication of professions in demand: <http://www.make-it-in-germany.com/en/for-qualified-professionals/working/demanded-professions>; online quick check on working opportunities: <http://bit.ly/2k7FUdC>; <http://bit.ly/1hbDEAq> accessed 04.2015.

training, including language courses as well as professional adjustment, and to provide additional support and guidance in terms of administrative integration, housing etc.⁹⁷

In the hospitality sector, the affinity to international business and recruitment is obvious, international work experience represents an essential means to career development in hotels. Accordingly, interviews with hospitality sector employers revealed an expressed interest in intensifying international experiences and recruitment efforts, including with Georgian professionals.⁹⁸

Decisive factors for selecting the occupational groups suggested for the PCMS and thus to be particularly examined in the Georgian context were the extent and (imminent) urgency of the demand for skilled labour of these occupations on the German labour market. In addition, the respective propensity of German employers to employing (qualified) non-EU nationals as an internationalisation strategy to securing needed skilled labour as well as the propensity of (successfully) seeking access to international labour markets within certain occupational groups and the related willingness to invest in training and vocational adjustment was taken into account when suggesting occupational groups of the health care and hospitality sector for piloting the CMS. Hence, and In line with recommendations of the German Federal Employment Agency, the **health care – particularly nurses and geriatric nurses – and the hospitality sector – particularly at vocational education level – were considered most promising for testing placement and integration of Georgian professionals in German work places.**

4.3.3 Economic and labour market situation in Georgia: labour market supply, unemployment and demand

In order to take into account Georgian labour market interests and reintegration prospects of future returnees in PCMS parameters and to, thereby, enhance its triple win effect, also the Georgian labour market situation in the context of the overall economic, demographic and occupational development was considered in frame of the preparatory assessment.

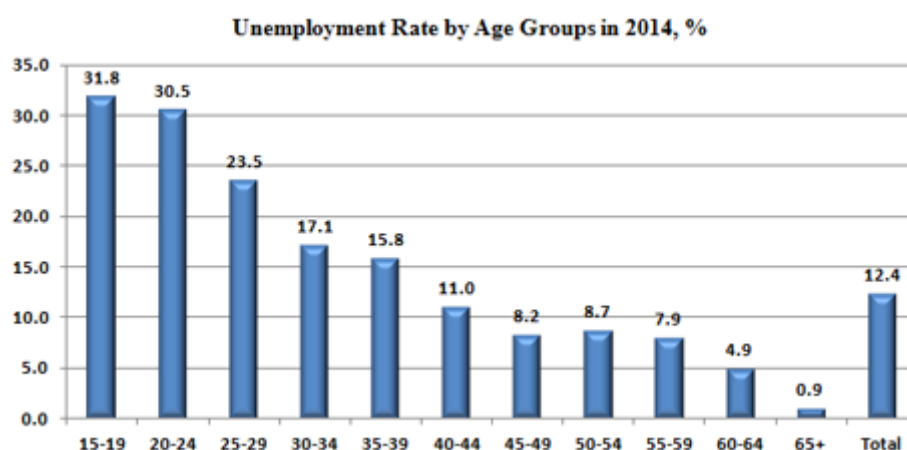
Reliable population and labour market data remained scarce throughout the development, preparatory and initiation phase of the PCMS.⁹⁹ In order to avoid the inducement of the emigration of professionals as needed on the Georgian labour market, the matching of labour market demand and supply on the Georgian labour market with regard to the pre-selected occupational groups (on the basis of the German labour market assessment) had to be explored.

⁹⁷ Efforts to recruit abroad lags behind actual labour shortage in the health care sector: only 16% of health care services provides recruit abroad, with 61% deploring unfilled vacancies. Nevertheless, it is one of the first sectors, in which international recruitment becomes a more and more established strategy to fill vacancies. See: Bertelsmann Stiftung (2015).

⁹⁸ Results of interviews conducted in the course of the “Preparatory assessment in preparation of the project implementation: Strengthening the development potential of the EU Mobility Partnership in Georgia through targeted circular migration and diaspora mobilisation”, Goss, Anna / CIM (2013).

⁹⁹ Until 2014, official Geostat population data was based on 2002 census data estimates complemented particularly by registered birth and death figures. The considerably smaller number of Georgians indicated by preliminary results of the 2014 census data as compared to official data of the previous years and before the 2014 census, demonstrates the limited significance of the pre-2014 data: 4.49 Mio in 2014 versus 3.73 Mio in 2015.

Figure 10 Unemployment Rate in Georgia by Age Groups 2014¹⁰⁰



In the context of the EU-project, assessment of demographic, economic, and occupational development in Georgia showed that, unlike other major labour migrants' countries of origin (e.g. North African countries¹⁰¹), Georgia is itself affected by a declining population. This trend has been confirmed by preliminary results of the 2014 census: difference between 2002 and 2014 census shows a decline by 14,7% (641.900) to 3.73 Mio.¹⁰² Nevertheless, official data shows a substantial share of unemployed, particularly among the age groups which supposedly belong to the group of new entries to the labour market: 31,8 % among the working age group 15-19, 30,5% among the working age group 20-24 and 23,5% among the working age group 25-29.¹⁰³

Figure 11 Employment and unemployment in Georgia 2005 - 2015¹⁰⁴

Employment and Unemployment

	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Active population (labour force), thousand persons	2023.9	2021.8	1965.3	1917.8	1991.8	1944.9	1959.3	2029.1	2003.9	1991.1	2021.5
Employed, thousand persons	1744.6	1747.3	1704.3	1601.9	1656.1	1628.1	1664.2	1724.0	1712.1	1745.2	1779.9
Unemployed, thousand persons	279.3	274.5	261.0	315.8	335.6	316.9	295.1	305.1	291.8	246.0	241.6
Unemployment rate, percentage	13.8	13.6	13.3	16.5	16.9	16.3	15.1	15.0	14.6	12.4	12.0

¹⁰⁰ Geostat 2014, <http://www.geostat.ge/> accessed 07.2015.

¹⁰¹ While substantial refugee flows currently dominate movements from that region towards EU as a result of war and destabilization following "Arab Spring" political upheaval as well as ISIS terror, previously the intention to work abroad represented the major motivation to migrate to the EU. These movements were interpreted as, to some extent, alleviating the pressure on limited absorption capacities of home country labour markets and exerting the so-called demographic dividend. See i.a.: Goos, CIM Paper Series (2012).

¹⁰² Preliminary Results of 2014 General Population Census of Georgia, <http://bit.ly/2jls8Jf> accessed 07.2015.

¹⁰³ Reliability of unemployment / labour market data was limited and probably significantly underestimating the real number of unemployed due to definition as well as method of data acquisition (self-definition). Auxiliary agricultural activities such as fishing, picking berries, sewing, mushrooming, food preservation et.al. are counted as self-employed by GEOSTAT. According to a 2012 ETF survey, 30% to 35% of Georgians consider themselves being unemployed. See: Badurashvili, Irina (2012: 6 – 8); Kuddo, Arvo (2009: 8, 19, 27, 43, 44, 59, 65, 68); ETF (2012 : 16-18, 20).

¹⁰⁴ Geostat 2015, http://www.geostat.ge/index.php?action=page&p_id=146&lang=eng.

Sector specific unemployment rates were unavailable at the time of the preliminary assessment. Hence, in addition to official population and labour market data of the National Statistics Office of Georgia (Geostat) and the Worldbank, other sources and indicators had to be consulted as basis for the selection of sectors to be included in the PCMS. These included interviews with relevant stakeholders (including employers, public service, Ministerial and educational institution representatives) and the consultation of small-scale surveys regarding e.g. un/employment per sector, sector development prospects, employability etc.¹⁰⁵

As confirmed by the competence and matching analysis in the course of the initiation phase of the project, demand in Georgia and Germany were and are similar regarding both, the health care, and the hospitality sector. Moreover and according to interviewed counterparts, the pre-selected professions were depicted to be affected by both, unemployment and shortages of professionals.

Hospitality sector: At the time of the preliminary assessment, the hospitality sector ranged at 3.8% of the numbers of employed Georgians.¹⁰⁶ In line with the declared strategic appeal to the Georgian government, expert reports and interviewees alike attributed very high development prospects to the hospitality sector with an increasing demand for qualified professionals in the years to come. These were deplored to be missing on the Georgian labour market in sufficient numbers.

According to a 2012 pilot survey conducted by the Ministry of Economy and Sustainable Development of Georgia (GMoESD) and supported by i.a GIZ, 50% of the respondent employers of the hospitality sector reported having been unable to fill vacancies within the past 12 months. 54% of the respondents who indicated difficulties in finding qualified employees reported weaknesses in terms of lack of practical experience (34%), of competence (30%), of professional manners (14%), and of language proficiency (12%). 36% of the respondents of the hospitality sector having nonetheless hired new staff in the past 12 months signal the growth of the sector, with the best growth potential being depicted in the sub-sectors adventure, MICE (meetings, incentives, conferences, exhibitions) and wine tourism. While the need of the companies concentrates on low qualification levels and only very few are demanded at manager-level, most employers refer to university graduates (42% as compared to 10% VET candidates) due to the expected greater general knowledge and intellect. Most in demand were operators (52%), waiters (22%) and cooks (12%).

Hence, for the PCMS, it was concluded that supporting qualification development through apprenticeship, training and / or on-the job practical experience according to international standards would increase hospitality sector professionals' employability upon return to Georgia and thus increase the matching of Georgian labour market supply and demand.

¹⁰⁵ The Georgian MoLHSA commissioned a labour market review composed of two parts, one survey on labour market demand (the results of which were published by end of 2015) and one on labour market supply (expected for 2016), <http://www.moh.gov.ge/>, accessed 07.2015.

¹⁰⁶ Sectors according to employment rates ranged as follows: industry (24.9%), trade and repair services (17.9%), health and social work (13.7%), transport and communications (13.1%) and construction (8.7%). ETF (2012 : 19); Interviews; GIZ study on economic sector development.

Health care sector: Employment rate in the health care and social work sector among employed was estimated to range third of all sectors, at 13,7 % in 2012, with a trend to increase.¹⁰⁷

An ‘Employers’ Demand for Workforce Survey’ of 2011 listed orderlies, nurses and assistants as being most in demand on the Georgian labour market, next to a number of higher-level medical personnel.¹⁰⁸ The need for well-trained nurses / health carers in Georgia both in rural and urban areas was confirmed by all interview partners. A ratio repeatedly cited underlining this statement: one nurse serves four doctors while ideally, this ratio should be the other way around, interviewees deplored.¹⁰⁹ This assessment is also reflected in the Georgian 2011-2015 Health Care Strategy: while 1,200 physicians and only 100 nurses entered the labour market, there is a need for only 350 physicians and 1,400 nurses annually.¹¹⁰ Interview partners and the GMoLHSA 2011-2015 National Health Care Strategy suggest that qualified, particularly below academic-level health care personnel is primarily scarce due to two major factors. First, in view of the occupation having a bad reputation, students disproportionately often opt for medical studies to become physicians, despite an already existing surplus on the Georgian labour market (600 graduates compete for 100 specialist training fellowships).¹¹¹ This results in their poor performance due to an obvious qualification mismatch (“over-qualification”). Second, due to inadequate health care education curricula, graduates do often not correspond to qualification requirements and have difficulties in entering the labour market, which, in turn, contributes to an existing skilled labour shortage.¹¹²

The competence and matching analysis moreover concluded an increasing demand of specialised nurses, which the unemployed general nurses could not meet: “As to unofficial information, unemployment rate among nurses and nurse assistants is of about 50%. [...] departments of hospitals, especially intensive care, anaesthesia and surgical services, are lacking specialized nurses.”¹¹³ The adjustment of Georgian general nurses’ qualification towards specialised nurses in Germany would hence be appealing to the Georgian labour market demand. However, this option was deemed unrealistic as such adjustment training would require substantial investment (training costs and exemption from work for training purposes) by the German employer, usually allocated to staff with long-term employment perspectives in the same institution.

This inconsistency – employers not being able to recruit employees despite existing vacancies and unemployed from the respective profession – was particularly ascribed to a qualification mismatch

¹⁰⁷ ETF (2012: 19); Interviews; GIZ study on economic sector development.

¹⁰⁸ Such as Physician-therapists, medical specialists, surgeons, et. al. See i.a. IOM (2011); IOM (2008: 22); ETF (2010: 84). A detailed list of all occupations depicted to be in demand by Georgian employers in the various regions is contained in the IOM 2011 Employers’ Demand for Workforce Survey conducted in the frame of the Targeted Initiative Georgia Project “Support Reintegration of Georgian Returning Migrants and the Implementation of the EU-Georgia Readmission Agreement”; IOM (2011a).

¹⁰⁹ According to 2009 WHO data, in Georgia, 40 nurses / midwives and 47 physicians cater for 10,000 Georgians, as compared to 80 and 34 respectively in Germany. WHO statistics (2009: 98).

¹¹⁰ Ministry of Labour, Health and Social Affairs of Georgia (2011: 7, 15).

¹¹¹ This leads the GMoLHSA to depicting it a necessity to introducing the regularisation of the volume of the production of health care human resources according to population needs; Ministry of Labour, Health and Social Affairs of Georgia (2011: 15).

¹¹² Interviews with various health care sector-related interviewees and international experts; Ministry of Labour, Health and Social Affairs of Georgia (2011: 15).

¹¹³ Meissner, Regina / CIM (2013 : 1-2).

(in addition to other factors such as regional inflexibility of the unemployed).¹¹⁴ In fact, mismatch between labour supply and demand in terms of qualifications was depicted to represent a major challenge for Georgian economic development.¹¹⁵ More specifically, unemployed in the health care and the hospitality sector were considered to lack practical experiences relevant to the execution of job-related tasks, including so-called soft skills, work ethics, and the demanded qualification level or specification.¹¹⁶

The high demand for high qualified labour with post-secondary education was confirmed in the 2015 labour market survey commissioned by MoLHSA, which showed that only 14.6% of the declared positions were filled by VET-level employees.¹¹⁷ While in the course of 2014-2015, a low demand for non-post-secondary education persisted, demand for higher qualified labour increased in commerce and services, including healthcare (and education and other social services).¹¹⁸

Thus, on the one hand, facilitating emigration of qualified staff of the pre-selected sectors as in demand on the Georgian labour market without return mechanisms bares / bares a brain-drain risk.¹¹⁹ On the other hand, both, the preparatory assessment as well as the competence and matching analysis concluded that temporary work and training abroad could nonetheless be favourable for the Georgian labour market situation and the migrants.

According to the conducted interviews in the course of the preparatory assessment, qualification-adequate employment or corresponding training abroad enhances the migrants' employability, which is beneficial for the migrants themselves as well as – in the case of return and reintegration – for the country of origin. This corresponded to the finding i.a. by the 2011 IOM survey results, concluding that returnees from qualification-adequate employment abroad did not only belong to the few who at all entered an employment upon return but whose experience also more often mirrored in the respective activity performed upon return.¹²⁰ 78% of the surveyed employers in 2011 considering experiences gained abroad as important factor for the progress and development of their respective organisations / enterprises.¹²¹ Also, starting business in terms of legislation had been regarded as being relatively easy, possibly attracting *“those emigrants who have accumulated some money and want to return”*¹²².

¹¹⁴ Such inconsistency is a normal phenomenon of any labour market as a 100% match between job seekers and employers is practically impossible, not least due to individual factors such as regional inflexibility, unwillingness to invest in training and vocational adjustment or diverging salary expectations etc. Inconsistency at a large scale, however, may indicate a structural mismatch between education and training contents and output and employers' expectations and demand. As a response, education and training contents should be reviewed and adjusted, while i.a. international labour experiences for individuals may help vest professionals with the skills and qualifications as requested on the country of origin labour market.

¹¹⁵ ETF (2012: 20f); Interview with ILO representative Georgia, Oct 2012.

¹¹⁶ Ministry of Economy and Sustainable Development of Georgia / GIZ (2012); interviews conducted in the course of the preliminary study (initiation phase of the project).

¹¹⁷ Ministry of Labor, Health and Social Affairs of Georgia, (2015 : 9).

¹¹⁸ Ibid., p. 13.

¹¹⁹ Particularly in relation to the health care sector, concerns are widespread when recruitment risks not to comply with the WHO code of conduct that suspends recruitment from countries with sufficient health care professionals as per WHO definition. This definition is itself criticised for building on unspecific and inadequate criteria but still serves as guideline for “ethical recruitment”. See i.a. Angenendt, Steffen / Clemens, Michael / Merda, Meiko (2014).

¹²⁰ IOM (2011 : 44-45, 48).

¹²¹ IOM (2011 : 50).

¹²² Badurashvili, Irina / Nadareishvili, Mamuka (2012 : 37).

Enhancing existing qualification profiles and gaining work experience abroad was concluded to help addressing the qualitative mismatch as major reason for profession-specific unemployment and thus increase employability and reintegration prospects with regard to specific professions, including nurses and (basic) professionals of the hospitality sector. At the same time, as project experiences have confirmed, the increased employability does not necessarily outweigh factors such as labour demand, wages and professional and personal development abroad, inducing to remain abroad.

Formal recognition

The profession of the nurses belongs to a set of regulated professions for which permission to access the labour market as a nurse requires formally recognized qualifications. As a rule and irrespective of the legal status, nurses' qualification acquired outside Germany is not fully recognized. Entitlement to work as a nurse usually requires a minimum of six to 12 months complementary training prior to being entitled to take exams which are to certify a qualification level that equals German standards, including the proof of a (profession specific) language level of at least B1.¹²³

Hospitality professionals' access to the labour market is determined by the respective legal status. No formal qualification recognition is required for permission to work according to qualifications. While a regulation introduced in Germany in 2013 entitles to recognition of qualification of any level acquired abroad, de facto validation of previous qualification (and corresponding payment) depends on the respective employer.

¹²³ See annex for German leaflets on formal qualification recognition, qualification and language proficiency requirements.

4.3.4 Selection criteria and process

Figure 12 Results of Competence and Matching Analysis - hospitality sector

Results of the C&M analysis in hospitality sector and selection criteria

On the basis of desk research and group and bilateral interviews conducted with selected employers and educational institutions in Georgia and Germany, five gastronomic professions (barmen, restaurant manager, receptionist, hotel manager and cook) in German and Georgian hospitality sectors (labour market, employers demand, qualifications) were analysed.

The consultants concluded the competences of professionals of hotel management, restaurant management and cook of the Georgian vocational education level III to being suitable for placement in Germany, although comparability would not be certified by German authorities.

For good job performance, German language proficiency requirement before departure was set to be at a minimum A2 level. In addition, basic knowledge of English and any other language was considered an asset.

Professions of barmen and receptionists were defined as not suitable due to the low placement opportunities and insufficient qualification level (including language skills). Contrary to initial project design (Action Description of the Grant Contract) the C&M analysis advised against including high school graduates to pursue qualified training (apprenticeship) in the hospitality sector in Germany in the PCMS, particularly due to a salary too low to maintain a living in Germany (German apprentices frequently live with their parents). The option of including high school graduates as apprentices in the PCMS was hence excluded from PCMS development.

