

Ivane Javakishvili Tbilisi State University
Institute for European Studies

Ketevan Esadze

Population Migration from Georgia to EU Countries

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Dr. Tamaz Zubiashvili
Associated professor

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List of abbreviations

AVR	Assisted Voluntary Return
COE	Council of Europe
EC	European Community
ECHR	European Convention on Human Rights
ENP	European Neighbourhood Policy
EP	European Parliament
EU	European Union
ICMPD	International Centre for Migration Policy Development
ILO	International Labour Organization
IOM	International Organization for Migration
MFA	Ministry of Foreign Affairs
MOI	Ministry of Interior
OSCE	Organization for Security and Co-operation in Europe
UNHCR	United Nations High Commissioner for Refugees
USSR	Union of Soviet Social Republic

Introduction

Migration, especially irregular migration and trafficking are the main problems facing underdeveloped as well as developed countries.

Europe is currently absorbing 2 million migrants each year. This is more as a proportion of its population than any other part of the World¹, Moreover according to the UN, number of people migrating worldwide will increase by 40% over the next 40 years.²

The case is that, in modern period, economic progress of the states is increasingly dependent on the World's current migration trends. Moreover EU is trying to manage migration and attract high qualified migrants to its member states. This was proved by the Blue Card initiative and other designed programmes. But the case is that emigration and Brain Drain for such a little and underdeveloped country as Georgia, can lead the country to dangerous results.

Before going to deep, my paper starts with the brief overview of the Georgian and EU migration history in order to find out from the beginning the defiant reasons for emigration.

In case of Georgia emigration is mainly evoked by hard social and economical reasons. Despite some significant progress in Georgian economy, emigration is still quite actual, that's why the main aim of the paper is to reveal those problems which evoke emigration. A special attention is paid to the emigration for educational purposes and it is clearly shown those gaps existing nowadays in Georgian educational system, due to which students travel to Europe for raising their qualification. When speaking about emigration, we should as well consider that directly these reasons are the basis for trafficking and they are forcing people to leave the country, trust totally unknown people, agree on suspicious jobs even without signing a contract and therefore appear in the hands of traffickers.

Directly for this reason, I decided to design questionnaires and hold a research. Because of the time limit and lack of motivation of Georgian respondents, I manage to collect 80 respondents which I think can give me general and important information regarding these issues. Due to these questionnaires detailed information was received.

¹ Hugo Brady, EU migration policy: AN A-Z, Centre for European reform

² United Nations, "Trends in total migrant stock: The 2005 revision", 2006

Namely: Reasons of emigration and trafficking, organization for emigration and destination countries, labour migration, educational migration, adaptation to the new environment and faced difficulties, if our compatriots have linkages with the home countries be it by Internet, phone or visits after their departure, what is most important I found out their opinions about those tools which can be effective in fight against trafficking. A question was asked to them about their possible return to Georgia and the answers are shown in the paper in details. Respondents also express their opinions regarding those changes which should be implemented in Georgia in order to avoid again emigration and supporting of returning back of our compatriots.

Besides above mentioned, my research clearly shows the problems existing nowadays in Georgia regarding measuring migration. For example, non existence of the official and exact information in Georgia concerning number of emigrants abroad. My paper also highlights those gaps existing in relevant government institutions regarding migration and trafficking issues, such as lack of special programs and lack of coordination between relevant authorities. These issues are deeply described in the paper.

Particular attention of this paper is paid to the role of EU in migration and trafficking particularly to see the role of European Union in managing migration and trafficking issues in Georgia as well as to highlight those special EU programs relevant to my research subject. It is evident from the research that EU is the destination for the most of Georgian emigrants. No less important is to find out what are those progresses and gaps in implementation EU Georgia action plan and how these gaps should be filled in. No less interesting is to answer the question “Is EU for or against migration in its territory?” this will be also discussed in my paper.

My paper emphasizes the existing legislation on migration and trafficking in Georgia, as well as those bilateral agreements or conventions which was signed by the country.

The movement of people is the factor that recipient countries need to manage wisely and in cooperation with each other, as no country can address the challenges thrown up migration in isolation.³

³ Hugo Brady, EU migration policy: AN A-Z, Centre for European reform

When researching, my aim was to find solutions and give recommendations in order find those ways which will make Georgian emigrants return back and which will avoid their again migration. Despite the fact that the transferred sum by the emigrants to their family members is quite bit and is a great benefit for Georgian economy. Emigration has an influence on demography. According to the UN prognosis Georgia will move forward to 4th place by loss of its population. According to the Social Care International Organization, by 2050 the population of Georgia might decrease to 3 million. One in 5 Georgians has left the motherland. That is why it is of vital to decrease the wave of population migration from Georgia.

Despite migration, my paper emphasizes the role of EU, international, governmental or non-governmental organizations in combating trafficking and how important is the coordinated work of governmental, non-governmental and international organizations on these issues.

1. Methodology

The method of the research chosen for this paper is mostly investigatory and descriptive as I would like to show here the investigations and research conducted by me as well as I have used the data sources of different authors, statistics regarding emigration issues of Georgia. Also there are provided special governmental institutions and nongovernmental organizations as well as programs concerning migration and trafficking. In this regard the paper implies the descriptive method of research as well.

While conducting the research, I tried to equally involve both gender representatives. That's why among 80 respondents, 47 of them are female and 33 male. As regards age range of interviewers, they are as following:

Female: Till 30 – 30 %, 31-50 – 25%, 51-59 – 5%, 60-64-1%, 65 and more – 1%.

Male: Till 30 – 14 %. 31-50 – 13%, 51-59 – 7%, 60-64-3%, 65 and more – 1%.

In my research paper I would like also to show my opinions and recommendations for prevention of Georgian emigration and combating trafficking. Particularly it is important to know what actions should be taken by Georgian government in order to boost our compatriots to stay in their homeland, as we need them in Georgia.

With regard to trafficking in persons, despite the statistical data and opinions given by the respondents, my paper also implies the description of those special programs conducted by the government of Georgia and other non-governmental organizations in order to support the reintegration and resocialisation of the victims into society. As well I reviewed Georgian and international legal framework with regard to trafficking and migration. What is an attitude and role of the EU towards migration and trafficking, in order to find out this my paper has discussed those special programs which are implemented by the European Union in cooperation with other international institutions.

2. Hypothesis

Population migration from Georgia to EU countries happens mostly due to poor socio-economical and political factors. Directly these factors force Georgian emigrants to leave the country and immigrate to the EU member states as well as the same ones are the main reasons and the basis for trafficking which boost our compatriots trust to

foreign people and agree on the suspicious job offered by them without even signing any contract.

Despite many difficulties faced by our compatriots abroad, their social belief and expectation of a prosperous life waiting for them abroad is still high. The improvement of the economic conditions in Georgia still doesn't decrease the migration and even today it is an actual problem facing country. Coming from this it can be concluded that there are still a lot of to do by the relevant authorities in order to prevent and manage emigration and especially manage the "Brain Drain" from Georgia.