Announcement / selection criteria

- Georgian citizenship and a minimum age of 20 y.o.
- completed vocational education (level III) and minimum 1 year of relevant work experience as a hotel affairs specialist, a restaurant affairs specialist or a cook
- German language skills: willingness to acquire level A2 European framework of reference for languages as required for the further training programme, knowledge of additional languages considered an asset

Pre-departure training needs

The C&M analysis recommended at least one week profession-specific training prior to departure to Germany:

- practical vocational training (service and kitchen related German standard);
- profession-specific (language) training;
- cultural orientation;
- job related living and working conditions (rights and obligations).

Language:

- ➔ Average language proficiency of PCMS applicants required more intensive language training than foreseen in initial PCMS design (Grant agreement) to achieve level A2. The range of documents to be submitted to the German consulate for visa application included a corresponding language certificate. Training offered to selected candidates was hence extended from three to four months (300 hours), starting from beginners level.

Employability prospects

The employability prospects for the participants of the circular migration scheme are deemed to be high due to the demand for professional employees in the quality service field of the hospitality sector.

Competences to be acquired in Germany expected of particular value for employability in Georgia (i.a.):

- Profession-specific international experiences
- Hotel professionals: services, organizational, accounting, electronic booking skills
- Restaurant staff: table setting, setting up / structuring / presenting different menus, principles and etiquette of services and customer reception...
- Cooks: work place safety, food processing, kitchen principles and equipment.

Figure 13 Results of Competence and Matching Analysis - health care sector

Results of the analysis in health care sector & selection criteria

For the assessment of health care related labour market needs, employers' demand, qualification requirements and preparatory training needs, desk research was complemented by group and bilateral interviews. Counterparts were representatives of the health care sector in Germany and Georgia, including employers, representatives of educational institutions, nurses associations, programme managers et.al.

According to the C&M analysis, nurses with following professional qualification were deemed to matching German employers' demand: nurse specialists (180 ECTS) with an WHO-aligned training introduced since 2007 and nurses with at least 2,5 years of professional training. As regards nurses with general professional Soviet system training prior to 2007, thorough individual examination was recommended. In addition, "USAID partners in development" further training was deemed being an asset for matching with German employers' demand.

Graduates of the Bachelor programme (240 ECTS) introduced according to international standards at the Tbilisi Medical State University in 2012 and accessing the labour market as of end 2015, were suggested as suitable target group for future CMS (while not ready to participate in the PCMS at the time of the announcement).

German language proficiency requirement was set at B1 according to European framework of reference for languages.

Announcement / selection criteria:

- *Georgian citizenship and minimum age of 20 y.o.*
- *completed vocational nursing education and minimum one year relevant work experience as a nurse; certified specialist nurse" or completed USAID partners-in-development-training*
- *German language skills: willingness to acquire level B1 European framework of reference for languages as required for the further training programme in Germany*

Pre-departure training needs

Profession-specific:

A minimum of one week profession-specific pre-departure training:

- *specific requirements and work standards in the health care sector in Germany;*
- *with the prospect of employment in primary care (near-patient nursing care), refreshing basic nursing skills was considered particularly relevant;*

Language:

- ➔ *Average language proficiency of PCMS applicants required more intensive language training to achieve level B1 CEFR than foreseen in initial PCMS design (Grant agreement) and than anticipated upon preparatory assessment. The range of documents required to be submitted to the German consulate for visa application included a corresponding language certificate. Training offered to selected candidates was hence extended from three to six months (600 hours), starting from beginners level. In addition, German employers required and financed the candidates to study German to B2 CEFR language level in the course of their preparation for the recognition exams.*

Employability prospects

The employers expressed interest in recommending candidates for the PCMS, as well as in employing them upon their return from Germany. Georgian general nurses who have acquired training and working experiences as nurse assistants and have formally become recognized nurses in Germany are expected to have increased employability prospects particularly in the fields of patient related care, home care, palliative, dementia care. In case nurses qualification has formally been recognized in Germany, German legal provisions would permit the nurses to work in Germany. In order to both, increase participants' qualification development in Germany and employability prospects in Georgia, thereby increasing respective return prospects, the C&M analysis recommended supporting individual career and training planning.

Return prospects

As foreign nurses with professional qualification recognised in Germany have possibility of applying for a long-term residence and work permit in Germany, the international consultants stressed the importance of reintegration support to be provided to the circular migration scheme participants. Such support can be offered through CIM Migration and Diaspora Programme.

The analysis of qualification profiles and their matching with German employers' demand were simultaneously the basis for specifying pre-departure qualification needs of PCMS participants with regard to professional, language and intercultural skills.

4.3.5 Recruitment: target group, area, announcement procedure

In the course of planning the recruitment procedure for the PCMS, several factors were considered as to their relevance for the development effect of the PCMS. Particularly, it was reflected upon whether to narrow the target group of the PCMS by means of criteria beyond professional education and language proficiency, including i.a.:

- **Georgian citizens:** It was decided to preferentially address Georgians and (in order to avoid a discriminative requirement) long-term residents as foreseen in initial grant agreement and in line with the Georgian-EU Mobility Partnership aim to facilitate mobility between Georgia and the EU;
- **unemployed and / or residents of rural areas:** As rural education is considered to vest with lower qualification level, curbing a mismatch of qualification with labour market demand, hence unemployment, consideration was to alleviate (locally concentrated) pressure on Georgian labour market and to qualify and involve the least employable.¹²⁴ However, in view of the risk of a considerable qualification gap particularly with German employers demand, i.a. due to out-dated qualifications, it was refrained from focussing on unemployed (who were said to be listed on so-called reserve lists);
- **Certain age cohorts:** In order to ensure both maturity and ability to integrate in a foreign setting it was considered to particularly address applicants above 18 years old;
- **Graduates versus experienced workers with specific educational backgrounds:** Added value of limiting PCMS participation to recent graduates in comparison to experienced workers was examined. While recent graduates were considered to having benefitted from more modern education curricula and would benefit from first labour market entry support in the frame of the PCMS, they were considered to be missing the relevant working experiences to being able to comply with German employers demand. At the same time, recruiting experienced workers from the job were connected with the risk of Georgian employers losing employees in whose training they have invested¹²⁵. Nevertheless, increasing matching probability with German employers' demand was deemed a precondition for successful working and training experiences in Germany and were thus included in the PCMS selection criteria. At the same time, it was concluded that affiliating professions and qualification profiles in demand in Georgia with migration opportunities may contribute to their popularisation and help alleviating connected shortages on the local labour market.

¹²⁴ While educational infrastructure is deemed less developed in rural than in urban areas, vocational education and training with regard to the hospitality sector is well established in Batumi, Adjara A/R. In view of the strong development potential of the hospitality sector and in line with preparatory phase assessment, VET institutions (including universities) of that region were included in the list of relevant contacts for disseminating the respective call for applications.

¹²⁵ Interviewed physicians (preparatory assessment) made clear that they would not be supportive to involving employed nurses, as these were, in most of the cases, nurses in whose training on the job has already been considerably invested. See: Goos, Anna / CIM (2013).

In view of PCMS limitations in terms of preparation and implementation duration as well as in terms of resources for offering preparatory support measures in rural areas, selected applicants had to ensure their attendance of these in Tbilisi. As a result, residents from rural areas, who were already underrepresented among the applicants, did not participate in the PCMS. **In case of larger scale CMS, support measures such as preparatory language courses extending over the duration of several months would be desirable to be offered in rural areas as well.**

The assessment of labour market demand and supply in Georgia and Germany helped to understand that **labour market interests principally match, promising in terms of labour mobility and placement opportunities of Georgians in Germany as well as of returnees in Georgia.** Factors evaluated included extent, urgency, trend of labour market demand in the country of destination and origin, expected qualification applicability and employability in Germany, propensity to opt for employment and to invest in training / vocational adjustment of non-EU professionals by employers in the country of destination, as well as propensity and support of workers from the country of origin to seek employment abroad, added value of a temporary education-adequate stay abroad addressing Georgian professionals' qualification deficiencies, possibility to validate gained international experiences upon return to and thereby increasing returnees employability and reintegration prospects in the home country.

Aiming at consolidating these various indicators, sectors and pre-selected occupational groups addressed in the PCMS were first delimited in the preparatory phase (preparatory study) and subsequently confirmed and professions and qualification profiles as well as corresponding training needs specified in the initiation phase (competence and matching analysis) of the setting up of the triple win-oriented PCMS. The professions to be addressed were:¹²⁶

Health care sector: general nurses;

Hospitality sector: restaurant and hotel professionals, cooks.

In case of longer-term CMS and in order to ensure adjustments to possible changes in labour market trends and developments, the matching of labour market demand and supply should regularly be counterchecked. The most immediate way to countercheck and possibly adjust professions or quantities of targeted CMS labour migrants would be to do so on the basis of official, reliable, up-to-date labour market data. Moreover and irrespective of the availability of aggregated data on labour market and educational standards developments, first-hand information should be consulted. Surveys and / or interviews with relevant labour market stakeholders – employers, ministerial and employment-service-related public service representatives et.al. – can be expected to be an important source of information for assessing labour market demand, supply and the respective expected effect of facilitated circular labour migration. In the meantime, such assessments help identify the parameters of CMS in terms of selection criteria, and qualification and training needs before and while abroad.

¹²⁶ The exact selection criteria have been adjusted in the course of the recruitment process. See section implementation “announcement and selection”.

4.4 Return, reintegration and migrants engagement prospects

Prospects of sustainable return of labour migrants and corresponding reintegration opportunities into home country labour market and society represent an important consideration before and when setting up development-oriented labour migration schemes. In the course of feasibility assessment, development and identification of suitable parameters for the PCMS, return and reintegration prospects in Georgia were assessed and corresponding complementary support measures fed into the development of PCMS parameters.

4.4.1 Georgia / PCMS: return and reintegration prospects and support

Generally, data on return and reintegration processes was particularly scarce in Georgia at the time of project development.¹²⁷ According to one of the few then available sources, a 2012 ETF survey with 4,000 respondents in 2012, only 3,2% of those intending to migrate (31,1% of all respondents) intended to do so permanently. Georgian migrants' average duration of stay abroad remained slightly below three years and major reasons for return were related to personal and family reasons and only at second instance related to work and legal status issues.¹²⁸ These figures are promising in terms of circular migration corresponding to Georgians' existing migration patterns and aspirations.

Reintegration prospects and possible corresponding support measures are expected to being closely interrelated with the respective specific migration motivation and circumstances. Hence, PCMS preliminary assessment of return and reintegration prospects in Georgia focused on the two pre-selected sectors, narrowing down general assessment towards a more specific determination of conditions and possible parameters of the PCMS.

As to the risk of reluctance to return (e.g. due to persisting wage gaps), interviews conducted in the course of the preparatory assessment conveyed comparatively high prospects to return, irrespective of the respective duration of authorised stay and chiefly due to the significance of family and homeland ties. This attitude was confirmed by PCMS participants upon their selection.¹²⁹

In both pre-selected sectors, it was found that Georgia faced the challenge of qualified labour shortages.¹³⁰ As assessed in a competence and matching analysis, these were attributed primarily to a qualification mismatch (professionals not corresponding to labour market needs), as well as to an ageing and stagnating population development due to low birth rates, further accelerated by large scale emigration.¹³¹

According to a 2012 CARIM East report, Georgia at the same time suffers an oversupply of labour force and returnees are generally not expected to easily reintegrate into the Georgian labour

¹²⁷ A gap, which the 2014 census started to fill.

¹²⁸ ETF / Business Consulting Group (BCG) Research Georgia (2012 : 5). This suggests that circular migration schemes, particularly when allowing for a self-determined date of return upon accomplishment of the individual migration project, correspond to individual aspirations and Georgia's need to avoid permanent brain drain.

¹²⁹ Maintained throughout the interviews and confirmed also in the context of a separate GIZ set of interviews, the results of which have been presented at a 10 Dec. 2012 GIZ conference in Berlin "Nachhaltige Fachkräftesicherung: ein (un)lösbarer Widerspruch?". Interviews and questionnaires filled in by selected candidates of the PCMS.

¹³⁰ See "occupational and qualification matching" section.

¹³¹ See above; Badurashvili, Irina / Nadareishvili, Mamuka (2012 : 11f).

market (due to a lack of opportunities and due to the unwillingness to perform certain jobs below the educational level). Particularly female returnees tend to be, if at all, employed below their educational level.¹³² This is, however, much less the case for those who have been employed according to their educational level or have pursued an education / training abroad.¹³³

Hence, an enhanced qualification profile of those returning from a qualification-adequate placement / education in the hospitality and health care sector was (and is) anticipated to being highly on demand and de facto validated in Georgia. Moreover, the LEPL National Center for Educational Quality Enhancement (EQE) “conducts recognition of education based on the international treaties, Georgian legislation and sublegal normative acts (2010 Order N 98/N of the Minister of Education and Science of Georgia).¹³⁴ Participation in a well-accorded CMS was thus expected to considerably increasing the returnees’ employability, qualifying for multiplication and knowledge transfer upon return, and in selected cases also enabling in terms of start-up.¹³⁵

Next to improving the general economic environment, suggested measures included:

- salary supplements for a transition period;¹³⁶
- placement facilitation;¹³⁷
- offer consultation, networking, and ideally facilitating access to grants for start-ups in Georgia;¹³⁸
- tax incentives for returnees;
- repeatedly, interview partners in the course of the preparatory assessment had proposed augmenting multiplication effects of the expected knowledge transfer by means of involving returnees in training-of-trainers trainings, enabling them to passing on acquired experiences, and by means of involving trainers as participants for the pilot project;

According to questionnaire and interviews, the selected participants themselves expected their migration experience to positively affect their career opportunities upon return to Georgia – in terms of better positions, higher wages, better working conditions, the possibility to work as trainer, and for some even better start-up prospects. While most expected to return to employment, a considerable share also considered to become active as a trainer, passing on the qualifications acquired abroad – almost half of the responding nurses and almost a third of the hospitality sector professionals.¹³⁹

¹³² Badurashvili, Irina (2012 : 5, 7-9).

¹³³ IOM (2011 : 45, 48).

¹³⁴ Order N 98/N, Minister of Education and Science of Georgia “on Approval of the Procedure of Validation of Georgian Educational Documents and Recognition of Foreign Education and Fees” adopted October 1, 2010.

¹³⁵ Interviews conducted throughout preparatory and inception phase of the project, particularly with potential future employers; conclusion from the project-commissioned “competence and matching analysis”; Meissner, Regina (2013); Trosien, Hans-Ulrich (2013).

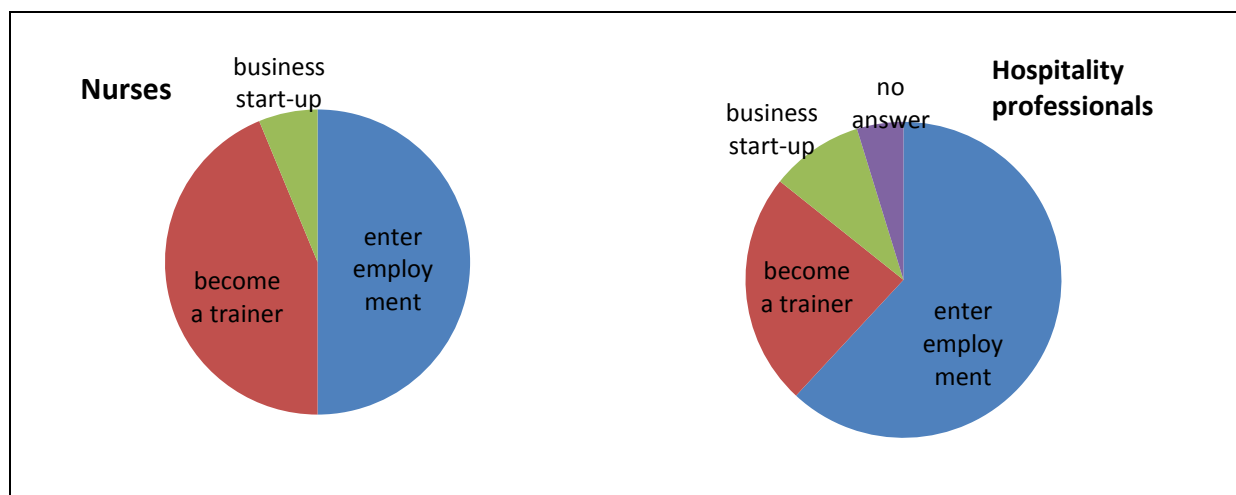
¹³⁶ As offered for returning experts in the frame of GIZ PME portfolio (<http://www.zav-reintegration.de/en>).

¹³⁷ Ibid.

¹³⁸ Workshops and reference consultancy as offered in the frame of GIZ PME portfolio.

¹³⁹ To start up a business upon return only played a minor role in the respondents’ indicated future plans. Questionnaire filled in by participants after their selection for participation in the PCMS.

Figure 14 PCMS participants' reintegration expectation



In this vein, supporting qualification development of Georgians abroad so as to increase employability on the Georgian labour market was concluded as desirable approach in the frame of the PCMS – not in spite of but as a response to the initially identified qualified labour shortage. Even the more and for fully leveraging the positive development effect for the Georgian labour market, ensuring return and reintegration of PCMS participants was acknowledged to represent a core challenge of the PCMS.¹⁴⁰

In line with conclusions from various studies, CIM basic assumption applied to PCMS development is that preparation support measures already contribute to favourable return and reintegration prospects and may help accelerate the process of achieving the individual migration aspirations.¹⁴¹ The better prepared migrants are (language, professionally), the more likely they are to work according to their qualifications, to smoothly integrate into employment abroad, to live up to the individual aspirations and to achieve the aims of the individual migration project. In the course of PCMS development, it was concluded that obstacles to return and reintegration (such as unattractive salaries particularly in the pre-selected occupational groups, which risk pushing re-emigration¹⁴²), may be addressed by intensified reintegration assistance. Hence and in response to the challenge to encouraging return in order to further tap into the development potential of the PCMS, efforts and support measures offered throughout the entire migration cycle, particularly those expected to foster return and reintegration, were stepped up beyond initial planning.¹⁴³

Current and projected labour market demand in Georgia indicated a need for qualified professionals in both selected professional groups, with an added value expected from working and training experiences in Germany. Throughout preparatory interviews, return was thus considered

¹⁴⁰ As interviews and meetings held throughout the development phase of the PCMS conveyed, the need to encourage Georgians to remain in or to return to Georgia has been acknowledged and may translate into supportive outreach activities. E.g. the initiative of “Office Of The State Minister Of Georgia For Diaspora Issues” to reach out to professionals abroad in the course of the first “Diaspora Professional Forum” 27 May, acknowledging diaspora’s success stories abroad and potential benefits for the home country.

¹⁴¹ CIM triple win migration; ETF / Business Consulting Group (BCG) Research Georgia (2012).

¹⁴² Interview with IOM and other international experts in preparation of the EU project, Oct. 2012.

¹⁴³ See “PCMS implementation” section.

an important precondition for fully leveraging the development potential of the migration processes, particularly in relation to the health care sector.

The extent to which Georgians tend to return and successfully reintegrate and transfer knowledge acquired in Germany, in turn, was attributed to a number of different factors. To these belong both, expectations and realities with regard to labour market opportunities (employment, start-up, location), working conditions (salary, protection of labour rights), validation and recognition of qualifications gained abroad, completion of individual migration project (e.g. savings, career development goals).

However and irrespective of conditions and developments in relation to above factors, interview partners were convinced of Georgians' comparatively high prospects to return, chiefly due to the significance of family and homeland ties.¹⁴⁴ Such high motivation to return in general terms was confirmed by the PCMS candidates upon their selection.¹⁴⁵

Irrespective of these return and reintegration prospects, reducing the risks and costs of return in relation to above factors (e.g. failed reintegration, substantially lower living standards), as well as increasing (non-financial and financial) incentives to return and to reintegrate (e.g. flexible return dates, facilitated recognition of qualifications, start-up environment, savings transfers) was suggested to help foster the positive effects of mobility on home country development.

The definition of PCMS parameters were hence based on the assumption that a successful return and reintegration:

- is greatly depending on individual aspirations and capacities;
- is related to a legal, meaningful / satisfactory migration and stay abroad;
- is connected to an informed and well prepared and legal individual migration project, as only good preparation allows to tap into the full potential for individual development (e.g. professional development, higher income) and achievement of the individual migration aim;
- is tightly connected with proper information on and preparation of return;
- is supported by reintegration offers upon return;
- can be influenced only to a certain extent,

Accordingly, PCMS approach was to consider support measures offered to migrants throughout the entire migration cycle as supportive to their future return and successful reintegration, with a clear focus on voluntary migration and return. As a response to the acknowledged importance of the PCMS participants' return to Georgia to fully leverage its triple win potential, efforts and support measures have been stepped up in the course of its development.

¹⁴⁴ Maintained throughout the interviews and confirmed also in the context of a separate GIZ set of interviews, the results of which have been presented the GIZ conference in Berlin, 10.12.2012: "Nachhaltige Fachkräftesicherung: ein (un)lösbarer Widerspruch?"

¹⁴⁵ Until relevant experience has been gained (e.g. by the time of the completion of the PCMS induced migration cycle), the duration and success of an individually determined migration cycle that ends when opportunities in Georgia arise and not when required for administrative reasons, however, remains unclear.

4.5 Legal provisions and options

As third-country nationals, Georgians who wish to work or to look for work in Germany need a residence title for the purpose of employment. The option of being accorded such residence title chiefly applies to highly-qualified professionals, academics, self-employed and entrepreneurs considered as relevant to German labour market demand.¹⁴⁶

Options to below-high qualified labour immigration from non-EU countries remained restricted to a number of exceptions, namely: those who completed a German vocational education (12 months entitlement to look for work), non-academic highly skilled experts officially recognized by the ZAV to being in demand on the German labour market and, on the basis of a special administrative agreement, Croatian nationals (relevant in the case of health care personnel and seasonal workers e.g. in the hospitality sector).

That is, the pre-selection of two professional groups, the purpose of the (temporary) stay and the respective legal provisions and options are interdependent (different legal provisions would apply to different professional groups with regard to their stay in Germany). The aim of addressing professionals of the health care and of the hospitality sector for the purpose of continued training and relevant working experiences did thus, to a large extend, determine the legal basis and hence, the design of the PCMS.

In EU project development and preparatory assessment phase, different options for legal and training-related stay were explored.

4.5.1 Hospitality sector

With respect to hospitality sector professionals, two different options for legal qualification and work related stay in Germany have been considered.

a) Residence permit for the purpose of apprenticeship / shortened apprenticeship

Placement in regular (three years) or – professional experience provided – shortened (two years) apprenticeships was considered. Residence status for the purpose of apprenticeship entitles to stay in order look for work for the duration of 12 months upon completion. This option was ruled out due to potential immaturity and little language proficiency but particularly due to a salary too low for the apprentices to sustain their living in Germany without family support (e.g. for housing).¹⁴⁷

¹⁴⁶ In the context of the recently introduced EU Blue Card, restrictions to such residence title have been eased. University graduates from abroad may be accorded the entitlement to look for work for the duration of six months, for graduates from German universities the duration extends to 18 months. Employers wishing to offer employment to third-country nationals with completed academic education do no longer have to demonstrate non-availability of prioritised domestic / EU workers. Moreover, the general salary threshold for highly qualified non-EU citizens has been reduced to €44,800 p.a. Concerning occupations recognized by the Federal Employment Agency (BA) as being subject to labour shortages (currently: technical, medical and IT jobs), high non-academic qualification levels may be approved equivalent. The salary threshold for the latter has been reduced to €34,944 p.a. (valid for 2012), while comparability of working conditions with those of domestic workers has to be examined / proved. EU-Blue Card holders are eligible for a settlement permit after three years, provided that they have a work contract. With good German language skills, the settlement permit may be issued after two years. Federal Ministry of the Interior (2012); Federal Office for Migration and Refugees (BAMF) (2012).

¹⁴⁷ Challenges detected in that context and concluded to rule out usage of this legal option included: prior to enrolment in the VET, employers have to comply with precedence rule, proving that no German nor EU citizen would be available to fill the apprenticeship position; additional financial efforts would be required by respective employers in view of particularly low salaries during the VET (monthly salary ranging between €270,- in Mecklenburg-West Pomerania and €537,- in Hesse in the first VET year – as of 2013);

b) Residence permit for the purpose of continued training

In order to ensuring candidates' capability to comply with German employers' demand, justifying a salary that allows participants of the PCMS to sustain their living (next to obliging identified employers to provide for housing and to ensuring compliance with agreed training curricula), it was decided to address professionals with completed education and training above 18 years of age. To work according to qualifications, no formal qualification recognition is required – de facto validation of previous qualification (and corresponding payment) depends on the respective employer. Hence, legal provision applying to hospitality sector professionals was **§ 17 of the German residence act, permitting training on the job for the duration of 12 months, with a one-time possibility to prolong to a maximum of 18 months and with the obligation to return to Georgia upon completion.**¹⁴⁸

4.5.2 Health care sector

The nursing profession belonging to a set of regulated professions in Germany, two options for legal qualification adequate employment-related stay in Germany were explored:

a) Residence permit for education or abbreviated education as a nurse in Germany:

Despite entitlement to seek employment upon completion of the education, this option was dismissed due to its potential deskilling effect for educated nurses having to return to the beginning of the education cycle in Germany in spite of previously having completed their education in Georgia. Also and in view of particularly low income during education, additional financial efforts by the respective employers would have been required in order for the candidates to being able to sustain themselves.

b) Residence permit for the purpose of training in preparation of qualification recognition:

This option has been chosen for the PCMS. As of July 2013, nursing professions were included in the so-called white list of the German Federal Employment Agency: once qualification has formally been recognized in Germany and when employed as foreseen by the project, nurses are entitled apply for a long term work permit, provided that employment conditions comply with German standards. Entitlement of non-EU country nationals to take up employment as nurse in Germany requires formal qualification recognition. As a rule and irrespective of the legal status, nurses' qualification acquired outside Germany is not fully recognized and qualification recognition procedure requires a minimum of six to 12 months complementary training prior to being entitled to take exams certifying a qualification level that equals German standards.¹⁴⁹ During that training period, nurses are entitled to work as nurse assistants. **Legal provision**

weaker return propensity due to strengthened ties to Germany after transition period from school to job in Germany, low salaries in Georgia. See: Goos, Anna / CIM (2013).

¹⁴⁸ Aufenthaltsgesetz, Kapitel 2, Einreise und Aufenthalt im Bundesgebiet (§§ 3 - 42), Abschnitt 3 - Aufenthalt zum Zweck der Ausbildung (§§ 16 - 17); in case of family reunification, other rules apply.

¹⁴⁹ See annex for German leaflets on formal qualification recognition, qualification and language proficiency requirements.

deployed for nurses in the frame of the PCMS was § 17 a residence permit for the purpose of training in preparation of qualification recognition of the German residence act.¹⁵⁰

Before 2013 legislative change, legal work-related stay for nurses was possible on the basis of § 17 of the German residence act only, permitting training on the job for the duration of 12 months, with a one-time possibility to prolong to a maximum of 18 months and the obligation to return upon completion.¹⁵¹ The new legal provisions hence represented modifications of the anticipated legal framework and related return prospects of candidates from this professional group.¹⁵² As national legislation prevails over CMS programme or project provisions, there were (and are) no legal means to enforcing return of nurses involved in the project once the recognition exam has been passed.¹⁵³ With permanent emigration considered a potential threat to the demographic and labour market development in Georgia, high relevance was attributed to enhancing return and successful reintegration (according to qualification) of qualified workers for the Georgian society and economy. Efforts to encouraging return and supporting reintegration were stepped up accordingly.

The preparatory assessment of the country- and profession-specific context of the PCMS served the reflected identification of recommendable set-up, parameters and implementation strategy for a development-oriented scheme. While the assessment in the preparatory and inception phase required substantial efforts in terms of time and financial means, it significantly reduced the risk of setting up a migration scheme that fails due to insufficient consideration and preparation. It helped prevent from major implementation failures in terms of political ownership, responsibility, activity. It has to be taken into consideration that unpredicted changes in the context, such as changes in legal provisions or formal recognition of labour market dynamics (demand, supply) and corresponding responses, cannot be anticipated beforehand.

Aiming at a well-informed development-oriented approach towards labour migration management, similar intensive efforts can be expected to be necessary when setting up labour migration schemes with other partner countries, addressing skilled workers of other / diverse professions and / or at larger scales.

¹⁵⁰ § 17a), Aufenthaltsgesetz, Kapitel 2, Einreise und Aufenthalt im Bundesgebiet (§§ 3 - 42), Abschnitt 3 - Aufenthalt zum Zweck der Ausbildung (§§ 16 - 17)

¹⁵¹ Evaluations of the CIM Triple Win Migration project with Bosnian nurses revealed that limiting the maximum duration of stay to 18 months clearly comes short of what workers and German employers would consider desirable.

¹⁵² Before 2013 legislative change, legal work-related stay for nurses was possible on the basis of § 17 of the German residence act, permitting training on the job for the duration of 12 months, with a one-time possibility to prolong to a maximum of 18 months and the obligation to return upon completion. Aufenthaltsgesetz, Kapitel 2, Einreise und Aufenthalt im Bundesgebiet (§§ 3 - 42), Abschnitt 3 - Aufenthalt zum Zweck der Ausbildung (§§ 16 - 17).

¹⁵³ To be taken into consideration: Even before the legislative changes in Germany return might not have been enforced under certain conditions (e.g. marriage / family ties).

5. PCMS implementation

At the stage of preparatory assessment, there was no public employment service in Georgia active in international placement and only very limited private recruitment agency activity targeting medium-level skilled Georgians. Confirmed by PCMS recruitment experiences, a missing link was anticipated of Georgians to the German labour market and of German employers to Georgian qualified labour. This is anticipated as increasing the risk of irregular movement / fake placement offers, potentially harming the migrants' integrity. Moreover and in case qualified Georgians decide to emigrate and work abroad, ensuring sufficient qualified human resources on the Georgian labour market was perceived as a prominent challenge.

In the course of the PCMS, channelling Georgians intending to migrate towards placement opportunities abroad that correspond to and enhance their qualification (information hub, preparation and placement services), supporting their return and reintegration (information hub, preparation of return and reintegration, placement services), was concluded to represent an indispensable migration cycle facilitation infrastructure for a well-organized triple-win oriented CMS.

5.1 CMS facilitation infrastructure and support measures: optimizing the triple win effect

In its design the pilot circular migration scheme resembles programmes as implemented in the frame of specific labour administration agreements as deployed in Germany (e.g. with Bosnia-Herzegovina) or in the frame of seasonal work programmes as part of bilateral labour agreements (e.g. between Spain and Ecuador). However, with the aim to enhance development-oriented impact and a positive outcome for the involved (triple win), as in the case of other GIZ pilot projects in relation to labour migration, the scheme offers a particularly high number of targeted support measures.

Basic assumption of offering CMS facilitation infrastructure and support measures to participants of a CMS was that these may help ensuring completion of the migration cycle and maximising the triple win effect of circular migration throughout the entire migration cycle – before, during and after migration.

As compared to other circular migration schemes (except seasonal work programmes), this PCMS is characterised by a particular emphasis on the completion of the individual migration cycle within a given time frame. If a support measures infrastructure is to be established for future CMS, with different professions, or larger scale target groups and / or in relation to other partner countries, a longer-term (as opposed to temporary project bound) migration cycle facilitation infrastructure with relevant migrant support measures should be explored as to their feasibility in terms of financial and human resources.

Moreover, it was set up so as to be specifically supportive to qualification enhancement, improvement of employability and to return and reintegration to Georgia by means of offering a range of specific support measures promote to future return and reintegration already prior to departure and throughout the entire migration cycle.

This understanding of PCMS aim was in principle discussed and agreed upon at the beginning of project concept development and was counterchecked for relevance and confirmed by its major implementing bodies in the course of the initiation phase of the project.¹⁵⁴ Such alignment of general expectations and interests forms part of a general expectation management and requires flexibility for adjustment in case need may be. In order to avoiding major mismatch of expectations with regard to a CMS, such expectation management needs to be applied by means of transparent communication at all levels of CMS set-up, i.e. for the agreement between involving states and stakeholders, as well as among CMS participants.

5.2 Transparent and comprehensive, clear-cut information about defined parameters, expectations and legal provisions (cross-cutting stipulation)

“[...] it must be understood that the decision on whether migration is temporary, circular or permanent is ultimately a matter for migrants themselves. If they do not achieve their migration goals, they may be tempted to remain in the receiving country without a valid residence permit and to accept poor working conditions. As a general principle, temporary and circular migration programs should be well-organized but should remain flexible. It is especially important to allow a change in status from temporary to permanent residence (under certain conditions). In practice, many receiving countries already offer this option, with longer stays resulting in more permanent residence rights. In the interests of development and for the sake of the migrants themselves, it is important to establish clarity on these options from the outset.”¹⁵⁵

Related to (i.a.) high unemployment rates, emigration represents a common adaptation mechanism to difficult domestic labour market opportunities (irrespective of corresponding visa regimes). In view of salary increase being a major motor for Georgians to emigrate, the transparent and unambiguous communication of the scope and duration of the pilot migration scheme on the one hand, and the salary prospects on the other, has been suggested as absolute must throughout the PCMS preparatory assessment.

Neither in Georgia nor in Germany, salaries of nurses, health carers and staff of the hospitality sector below management level are particularly attractive and do not allow for significant remittances or savings due to corresponding costs of living in Germany while abroad. Thus, neither while abroad nor upon return to Georgia will a CMS addressing these particular professional groups – except possibly for nurses employed in private hospitals or entrepreneurs in the hospitality sector when back in Georgia – respond to the aspiration of a significantly increased salary.

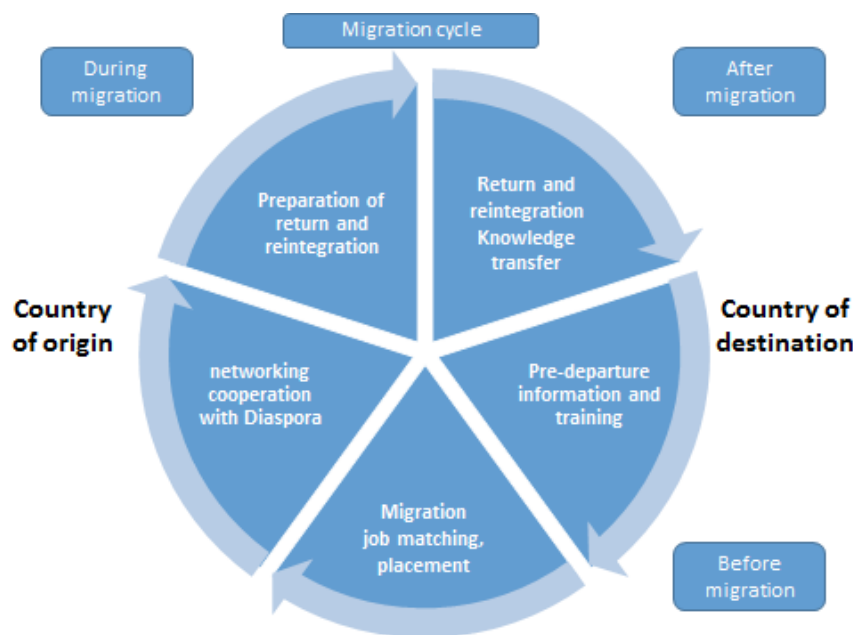
In this vein, the production of video material on responsibilities and daily tasks to be performed in the respective occupation and workplace was suggested as means to transparently increase realistic expectations among (potential) CMS candidates. In the context of the PCMS, intensive information and preparation support was offered to PCMS candidates. For larger scale CMS, however, this mass information material could alleviate the work-intensive one-to-one support.

¹⁵⁴ Conceptual workshop among project partners, 03.2014.

¹⁵⁵ Angenendt, Steffen (2015 : 8).

In order to avoid unmet expectations, it was recommended to communicate transparently about aim – enhancing mobility and qualification development in terms of employability and career enhancement, non-financial transfers of skills, technological and social knowledge –, requirements and conditions – working environment, salary while abroad –, and scope – duration according to legal provisions, support measures and limit of liability – of the PCMS (the same will apply to any CMS).

Figure 15 PCMS Migration Cycle



5.3 Coordination of migration cycle facilitation and support measures

In addition to the need for assuming responsibilities for common labour administration services, the PCMS project team, including representatives of the ZAV, coordinated all support measures and outreach efforts towards (potential) participants and employers throughout the migration cycle. These included informing on and matching job seekers with (adequate) placement opportunities (in general terms and in terms of safeguarding the matching of workers with international labour market supply) as well as support measures offered to PCMS participants. The project team built on previous CIM project and programme experiences and relied on existing services of CIM, ZAV and BA. Specific support measures were implemented in cooperation with or were commissioned to external stakeholders.¹⁵⁶ Activities were applied to one migration cycle – before, during, after migration experience – of one cohort of participants / employers. The support measures offered to the participants included:

¹⁵⁶ Indicated in the respective activity description.

- Information, networking and administrative support (continuous and migration phase-specific) to participants and employers;
- Trainings (language, FLT, start-up, training on the job, training for trainers...).