3. Actuality of the topic

The topic of the paper is "Population Migration from Georgia to EU countries". The reasons for choosing this topic are several. First of all we all know that Georgia is experiencing great demographical problems nowadays and one of the main defiant reasons for this is the emigration of Georgian citizens to other countries.

Currently, emigration is quite actual and significant problem of Georgia. There are a lot of Georgian citizens who emigrate to different countries. The reasons for emigration are various and we will mention them later on. But the most trustworthy thing is that emigration entirely affects all countries and mostly such small and underdeveloped ones as Georgia.

In today's world migration and trafficking are the most significant problems. There are more than 200 million migrants all over the world and their number is growing day by day⁴. Several countries try to address and regulate them.

The most significant problem is the illegal migration and illegal border crossing facts which often is the ground for trafficking facts.

Nowadays the whole world tries to prevent trafficking in persons. What are these actions and if they are effective are discussed in the research. The actuality of these issues is proved by the fact that today one of the main key policies of the EU is related to the trafficking prevention and migration management.

⁴ IOM, <http://www.iom.int/jahia/Jahia/cache/offonce/pid/781>

The so called “Brain Drain” of Georgians, which means the emigration of high skilled population for the employment purposes, should be taken into consideration as this implies to lose the high qualified persons and granting them to other countries.

4. Concept definitions

According to the official definitions **migration** is the movement of people from one place in the world to another for the purpose of taking up permanent or temporary residence⁵. Migration can be voluntary and involuntary when it is forced. Migration can exist between countries which is called intercontinental, between countries on a given continent which is intercontinental and can be within countries which is called interregional migration. One of the most significant migration patterns is rural to urban migration which implies the movement of people from the countryside to cities in search of opportunities.

Emigration- situation of leaving the homeland and to settling in another one for longer time or for always.

Trafficking – “Trafficking in persons” implies the recruitment, transportation, transfer, harboring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labor or services, slavery or practices similar to slavery, servitude or the removal of organs.⁶

5. History of Georgian and EU migration

During the profound political and economic crisis of the USSR in 1987-1988, ethnic and ethno-territorial conflicts resulted in mass migration which magnified the socio-economic

⁵ <http://www.youthlinkjamaica.com/cxc/socialstudies20090505.html>

⁶ Protocol to prevent, suppress and Punish Trafficking in persons, especially in women and Children, supplementing the UN Convention against Transnational Organized Crime 2000, http://www.uncjin.org/Documents/Conventions/dcatoc/final_documents_2/convention_%20traff_eng.pdf

crisis firstly in the USSR and than in 1991 after its destruction in Georgian and other former Soviet republics⁷.

When Georgia became independent, a lot of people in the country were enthusiastic about an opportunity that had emerged, but other people who were especially non Georgian population didn't see the independence in the same way as it was perceived by "indigenous" population. After the dissolution and collapse of the Soviet Union, they were facing the choice to stay in where they were and adapt to the new economic, cultural and political realities or to leave the country and move.

Two universal population censuses were conducted, one in 1979 and the other in 1999. According to the 1979 census data, 96.5 % of ethnic Georgians in the USSR lived in Georgia and for a long time Georgians didn't emigrate from Georgia to other countries and had no reason for it; this of course had a positive impact on demographic growth and national consolidation. But nearly in 1990, due to the political and socio-economic disorder, the migration process changed dramatically in Georgia and emigration facts increased when people started to move outside of the former Soviet Union.

Emigration reached its peak in 1992 and from 1995-1996 when more that 130 000-150000 emigrants left the country annually⁸, but there is no exact data about this issue as according to other sources the peak of emigration was in 1990-1991 and it was evoked mainly by strong political changes in the country.

In the period between two population censuses in 1989 and 2002, one million migrants permanently left Georgia and they settled abroad; 64.1% of the migrants moved to the Russian Federation; 16.2% - Greece; 5.6% - West Europe; 3.9% moved to the US and Canada, 1.7% - Israel. Out of them Georgians made up 29.5%. In the same period the number of Russians decreased by 3.4 times, Jews – 6.5 times, Greeks – 6 times, Armenians – 1.6 times.⁹

Several experts and organizations on migration and demographic issues were working to calculate more or less accurate information about migration, but still there isn't an exact information regarding number of emigrants which is due to economic and political difficulties of that time.

⁷ How emigration effects Georgia, by Zaal Anjaparidze, Publication: Prism Volume: 4 Issue: 13

⁸ Social Care International Organization <http://www.socio.ge/news005.html>

⁹ Journal "migration 1", Tbilisi, "Universal", 2007, pages 5-15

It should be mentioned that between 1990 and 1996, the official number of registered emigrants was 295,000. These are registered ones, but according to data the number of unregistered emigrants who left Georgia without registering is 250,000-280,000. The approximate number of unregistered emigrants from breakaway Abkhazia is 120,000 and 10,000 were thought to be emigrated from the secessionist Tskhinvali region. In total this is 670,000-700,000 people. The most popular destinations for emigrants in that period were Greece, Germany, Israel and the USA.¹⁰

Of course many experts think that this data is very crude and that these figures are dubious, but I would like to mention again that there doesn't exist an exact statistical data on this issue and there are always discussions about it. These figures are very debatable as quite contradictory figures were given by the Georgia's Department of Statistics which showed that in total between 1990 and 1996 – the official number of registered emigrants was in total 27, 913 which is approximately 10 times more than the official number mentioned above.

With regard to the EU migration history, it should be mentioned, that in the past 50 years, those countries which were emigration ones during more than twenty years, nowadays became immigration countries. After the World War II, the lack of labour force was evident in Europe and that's why several countries of North Europe established the program of guest workers. According to this program they were hiring the labourers with the main aim to temporarily prevent the labour shortage. But at the beginning of the 20th century, due to the oil crisis and changes in economical situation, active hiring of the labour force stopped in the frames of the "guest labour programme".

When talking about EU migration, it should be mentioned the factor of A8 countries which became members of the EU in 2004. These countries are: Estonia, Latvia, Lithuania, Poland, Czech Republic, Hungary, Slovenia and Slovakia. In the 80s of the XX century these countries had collaborated in new migration policies and laws but despite this fact their EU membership raised their attraction for migrants and very soon they became destination countries for them.

The aging and decreasing of the European population evidently showed the need of immigration. The several researches prove that the growing of the European population

¹⁰ How emigration effects Georgia, by Zaal Anjaparidze, Publication: Prism Volume: 4 Issue: 13

occurred at the expense of immigration. According to the official data of the UN, between 1995 and 2004, the number of Europeans would decrease by 4.4 million if not the existence of five million migrants by that time in Europe.