CMS infrastructure and support measures offered to participants of the PCMS prior to departure to Germany, addressed 28 selected and enrolled participants of two professional groups: 10 nurses, 18 hospitality sector professionals. One selected nurse withdrew from participation upon selection. Additional three participants left the project / placement in Germany early, one of which decided so on own initiative, whereas the contracts of the other two participants were terminated by the employer. The drop-out rate hence is relatively low as compared to other GIZ facilitated CMS, the drop-out experiences of which had suggested to enrolling 2.5 times the target number of participants in language courses.¹⁵⁷

The triple win outcome is intended to be enhanced by support measure offered to the participating migrants throughout the entire migration cycle, by matching labour market demand and supply in Georgia and Germany; preparing, training, placing Georgians according to their qualification and offering – next to on-the job enhancement of qualifications and skills through practical experiences – further / continued training while abroad; promoting and facilitating return and reintegration, leveraging the returnees' enhanced qualification and skills profile.

With more than 20 support measures as part of the migration cycle facilitation, most were conducted before the participants' departure from Georgia. The support measures scheme with pre-defined schedule proved to be a very dense scheme and required substantial time investment and flexibility from participants while most of them still working fulltime.

Many of those support measures offered prior to departure from Georgia were targeted towards the completion of the migration cycle. Related activities to a big extent built on CIM established measures and experiences in support of circular migration, diaspora cooperation and return and reintegration in particular.¹⁵⁸ The EU-project provided for the financial and human resources to developing and implementing the migration cycle facilitation infrastructure and support measures as identified necessary for the CMS.

5.4 Migration cycle facilitation infrastructure and support measures

Figure 16 Migration Cycle Facilitation Infrastructure

	Before migration (A)	During migration / abroad (B)	After migration experience / upon return (C)
Information – networking – administrative support			
	Continuous general information Provision of continuous general online PCMS information <ul style="list-style-type: none"> project mini-website: http://www.migration-georgia.alumniportal.com/; 		

¹⁵⁷ Goos, Anna / CIM (2013 : 38).

¹⁵⁸ CIM triple win migration projects; PME portfolio: <http://www.cimonline.de/de/2593.asp>, accessed May 2016.

	Before migration (A)	During migration / abroad (B)	After migration experience / upon return (C)
	<ul style="list-style-type: none"> State Commission on Migration Issues website: http://www.migration.commission.ge/ CIM website: http://www.cimonline.de/de/2312.asp 		
	Recruitment & matching: <ul style="list-style-type: none"> Selection & of Georgian participants Selection of German employers 		
	Information during recruitment phase: <ul style="list-style-type: none"> Telephone consultation (“hotline”) during announcement and selection; FAQ 		
	Continuous networking with employers personal contact / networking with PCMS employers by phone, mail, personal visits (ZAV placement officer, project team)		
	Continuous information / networking with participants Personal contact <ul style="list-style-type: none"> closed FB group “Circular migration group Georgia” personal contact option for PCMS participants by phone, mail, personal visits (project team, ZAV placement officer, senior advisor on return & reintegration opportunities) 		
	Enrolment information & activities after selection <ul style="list-style-type: none"> Introductory event for participants Information kit Participation agreement “Declaration of Participation” 	Placement support & first administrative steps and integration support abroad	Reintegration consultancy / career planning / placement support – Georgia
	Visa application <ul style="list-style-type: none"> “Continued training” – hospitality participants 	Country seminars	Alumni networking

	Before migration (A)	During migration / abroad (B)	After migration experience / upon return (C)
	<ul style="list-style-type: none"> “qualification recognition” (application) – nurses 		
	Individual Migration Project Planning	Job fair / diaspora conference	
		Reference letter	
Training			
	Language training	Professional training on the job	VET knowledge transfer support (training as trainers)
	Profession-specific training	Language training	Start-up training upon return
	Migration-specific financial literacy training	Start-up training prior to return	
		Debriefing / application counselling	

A) Before migration

a. Information – networking – administrative support before migration

5.4.1 Continuous general information

Support delivery by means of:

Provision of continuous general online information and specific news on the PCMS as part of the EU project to the general public as well as involved stakeholders by means of

- the project's mini-website: <http://www.migration-georgia.alumniportal.com/>;
- the website of the State Commission on Migration Issues:
<http://www.migration.commission.ge/>
- the CIM website: <http://www.cimonline.de/de/2312.asp>

Purpose / content:

Purpose of continuous and news-specific online information was to ensuring transparency and equal access to PCMS-relevant information to external and involved stakeholders alike. Available online information included general PCMS and EU-project information, specific activity news, contact information and project-related internet and download links. The project's mini-website provided the most detailed information related to EU-project and PCMS implementation, comprising (i.a.):

- Contact information;
- PCMS related materials: Frequently Asked Questions (FAQ), training material;
- EU-project related information: fact sheets, newsletters, activity reports;
- CIM / Programme Migration for Development activities and support offers: migrant entrepreneur and start-up support, returning experts, diaspora outreach.

Duration / timing:

Websites and related contents were made available throughout and beyond EU-project duration;

Responsible / involved institutions:

Project team and implementing partner institutions;

Lessons learned / recommendation / replicability:

In line with the suggested stipulation of ensuring transparency in the course of CMS development and implementation, availability of relevant CMS information (parameters, responsibilities, implementing institutions, contact) is **recommended** to be ensured on a continuous basis. For easy accessibility of written information on PCMS, relevant download links and related contact options, the online information, in particular the mini-website and the SCMI website, represented a useful reference source of information for external and involved stakeholders alike. It is recommended as basic information and outreach instrument also for future labour migration facilitation initiatives. Sufficient funding provided, such online information could be considered to

be set up as a one-stop-shop, offering interactive sections (FAQ, forum), intranet sections for (potential) employers / participants to upload and share personal information required for procedures with regard to visa, labour market access, insurances and banking, and including hyperlinks to all relevant administrative forms and documents (visa applications, required documents, international CV formats etc.).

Nonetheless and even though Georgia has good general digital literacy and high internet connectivity throughout the country, provision of static (as opposed to interactive) online information would not suffice. As trust building mechanism, personal contact for (potential) PCMS participants (including via phone, personal visits, and social media group) proved to be of strong relevance. See “continuous networking” and “telephone hotline” activity descriptions for further details.

5.4.2 Recruitment: Selection and matching of Georgian participants and German employers

Support delivery by means of:

The recruitment, matching and placement procedure for the PCMS was facilitated by means of identification of employers and participants interested involving in, and suitable for complying with PCMS parameters and expectations (on-the-job qualification enhancement, circularity).

It consisted of:

- identification of suitable employers;
- selection of suitable participants;
- matching employers and participants and initiating placement of the latter.

Purpose / content:

The recruitment and matching / placement procedure in the frame of the PCMS was neither a specific vacancy-induced, nor a specific job-seeker-induced procedure: while the maximum number of placements (40) was set by EU-project grant agreement, the PCMS-related preliminary assessment, complemented by ZAV experiences in placement of international workers in Germany, provided indication on prospective labour demand and related vacancies in Germany, and on prospective labour supply and related prospective qualification levels of expected applicants to an upcoming CMS. On the basis of this approximation

- PCMS participants were recruited according to identified qualification requirements and with regard to their expected suitability to comply with PCMS parameters (i.a. qualification enhancement, return and reintegration intention);
- German employers were identified according to their interest in and suitability for involvement in the PCMS in terms of prospective vacancies and capacities to offer training and qualification enhancement as foreseen in the PCMS;

Upon selection, the ZAV placement officer facilitated the matching of specific selected applicants with specific (pre-identified) German employers and initiated the actual placement.¹⁵⁹

Duration / timing:

Beginning of PCMS implementation phase (upon definition of parameters during preparatory phase); identification of employers, recruitment of participants and matching and initiating placement extended over the period of 3 months;

Responsible / involved institutions: ZAV, EU project team

Lessons learned / recommendation / replicability:

While the deployed matching / placement procedure turned out practicable for the limited scope of the PCMS, larger scale CMS with more participants and employers to be involved may require a related data-base. The required personal involvement for placement facilitation will strongly depend on the level of required professional qualification of CMS participants. In case of seasonal circular work schemes for low-qualified labour, the matching can be expected to be more of a routine activity than for the placement of high qualified, whose qualification profiles require thorough screening and matching with specified employment demand.

Provided that general labour market demand in the country of destination and potential matching labour market supply (workers with required qualifications) in the country of origin is known, the recruitment procedure may start with the selection of participants. Employers in the country of destination would be approached for placement only in the second step. Such recruitment procedure requires thorough knowledge of the employers' (potential) demand for labour.

5.4.3 Selection of Georgian participants

Support delivery by means of:

The recruitment in the frame of the PCMS consisted of:

- Job announcement via Georgia's most prominent online job information portal "jobs.ge";¹⁶⁰
- Promotion of announcement and project via profession-specific contacts as multipliers (employers, education institutions);
- Short-listing of written applications on the basis of compliance with application requirements by project team;
- Interviews with short-listed candidates by ZAV placement officer, facilitated by project team;

¹⁵⁹ Selected employers (hospitals, hotels) decided to personally meet and discuss contract details in Tbilisi with their prospective future employees the frame of the profession-specific preparatory trainings (see below).

¹⁶⁰ Privately financed online job portal.

- Selection, notification and enrolment¹⁶¹ of participants accordingly.

Purpose / content:

In the frame of the competence and matching analysis, specific requirements and selection criteria with regard to the qualification profiles were identified for candidates to be addressed in the PCMS. These suggested selection criteria were complemented by ZAV on the basis of previous CMS implementation experiences. Underlying aim was to select candidates whose emigration would not negatively affect supply of required professionals on the Georgian labour market while complying with German employers' qualification expectations and while expected to being on demand upon return to Georgia.

In view of the PCMS being intended to allow for testing mechanisms for future possibly larger scale CMS and in spite of concerns of unmanageable numbers of applications, it was decided to rely on regular recruitment procedures in terms of public announcement (www.jobs.ge) complemented by additional promotion of the PCMS opportunity towards selected profession-specific contact points (i.e. educational institutions, employers, associations etc. as recommended in the preparatory assessment and C&M analyses).

Duration / timing:

The announcement was initially open for the period of 2 weeks, upon prolongation 5 weeks;

Responsible / involved institutions:

EU project team, ZAV;

Figure 17 Selection Criteria PCMS participants

HOSPITALITY SECTOR - restaurant and hotel professionals, cooks	HEALTH CARE SECTOR – general nurses
<ul style="list-style-type: none"> • <i>Georgian citizenship and a minimum age of 20 years</i> • <i>completed vocational education (level III)</i> • <i>minimum 1 year of relevant work experience as a hotel affairs specialist, a restaurant affairs specialist or a cook</i> • <i>German language skills: willingness to acquire level A2 European framework of reference for languages as required for the further training programme, knowledge of additional languages considered an asset</i> 	<ul style="list-style-type: none"> • <i>Georgian citizenship and minimum age of 20 years</i> • <i>completed vocational nursing education</i> • <i>minimum one year relevant work experience as a nurse;</i> • <i>certified specialist nurse” or completed USAID partners-in-development-training</i> • <i>German language skills: willingness to acquire level B1 European framework of reference for languages as required for the further training programme in Germany</i>

¹⁶¹ See section “Enrolment information and activities after selection”.

Figure 18 PCMS announcement channels

Announcement
<ul style="list-style-type: none"> • www.jobs.ge • PCMS partners websites: <ul style="list-style-type: none"> ○ Project: http://migration-georgia.alumniportal.com ○ SCMI: http://migration.commission.ge/index.php?article_id=103&clang=1 ○ GSMEA: http://gsmea.ge/index.php?m=2&news_id=132&lng=eng • Additional public and profession-specific contacts: <ul style="list-style-type: none"> ○ German Embassy Georgia: http://www.tiflis.diplo.de/Vertretung/tiflis/de/02/WZ_neu/Nachrichten/S_Zirkul_C3_A4re_20Migration.html ○ Educational institutions and employers (hotels) ○ GIZ Georgia staff • Social media (FB: “Migration for Development”, “Georgian Nursing Association”, DWVG, private networks)

Lessons learned /

recommendation / replicability:

On the basis of the selection criteria as identified in the course of the competence and matching analyses and as complemented by ZAV, 32 candidates expected to comply with qualification requirements and PCMS parameters and aims (on-the-job qualification enhancement, return and qualification-adequate reintegration) have been selected for participation in the PCMS. After application withdrawals, 28 candidates have been selected, 27 of which have enrolled in the PCMS, out of which 25 pursued intensive language trainings.

Low numbers of applications at initial instance required additional promotion, extended

announcement periods and adjustment of selection requirements at three instances.¹⁶²

As concluded from telephone inquiries and exchanges with professional sector affiliated contacts, PCMS project team and ZAV attributed the moderate response to announcement to:

- Unknown legal migration channel, no awareness about announcement and its legal nature:
 - *Inquiries by (potential) applicants, whether announced placement in the frame of the PCMS was going to deploy legal migration channels;*
- Less interest in labour mobility among the professional groups, less available profiles corresponding with formal qualification requirements and / or lack of official diploma:

Figure 19 Recruitment response

Received applications/short-listed candidates/selected candidates			
Received applications			
Sector	Received applications	Invited to interview	Selected
Nurses	63	33	12
Tourism	87	49	20

¹⁶² E.g. list of required documents was limited, i.a. Police Clearance Certificate was suspended, level of required language proficiency was downgraded; see annex for list of contacts and recruitment procedure report.

- *Nurses: in several cases, (potential) applicants indicated the diploma as midwife, which in Georgia equals a nursing diploma but is non-comparable and does not permit executing the work of a nurse in Germany;*
- *Hospitality sector professionals: many (potential) applicants did not pursue a formal vocational training and did not possess the required diploma and came short of the required 5 years of professional experiences;*
- High number of requested documents, translations and their notary acknowledgements, the costs of which had to be covered without indication of selection prospects:
 - *Many phone inquiries related to the list of requested documents, the timely provision of which and covering the related translation costs turned out to be problematic in a number of cases, particularly in the case of the Police Clearance Certificate;*
- Language proficiency requirements surpassing potential applicants' language proficiency, daunting from application submission
 - *(potential) applicants of both professions did not meet the language proficiency requirement, inducing the acceptance of applications also of absolute beginners and leading to the extension and intensification of language courses in the frame of the project;*
- Timing of the recruitment period: announcement at the beginning of the summer break:
 - *Traditionally, beginning of summer break tends to be low season for job placements.*

As showed the PCMS announcement process experience, legal migration channel infrastructure was unknown and / or even mistrusted by potential applicants in terms of legality. In the course of PCMS implementation, information on its migration opportunities gained momentum and provoked requests / applications for renewed placement opportunities which the project could not cater for. This indicates that **more continuous recruitment cycles (sequenced or overlapping) may trigger bigger number of applications, increasing probability of matching applications from the outset.**

As the more than expected moderate response to the announcement without one single clear-cut explanation suggests:

- Preparatory assessment needs to be based on official, reliable, up-to-date labour market data;¹⁶³
- Irrespective of availability of aggregated data on labour market and educational standards developments, first-hand information should be consulted. Surveys and / or interviews with relevant labour market stakeholders – employers, ministerial and employment-service-related public service representatives et.al. – can expected to be an important source of information for assessing labour market demand, supply and the respective expected effect of facilitated circular labour migration;

¹⁶³ At the time of preparatory assessment, this was missing with regard to the Georgian labour market.

- In case of longer-term CMS and in order to ensure adjustments to possible changes in labour market trends and developments, the matching of labour market demand and supply should regularly be counterchecked. The most immediate way to countercheck and possibly adjust professions or quantities of targeted CMS labour migrants would be to do so on the basis of official, reliable, up-to-date labour market data;
- A CMS needs to provide for the above flexibility to adjust in case of changes of anticipated or recommended target group / numbers of participants, etc.

5.4.4 Selection of German employers

Support delivery by means of:

ZAV of the German Federal Employment Agency signed responsible for identifying interested and suitable German employers for the selected candidates. Existing communication channels of ZAV were deployed to reach out to and promote the PCMS placement services towards potential employers. Drawing on established institutional relations, the responsible ZAV placement officer did so by means of personal contact and negotiations.

The selection of and entering into cooperation with the respective employers as facilitated by ZAV placement officer consisted of:

- promotion of PCMS, candidates' qualification towards German employers interested to hire international staff;
- matching selected participants with suitable vacancies and negotiating working and housing conditions;
- hospitality professionals: negotiating on-the-job training curricula with employers;
- nurses: negotiating recognition of qualifications for eligibility to pursue adjustment training and to access formal recognition exams; in addition to agreement with the respective employers, this also required negotiation with the respective German Laender authorities (regional councils), responsible for processing formal qualification recognition.¹⁶⁴

Purpose / content:

Among the selection criteria for employers were the availability of matching vacancies, the employers' interest and readiness to engage in the employment of Georgian professionals, the willingness to invest in both, the candidates' adjustment training to comply with the respective requirements, and the candidates' training to maximise qualification profile enhancement for the individual career development.

¹⁶⁴ As an example, see annex for German leaflets on formal qualification recognition, qualification and language proficiency requirements of the federal state of Hesse.

In view of nurses belonging to regulated professions in Germany, non-EU country nationals intending to work as nurses are required to pursue a formal qualification recognition procedure, consisting of six to 12 months working and (on the job) complementary training in preparation of a corresponding examination of qualification equivalence. Failing that examination results in non-EU country nationals not being able to prolong

initial working permit visa of 12 months. Hence, German health care sector employers employing non-EU country nationals interested in employment prolongation beyond the period of 12 months are bound to comply with the training requirements as set by Laender authorities (regional councils), responsible for processing formal qualification recognition requests in preparation of the recognition examination.

As regards the employment and training of hospitality sector professionals, ZAV negotiated individual training curricula with the identified employers and, as far as possible, with respect to the selected candidates' career development interests and competencies.¹⁶⁵ Compliance with the negotiated training contents was counterchecked by means of regular exchanges with both, the employers and their Georgian employees.

Figure 20 Participating Employers - Germany

German Employers participating in PCMS	
Nurses:	
•	Münchenstift Heilig Geist GmbH, Frankfurt
•	Deutsches Herzzentrum München des Freistaates Bayern
Hospitality professionals:	
•	Steigenberger Airport Hotel Frankfurt
•	Sheraton Frankfurt Airport
•	Westin Grand Frankfurt
•	Le Méridien Parkhotel Frankfurt

Duration / timing:

Beginning of PCMS implementation phase (upon definition of parameters during preparatory phase); identification of employers, recruitment of participants and matching and initiating placement extended over the period of 3 months;

Responsible / involved institutions:

ZAV

Lessons learned / recommendation / replicability:

Building on established contact infrastructure and promoting PCMS participants as potential employees while offering their preparation and placement (including coverage of related costs) proved successful. No drop-outs occurred on the employers' side, only two of the placed PCMS participants did not comply with employers' performance expectations to an extent requiring early termination of contract (hospitality sector).

¹⁶⁵ 1 case (HoGa) for which placement and assignment sections did not meet intended training contents (due to language, professional competences).

In case of larger scale CMS, an announcement for employers interested to participate in CMS and to benefit from connected placement services may prove **recommendable** for ensuring larger scale registration and bigger choice of placement options, if need may be, also in terms of diversity of required professional profiles.

A certain mismatch is indicated in terms of, in the eyes of the employers, the duration of stay of the placed PCMS participants being too short for full benefit from required investment in integration and training on the job: participating employers were informed on the limited duration of stay of PCMS participants and agreed on investing in the respective training curricula and even supplemented the training curricula by additional investment in training, particularly language training). Nonetheless, despite or because of more substantial training requirements than anticipated, all of the participating employers expressed interest in prolonged employment of PCMS participants. As for the nurses, contracts were limited on the basis of the recognition exam requirement within the period of one year.¹⁶⁶ One of the PCMS participants was not cleared for that exam within the required period. For all other PCMS participating nurses, the German employers opted for and promoted their stay for a period of a minimum of 2 to 3 years.

As for the hospitality professionals, the German employers opted for and prolonged employment contract from foreseen 12, to the maximum of 18 months of stay. Either migration cycle duration did not comply with initial PCMS scope.

It can be concluded that despite clear communication of the scope of the PCMS, the balancing of interest in terms of duration of stay from the perspective of the employers requires flexibility for (individual) longer-term migration cycle duration.

Hence, for future CMS and depending on the importance given to specific migration cycle duration, two options may be considered to avoid unmet employers' expectations towards an interest-balancing CMS. Either, binding migration cycle duration (as backed by corresponding enforcement mechanisms if available) would need to be communicated clearly from the outset (and enforced accordingly). Or, flexibility of migration cycle duration should be provided for in the respective CMS. In view of potential adverse effects on return and reintegration success in case of return on administrative grounds of the individual without motivation nor perspective for appropriate labour market opportunities, the latter option may be deemed preferable and thus, **recommendable**.

5.4.5 Information during recruitment phase

Support delivery by means of:

During recruitment phase, inquiries by (potential) applicants were responded to by means of providing:

- Telephone "hotline" with specific operation hours;
- A compilation of "Frequently Asked Questions" (FAQ) on website.

¹⁶⁶ At the time of editing, 4 nurses have passed the recognition exam.

5.4.6 Telephone hotline

Purpose / content:

Purpose of both hotline and online FAQ document was to respond to inquiries and to provide answers in relation to the scope and initiators of PCMS, announcement details, selection criteria and requirements, required documents, preparatory activities, related administrative issues etc. Upon selection of the candidates, the contact channel of the hotline served for enquiries by, and for outbound outreach towards the participants by the project staff, to inform on preparatory events, administrative requirements et.al.

Duration / timing:

The hotline operated throughout recruitment phase (announcement, selection process and notification of selected participants), with fixed operating hours 2 days/ week for 4 hrs/ day.

Responsible / involved institutions: EU project team Georgia

Lessons learned / recommendation / replicability:

During announcement period and selection process, the hotline was a frequented backup to the FAQ and announcement text for PCMS parameters, selection process, eligibility criteria, required documents. In view of the unprecedented legal migration channel to Germany, personal contact via the hotline was appreciated by the respective beneficiaries for building trust in the reliability of PCMS.

Figure 21 FAQ - Hotline

Hotline operation hours: for the duration of recruitment process, Tuesday, Thursday: 10:00-14:00

Total number of the calls received 74

Number of the calls concerning announcement for nurses 35

Number of the calls concerning announcement for hotel/restaurant professions 39

Frequently asked questions

1. What would be the range for the salary in Germany?
2. Intended Duration of stay?
3. German language knowledge –obligatory?
4. List of the obligatory documentation to be provided is too long – what if all collected but the application is not successful?
5. Tourism sector professionals: if not possessing the professional diploma – application still possible? (btw: none of the persons calling had the professional diploma, but only professional experience).
6. Possibility to travel together with family member(s)?
7. Is it possible to decline the participation if the proposed salary, conditions of the work is not relevant for the applicant? At which stage can be the participation declined?
8. Can qualified doctors also apply for the nursing profession announcement?
9. Language courses provided for applicants:
10. What is to be paid by the applicant, if chosen?
11. Is there maximum age limit for applications?
12. Different questions regarding the documentation (what should be translated, recommendation letter – is there a specific template for that, what if the document is translated in English and not in German).

The hotline proved to be a valuable information tool to increase transparency, trust in the scheme, and effectiveness in administrative preparation for application, selection and preparation process. Offering such hotline in the context of labour mobility and corresponding schemes was assessed to be a valuable source of trustworthy information, particularly relevant when legal labour migration channels remain to be established.

For larger scale CMS (also with other countries), offering such hotline would have favourable effects for informed migration decision, increasing the prospects of labour migration experiences matching the individual expectations and hence successful individual migration projects. The individual assistance and outreach towards selected participants may, however, easily surpass staff capacities and require increased human resources. Staff and operation hours would have to be adjusted to the respective demand by beneficiaries, depending on the intended duration and capacities of hotline operation.

According to project experiences, offering a contact point also throughout and beyond selection and preparation process on a permanent / regular basis may be considered a useful service for a well-reflected migration experience according to individual aims.

5.4.7 Provision of online information “Frequently asked questions – FAQ”

Purpose / content:

The FAQ compiled likely questions of (potential) applicants with respect to the application, selection and placement process, in order to inform (potential) applicants from the outset about parameters and procedures, complementing the PCMS telephone consultation opportunity “hotline”.

Support delivery by means of:

document available to the public on project mini-website during recruitment (announcement & selection) phase;

Duration / timing:

The FAQ compilation was made available throughout recruitment phase (announcement, selection process and notification of selected participants), with the link to the FAQ indicated in the call for applications announcement texts.

Responsible / involved institutions:

EU project team.

Lessons learned / recommendation / replicability:

The FAQ-document was used by potential applicants for basic PCMS-related information. It was basis and reference source for hotline operating staff to respond to potential applicants’ requests.

The FAQ document was deemed useful by beneficiaries and would well suit for transparent preparatory information also for future, larger scale CMS with different countries. Resources provided, such compilation could be extended, refined and designed as an interactive online tool, directing users to country- and even profession-specific information.

5.4.8 Continuous networking with selected employers

Support delivery by means of:

Personal contact / networking with PCMS employers by phone, mail, personal visits.

Purpose / content:

Purpose of maintaining a continuous and personal contact with employers participating in the PCMS was to provide for thorough evaluation and monitoring as well as for an early feedback mechanism with regard to PCMS placements. It was consistent with the intended strong intensity of programming and close monitoring of scheme implementation.

Duration / timing:

throughout PCMS implementation and beyond (until future return of PCMS participants);

Responsible / involved institutions:

ZAV placement officer, EU project team

Lessons learned / recommendation / replicability:

Maintaining continuous contact with participating employers proved to be an important trust-building mechanism with regard to reliability of PCMS migration facilitation infrastructure. At the same time, it provided for the monitoring and evaluation of PCMS implementation and served as an early feedback mechanism in case of misunderstandings or need for mediation.¹⁶⁷ Visits to the workplaces allowed for first-hand monitoring of employers' and participants' compliance with agreed commitments (decent working conditions, job performance, training on the job).

As international placement services bare particular risks of unexpected issues between employers and employees, not least due to language, qualification or intercultural discrepancies, ensuring continuous personal contact possibilities and therewith allowing for early mediation efforts, is highly recommendable for future CMS.

5.4.9 Continuous networking with selected PCMS participants

Support delivery by means of:

- Closed FB group "Circular migration group Georgia";

¹⁶⁷ After placement, at some few occasions, the intervention of ZAV placement officer / project staff ensured mediation and negotiation for immediate solution of misunderstandings or need for adjustments.

- Personal contact / networking with PCMS participants by phone, mail, personal visits by ZAV placement officer, project team, senior PME advisor on return and reintegration

Purpose / content:

Purpose of maintaining a continuous two-way personal contact with the PCMS participants was to reaching out to and informing on offered support measures, particularly in support of return, to ensuring an early feedback mechanism with regard to PCMS placements and continuous assistance throughout the migration cycle. It was consistent with the intended strong intensity of programming and close monitoring of scheme implementation.

Duration / timing:

throughout PCMS implementation and beyond (until future return of PCMS participants).

Responsible / involved institutions:

EU project team, ZAV placement officer.

Lessons learned / recommendation / replicability:

Offering the social media platform (closed FB group) helped PCMS participants exchange on experiences throughout the migration cycle, among each other and with the project team. The personal contact option (mail, phone) served the discussion of urgent questions or issues in the course of the placement. Visits to the participants' workplaces allowed the monitoring of employers' and participants' compliance with agreed commitments (decent working conditions, job performance, training on the job), and signaled reliable assistance to participants and their employers alike.

As proven in one situation of discontent of participants / employers, established personal contact provided a favorable basis for immediate mediation and solution of occurred misunderstanding / mismatching of expectations (conflict management / mediation, change of employment).

As international placement services bare particular risks of unexpected issues between employers and employees, not least due to language, qualification or intercultural discrepancies, ensuring continuous personal contact and networking possibilities and therewith allowing for early mediation efforts and strengthening the ties to CMS management, is highly recommendable for future CMS.

5.4.10 Enrolment information and activities after selection

5.4.10.1 Introductory event for participants

Support delivery by means of:

Profession-specific 2 hr information event;

Purpose / content:

The event was the first outreach activity after selection and corresponding notification of the candidates. Purpose was the provision of exact information on upcoming procedure, conditions, and aim of the PCMS as well as on connected rights and responsibilities of all involved parties (PCMS team, employers, participants). In the end of the event, participants were handed out a profession-specific hard copy information kit and were invited to individual meetings to discuss the participation declaration requiring the participants' signature.

Duration & timing:

Ca 2 hour event per professional group following selection notification, prior to departure.

Responsible / involved institutions:

EU project team, CIM / Programme Migration for Development, ZAV, Goethe as hosting institution.

Lessons learned / recommendation / replicability:

The event was occasion for selected participants to acquire first-hand and face-to-face information on upcoming procedures and preparatory activities as well as on related responsibilities – i.a. language courses, profession-specific trainings, placement, movement and settlement in Germany. The event served as information hub for general information and as opportunity for the participants to pose specific questions and to benefit from individual consultation, particularly with the German ZAV representative and the Georgian project manager.

Next to providing essential information on upcoming procedures, complementing hotline and mini-web information, the event also served the secondary purpose of establishing personal contact and increasing commitment and liability on the side of both, the participants and the PCMS organizers, i.e. the PCMS project team. Also, at the occasion of the event, participants filled in questionnaires collecting information on the participants' motivation and career planning, which in turn informed further on required information and training offers. As an example, response to the frequently indicated aim of increasing income by means of employment in Germany in the frame of the PCMS was twofold. First, the primary PCMS objective of enhancing qualification and employability was reiterated and emphasized at different personal contact occasions. Second, a migration-specific financial literacy training was introduced among the range of preparatory offers. Intention was to raise awareness on options to budgeting and saving money despite moderate salaries in relation to living costs within the financial system, as well as on possibilities to compare and reduce fees of international financial transfers.¹⁶⁸

The event was well received by the selected PCMS participants and is thus **recommended** also for future CMS. In case of a CMS that involves one cohort of selected participants at a time, such information event could be offered to the specific (selected) target group at a specific one-time occasion. In case of a sequenced migration programming, either with several cohorts of selected participants at a time or addressing a non-specific potential target group with individual schedules,

¹⁶⁸ See below section "Financial Literacy Training".

such information events could be held on a regular basis, with an additional promotional effect for future potential participants and the legal labour migration channel.

5.4.10.2 Profession-specific information kit: working and living in Germany

Support delivery by means of:

Hard copy reader in Georgian.

Purpose and content:

Purpose of the information kit was to support PCMS participants in preparing for the upcoming temporary employment in Germany in vesting them with information on conditions and purpose of the PCMS, on rights and responsibilities and on working and living in Germany, on upcoming administrative procedures and first steps after arrival in Germany as well as on further sources of information. In particular, the kit contained checklists and information on:

- d) the project;
- e) procedures before departure from Georgia;
- f) preparation for migration and settlement in Germany;
- g) labour contract;
- h) German labour code;
- i) Salary;
- j) social security system;
- k) taxes;
- l) German regions;
- m) Accommodation;
- n) administrative procedures prior to migration to Germany;
- o) administrative procedures prior to migration to Germany;
- p) work life in Germany ;
- q) interview procedures in the frame of the PCMS;
- r) how to send money from Germany to Georgia;
- s) public transport in Germany;
- t) contact persons in municipalities;
- u) project team in Germany and Georgia.

Duration / timing:

The Information kit was issued and explained by project staff after participants' selection and before enrolment in preparatory support measures.

Responsible / involved institutions:

EU project team, ZAV;

Lessons learned / recommendation / replicability:

The information kit was an appreciated pre-selection of information and indication of sources of information in preparation of the movement to Germany and was used as reference document throughout the preparatory and migration process both, by participants and project staff operating the hotline. It helped ensuring transparency on rights and responsibilities in relation to the migration process and employment in Germany.

According to PCMS experiences, handing out similar information kits to labour migrants is recommended also for future CMS. Challenge remains the updating of the document in case of changes and in relation to various countries. One option is for the respective countries of destination taking on responsibility to providing such up-to-date information compilation by their means as part of general efforts to attract foreign labour. In the case of Germany and based on the joint efforts of the Ministry of Labour and Social Affairs, the Ministry of Economy, and of the BA, such is offered on the multilingual internet platform – Make it in Germany: <http://www.make-it-in-germany.com>, supported by a corresponding hotline. Another option would be for the country of origin to request such information from the different partner countries regularly and compile the input and reach out to the own (potential) emigrants accordingly. While the online platform has the advantage of easy update at low costs, for the hard copy information kit, regular printing and dissemination costs will arise, can be consulted at any time, irrespective of internet access.

5.4.10.3 Participation agreement “Declaration of Participation”

Service delivery by means of:

Participation agreement (document) in Georgian, signed after one-to-one explanation of its content as a follow-up to the kick-off information event;

Purpose / content:

Purpose was to create transparency regarding conditions, scope of the project, participants’ related benefits, rights and responsibilities. The agreement (in Georgian) had to be signed by participants after explanation by project team and before enrolling in the PCMS. Intention was to induce thorough reflection on responsibilities and benefits prior to PCMS enrolment, to avoid hasty decisions to quit employment before proper reflection on individual motivation and feasibility to participate, and to avoid unmotivated early drop outs after having benefitted from project support measures.

Duration / timing:

issued, explained and signed after participants’ selection and before enrolment in preparatory support measures (i.a. language courses, profession-specific trainings);

Responsible / involved institutions:

EU project team, ZAV

Lessons learned / recommendation / replicability:

Requesting the PCMS participants to read and sign the declaration of participation ensured drawing their attention to the PCMS-related rights, requirements and responsibilities, including the logic of the PCMS to foresee return after placement in Germany. A tool for transparent communication rather than a legally binding contract, the declaration helped rule out unrealistic expectations, ineligible claims with respect to PCMS parameters as well as hasty dropout decisions and underlined importance of compliance with the agreed parameters and responsibilities.

For the purpose of increased liability and in view of PCMS support measures having been offered free of charge in the course of the migration cycle, it was considered necessary to require the signing of a declaration that lines out responsibilities as well as rights that arise out of benefitting from and participating in the respective support measures. As long the agreement is legally non-binding and sanctions are neither intended to, nor legally possible to being enforced, such should not be comprised in a participation agreement. Otherwise, it may cause untenable uncertainty as well as undermine credibility in case sanctions should need to come to effect. As a means to increase transparency and liability of either CMS party's rights and obligations, however, a participation agreements can be recommended for future CMS. In case of replication at larger scale, it has to be accounted for the fact that such declaration requires personal contact with each participant of the CMS. In case of a less intense programming, or in case of not offering the support measures to a single circular migration cohort but on a more regular basis with individual timing possibilities, participation agreements could either be signed in relation to single support measures (with the respective implementing institution, e.g. language course provider) or, in case offered as such, in relation to a series of support measures (by the coordinative body, if applicable).

5.4.11 Visa application

Support delivery by means of:

Personal consultancy in application process.

Purpose / Content:

In the frame of the PCMS, for each professional group, it was related to visa for one specific, relatively uncommon purposes. For the nurses, the visa application related to the residence permit for the purpose of qualification recognition; for the hospitality professionals, visa application related to a residence permit for the purpose of continued training. Purpose of the support offered was to facilitate visa application in relation to these specific legal provisions, to

Figure 22 Visa application

Following documents to be submitted for visa application:

- two completed application forms „Application for a Residence Permit“;
- valid passport, valid for at least another six months, two copies;
- two recent passport photographs according to biometric specifications;
- birth certificate, translated, notary acknowledgement, original and two copies;
- nurses: German language proficiency certificate (B1 CEFR);
- employment covenant or contract, original, two copies;
- qualification certificate, notary acknowledgement translation;
- CV, two copies;
- work permit clearance letter issued by ZAV;
- proof of health insurance valid from date of arrival and for the duration of stay in Germany.

Participating nurses also had to submit their application and corresponding documents for the formal recognition of qualification to the respective federal authorities in Germany. On the basis of being enrolled in the qualification recognition procedure, the case could be presented to the German consulate as motivation justification for visa application.

support the participants in compiling necessary documents and to fill in the application forms. Thereby, it was aimed at increased effectiveness and compliance with the given PCMS schedule.

Regular rules had to be followed for visa application. Exchange on PCMS purpose and parameters between ZAV and the German consulate permitted to communicate both, the background and liability of the applications to the consulate, as well as the list of required documents to the applicants. Aim of the supportive administrative exchange was to increase probability of collection and submission of the complete set of required documents to a well-informed decision making panel at the consulate.

Duration / timing:

as of selection of participants until placement and visa issuance;

Responsible / involved institutions: project staff, ZAV

Lessons learned / recommendation / replicability:

Despite proper preparation of document compilation, and exchange between ZAV and the German consulate at several occasions, visa application wasn't a minor formality but required full attention of all involved. Without the administrative support of the candidates and briefing of consulate, visa application processes might have ended in rejection of visa issuance.

At times, visa applications required several consulate appointments. Employment covenants were not automatically accepted as alternative to employment contracts. PCMS project team / ZAV assume that applicants weren't aware of the interchangeability of both documents and hence did not explicitly refer to the covenants.

In conclusion, visa applications submitted on individual endeavours are likely to encounter problems in terms of missing documents, translations, misunderstandings. On the one hand, individuals do not dispose of the required awareness of a regular visa application process. On the other hand, also destination countries consulates' may be faced with new visa and labour market regulations and may not refer to established and frequented visa application processes but are bound to individual decision making. Supporting visa application processes are hence highly recommendable also for future CMS.

A closely programmed CMS may help avoid these thresholds. As an alternative, supporting individuals in terms of thoroughly explaining visa application procedures and requirements might vest potential applicants with the required information. Also, once established, consulates may be able to refer to routine procedures, simplifying and speeding up the visa application processes.