Today, because of demographical factors the issue of immigration is discussed in European institutions and EU member states quite often. It becomes evident that without migrants existing living standards will not be able to be remained in Europe.¹¹

That is why European Commissioner for External Relations and European Neighbourhood Policies, Benita Ferrero-Waldner said the following words in 2006 – “Not more development for less migration, but managed migration for more development”.

6. Georgian emigration today

“According to the worst prognosis, by the year 2050 the population of Georgia might decrease to 3 million. One in 5 Georgians has left the motherland”.¹² Here it is evidently shown, that emigration deeply affects the demographical situation in Georgia.

It is very difficult to measure emigration from Georgia even today. The reason for this is that according to the official information which was requested from the State Department of Statistics, which they themselves requested from the Ministry of Internal Affairs is very unreliable because there is only counted how many people cross Georgian border but it is not an information have they stayed there or returned back.

According to the Georgian legislation, the registration of Georgian emigrants abroad is provided by the Ministry of Justice and Ministry of Foreign Affairs of Georgia. If a Georgian citizen is leaving abroad permanently, the Georgian law on emigration which was adopted in 1993 by the Parliament of Georgia requires from him/her to register in the diplomatic representation of Georgia. A Citizen loses the Georgian citizenship in case he/she didn't register in the embassy during two years without justifying reason.

One of the reasons why enumeration of the number of Georgian emigrants is difficult and almost impossible, is that despite the fact that a big part of our compatriots enter immigration country legally, after expiration of visa they are staying there illegally, or

¹¹ Comparative analyze on legal migration 2008, order of European Parliament

¹² Social Care International Organization <http://www.socio.ge/news005.html>

may be Georgians can cross the country's border illegally and then require an asylum, but after rejection might stay abroad as illegal migrants. So the status of such citizens is unknown.

That's why the lack of official information has a negative influence as on monitoring and management of migration flows, as well as on obtaining information about those Georgian citizens who stay abroad illegally.

After the meeting with the representative of the Ministry of refugees and accommodation of Georgia and consultation provided by the head of the department of Migration and Repatriation, it was again proved an impossibility of the enumeration of the number of Georgian emigrants abroad as the only information existed in this field was still the data of the Ministry of Internal Affairs of Georgia and particularly its sub structure Border Police which counts only those Georgian citizens who entered or left border of Georgia.

According to the Georgian legislation, every Georgian citizen has the right to leave the country, but those persons who decide to live abroad have to obtain the so called "right of emigration" which implies that they have to present additionally the document saying that they have the right of permanent residence in the particular country. But this document can't be presented by those people who are going to immigrate to EU countries. The reason for this is that according to EU legislation the obtaining of the right of permanent residence happens only on the territory of the EU member states. EU member country can only issue the document on the right of temporary residence which isn't enough according to Georgian legislation.

6.1 Statistical data on recent Georgian emigration and asylum

As mentioned above, nowadays the exact number of Georgian emigrants doesn't exist. The following table given by the National Statistics Office of Georgia shows the data of Georgian citizens only crossing Georgian border and entering it.

Table N1: Number of Georgian citizens entering and crossing Georgian border during years 2005-2009

Year	Entered Georgia	Left Georgia
2005	909 424	833 113

2006	1 161 989	1 174 119
2007	1 441 642	1 473 437
2008	1 841 693	1 862 420
2009	1 984 210	1 979 635

Source: National Statistics Office of Georgia (Years 2005-2009).

Official statistics of the last 5 years shows that in 2006, 2007 and 2008 the number of Georgian citizens who left Georgia is more than those who entered the country and in 2009 the number is almost equal. But still this information gives only border crossing data and it is hard to count how many of them stayed there.

Ministry of Internal Affairs of Georgia was asked to provide information regarding age of Georgian citizens by the moment of crossing Georgian border, but the information wasn't provided as according to them, the issue wasn't under their field of competence.

As regards the National Statistics Office of Georgia, official letter was sent to them asking to provide statistical number of those citizens who left Georgian citizenship and became other countries' ones, but this information also wasn't obtained, receiving an answer from the office that they don't own such kind of information.

Due to the reason, that obtaining official data on Georgian emigrants is impossible, that's why I request from the Ministry of Foreign Affairs (MFA) the public information about those Georgian citizens who were registered in consulate abroad. I think that this data will give at least some general information about Georgian emigrants. The following was provided by the MFA:

TableN2: of Georgian emigrants registered in the diplomatic representations of Georgia in EU countries

Country	2007	2008	2009
Cyprus	107	-	121
Spain	-	-	978
Denmark and Norway	51	13	7
Lithuania	-	187	187
France	-	-	72
Estonia	-	62	125
Belgium and Luxembourg	-	873	297
Netherlands	-	38	30

Greece and Croatia	-	-	3443
Latvia	-	50	-
Czech Republic	101	66	-
Switzerland	-	7	27
Poland	107	43	31

Source: Ministry of Foreign Affairs of Georgia (MFA)

The table below shows the results of migration research conducted by the National Statistics Office of Georgia in 2008, where approximately 7000 emigrated Georgian families were interviewed. In this table it is clearly indicated the age and gender of Georgian emigrants by the moment of their emigration.

Table N3: Research about age and gender of the Georgian emigrants by the moment of emigration

Age	Male %	Female %
Before 15	7.0	3.6
15-19	4.4	5.7
20-24	8.3	8.4
25-29	14.7	14.2
30-34	15.3	13.4
35-39	12.1	9.8
40-44	11.7	13.6
45-49	12.0	10.1
50-54	6.0	9.8
55-59	4.4	7.6
60-64	1.4	2.6
65 and more	2.7	1.2
Tot al	100.0	100.0

Source: National Statistics office of Georgia, Emigration research, year 2008

According to the UNHCR report, in 2009 migration in Georgia doubled comparing with the year 2008. Georgia is on 10th place among those countries whose citizens are asylum seekers abroad when according to 2008 data, Georgia was on 17th place.

Together with Georgia the other 9 important sources of asylum seekers are Afghanistan, Iraq, Somali, Russia, China, Serbia, Nigeria, Islamic republic of Iran and Pakistan.¹³

The table shows the changes in the ranking of the top-10 countries of origin of asylum applicants.

Table N4: Top 10 countries of origin of asylum applicants, years 2005-2009

	2005	2006	2007	2008	2009
Afghanistan	9	6	8	4	1
Iraq	4	1	1	1	2
Somalia	11	8	6	2	3
Russian Federation	2	3	2	3	4
China	3	2	3	5	5
Serbia	1	4	4	6	6
Nigeria	8	13	13	7	7
Islamic Republic of Iran	6	5	9	11	8
Pakistan	10	9	5	8	9
Georgia	14	21	20	17	10

Source: Asylum levels and trends in industrialized countries 2009 – UNHCR

This table shows that in 2006, Georgia was on 21st place among 44 countries and it moved from 21st to 10th place only after four years. Significant changes in Georgia's case are evident.