Issuing up-to-date guidelines in relation to visa and residence permit is a way to increasing effectiveness of CMS-/ work-related visa application procedures.

5.4.12 Individual Migration Project Planning

Support delivery by means of:

Information fair; during the event, at one stand each, representatives of different institutions in Georgia presented their suggestions and perspectives on diverse reintegration opportunities and stood ready for questions. Participants were guided to move in small groups to the different representatives installed in the event room.

Purpose / content:

Basic assumption of the migration project planning event was that a properly planned migration experience helps maximise the respective benefits for the migrants, both while abroad and upon return. Purpose of the event was thus:

- to raise awareness about the need to plan the migration experience according to the respective migration motivation and expectations;
- to inform on means to achieving the individual aims;
- to inform on means to leveraging these upon return to Georgia in terms of reintegration (employment, start-up, knowledge-transfer, investment et.al.), catering for the individual interests as revealed by the candidates' questionnaire filled in after kick-off information event.

Organized in the format of a fair, the event was framed by an introductory session, including brief welcoming addresses, as well as a concluding session.

Covered topics (as response to interests as indicated in the initial questionnaire filled in by selected candidates):

Migration motivation and expectations

- Intended benefits in terms of qualification development;
- Intended benefits in financial terms;
- Intended / expected benefits and activities upon return to Georgia.

Information on employment opportunities

- Presentation of valued experiences to be gained while abroad;
- Presentation of employment opportunities;
- Information about employment reintegration support opportunities (CIM returning experts, application training...).

Information on start-up opportunities

- Presentation of start-up opportunities (small enterprises, social enterprises);
- necessary preparatory steps, administrative preconditions / hurdles / means to benefit from support measures (including CIM start-up seminars while abroad and upon return to Georgia).

Information on opportunities of knowledge transfer: becoming a trainer

- Presentation of opportunities of becoming a trainer and to train and to teach as trainer in VET institutions, in companies and (possible) support measures.

Duration / timing:

ca. 2 hours

Responsible / involved institutions:

Secretariat of SCMI, EU project team, MoLHSA; representatives of both professional groups for employment, (social) start-up and knowledge transfer:

- Arbeiter-Samariter-Bund (ASB);
- Centre for International Migration and Development (CIM);
- Employment Support Center / Worknet division of Social Services Agency (SSA);
- Travel agency Georgia Insight;
- Georgian Small and Medium Enterprise Association (GSMEA);
- Integrated Expert on social enterprise set-up;
- HR recruitment and consulting agency “Key Management Solutions (KMS)”;
- Teachers Professional Development Center (TPDC – LEPL of the MoES).

Lessons learned / recommendation / replicability:

The event involved representatives able to provide insights into the different opportunities expected to arise upon return: employment and / or knowledge-transfer through training, and start-up. The selection of representatives catered for profession-specific individual interests (nurses and skilled restaurant, hotel workers and cooks). Participants appreciated the event as very informative and relevant with regard to shaping and specifying plans for their individual migration project and successful reintegration in Georgia and participated actively. As subsequent evaluation questionnaires revealed, participants had not considered / envisioned the options of starting up a (social) enterprise or of becoming a trainer and support knowledge transfer but did so in the aftermath of the event. Moreover, and in line with the aim to encouraging early reintegration-relevant contact, the institutions’ representatives offered to stand ready for further inquiries and support also during the participants’ stay abroad and upon return. It hence was an opportunity to establish contacts and delineate reintegration perspectives that may prove relevant upon return for labour market reintegration and which, in the meantime, serve the strengthening of the ties to the home country.¹⁶⁹

As secondary result, migration project planning event further clarified motivation and expectations affiliated with the upcoming migration experience, to serve PCMS evaluation.

For future CMS, be they tightly programmed or taking place in the frame of liberalized cross-border movement opportunities, such individual migration project planning events are highly recommended by institutions / organizations dealing with migration and reintegration matters in

¹⁶⁹ Whether any of this remains an option to be considered also upon return remains to be seen after completion of the migration cycle.

Georgia.¹⁷⁰ Such preparatory support measure would be perfectly in line with the official approach in Georgia of encouraging legal channels to migration as opposite to unauthorized cross-border migration, as proclaimed in the Migration Strategies and as promoted i.a. in the “Guidebook on Legal Emigration” authored by the Secretariat of the SCMI.¹⁷¹

In case more time would be devoted to similar events in the future, it should be considered to also invite presenters to the side-lines of such event, who could raise awareness on:

- ways and relevance of internationally acquired qualification recognition upon return to Georgia;
- ways to promote the own internationally acquired qualification / experience;
- ways to apply and present for employment / start-up services / loans (application training).

In case of a CMS that involves one cohort of selected participants at a time, such event could be offered to the specific (selected) target group at a specific one-time occasion. In case of a sequenced migration programming, either with several cohorts of selected participants at a time or addressing a non-specific potential target group with individual schedules, such migration project planning events could be held on a regular basis, with an additional promotional effect for future potential participants and legal labour migration channels. As for the institutional responsibility, cooperation with the job fair as organized by Worknet / SSA / MoLHSA could be explored.¹⁷²

a. Training (before migration)

As suggested by preparatory assessment and confirmed by the competence and matching analyses, preparatory training was identified as precondition for Georgians of the selected professions to participate in the PCMS and to work and train in Germany. Particularly, language and profession-specific training as well as financial literacy training, all of which were suggested to including intercultural elements preparing for living and working in Germany, were recommended to be offered to selected participants.

5.4.13 Language training

Support delivery by means of:

Intensive language courses and concluding exams with corresponding internationally recognized certificates conducted by subcontracted service provider Goethe Institute;

Purpose / content:

Intensive language courses (as of “beginners” level), leading up to language level A2 (hospitality sector) / B1 (nurses), profession-specific elements.

¹⁷⁰ Many projects follow that aim, i.a. IOM’s “informed migration” initiative, a CiDA-project aiming at raising awareness with the help of peer persons also in the regions on risks and opportunities of migration, as well as the Mobility Centres’ aim to offering information relevant prior to migration (which, for the time being, is primarily limited to providing references with regard to potential destination countries as worked out in the frame of the project “Targeted Initiative Georgia”). See information at: http://www.migration.commission.ge/index.php?article_id=36&clang=1.

¹⁷¹ State Commission on Migration Issues (2015.)

¹⁷² www.worknet.gov.ge.

Out of the 28 selected and enrolled participants, 25 pursued three to six month intensive German language courses at Goethe Institute in Tbilisi as financed by project budget. In support of the international experiences of his employees and expecting their return upon CMS participation, costs for language courses for three participants were covered by their employer in Georgia. Three participants were certified the language proficiency by Goethe Institute Georgia as required by the project without additional language classes.

Purpose of the intensive German language courses was to enable selected participants not only to orientate themselves in Germany in day-to-day situations but to exercise their profession, thereby gaining new skills through hands-on work experience. Accordingly and as has been confirmed by the competence and matching analysis, by means of the language courses, participants had to accomplish German language skills at level B1 (intermediate level) – nurses / A2 (elementary level) – hospitality sector professionals – of the Common European Framework of Reference for Languages (CEFR). Moreover, the language courses included both, intercultural training as well as profession-specific language elements (e.g. dialogue practice) in preparation of the temporary settlement in Germany.

The language course provider was selected upon PCMS project team market survey.¹⁷³ Apart from cost-effectiveness, primary selection criteria included:

- capacity to cater for the participants' qualification needs upon entry level tests (flexibility to offer standard, intensive and semi-intensive courses) and with profession-specific elements;
- capacity to schedule and design language courses in compliance with the respective working schedules (morning, evening week-ends);
- capacity to offer (complementary) distance learning modules in the program (particularly for full-time employed and candidates from the regions);
- accreditation to take exams and issue internationally recognized language certificates.

Duration / timing:

The timing of the courses was adjusted to the respective working schedules, with one course taking place in the morning - primarily hospitality sector participants enrolled – ; and one course taking place in the evenings – primarily involving the selected nurses. Lessons were held four to five times a week, 1,5 to 2 hours each.

Nurses conducted language training for the duration of up to 600 hrs during a period of up to six months. Hospitality sector professionals conducted language training for the duration of up to 300 hrs during a period of up to four months. With advanced language proficiency without up-to-date certificates, two participants enrolled in regular GI language courses.

Responsible / involved institutions:

Goethe Institute Georgia

¹⁷³ Considered providers: Goethe Institut Tbilisi, Caucasus University, Medical University language centre, training centre Hi-Line.

Lessons learned / recommendation / replicability:

Grouping participants according profession (apart from two exceptions) and language level allowed to cater for specific training needs, including some profession-specific training elements. While language course provider was sceptical about feasibility to achieve required language level in the given time, particularly in view of the fact that many were absolute beginners and full-time employed, experience showed high motivation level of participants to actively participate and study diligently. The majority of the participants passed the exam (at second / third instance) after additional exam preparation training, justifying the issuance of corresponding certificates.¹⁷⁴ However, most participants needed to continue language courses upon arrival in Germany in order to being able to apply acquired, improve and specify language proficiency, and to allow / improve job performance. German employers in the nursing sector covered the costs and (in some cases) exempted participants from work for supplementary medical language training upon the nurses' placement. Also in the case of hospitality sector, participants were encouraged to pursue continued language training.

The low level of German language proficiency among applicants and selected participants did not comply with expectations as based on preparatory assessment (preparatory study, C&M analyses). As language course providers concluded, the possibility to building on preliminary language proficiency and longer term language training (allowing for more and more profession-specific training and practice) would have led to better results.

Language is essential ingredient to satisfactory performance of jobs that require intensive personal contacts as was the case for both, hospitality sector professionals and particularly for nurses. In case of organized CMS with similar interaction intensity with locals of the country of destination, language proficiency has to be recognized as essential for satisfactory job performance. It is hence **highly recommended** to requiring, promoting and supporting acquisition of the respective language proficiency as core element to CMS participation preparation. Means to promoting language proficiency include the organization of profession-specific language courses as well as the general encouragement to acquire language proficiency, e.g. by means of including language courses in respective (VET) training curricula. As for covering the costs of such language courses, different models have been suggested and may be considered for future CMS in the course of PCMS implementation:

- participants are selected on basis of existing language proficiency, encouraging those interested to participate in a CMS to pursue corresponding training at own expenses / in course;
- attending and covering costs of language courses are a mandatory pre-departure preparatory activity required from selected participants;

¹⁷⁴ Two participants enrolled in regular GI language courses for advanced studies in order to avoid waiting periods before the other participants achieve a corresponding language level. Two additional participants proofed sufficient language proficiency from the outset and did not pursue any language courses. Hindered by an accident to participate in the PCMS-arranged language courses, one nurse attended private language training and privately financed additional lessons after having passed the required exam in order to further consolidate proficiency while waiting for recovery and placement in Germany. Costs for extension / repetition of exam-preparatory training covered by project budget.

- language courses are part of a set of sponsored preparatory support measures.

Disadvantage of the latter two options is the resulting time gap between selection and placement abroad, particularly in case of absolute beginner level of language proficiency, making vacancy-based placement impossible or non-predictable. Hence, this is recommendable only in case a CMS is replicated as tested with the PCMS, with individual-oriented programming and corresponding support measures.

Continued language training upon placement abroad is recommended irrespective of above options.

5.4.14 Profession-specific training

Support delivery by means of:

one week fulltime profession-specific training conducted by trainers aware of qualification and performance requirements in the country of destination as well as, ideally, familiar with potential gaps in relation to participants' professional profiles.

Purpose / content:

Purpose of the one-week profession-specific trainings was to vest participants with the necessary knowledge of job profiles, tasks and expected performance in order to facilitate high quality and a smooth and successful start of the new job. The trainings covered the topics of professional skills, work ethics, employers' expectations regarding job performance, and of rights and obligations in relation to the participants' employment.

Duration / timing:

One work week fulltime profession-specific training before departure from Georgia.

Responsible / involved institutions: one accredited external consultant per each professional group (nurses / hospitality sector professionals).

Lessons learned / recommendation / replicability:

C&M analyses confirmed the recommendation to offer selected candidates one week profession-specific preparatory trainings (attendance required). During these trainings, particular attention was paid to working conditions and standards, general employers' expectations, working content et. al. Candidates, trainers and German employers alike deemed the trainings as relevant for the subsequent job performance and smooth integration.

In case of less micro-organized CMS with sequenced migration cycles of several cohorts of migrants at a time, such trainings could be offered on a regular basis, possibly on self-paying / contributing basis. In view of the added value for both, the migrants and the (future) employers, in terms of job integration, job performance and awareness of connected rights and

responsibilities, the participation in such training should be **highly recommended** and promoted accordingly.

As recommended by different experts interviewed in the course of the PCMS preparatory and inception phase and irrespective of the intensity and organizational details of future CMS, visualising videos on responsibilities and daily tasks to be performed in the respective occupation and workplace could be produced and shown to potential migrants, to candidates in the course of the selection process and / or in the course of the orientation courses. Particularly in case of larger scale CMS, such open source information should be brought to the attention of (future) migrants.

Overall integration into working environment in Germany of PCMS participants went smoothly, partly attributed to provided preparatory courses, partly due to the fact of being placed at receiving institutions (employers) having already been familiar with integrating international staff. However, as single events of misunderstanding among staff suggest, and as practiced in other GIZ-initiated triple-win CMS, also the receiving institutions' staff and employers could be offered information events / trainings on background, challenges and opportunities of international staff integration.

5.4.15 Migration-specific financial literacy training

Support delivery by means of:

half-day training with the support of 3 trainers (Germany-specific, Georgia-specific and remittances-specific financial literacy).

Purpose / content:

- Preparation for working and living in Germany, to-dos in relation to financial matters, related to/dos prior to departure and after arrival;
- Remittances, savings and transfers to Georgia / to dos prior to and after return.

A higher salary and the intention to generate remittances usually are among the most important reasons for labour migration. This has been confirmed by the selected participants of the pilot circular migration scheme (in priority, financial aims followed the wish to gaining relevant work experiences). Remittances are, in addition, a prominent argument in favour of the development effect of migration on the country and society

FLT topics

Living and working in Germany: financial basics

- Financial concept / system(s) (= Germany vers. Georgia), including life cycle approach – when is what money savings accumulated / needed: i.a. bank giro account;
- recurrent costs and ways to reduce these: budget planning, income accumulation and savings planning;
- knowledge on (how to reduce) living costs in Germany (e.g. supermarkets cheaper than fresh markets...)

International transfers to and savings in Georgia: remittances, savings **Figure 23 Financial Literacy Training**

- how to remit / transfer savings: costs, ways to compare / reduce transfer fees;
- possibilities to control usage / investment of remittances by remittances recipients;
- tax implications in Germany and Georgia (“support of relatives”);
- financial products and services, savings interests, use and opportunities arising from savings in Georgia (e.g. investment, loans, security of savings);
- social portability (This topic is not covered according to suggested agenda), insurances.

of origin. In the case of the PCMS, the salary in the professions of the selected candidates was expected to – considering the expected living costs – show limited margins for financial surplus. As concluded in the course of PCMS development, ensuring a decent standard of living and accumulating savings /remittances thus requires a good understanding of financial requirements in Germany, of recurrent costs and means to reducing these, of cheap and meaningful ways to remit, and requires a thorough budget planning.

Purpose of the financial literacy training (FLT) was to raise awareness on these financial aspects of the individual migration project and to provide hands-on and simple information to deal with these. It was touched upon the most relevant questions in the migration cycle with respect to the necessities and possibilities to manage and benefit from the comparatively higher wage in Germany to a maximum.

Duration / timing:

3 hours per each professional group.

Responsible / involved institutions:

EU project staff, Savings Banks Foundation for International Cooperation (SBFIC), Georgian Banks Training Centre (GBTC) and the GIZ Sector Project Migration and Development.

Lessons learned / recommendation / replicability:

Participants of the interactive migration-specific financial literacy training discussed most relevant questions on financial options and necessities in relation to the upcoming work experience in Germany. Of particular interest was information on opening bank accounts in Germany and on ways to budget income and accumulate savings. Also, participants showed strong interest in information on how to smartly remit and transfer money to Georgia, e.g. by comparing costs and conditions on the German remittances portal www.geldtransfair.de. Deploying a participative and interactive training approach, including practice units for filling in budget plans and for comparing transfer fees on modern equipment, was highly appreciated by the participants. Participants were thus vested with a hands-on and individual to-do list, covering financial matters expected to arise throughout the entire migration cycle – prior to migration, while in Germany and upon return to Georgia, which helped ensure the relevance and effect of the training for the individual participant.

Replication of similar trainings with up-to-date country-specific contents are recommendable for future CMS, be this for specific CMS cohorts or as offered on a regular basis.

A) During migration / abroad

- a. Information – networking – administrative support while abroad

5.4.16 Placement support & first administrative steps and integration support abroad

Support delivery by means of:

- Matching selected participants with interested employers;
- Accompanying participants to introductory meeting at the workplace upon arrival;
- Reminding participants of necessary first administrative steps.

Purpose / content:

After completed participants' and employers' selection procedure, ZAV officer completed the recruitment procedure by matching individual participants with employers and by facilitating first contact. Upon participants' arrival in Germany, the ZAV placement officer accompanied and introduced them to their workplaces and reminded of the necessary first administrative steps.

Purpose of the support provided for placement and first administrative steps was to facilitate arrival and integration of the participants into the new workplaces.

Duration / timing:

after participants' selection and upon arrival in Germany.

Responsible / involved institutions:

ZAV.

Lessons learned / recommendation / replicability:

For many PCMS participants, the PCMS represented an opportunity for first time experience abroad. Accompanying them and supporting introduction to their workplaces represented a valuable first ice-breaker both for the participants and the employers. It supported an early integration and was favourable in terms of satisfactory work performance from the outset. Moreover, the provided support ensured compliance with necessary first administrative steps of the participants.

The provided assistance was appreciated by participants and employers alike and corresponded to the intensive support provided throughout the preparatory phase. For larger scale CMS, such one-to-one assistance by placement officers may prove difficult to be upheld.

5.4.17 Country seminars

Support delivery by means of:

1-day event organized as part of GIZ / Programme Migration for Development (PME).

Purpose / content:

Purpose of the country seminars as part of GIZ / Programme Migration for Development is to raise awareness on the option to return to Georgia and connected potential opportunities in terms of reintegration and engagement. PCMS participants have been invited to attend this regular PME diaspora outreach activity in order to encourage return and reintegration planning.

Duration / timing:

1 day event on a regular basis; until end of EU project, PCMS participants were invited to attend the Georgia-related country seminar at one occasion;

Responsible / involved institutions:

CIM / PME;

Lessons learned / recommendation / replicability:

Generally, country seminars are an established measure in support of return, reintegration and / or engagement for the country of origin. In the case of the PCMS participants, it served the maintenance of contact and continued encouragement of return and reintegration planning. As a regular offer by GIZ PME, such awareness raising and networking opportunity is assessed as useful instrument to return and reintegration encouragement, particularly in case of future CMS that do not provide for legally binding return.