It should be mentioned that according to the UNHCR report, in 2008, 5,454 Georgian citizens requested asylum in industrialized countries and in 2009 – 10 994 citizens which in total is 16, 448 asylum applications, so it is evident that the number of was doubled. The data given in the UNHCR report, shows that the origin of asylum applications lodged in the European Union (27) countries from Georgia was 4, 846 in 2008, and 10, 222 in 2009 which is in total 15,068 Georgian citizens.

¹³ UNHR report, Asylum levels and trends in industrialized countries 2009, page 12.

According to the UNHCR report, among the major countries of origin of asylum-seekers, significant increases were registered from Hungary (+697%), the Czech Republic (+134%), Georgia (+102%), Mauritania (+57%), Zimbabwe (+54%), and Afghanistan (+45%).

Asylum and migration are two interrelated phenomena. The first level of intersection is that asylum seekers have to take up migration in their search for safe countries of residence. The second aspect is that some asylum seekers are simply economic migrants who use the asylum procedures to get access to the labour markets of more prosperous countries. These persons “not in need of international protection” seek not safety but a better life and jobs prospects using asylum procedures to satisfy their economic needs.¹⁴

According to the UNHCR report Georgia is on the first place in the world by the growing temps of people who wish to go abroad permanently.

To my opinion, the numbers given in UHCR report are not very exact and the reality is still very different. A lot of our citizens are staying illegally abroad where there legal status isn't fixed. That is the main reason why migration of Georgians is very difficult and even impossible.

6.2 Main reasons for emigration

According to the practice it is known that generally main reasons for emigration are mostly economic and social ones. In other words, people try to earn money abroad in order to maintain themselves and their families. But despite economic and social reasons there are also other motives of emigration. According to the results of my research where the question “What was the main reason for your emigration?” was given to the 80 Georgian emigrants, motives of emigration were distributed as following:

Table N5: Main reasons for emigration

Reasons	Total %	Male %	Female %
Invitation for employment abroad	11.25	5	6.25
Unemployment in home country	7.5	3.75	3.75
Search for a better job place and better conditions	19.25	9.25	10

¹⁴ Migration in the New Europe. East-West revisited. A common Immigration Policy for the Enlarging EU: for Diversity of Harmonization. Agata Gorny, Paolo Ruspini, page 258

Expectations of high income	22.5	13.75	8.75
Education	20.75	9.5	11.25
Reunification with family members	6.25	1.25	5
On friend's advice from abroad	0	0	0
Family support with subsistence	2.5	2.5	0
Worsening of health conditions	1.25	0	1.25
Wish to live abroad temporarily	6.25	2.5	3.75
Working of a spouse abroad	1.25	0	1.25
Marriage	1.25	0	1.25
Total	100		

This table shows the three most actual reasons for Georgian emigration. Particularly, the most popular ones are expectations of high income, the second is educational reasons and the third is searching for a better job place and better conditions. As we see the educational motives are also very significant (20.75%) especially in women.

I would like also to show the results of the research conducted by the National statistics office of Georgia in 2008 where approximately 7000 Georgian families were interviewed about their reasons for emigration. According to the results, it is again proved that main reasons are economic and social ones, as 75.5 % of respondents went abroad in order to find a job, 11.8 % - Education, 3.2 % reunification with family members or marriage, 0.8 % - medical treatment, other reasons – 5.8 % and 2.9 % refused to answer.¹⁵

An expert on demographic issues, Avtandil Sulaberidze indicates the August war of 2008, as one of the reasons of increased emigration. To his opinion, together with hard economic and social conditions, stress and psychological factor also forces our compatriots to emigrate.

According to these surveys, it is evident that the goal of emigration is improvement of economic situation, in other words searching for a better job place and conditions and expectation of high income, of course in parallel there exist other motives of the emigration as well, such as the will to live abroad temporarily, but in general the main reasons of emigration still remain to be improvement of economic situation and expectation of high income.

¹⁵ Source, National Statistics office of Georgia, emigration research, year 2008

I would like also to mention here those factors which give rise to migration. Experts on migration divide these factors in two categories. These are: “Push” and “Pull” categories. Push factor forces migrants to leave a certain place and the pull factors are those ones due to which migrants decide to departure. For instance, push factors can be political instability, poverty, high level of unemployment in home country. As regards pull factors, they can be prosperous economy, demand for cheap workers, high salaries, better employment conditions etc. That’s why the EU is working to decrease the push factors which bring about migration, by focusing on development and decreasing poverty level.¹⁶

Coming from the point, that Georgian citizens emigrate to because of economical and social reasons and they believe that their life conditions will improve there, that is why I think that theory of social constructivism mostly fits my topic. Constructivism is trendy. The characterisations of social constructivism are conventional, interpretive and critical.¹⁷

6.3 Organization for emigration and the countries of destination

Organization for emigration requires several procedures which sometimes are very difficult and reasons for non departure. Organization implies different crucial aspects, such as obtaining a visa and permission for travel, live or work abroad, having enough money both for travelling and starting new life in new country and several administrative problems which are arising during the preparation period. But I think the major procedure is permission for going abroad and expenses for travelling. To the question “How did you find means necessary for departure abroad?” 21.25 % answered that they travelled by their own savings, 16.25 % - took out a loan, 15% - sold a house/flat, 13.75% - gained scholarships and grants from the universities as well as from Georgian government, 12.5 % - sold jewellery, another 12.5 % - travel abroad by family savings, 6.25 % - mortgage of the property, 1.25 - % travelled by the expenses of the company and another 1.25 % found a sponsor who covered all their expenses.

As we see the biggest part of Georgian emigrants (21.25 %) travelled abroad by their own savings and 16.25 % took out a loan.

¹⁶ Hugo Brady, EU migration policy: AN A-Z, Centre for European reform, page 14

¹⁷ Social constructivisms in Global and European Politics.: a review essay, Jeffrey T.Checkel, page 230

Table N6 shows faced difficulties which arose before departure. On the question “What difficulties/obstacles did you face before departure?” the answers were distributed as following:

Table N6: .Faced difficulties before departure abroad

Difficulties	Total %	Male %	Female %
None	31.25	15	16.25
Visa obtaining	46.25	20	26.25
Insignificant administrative problems in my home country	11.25	3.75	7.5
Significant problems from the receiving country's government	3.75	1.25	2.5
Insignificant problems from the receiving country's government	7.5	1.25	6.25
Total	100		

Another table shows those documentations based on which our respondents travelled abroad.