5.4.18 Job fair / diaspora conference

Support delivery by means of:

- one day diaspora conference;
- one day job fair involving 11 employers and representatives of labour market relevant Georgian state institutions (branches: tourism, hospitality, agriculture, higher education, public sector).

Purpose / content:

Purpose of the Diaspora conference and the job fair was to encourage engagement and return by means of facilitating networking with Georgian diaspora organisations and by means of raising awareness on diaspora engagement opportunities while abroad as well as on job opportunities upon return. It addressed not only PCMS participants but Georgian diaspora members in general.

Duration / timing:

The conference and job fair was held in Frankfurt am Main, a one-time occasion for PCMS participants after the planned minimum of 12 months of work abroad.

Responsible / involved institutions:

- EU project team and CIM / PME organized the combined events;
- involvement of 18 Georgian migrant organizations from Germany, Austria, Poland and Czech Republic;
- Georgian employers representing public and private sector organizations, including MoLHSA Employment Support Services.

Lessons learned / recommendation / replicability:

The conference provided the unique opportunity for sharing experiences and thoughts on diaspora engagement among the Georgian diaspora and Georgian state institutions mandated to deal with diaspora issues and elaborate on potential modes for further cooperation.

Furthermore, the market-place setting of the job fair on the second day of the event enabled direct exchange between Georgians residing in Germany and employers from Georgia, representing private and public sector organizations ranging from tourism, hospitality, agriculture and higher education to the health care sector. Also, the MoLHSA ESS presented its newly developed services and online portal for job seekers “worknet” (www.worknet.gov.ge) and PME renewed its information on return and reintegration support measures made available to Georgian returnees (<http://www.cimonline.de>). Members of the Georgian diaspora were thus able to get concrete insights into opportunities for employment and entrepreneurship in Georgia, for becoming active as a job seeker and for concrete return and reintegration support.

In case of CMS with pre-defined return date, information on specific job opportunities is recommended to be provided in due time but shortly before return in order to allow for realistic job matching outcomes. Particularly in case of CMS without specific pre-determined return, raising awareness on return and reintegration opportunities and facilitating contact between future returnees and suitable employment opportunities by means of job fairs on a regular basis is a **recommendable** measure to improve return and reintegration prospects. Ideally, job fairs are complemented by virtual job fairs and connection possibilities between migrants and potential employers by means of online databases. Thus, information and networking opportunities are more likely to be provided in a timely manner with respect to (potential) individual return dates. Diaspora conferences, in turn, may enhance positive development outcomes of labour mobility by means of diaspora engagement for development while abroad.

5.4.19 Reference letter

Support delivery by means of:

Draft of reference letter as participation and qualification enhancement proof.

Purpose / content:

In order to being able to proof relevant work experience abroad and connected qualification enhancement, PCMS participants are supported in requesting reference letters by their respective employers in Germany. ZAV placement officer ensures relevant content such as duration of work, training contents, job performance assessment.

Duration / timing:

Reference letter to be issued at the end of, or upon completion of employment / training.

Responsible / involved institutions:

PCMS employers in Germany, ZAV.

Lessons learned / recommendation / replicability:

According to preliminary assessment, international work experience was indicated valuable for enhanced employability upon return by interviewed Georgian employers. At the same time, it was indicated that details and relevance of the respective qualification related work experience would need to be proven. As an alternative to plain PCMS participation certificates, the issuance of reference letters was hence recommended to participants and their employers in Germany. Ensuring the issuance of reference letters indicating employment details as well as (if applicable) successfully pursued trainings to CMS participants is highly recommended at any event and irrespective of the respective level of qualification.

b. Training

5.4.20 Professional training on the job

Support delivery by means of:

- Training on the job;
- profession-specific continued trainings;
- trainings for recognition exam for the nurses.

Purpose / content:

Major objective of the PCMS was qualification enhancement. This was intended to be achieved by means of training on the job, the offer of additional trainings on the side of the job (hospitality professionals) / the specific training for the formal qualification recognition exam (nurses). The respective training contents for hospitality professionals were negotiated prior to placement by the ZAV placement officer.

The training contents for the nurses were pre-defined by the responsible Laender authority, while the achievement of qualification necessary for signing up to the formal recognition exam was assessed by the respective employers.

Duration / timing:

Throughout placement period abroad.

Responsible / involved institutions:

German employers, ZAV and Laender authority monitoring compliance with agreed training;

Lessons learned / recommendation / replicability:

Hospitality professionals: in the course of their temporary employment, PCMS participants were placed according to the expected qualification. In most cases, professional development was enhanced by means of acquiring international experiences in their respective field of specialisation (cooks, receptionists). Some hospitality professionals had, in addition, the opportunity to work and train in different departments with varying responsibilities.¹⁷⁵

¹⁷⁵ Whether the qualification development serves a higher level employment and / or increased salary upon return will be monitored in the frame of PME follow-up activities of the project.

Nurses: In compliance with earlier experiences with recognition exam preparation duration, the PCMS nurses were cleared for taking the recognition exam by their respective employer and passed that exam in the course of 6 to 12 months.¹⁷⁶

The pursued procedure of ZAV monitoring PCMS participants' opportunity to train on the job in the given period of stay (and to be cleared for recognition exam in the case of the nurses) proved to be a useful and recommendable approach in support of the initial aim of PCMS participants' qualification enhancement. In case qualification enhancement is declared aim and legal basis of CMS set up, such monitoring mechanism is highly **recommendable**.

5.4.21 Language training

Support delivery by means of:

Part-time / full-time language classes (external in case of hospitality professionals; hospitality-affiliated training institution in case of nurses).

Purpose / content:

Despite substantial investment in intensive language courses during preparatory phase of the PCMS, language proficiency proved to be insufficient for satisfactory job performance for the majority of the PCMS participants.

Purpose of financing (in case of one employer) and / or exemption from work for the purpose of language lessons or of suggesting additional language courses was to ensure participants' satisfactory job performance, and, in the case of the nurses, to prepare for the medical language exam to be passed in connection with the formal qualification recognition exam. Particularly the nurses required more in depth and active language proficiency. One of the employers of the participating nurses exempted these from the job and organized and covered the costs of continued intensive language courses while ensuring full salary payment for the duration of six weeks. In other cases, the employer suggested language course providers to PCMS participants to train for increased language proficiencies at the participants' expenses.

Duration / timing:

1-3 months.

Responsible / involved institutions:

ZAV, German PCMS employers.

Lessons learned / recommendation / replicability:

¹⁷⁶ Recognition exams, according to German legislation, have to be passed within the maximum period of 12 months. In case of failure, the respective candidates' visa for the purpose of qualification recognition expires, requiring return. Two of PCMS participating nurses were not cleared for the exam by the initial employer. Instead returning to Georgia, however, these two participants were given the opportunity to change the employer, with the opportunity to take the recognition exam within the maximum 12 months period of stay in Germany. See annex for German leaflets on formal qualification recognition, qualification and language proficiency requirements of the exemplary federal state of Hesse.

Despite substantial and intensive pre-departure language courses, job performance of most PCMS participants who were absolute beginners at the start of their involvement in PCMS, was limited in the beginning of their employment in Germany. Particularly in the case of nurses, language proficiency represented a pre-condition for being allowed to work in the first place and achieving satisfactory language proficiency level close to impossible in the limited period of time prior to departure to Germany.

In case of CMS addressing professions in which language proficiency is decisive for satisfactory job performance, continued training after departure is recommended to be accounted for from the outset. It can be assumed that the more investment in qualification adjustment is required by the employer, the longer that employer would be interested in benefitting from this staff development investment, i.e. in terms of longer employment contracts, which may (temporarily) challenge the participants' timely return to the country of origin.

5.4.22 Start-up training prior to return

Support delivery by means of:

- 1 day workshop / training.

Purpose / content:

In order to assist PCMS participants to consider return and reintegration options beyond employment, a 1-day workshop on business development and related opportunities in Georgia was organized particularly addressing PCMS participants. The workshop took place in the frame of the PME programme "Geschäftsideen für Entwicklung" ("business ideas for development"). It provided networking and consultancy support (including by testimonials of previous returned entrepreneurs) to help elaborating start-up ideas and business plans, to explore possibilities to plan and launch a start-up of a successful business and to develop a corresponding marketing strategy.

Duration / timing:

1 day workshop on business idea development and set-up.

Responsible / involved institutions:

CIM / PME (particularly: programme "business ideas for development"), Kompass (Frankfurt Center for Entrepreneurship), Georgian Small and Medium Enterprise Association (GSMEA), representatives of Georgian returning entrepreneurs.

Lessons learned / recommendation / replicability:

PCMS participants were interested and engaged in the business development and start up workshop. Starting-up a business did not range among the primary plans of the participants from the outset. Nonetheless, the workshop, just as the corresponding information in the frame of the "individual migration project planning event" in the course of the preparatory phase, helped raise awareness on, and invited participants to consider this potential entrepreneurial option upon return to Georgia.

Offering such training in the context of CMS and for the purpose of promoting reintegration opportunities upon return apart from employment may be recommended as vesting CMS participants with additional competencies, increasing reintegration prospects. While the trainers and organizers of this workshop represented comprehensive business and local market expertise, cooperation might in addition be considered with Georgian economic and public grant issuing actors in order to provide for first-hand information on local economic priorities and grant opportunities.

5.4.23 Debriefing / application counselling

Support delivery by means of:

1 hr individual debriefing and application counselling for each PCMS participant prior to return to Georgia.

Purpose / content:

Purpose of the debriefing and application counselling was to provide PCMS participants with relevant information on means to increase reintegration prospects in the Georgian labour market. Particularly, next to discussing the respective reference letter, participants were informed on international CV standards (Europass), ways to optimising application processes, and were referred to job counselling opportunities to be consulted upon return to Georgia.

Duration / timing:

1hr debriefing immediately prior to return to Georgia.

Responsible / involved institutions:

ZAV placement officer.

Lessons learned / recommendation / replicability:

Offering a debriefing and application counselling to each PCMS participant prior to return to Georgia represented an opportunity to vest them with information and competence favourable for reintegration prospects and for leveraging the experiences gained from participating in the PCMS. Moreover, the meeting provided an occasion to refer the participants once more to the support measures offered to them upon their return (PME job counselling, returning experts programme, MoLHSA job seeker portal Worknet et.al.). And lastly, it allowed for a review and evaluation of the PCMS participation experience.

Conducting such debriefing and application counselling is a recommendable support measure which may even be extended to more extensive application training. Such may, however, prove difficult to be offered on an individual level to bigger numbers of participants of larger scale CMS. In that case, conducting debriefings and application counselling / trainings could be considered to be organised for bigger groups of participants at a time.

C) after migration experience / upon return

a. Information – networking – administrative support upon return

5.4.24 Reintegration consultancy / career planning / placement support – Georgia

Support delivery by means of:

ca. 1hr individual meeting upon PCMS participants' return to Georgia.

Purpose / content:

Similar to the debriefing prior to return, purpose of the reintegration consultancy and career planning meeting with PCMS returnees had the purpose of supporting reintegration. Subject of discussion were / are identification of professional plans, potential employment opportunities, application strategies, reference counselling with respect to additional job portals as well as, if applicable, information on start up support infrastructure. Moreover, purpose of the debriefing meeting upon return was to inform about actual placement support as offered by PME senior advisor.

Duration / timing:

ca. 1hr individual meeting upon PCMS participants' return to Georgia.

Responsible / involved institutions:

CIM /PME senior advisor, project team.

Lessons learned / recommendation / replicability:

Established in the frame of the continuous CIM / PME services in support of labour market reintegration, including placement support (<http://www.zav-reintegration.de/en>), the reintegration consultancy is experienced as welcomed reference point and de facto reintegration support mechanism. Thus far, the consultancy and placement support service has primarily been frequented by high qualified professionals (addressing returning experts).

Also on larger scale CMS, such reintegration services may prove useful, while its relevance for low qualified beneficiaries may be limited. Hence, it is recommended to maintain the established reintegration consultancy and placement support while extending services of the public employment support services as well as, if available, introducing reference counselling with respect to profession-wise specialises private recruitment agencies for the local labour market.

5.4.25 Alumni networking

Support delivery by means of:

Online alumni platform for Georgian returnees by registration and informal alumni meetings once every 2 / 3 months.¹⁷⁷

Purpose / content:

Purpose of maintaining networking with and among returnees is to facilitate exchange on challenges and opportunities of reintegration and to thereby enhance sustainable return and transfer of knowledge and experiences gained abroad. The Alumni network provides for networking and information exchange possibilities (online and in person at the occasion of particular meetings) as well as the specific information dissemination with respect to relevant vacancies in Georgia.

Duration / timing:

upon return to Georgia.

Responsible / involved institutions:

CIM / PME, CIM / PME senior advisor.

Lessons learned / recommendation / replicability:

Experiences from beneficiaries of the assistance for returning experts suggest the alumni networking to serve as outreach instrument, to support exchange on opportunities related to reintegration and specific vacancies, and to thereby encouraging transfer of knowledge and experiences gained abroad.

Maintaining a networking platform of alumni is **recommendable** also for larger scale CMS. It may provide for the possibility to both, recruit alumni for the sharing of experiences with future CMS participants, enhance their respective reintegration and job matching and, if applicable, to reach out for renewed migration cycle enrolment.

b. Training

5.4.26 VET knowledge transfer support: training as trainers & assignment for trainings (upcoming)

Support delivery¹⁷⁸ by means of:

- Training of trainers modular e-learning;
- Training assignments to train VET students in terms of qualification profiles required abroad.

Purpose / content:

Purpose is to encourage and support PCMS participants to passing on their knowledge deriving from experiences while working and training on the job abroad. Trainings are suggested to

¹⁷⁷ Outreach to returnees via the Alumni platform is a continuous support measure offered in the frame of GIZ PME and will equally be applied to PCMS participants.

¹⁷⁸ Activity planned upon return of hospitality sector participants (September).

consisting of e-learning modules prior to return and a one week intensive training upon return to Georgia, providing for the acquisition of basic pedagogical and training competencies. Both, short and long term returnees with at least level 3 VET and with at least three months of relevant work experience abroad are suggested to be eligible for the training and subsequent assignment upon successful completion. With a minimum of two weeks assignment to account for preparation efforts, the TPDC / the MoES VET institutions plan to offer (moderate) compensation to those conducting the knowledge-transfer assignments for trainees / employees engaging in a continued training. The assignments may be conducted as extra-curricular trainings in VET institutions or, if more suitable as in-company / on-job trainings and would take place in the frame of a one-time en-bloc seminar, in the frame of continuously offered training module.

The mechanism is intended to complement the CIM portfolio as subsumed under its PME: supported knowledge transfer and return encouragement, such as the returning experts support and “country seminars” in Germany.

Duration / timing:

Upon return, minimum of one- to two-week training of trainers and minimum of two weeks training assignment to account for training efforts.

Responsible / involved institutions:

CIM / PME, Teacher Professional Development Center (TPDC), VET institutions, companies supportive to continued training of its employees.

Lessons learned / recommendation / replicability:

The mechanism is expected:

- to help acknowledging and leveraging Georgian migrants’ enhanced qualification profile and practical experience in their country of origin;
- to contribute to modernizing the respective VET according to international standards;
- to promoting VET as offering attractive perspectives (e.g. international experience) both, for students and for trainers;
- to promoting return by means of offering opportunities to (temporarily) re-familiarize with life in Georgia (look and see teaser);
- to supporting long term returnees’ reintegration in the Georgian labour market and career development.

5.4.27 Start-up training upon return to Georgia

Support delivery by means of:

- 1 day workshop / training conducted by two trainers and GIZ PME staff;¹⁷⁹ training center of the Ministry of Justice.

Purpose / content:

As in the case of the start-up training prior to return, also the training upon return to Georgia, serves the purpose of enhancing reintegration success of returnees by means of encouraging business development. Taking place in the frame of the PME programme “Geschäftsideen für Entwicklung” (“business ideas for development”), the workshop is planned to address up to 20 participants, including the PCMS returnees. Tailored to cater for specific Georgian market situation information, it will contain coaching on business plan drafting and on suitable marketing strategies as well as testimonials by earlier successful returned entrepreneurs.

Duration / timing:

1 day workshop on business idea development and set-up in Georgia upon the PCMS hospitality sector professionals (September / October 2016).

Responsible / involved institutions:

CIM / PME (particularly: programme “business ideas for development”), professional trainers, representatives of Georgian returning entrepreneurs.

Lessons learned / recommendation / replicability:

Starting-up a business did not range among the primary plans of the PCMS participants from the outset. Similar to the start-up training prior to return, the planned workshop is expected to raise PCMS participants’ awareness on and interest in start-up opportunities.

Offering such training in the context of CMS may be recommended as vesting CMS participants with additional competencies, increasing reintegration prospects. Relevance of the training may be expected to be additionally enhanced, when offered upon return, and when respective information relates more immediately to the participants’ possibility to turn start-up planning into realisation.

5.5 Current state of migration cycle completion

With the support of the extensive range of support measures, 28 Georgian professionals from the hospitality and health care sector were prepared, trained and 27 were placed in employment in Germany (Frankfurt, Munich). At the time of project conclusion, 24 PCMS participants (14 from hospitality sector and 10 from health care sector) were in the course of completing or had already completed the circular migration scheme cycle. Three of PCMS participants already previously left the project: one participant left on own initiative, the other two contracts were terminated by the German employers due to qualification mismatch.

¹⁷⁹ Activity planned in the frame of GIZ PME “Geschäftsideen für Entwicklung” (“business ideas for development”), to be extended to PCMS returnees.

According to external evaluation, participation in the PCMS and its support measures were well received and assessed positively by the PCMS participants in terms of having enhanced and diversified their experiences and skills and in terms of anticipated increased employability upon return. However, the vast majority of the PCMS participants have opted for a prolonged duration of employment in Germany. The hospitality sector professionals prolonged employment to the applicable maximum duration of stay of 18 months with expected return by the end of the summer 2016.¹⁸⁰ The majority of the nurses, four of which had passed the recognition exam until project termination, indicated interest in employment prolongation beyond the minimum of 12 months by another one to three years.¹⁸¹ Particularly the nurses *“are interested in further deepening their knowledge and experience by prolonging their employment or in some cases continuing education in Germany, which they believe will be more useful in transposing the systems to Georgia, especially at the new clinics or in health management departments of the existing ones, or to the future nurses through the VET or training centers”*.¹⁸² This delays both, anticipated benefits from PCMS in terms of knowledge transfer and increased employability upon return to Georgia, and the evaluation of these.

As anticipated from the beginning of PCMS development and despite substantial efforts by means of targeted support measures, successful voluntary return and reintegration remains a core challenge for fully leveraging the triple win potential of CMS. According to assessed motivation to return and reintegrate, and with corresponding support measures in place (particularly such as offered by PME), including measures leveraging contribution by diaspora remaining abroad, the CMS triple win effect is, however, concluded to be promising by the EU project management and involved institutions.