Table N7: Travel documentations

Travel documentations	Total %	Male %	Female %
Tourist visa	28.75	7.5	21.25
Labour contract	12.5	3.75	8.75
Upon invitation visa from the family member or friend	26.25	13.75	12.5
Student visa	18.75	10	8.75
Exchange educational programs	8.75	5	3.75
Travelled illegally	1.25	1.25	0
Sport and cultural program	2.5	1.25	1.25
Other----Business visa	1.25	0	1.25
Total	100		

It is clearly shown that almost half (46.25%) of the interviewed emigrants encounter the problem of visa obtaining before departure abroad, It means that still despite the EU special programs such as simplifying visa procedures for Georgian citizens is not experienced in practice and getting an European visa is a serious obstacle for our citizens, but on the other hand, effect of visa facilitation programs will be quite dangerous for Georgia, as in that case more and more people will emigrate as this obstacle will be already resolved. It should be mentioned that 31.25% didn't face any

difficulties before departure, which according to the answers, only 1.25 % out of total, travelled abroad illegally. Despite visa obstacles and other faced difficulties, it should be mentioned, that according to the respondents answers, most of them had a clear decision of going abroad. On the question “Did you hesitate before travelling abroad?” 60% answered-No, 22.5 % answered-sometimes and 17.5 % - answered that they often hesitated over departure. These figures show that more than half of the respondents were absolutely determined for travelling abroad and starting new life there.

From interviewed respondents 58.75 % travelled alone, 16.25 % - with the spouse, 11.25 % - with friends, 5 % - travelled with their children, 3.75 % - with acquaintances, 2.5 % - with brother/sister, 1.25 % - travelled with relatives, another 1.25 % - with that person who helped them in organizing departure.

No less important issue is who by whom Georgian emigrants are met abroad and what kind of support they are providing for new comers? 51.25 % of respondents indicated that no one met them in the emigration country and therefore they didn't get any support, by native friends and relatives were met 20% of emigrants, by foreign friends and acquaintances were met only 16.25 % of our compatriots, 7.5 % indicated that their family members were there, 3.75 % - was met by spouse, 1.25 % - other. As regards the support they provide for emigrants 14.16 % indicated that hosts helped them with finding a job, 13.08 % - were supported by flat, 9.65 % - were supported financially, 11.59 % - documentation and 51.52 % answered that they didn't receive any help from the people who hosted them abroad.

Before departure, Georgian emigrants first choose the emigration country. In the past the most popular emigration country was Russia, but after the tense relations with the government and war in August 2008, people are more tend to move to European countries and the USA. Which are those top countries where Georgian citizens emigrate for different purposes? The questionnaires showed that the most popular country is Great Britain (17.5%), Greece (10%) and Italy (10%), than Germany (8.75%) and the Netherlands (8.75%), Spain (6.25%), Sweden (5%), France (5%), Belgium (5%), Romania (3.75%), Hungary (2.5%), Austria (2.5%), Portugal (1.25 %), Lithuania (1.25 %), Latvia (1.25%), the Czech Republic (1.25%), Norway (1.25%) and Denmark (1.25%).

The table below shows the reasons of choosing those countries for emigration. According to the question “Indicate those principle reasons according to which you decided to choose the emigration country”. The answers were distributed as following:

Table N8: Reasons for choosing immigration country

Reasons	Total %	Male %	Female %
My relatives and friends live there	12.25	5.80	6.45
Hope to find a good job in this country	14.88	6.50	8.38
Good life conditions in this country	7.77	4.55	3.22
High salaries	9.67	5.16	4.51
Finding a job is easier in this country	6.85	3.90	2.95
I know the language of this country	19.4	10.35	9.05
Because of religion and culture of this country	8.15	4.55	3.60
Like this country	0.65	0.65	0
Scholarship from the university of this country	3.26	1.29	1.97
Have been before to this country	1.29	1.29	0
Like education system and university of this country	8.92	1.29	7.63
Spouse is working in this country	1.95	0	1.95
Spouse is the national of this country	1.71	0	1.71
Job offer from this country	2.6	0.65	1.95
Trading is easier in this country	0.65	0	0.65
Total	100		

Coming out from the results, it is quite obvious, that the main reason why people chose country of emigration is the language as most of them think that language barrier is the obstacle for starting a new job or for instance receiving an education. Hope of finding of a good job directly in that country plays a great role when choosing the immigration country as most of the emigration reasons are economic and social ones, that's why people also prefer to travel to that country which has more and better employment

opportunities and the third reason of choosing immigration country due to our respondents, is living of relatives or friends abroad, as this is some kind of hope for emigrants and it helps them to easily adapt to the new environment.

6.4 EU – Attractive for Georgian emigrants

Europe's borders record roughly 300 million crossing per year, at around 1.700 check points. Frontex is the agency responsible for coordinating border management across most of Europe. EU governments decide to increase responsibilities and resources of Frontex and together with EP they agreed to increase their budget to 30 million Euro.¹⁸

In recent years when an interest towards migration is increasing, the destination country for Georgian citizens from Russia and post soviet union countries moved towards European ones. Migrants from the Georgian villages are going to Russia and other Russian language countries, while migrants from Tbilisi, who probably have better education and are more qualified, move to Europe and North America. But recent data evidently shows the growing popularity of EU countries.¹⁹

The Georgian government is doing its best for EU integration. That's why most of Georgians consider themselves as Europeans and EU countries becoming more and more desirable for our emigrants.

The growing popularity of EU is proved by money transfers. The data of the National Bank of Georgia shows the importance of EU member states in the picture of Georgian migration. It should be mentioned that from year 2000 till now the number of those EU countries from where money were transferred to Georgia was increased from 6 to 13. This again proves that Georgian emigrants are leaving and working mainly in EU countries. So, Europe offers emigrants not only better living conditions, but as well it offers higher incomes than it is in Georgia. The great will of EU integration is also expressed by the fact that Georgian population also strives for European values and lifestyle.

As regards educational migration, our compatriots and mostly young people prefer European diplomas, as after adopting it they see more progress in their future career.

¹⁸ Hugo Brady, EU migration policy: AN A-Z, Centre for European reform

¹⁹ Chelidze Natia, Labor migration from Post soviet Georgia, Tbilisi, Migration resource centre, 2006.

Sometimes students and young generation considers that their qualification and experience is underestimated in Georgia and it can be admitted as the incitement, as well the current educational reform which is still under transformation can be considered as the stimulus of leaving country for educational reasons.

As we see the EU countries are the most attractive for Georgian emigrants. Why this happens so? Because of the fact that EU is experiencing the demographic advancing in aging and the number of old people is growing, that's why migrants from the third countries travel to EU countries to take care of elderly people and earn money in such a way. Besides this EU is the union of post industrial countries, where there are high living standards as well as gender balance which means that women are actively involved in social life and they have an accent on their professional life. That's why they have a need of internal servants who are presented directly by the labour migrants.²⁰

EU is the high developed country and of course those migrants who are leaving their countries due to economic reasons, are interested only in high income and expecting to receive this income directly in EU. Despite the fact that the legislation is quite strict, this is not an obstacle for the migrants.

6.5 Labour Migration

Article 32 of the Georgian constitution says: "The state shall promote the unemployed citizen of Georgia to be employed. The conditions of the provision of a minimum standard of living and the status of the unemployed shall be determined by law". Does this article of Georgian constitution works in reality in the same way? The case is that still a lot of Georgians flee from the country in order to find employment opportunities abroad, so the general arguments of emigration are economic and social reasons.