¹⁸⁰ Most hospitality sector participants were confident of their future employment opportunities upon return to Georgia. By the end of EU project duration, 9 out of 14 hospitality professionals were granted employment upon return by their former employer in Georgia.

¹⁸¹ Final external evaluation report, draft of 15 April 2016, p. 12. One nurse returned to Georgia for personal reasons and two nurses changed their employer due complying with general but not the highly specified qualification requirement by the previous employer. For those nurses placed in Munich, access to recognition exam proved more complicated than anticipated due to prevalence of German Federal State-level regulations on formal recognition procedures. ZAV officer, May 2016.

¹⁸² Ibid.

6. Conclusion

Voluntary and authorized mobility that accounts for the migrants' human rights, qualifications and individual development aspirations has a strong potential to generate a positive development outcome for all involved (migrants, countries, societies of destination and origin). As reiterated by senior experts involved in the EU-project, such triple win outcome isn't a matter of course. Confirmed by PCMS recruitment experiences in relation to Georgia and Germany, a missing link existed of Georgians to the labour market of the country of destination, as well as of employers abroad to Georgian qualified labour – potentially increasing the risk of deskilling through below-qualification placement, and of irregular movement / fake placement offers, potentially harming the migrants' integrity. Moreover and in case qualified Georgians decide to emigrate and work abroad, ensuring sufficient qualified human resources is perceived as a prominent challenge for Georgian labour market. Hence, as long as return and reintegration prospects for professionals in demand on the Georgian labour market are unclear, explicitly promoting these professionals' emigration bares the risk of contributing to skilled labour shortages.

Notwithstanding and despite decisive forces driving (labour) migration¹⁸³ lying beyond the scope of CMS, the overall conclusion from experiences generated throughout the PCMS is that channelling Georgian labour migration via a CMS may reduce these various risks. Moreover and corresponding to the initial assumption, it was concluded that the potential for a positive development impact of labour emigration from Georgia may be strengthened by means of a triple-win oriented CMS, aiming at **maximising the balancing of interests of involved parties** (migrants, country of origin and of destination), catering for migration cycle

Conclusions & relevant factors for future CMS

- channelling labour migration by means of CMS and setting up corresponding support measures contributes to the maximisation of its triple win effects and its prospects of positive development impact;
- the triple-win notion of a CMS is about the balancing of, at times even contradictory, interests, thereby contributing to leveraging and maximising the potential benefits of involved partners;
- When aiming at maximising the triple-win and potential development impact of labour migration and in absence of a free movement area with close to equal economic and living perspectives at both ends of the migration channel and / or in absence of established migration channels between country of origin and destination, setting up measures supporting circularity in labour migration, including in the frame of CMS, are recommendable;
- the political will and coincidence of interests regarding mutually agreed principles and parameters – including the humane approach to migration management, respectful of the migrants' economic, social, political rights and individual migration project, the intensity of governance and programming and the will to leverage the development potential of migration by offering support measures – is precondition for a concerted and fair approach to circular migration;

¹⁸³ Fundamental “push” and “pull” factors, including gaps in availability of employment and other economic perspectives, wage gaps, economic and social environment, labour rights, etc.

facilitation, and offering corresponding support measures.¹⁸⁴

6.1 Outcome of the PCMS

The PCMS has been developed on the basis of the CIM approach to circular migration aiming at the migrants' legal, meaningful and satisfactory migration, stay abroad and return to and reintegration in the country of origin. Parameters of the PCMS – intensity of programming, professions, qualification level of and selection criteria for targeted participants, legal basis and duration of stay, support measures throughout the migration cycle as well as the cooperation structure – were defined on the basis of a context-specific preparatory assessment, with a clear focus on qualification development. Connected support measures offered to migrants throughout the entire migration cycle were laid out so as to respecting factors such as human, social and labour rights protection standards for the mobile persons (emigrants, returnees). Such support structure was and is considered supportive to a successful realization of individual migration projects and connected human and professional development – including higher wage, savings, qualification enhancement, increasing employability, international experiences et.al. Achievement of the individual migration project, in turn, is expected favourable of the completion of the migration cycle and the subsequent successful return and reintegration in the sense of voluntary and self-determined mobility (emigration and return) with expectedly positive effects for all involved (triple win: migrants, country of origin and of destination).

With specific and pre-defined parameters, including properly communicated pre-determined migration duration, the scheme was elaborated for testing, monitoring and evaluating the outcomes of circular migration and related support measures in the specific context of two partner countries and with a focus on qualification enhancement.

Experiences with regard to procedure and deployed instruments and format can be related to future CMS involving different partner countries or larger numbers of beneficiaries. The details and contents of future CMS and respective programming in terms of migration cycle facilitation infrastructure will, in turn, have to be specified according to the respective context. Legal provisions, visa regulations, labour market demand and supply and corresponding qualification levels vary from country to country, the determination of which fall into the respective countries' sovereignty.

Full and longer-term impact of the PCMS will only be possible to be assessed at a later stage, beyond the completion of the EU-project in June 2016. PCMS participants' return and reintegration or difficulties in that regard, or their stay or renewed migration abroad, will represent important factors for a concluding assessment of PCMS impact and connected possibilities to balancing interests and, hence, to maximising a triple win outcome for the involved.

¹⁸⁴ As for now, it can be concluded from PCMS that affiliated benefits can be expected. These are indications; full conclusions, however, can only be drawn with a delay: return has not yet occurred for the majority of the PCMS participants, their return, reintegration and knowledge-transfer engagement cannot be assessed at this point of time (May 2016, end of EU-project).

Nonetheless, it is clear at this stage, that the PCMS intervention, including its migration cycle facilitation infrastructure and connected support measures has had a considerable influence on the participants' diversification of work experiences, qualification development and on their curricula in more general terms.

German employers, participating in the PCMS served the placement of prepared employees, filling existing vacancies,

extending experiences in recruitment and integration of international labour, as well as strengthening cooperation ties and routine in cooperating with the German International Placement Office (ZAV). As fluctuations are generally frequent in the selected occupational sectors, the circularity and return of placed Georgians wasn't experienced / expected as generally harmful. It was, however, suggested to extend over a more flexible migration cycle duration, particularly in view of the necessary substantial investment in training on the job and (partly) language training.

Output of the PCMS for Georgian employers is the prospect of the availability of qualified labour vested with international experiences.¹⁸⁵ While ability to compete with German salaries and labour standards is yet to be proven, the competition may itself be a driving factor for development of local working conditions and standards (including salary and work performance), and hence, for local sector development.

6.2 Setting-up a CMS: procedure of on identification and definition of CMS parameters

Drawing on the experiences from the PCMS, the procedure from exploring interest and opportunities to the actual setting up and implementation of triple win oriented CMS can be expected to extend over several phases: the **initiation phase**, the **preparation phase** and the **implementation phase**. Ensuring a transparent **expectation management** and context-sensitive assessment of interests affiliated with CMS management, their suitability and respective capacities was confirmed to be of strong relevance, particularly in the course of the initiation and preparatory phase. Assessment is recommended to be taken along the lines of specific factors and criteria relevant for a positive development and triple-win outcome of circular migration – political will and coincidence of interests, stakeholders' capacities, labour market and occupational matching, return and reintegration prospects and means to enhancing these, and respective legal provisions.

PCMS experiences indicated the importance of devoting sufficient time and efforts to the initiation and preparatory phase of the setting-up a CMS. Moreover, the relevance of transparency

General challenges

- Funding: sources, contributions (by state / administrative authorities, employers, participants, donors);
- Outreach to (preferred) participants;
- Regional coverage of support measures (unemployment and low qualification levels concentrated in structurally weak areas), requiring additional support is a means to increasing triple win outcome;
- Reintegration in rural areas.

¹⁸⁵ Generally, employability and employment prospects have been assessed positively for the future PCMS returnees. Several employers in Georgia have indicated interest or even offered confirmation of employment of the PCMS participants' upon their return.

and explicit agreement on objectives, realistic expectations, and suggested parameters was confirmed.

For the setting-up of future CMS, following conclusions can be considered to be of particular importance:

- Initiation and preparation is the most crucial and work-intensive part of CMS set-up;
- First time set-up of CMS between two countries requires substantial investment for a comprehensive preparation;
- Development of routine: establishing regular procedures, implementation and support infrastructure are expected to reduce efforts and costs and increase efficiency of CMS;
- Decisive factors to be considered and explored when setting up a context-specific triple-win oriented CMS:
 - o Political will and coincidence of interests (intensity of policy action);
 - o Institutional capacities and stakeholder activity (stakeholder analysis and formalisation of cooperation structure);
 - o Matching of labour market interests – occupational demand and supply, qualitative matching;
 - o Return, reintegration and migrants' engagement prospects;
 - o Legal provisions and options.
- Early agreement among involved decision makers on major objective of triple-win oriented CMS and corresponding indicators and suitable intensity of programming is a decisive success factor to CMS development and implementation;
- Transparent and explicit communication (i.a. by means of bi-/ multilateral meetings and formal agreements) on focus and major objectives and related indicators is precondition for identification of interests and for exploring ways to balancing these and establish corresponding programming;
- While substantial preparatory negotiations were undertaken in the initiation phase of the project, later stage negotiations (particularly on expected duration of stay) suggest the potential positive effect of following additional efforts:
 - o In the initiation phase of a CMS, conduct SWOT-analysis and foresee an impact assessment;¹⁸⁶
 - o Elaborate and record in an agreed background document cooperation objective, concise expectations, and legal framework.¹⁸⁷

¹⁸⁶ According European Commission's *Impact Assessment Guidelines*, impact assessment is "a process that prepares evidence for political decision-makers on the advantages and disadvantages of possible policy options by assessing their potential impacts". Impact assessment, according to EC's guidelines, consists of: (1) verification that the objectives are coherent (consistent) with existing government policies and strategies, as well as with the relevant national priorities, contained in the official documents, and (2) "considers the risk and uncertainties in the policy choices, including obstacles to (...) compliance". See: European Commission (2009 : 4-5).

¹⁸⁷ A partnership agreement in the frame of the EU project between CIM / GIZ and the Public Service Development Agency, regulated cooperation details but did not extensively elaborate on particular implementation details of the PCMS itself.

- Meaningful CMS parameters, migration cycle facilitation infrastructure and related support measures need context analysis based on reliable data, which, if not available, should be generated by means of baseline studies, surveys;
- Migration cycle facilitation infrastructure and related targeted support measures have to be set up according to agreed major objectives (e.g. skills enhancement, generation of income and remittances, ensuring return et.al.).¹⁸⁸

6.3 CMS implementation management

Following conclusion from the PCMS are considered relevant also for future CMS:

- The CMS management - implementation coordination and supervision – is recommended to be accorded to persistent, well equipped entities of the involved countries to ensure continuity and respect for country- and migrant-specific and development-oriented interests / ethical recruitment approach (Georgia: MoLHSA and its LEPL, i.e. Employment Support Services);
- For implementation, monitoring and adjustments of CMS, an operative permanent CMS coordinative / implementing unit as well as a decision-making authority (steering committee) need to be set up / reinforced, ideally composed of representatives of authorities / stakeholder of either country – this may help ensuring ownership and responsibility;
- Precise documentation and knowledge management needs to ensure availability of information on experiences and good practices beyond project-bound financing or institutional mandate, political priorities;
- CMS have to be based on cooperation and agreement of country of origin and country of destination and should involve the respective labour administrations and consulates in case of visa requirements, in order to ensuring compliance with the partner country's regulations (visa issuance, labour market access; related preparatory requirements);
- Ownership and division of responsibilities: cooperation structure should be defined with respect to required and existing institutional capacities; ideally, institutions of both, country of origin and of destination, are involved and assigned to facilitate implementation of CMS and intended support structure, each active at their respective end of the migration channel;
- It is recommended a high reporting level as well as regular evaluations to inform on adjustments of provided services as need may arise, ensuring quality services and up-to-date information made available to (potential) migrants;
- For CMS management and implementation, particularly in relation to recruitment, matching and placement, it is recommended to explore different alternatives:

¹⁸⁸ E.g.: when qualification enhancement for the purpose of qualification development for the country of origin labour market is priority, qualification-adequate placement has to be ensured as well as return and reintegration; when skilled emigration with low prospects of return impacts negatively on local labour supply, different professions have to be addressed by CMS or a scholarship-approach has to be set in place; if qualification from country of origin doesn't match demand in country of origin, no enhancement of previous skills is possible; if qualification developed abroad is not valued upon return, employability is not increased, positive effect on individual upon return is limited, putting return and reintegration prospects at risk, if income and remittances generation is a priority, the salary abroad needs to provide for such surplus and participants need appropriate financial literacy and banking, and information on means to budget, generate savings and transfer remittances.

- extension of portfolio, capacities and services (with corresponding staff allocation) of Employment Support Services of the LEPL Social Services Agency (SSA – MoLHSA): in addition to ESS information for job seekers on employment and training opportunities according to local labour market demand and on risks of unauthorised migration abroad, ESS could provide information on specific international labour market opportunities abroad and, on the basis of administrative agreements, engage in matching services;¹⁸⁹
- cooperation with, subcontracting or reference to one or a consortium of external institutions (private recruitment agencies, IO, NGO) for implementing specific services (information, placement, migrant support services), i.e.:
 - Private recruitment agencies (PRA);
 - IO, NGO;
 - Partner countries' State Employment Services; development cooperation agencies;
- extension of mandate, portfolio, capacities and services (with corresponding staff allocation) of MRA Mobility Centres in accordance with MoLHSA ESS portfolio:¹⁹⁰ next to supporting persons returned for administrative reasons, the MC could serve as information hubs also on legal emigration channels and specific opportunities;¹⁹¹
- Irrespective of above options, overall monitoring body in the case of Georgia as sending country has remained the SCMI as established and respected mechanism at high level to taking in the different labour migration-related policy fields' perspectives and ensuring the required political and institutional ownership and backing;
- A corresponding SCMI working group could be considered to reflect on correctives and to negotiate and coordinate joint efforts in offering support measures (and possibly, commissioning their realisation).

6.4 Migration cycle facilitation infrastructure and support measures

The migration cycle facilitation infrastructure and related support measures were defined and implemented as based on the preparatory assessment. Related lessons learnt and conclusions include:

- Informing on, and channelling Georgian migrants towards placement opportunities that correspond to and enhance their qualification (information hub, preparation and placement services), and supporting their return and reintegration (information hub, preparation of return and reintegration, placement services), was concluded to help reducing risks of international labour mobility; it was concluded to help maximising the triple win effect of circular migration throughout the entire migration cycle – before, during and after migration;

¹⁸⁹ Close cooperation with partner countries' employment (placement) services would be required. For the time being, the suggested field of activity is not foreseen by the 2015 Law on Labour Migration.

¹⁹⁰ Suggested during workshop "Return & Reintegration Facilitation for Georgians abroad. Challenges, Obstacles, Options", Tbilisi, Public Service Hall, 19 & 20 March 2015. However, the possibility of such extension of mandate has subsequently been declined by MRA and MoLHSA Labour and Employment Department representative alike. Meeting 17 March, 2016.

¹⁹¹ Close cooperation with partner countries' employment (placement) services would be required.

- Irrespective of level of detail of implementation planning, CMS implementation requires monitoring and flexibility for adjustment;
- Both binding duration of the migration cycle with mandatory return and permanent emigration jeopardizes maximisation of triple win impact of labour migration;
- Return cannot be enforced particularly when CMS duration of legal stay abroad does not correspond to national legislation, as national legislation prevails over labour administrative, programme-related agreements;
- The migration cycle facilitation infrastructure has to be set up according to intended migration cycle duration;
- Alternatives to flexible duration with options to benefit from (regularly or permanently offered) migration cycle support measures include:
 - Deploying a scholarship-approach, which has mandatory / contractual return incentives;
 - Organising seasonal work schemes on the basis of corresponding visa, the legal basis (and labour demand) for which expires upon end of season;
- Transparency and pro-active information particularly of participating workers and employers on parameters, scope, provisions, rights and obligations in the frame of a CMS forms part of a necessary expectation management and the subsequent satisfaction and success indication;
- Based on PCMS experiences, the range of offered support measures to PCMS participants can be recommended for replication for future CMS, with variations corresponding to addressed target group, required qualification and available financial, institutional and human resources;
- For ensuring transparency and smooth implementation, CMS support measures are suggested to consist of information provision, networking and administrative support in the migration process, as well as trainings;
- Based on gained experiences, it is assumed that continuously / regularly (as opposed to one-time fixed) offered support measures may address a bigger number of beneficiaries, fit better individual life cycles and labour market / vacancy development, and may build trust in the offer; At the same time, such approach may also require considerable financial and human resources and a strong coordination mechanism for the respective implementing institutions;
- As part of future CMS, support measures could be divided into mandatory and optional offers to cater for individual availability and requirements:
 - necessary activities / requirements, hence mandatory to participate in, e.g. personal (individual / group) briefing on:
 - participation conditions – rights, obligations, scope and objective of CMS;
 - administrative language requirements;
 - optional support measures as offered (by CMS or other stakeholders -> reference consultancy).

- optional activities, promoted as supportive to individual migration project success:
 - trainings, information offers as offered in the course of PCMS.
- When targeting professions requiring strong foreign language skills, particularly language training may be considered to be extended in the frame of future CMS as compared to PCMS, in order to ensuring satisfactory proficiency;

6.5 Outlook / guidelines

Irrespective of the exact details of the pilot circular migration scheme, the governmental and administrative counterparts of either country intensified existing cooperation and gained additional, cumulative experience with the placement and matching potential of Georgians on the German and, upon return, on the Georgian labour market. For Georgian as well as German stakeholders involved, the PCMS allowed for identification and refinement of guidelines, procedure and factors and criteria to be explored and considered in the course of developing, setting-up and implementing CMS. The generated experiences can be considered relevant also in relation to other countries of origin and of destination, beyond the frame of EU-Mobility Partnerships, and are suggested to inform the future approach to and expectations towards labour migration management, and CMS in particular.

As PCMS-based conclusions suggest, the triple-win effect of CMS can be maximized by means of complying with following principal guidelines:

- **Recognize legal, voluntary mobility as a foremost positive phenomenon, supportive to cross border ties, realization of individual migration projects, human development, skills enhancement, know-how transfer, development potential;**
- **Ensure a human rights-based approach and strive for an accorded coherent approach respecting rights and qualifications of the migrants;**
- **Ensure transparent objectives and agreement on coincidence of interest of policy makers as necessary for a coherent approach;**
- **Agree on and countercheck realistic and well-informed expectations of involved actors on the basis of that reliable information;**
- **Ensure context-specific design of CMS on the basis of reliable information (data, experiences);**
- **Ensure monitoring and flexibility for adjustment in the course of CMS implementation;**
- **Agree on and set up a steering, cooperation and operative implementing and monitoring mechanism with well-defined decision making processes at equal levels and with well-defined responsibilities;**
- **Ensure capacities, funding to implement identified support measures.**

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