According to the data of the IOM, by the end of the 20th century the number of legal labour migrants and their family members across the world were approximately 120 million people.

Even in those conditions when a significant part of labor force is abroad at the international market, according to the official data, unemployment in Georgia by 2009 reached 16.5%. According to the official data, 53.4% of the economically active population is employed in agriculture of Georgia and produces only 16.9% of the gross

²⁰ "Comparative Legal Analysis of Migration, 2008. Order of the European Parliament of the 27 European Union experts. (Pelenbarekh, Bertots, Miunts and others)

domestic product; 18.4% of the GDP is produced in industry, power engineering, gas and water supply. This indicates an extreme asymmetric sectoral and branch structure of employment in Georgia.²¹

It turned out from the research that 74 % of the respondents (44%- men and 30% - women) are employed abroad and 26% are not. The table below shows the answers of Georgian emigrants on the question “In which field are you employed in immigration country?”

Table N9: Field of work of Georgian emigrants abroad

Field of work	Total %	Men %	Women %
Agriculture	2.27	0	2.27
Industry	9.09	9.09	0
Construction	11.43	11.43	0
Trade	9.08	4.54	4.54
Transport	4.54	4.54	0
Service sphere	29.54	9.09	20.45
System of finances	2.27	2.27	0
System of education	6.81	0	6.81
Hospital	6.81	0	6.81
Advocacy bureau	2.27	2.27	0
NGO	4.54	0	4.54
International organization	6.81	0	6.81
Designer	2.27	0	2.27
IT	2.27	2.27	0
Total	100		

This table shows that most of the emigrants work in service sphere where mostly women are involved. The service field mainly implied restaurants, cafes, night clubs, working in families as baby sitters or taking care of old people etc. For men fields of construction and industry are very popular. What is the most alarming factor of this shown data? During my research I found out that the biggest number of respondents has higher education. For instance 91.25% of the interviewed people indicated about their higher education, only 7.5 % have secondary education and 1.25% - specialized one. These figures prove that one of the biggest problems of emigration is the flowing of mental resources, i.e. Brain Drain from Georgia. People prefer to continue education abroad and work there as they didn't see the perspective of career advancement in their

²¹ Journal “Migration-3”, Tbilisi, “Universal”, 2009, page 19

home country. Therefore it is usual that those who receive education abroad prefer to stay and start working there as well.

As mentioned above EU countries are more attractive for Georgian labour migrants. According to the IOM, main destination countries for Georgian women labour emigrants are Greece (24%), Germany (23.5%), USA (18.7%) and Russia (14.3%).²²

As indicated in Table 5, the main motives of emigration are searching for a better job places and employment opportunities and expectations of high income.

People mention that despite the fact that living abroad, far from their home countries is not easy, unemployment make them run to another country. The same is with high qualified people who see their progress in career and self realisation abroad.

On the question “Was your financial situation improved in the immigration country or not?”, 76.93 % mentioned that it was improved, 18.53 % indicated that it was quite improved and 4.54 % mentioned, that their financial situation remained the same as it was in Georgia. No one say about worsening of the financial conditions while living abroad. As regards working conditions, it should be mentioned that despite the fact that mostly emigrants are employed in service sphere, most of them (63.62%) have contract with the employees be it on written form or an oral agreement. In contract conditions prevails an agreement on its duration, duration of working hours, amount of salary, health insurance and overtime remuneration.

While speaking about labour migration, no less important factor as it is remittances should be taken into consideration. For instance development experts think that the money which are transferred by the migrants to their family members has a huge potential to alleviate poverty and promote the development of poorer countries.²³

6.6 Educational migration

As it was shown in Table 5, it is evident that the educational migration is also much spread and people prefer to travel to Europe for receiving qualified education and European diploma.

²² Chelidze Natia, Labor migration from Post soviet Georgia, Tbilisi, Migration resource centre, 2006, IOM 2003

²³ Hugo Brady, EU migration policy: AN A-Z, Centre for European reform, page 23

In general it is considered that the 2/3 of migration flows is mostly young people, students. This is the part of the population, who are receiving education, starting or looking for work, looking for their place in career etc.²⁴

Why young people are struggling for European education? Responses to the question “Why did you decide to go to Europe for the educational purpose?” were not desirable.

Table N10: Choosing European Universities for getting education

Reasons	Total %
Studying in European Universities is more prestigious	16.9%
Low level of educational system in Georgia	11.9%
Corruption	0
Not valuable Georgian diploma	7.18%
Non professional lecturers	4.76%
High level of educational system in Europe	47.6%
For enhancing knowledge received previously in Georgia	2.3%
Knowledge received abroad is the precondition of successful carrier	4.76%
Well-equipped laboratories for development as a scientist	2.3%
Receiving diverse education	2.3%
Total	100 %

Table shows that almost half (47.6%) of the respondents travel to Europe and prefer European universities because of high level of educational system there. 16.9 % thinks that studying abroad is more prestigious and 11.9 % doesn't like educational system of Georgia and think that still it needs an improvement.

It should be mentioned as well, that 0% of respondents indicated about the corruption in educational system of Georgia, while some years ago, before Rose Revolution, corruption in the system was reaching its peak and sometimes social class of poor students were disappointed and refusing to pass entrance examinations as they had no hope of reception and continuation of their education.

To my opinion, despite the reforms made in Georgian educational system, still there are a lot to do in this regard for preventing educational migration and give the chance to students to receive no less qualified and valuable education here, in Georgia. To the question “What do you think, what is needed to be changed in Georgian educational System, for preventing students' emigration?” respondents gave different and useful answers.

²⁴ Tamaz Zubiashvili – Potential Migration of Students and Young People

- Some of them think that universities need more qualified and professional lecturers, administration support for teachers
- Raising level of education and fit to the European standards
- Part of respondents wish to see well-equipped universities in Georgia with modern libraries and laboratories
- More and more international opportunities for students
- Some of them think that there totally should be changed approach towards education
- International accreditation and recognition of Georgian universities
- Fair selection of lecturers according to their professionalism and qualification
- Educational programs should meet international standards
- Simplification of entrance examinations
- Modern way of thinking of lecturers
- Increasing salaries for lecturers for more motivation and enthusiasm
- It should be mentioned, that the biggest part of respondents require establishing and developing the practice of guest lecturers and they want to see in Georgian universities more and more professional guest lecturers from European universities.

In conclusion I can say that the increasing interest towards education evokes growing of the migration. Students appraise an opportunity of learning in Europe as they believe that the knowledge obtained in European universities is an essential for getting good and prestigious job. This of course creates a new generation of migrants with European diplomas and relevant knowledge. The danger that such emigrants will not return to their home countries is very high, that's why until the labour market and opportunities for using such students will not be increased, the probability of their again emigration will be very high.

6.7 Adaptation to foreign environment and faced difficulties

According to the research, most of our compatriots, particularly 46.25 %, mentioned that they faced difficulties abroad, 30% indicated, that they didn't encounter any significant problems and 23.75 % - adapt to foreign environment easily. As we see the problems with adaptation to new environment have almost half of the respondents. What are

those difficulties which they encounter in their everyday life? The table below shows the difficulties of Georgians in the immigration country.

Table N11 Faced difficulties abroad

Reasons	Total %	Male %	Female %
Expensiveness of the immigration country	26.6	11.24	15.38
Relations with local population	5.32	2.36	2.94
I often felt slighted	5.91	2.36	3.55
Can't adapt to local climate	15.38	5.91	9.47
Have no regular work	8.30	2.95	5.35
Have less salary than local population	3.55	1.19	2.36
Have no opportunity to look after myself	5.91	2.36	3.55
Frequent insignificant administrative problems	13.6	4.73	8.87
Bothered by criminals	3.55	1.17	2.36
Have problems with employer	4.14	2.35	1.77
Have problems with employment intermediary	0.61	0.61	0
Do not face any significant difficulties	5.91	3.55	2.36
Tense and stressful tuition schedule	0.61	0	0.61
I miss my home country	0.61	0	0.61
Total	100		

According to this table, it is evident, that one of the serious and spread problems is the expensiveness of the immigration country, 15.38 % can't adapt to the local climate. It should be mentioned that few people indicated the problem of feeling slighted in the immigration country, while in the past it was a significant obstacle for Georgians while living abroad. The positive fact is that 13.6 % mentioned that besides frequent insignificant administrative problems in the receiving country, they didn't encounter any serious difficulties. Relations with the population have a great role in adaptation to foreign environment. 53.75 % mentioned that mostly they have relations and contacts with Georgian nationals living abroad, 31.25 % indicated relations with local population and 15 % - with other immigrants from various countries. Intensity of the relations is based on everyday contacts (41.25%), weekly contacts have 35.0% of Georgians, 11.25% indicated, that they have meetings once in a month and finally 12.5 % - meet each other very seldom. What is the nature of these meetings? Mostly these are friendly gatherings (52.5%), meetings in entertainment clubs (13.75%) and on work related issues (13.75%). 7.5 % indicated that they meet together in churches, 5 % meet to talk

on family related issues, 3.75 % - on political issues, only 1.25 % - in associations, another 1.25 % meet at concerts and 1.25 % in the weekly schools.

Investigations revealed, that more than half of the respondents have active relations and contacts with our compatriots living abroad, this of course makes their everyday life easier, as they are separated from their home country, family and friends which is already a very significant obstacle to get used to new country and new life. So coming from above mentioned, such gatherings and contacts with their compatriots are very crucial from their everyday life.

6.8 Linkages to home countries

In 21st century it is no wonder to have daily conversations with the family members, relatives or friends from one corner of the world to another. Modern technologies and communication links make adaptation to new country and environment easier. For instance, some years ago, non existence of cell phones, internet (Skype, MSN, Facebook) was a significant problem and emigrants were almost isolated from their relatives. This factor of course evoked complication of living abroad. Nowadays, people can contact their family members using cell phones or internet even several times per day.

Indeed research has shown that 55 % of the respondents have daily contacts with their families or friends from Georgia, 28.75 % - once a week, 10 % - Spontaneously when they had a chance, 5 % communicate with their relatives once in a month and finally 1.25 % - once in six months.

While talking about linkages with the home country, the frequency of visits should be taken into consideration as one of its defining factor. In this regard, it should be mentioned, that most of the respondents, i.e. 35 % never visited Georgia during their stay abroad, 21.25% visited once after their travelling, 15% - once in a year and other part of respondents have visited Georgia 3 times (5%), 5 times (1.25%), 6 times (5%), 3 times per year (1.25%), twice in a year (3.75%), During holidays (1.25%) and 1.25 % mentioned that frequency of the visits of Georgia was every month.

Linkages to the home country are also revealed in the communication with the diplomatic missions abroad. In this regard, situation isn't enviable. For instance 75 % of emigrants don't communicate with Georgian embassies or consulates abroad, and the rest 25% who have relations with them mention, that mostly this happens for the

purpose of national holidays, elections, cultural and educational, administrative i.e. settlement of documents, internship, getting information about Georgia.

Based on given results again we can again conclude that development of the new communication and informational technologies have an influence on the frequency of communication between emigrants and their families which itself makes their life abroad easier. But despite this fact it should be mentioned that a big part of emigrants never visited their home country after their departure, this can be evoked by different reasons. For instance some of them indicated, that this happens due to lack of money for the travelling, stressful and tense tuition schedule, tense working schedule etc.

6.9 Returning back to Georgia

Reduction of the intensity of the emigration should be the main objective of Georgia. The goal of our country should be the support of Georgian emigrants to return back to their home country and that is most important, government should do their best in order to create the normal living conditions for returnees and therefore prevent their again departure.

“Are you going to return to Georgia?” 66.25% answered to this question positively, saying that be it now or later, they will definitely return to their home countries, 5% refused to return back, 15% don't know an answer on this question and 13.75 % haven't yet decided. Most of the respondents named that the main reasons for their returning would be the nostalgia of their country and family as well as chance to start a new job in Georgia, a little part of Georgian emigrants mentioned the completion of the education period as a reason, expiration of visa, bad adaptation to foreign environment etc. As regards those who refused to return back, the main reasons for such an answer were employment crisis in Georgia, low level of life conditions and some of them have such a good income abroad that Georgian employment environment will not satisfy them in case of returning.

In order to attract our citizens back, it is important to clarify those concrete actions, implementation of which will simplify the process. On the question “In your opinion, which conditions can return our compatriots residing abroad to their home country?” most of Georgian respondents answered existence of the high-income job or any kind of job for all class of people, another part thinks that enough resources to start a new business could be a reason for returning back. Respondents also prefer to find a job of the same income as she/he had abroad. Few people mentioned about returning back in

case of making savings for purchasing a new flat. Political stability was also named as one of the defiant conditions that can return Georgian emigrants back to the country. Coming from above mentioned, it can be concluded that the most of the respondents are motivated to return back which is very positive fact, but there are a lot of to do from the side of Georgian government in order to create such living conditions for the returnees to prevent their again departure. It is of crucial to promote that spark which is in the heart of each emigrant which is seen as the nostalgia of the home country. To my opinion Georgian government should also develop and strengthen cooperation with the returned migrants, to support them in better using of money transfers and their experience, create better employment and business development opportunities in order to promote confidence. I think that all reasons mentioned above must be taken into consideration and there implementation should be already started.

7. Trafficking and migration

Very often migrants, who travel to Europe, often become victims of traffickers and smugglers. According to the ILO estimates, at any given time, 2.5 million people are in the hands of traffickers around the world.²⁵

Georgia to some extent is the transit country for trafficking of human beings. Mainly Georgian victims are trafficked to Turkey or United Arab Emirates, while foreign victims from Ukraine, Moldova and the Russian Federation are trafficked through Georgia to Turkey, Greece, United Arab Emirates, and Western Europe.²⁶

According to the general and spread definition, trafficking is the modern slavery according to which people are forced to work under exploitative conditions.

Trafficking is the illegal trade of human beings. It implies selling and buying of a human being and committing an illegal action towards a person. These illegal actions can happen by blackmail, deception, swindling and hiding.

Criminal code of Georgia and particularly its article 143¹ gives an official definition of trafficking, which is human buying or selling, or other illegal actions committed by the person, by threatening, violence or other forms of coercion, by abduction, blackmail, fraud, cheated, using miserable conditions or abuse of power for reaching person's

²⁵ Hugo Brady, EU migration policy: AN A-Z, Centre for European reform, page 25

²⁶ Migration in Georgia, A country profile 2008, IOM Georgia, page 35

consent, who can have an influence over the other person, to win over the person, transfer, hiding, hiring, transportation, transmission, shelter or reception by the reason of exploitation.²⁷

Term “exploitation” is considered to be a human use for the reason of labour or services, criminal or other antisocial acts or prostitution, sexual exploitation or other kinds of services, slavery like conditions, or slavery in modern conditions. As well as forcing the body organ, body part or tissue transplantation or otherwise use. Human slavery in modern conditions means deprivation of identification documents, restriction of the right of movement, restriction of contacts with the family, including ban of correspondence and telephone contacts, cultural isolation, forced work in disrespectful and degrading conditions, or working without any kind of compensation or inadequate compensation. Person’s consent to the deliberate exploitation is of no sense.²⁸

Those persons who wish to work abroad, very often become the victims of trafficking. According to the International Labour Organization (ILO), in any period of time, 2.5 million people are in the hands of traffickers across the world. Human trade is the most increasing criminal activity and this is the form of modern slavery which gives enormous benefits to the international criminal organizations. According to ILO database, the profits of the international criminal organizations due to the trafficking comprises of 44 billion dollars annually worldwide.²⁹

Due to its geographical location, Georgia can be used as the transit country by foreign countries citizens. According to the US State Department’s 2008 report, Georgia is still in the rows of first place countries with regard to trafficking issue, which means that country fully satisfies the minimal essential standards of fighting against trafficking.³⁰

Trafficking represents a problem mostly for non developed and under developed countries, but it no less affects developed countries due to the fact that it happens on their territory, that’s why fighting against trafficking is the key issue for everyone.

Very often trafficking is associated with the sexual industry and it is assumed that mostly it is spread in women. But it doesn’t always mean sexual exploitation, it also can

²⁷ Criminal Code of Georgia, article 143¹

²⁸ Criminal Code of Georgia, article 143¹, note 1

²⁹ International Labor Organization, “Forced labor and human trafficking: The profits”, 2006

³⁰ Trafficking in persons, report 2008, US State Department,
<http://www.state.gov/documents/organization/1005501.pdf>

be reflected as the labour exploitation and as transplantation of human organs which isn't widely spread in the world and there are no any facts of such form of trafficking in Georgia as well.

What is an official number of trafficking facts committed towards Georgian citizens? Information was requested from the Ministry of Internal Affairs of Georgia and the officially registered statistical data of the committed facts during last 5 years is as following:

Table N12: Trafficking facts committed towards Georgian citizens

Year	Number of Trafficking facts
2005	13
2006	32
2007	27
2008	10
2009	11

Source: Ministry of Internal Affairs of Georgia, Years 2005-2009.

What are the main defiant reasons of trafficking within Georgian citizens in other words how a person can appear in the hands of traffickers? According to the question "How you think what the main reasons of trafficking are?" answers were distributed as following:

Table N13: Main defiant reasons of trafficking

Reasons	Total %
Unemployment in home country	18.68
Lack of information	19.78
Illegal migration	14.28
Trust towards foreign people	13.18
Poverty in home country	24.17
Low level of judicial knowledge	6.59
Absence of border control	3.32

Total	100
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Trafficking doesn't always mean border crossing, it totally doesn't mean to be transnational. Trafficking can as well happen within the country, village or community. But according to the criminal code of Georgia "moving of a victim of a trafficking across the border is the burdensome circumstance".³¹

Who can become the victim of trafficking? According to the statistical data, mainly victims they are illegal migrants rather than legal ones. Irregular border crossing is still the great problem facing Georgia. According to the information provided by the Ministry of Internal Affairs of Georgia, the statistical number of those Georgian citizens, who crossed Georgian border illegally from year 2005 till 2009, is following:

Table N14: Number of Georgian citizens crossing Georgian border illegally

Year	Number of people
2005	88 persons
2006	122 persons
2007	202 persons
2008	194 persons
2009	142 persons

Source: Ministry of Internal Affairs, Department of informational support and analysis, years 2005-2009

As it is shown in Table N13, Poverty and unemployment took the leader places among other reasons of the trafficking between Georgian emigrants. Just due to low employment opportunities our citizens are forced to go abroad and trust totally unknown persons and agree to work on the job offered by them without even signing any contract.

Both genders can become a victim of trafficking, if women are mostly forcibly involved in sexual exploitation, men can become victims of labour exploitation.

³¹ Criminal Code of Georgia, Article 143¹, paragraph 3

According to the question “Have you heard about trafficking facts of Georgian emigrants in your community?” which was asked to 80 our compatriots. Their answers were distributed as follows: 33, 75% have heard about trafficking facts of Georgian emigrants abroad, 55% did not obtain such information and 11.25% - refrained from answering this question.

It is clearly evident that according to the answers of the respondents, most of the emigrants have no information about trafficking facts of Georgian emigrants in their community abroad. But this information doesn't totally mean the nonexistence of trafficking facts. Another 11.25% who refrains from giving an answer also somehow indicates the existence of its existence.

Who is the main target of traffickers? It is quite well known fact that they mostly gather those children, women and men who are distinguished with poverty. That's why they attract them by promising better life conditions and of course afterwards they force them to live and work in totally unlawful, inhuman and violating conditions. Certainly, this happens by deception, compulsion and usage of force in order to gain control over the person.

As the trafficking is mostly associated with the sexual industry, that is why very often this word became so degrading, that very often victims of trafficking refrain from saying that they are victims.

In conclusion I would like to highlight again the main reasons of trafficking which became evident from the research such as poverty and unemployment in the home country, lack of information and illegal migration. It is of crucial that government address its policy towards these problems, of course this is not only problem of Georgia and many developed countries face the same which again proves the need of partner based cooperation between all types of countries in order to eliminate the modern slavery in 21st century.

7.1 Special programs developed in Georgia on trafficking and reintegration of the victims of trafficking into society

Several Georgian government institutions are responsible for trafficking issues. But the question is if they are enough and effective.

When talking about special programs implemented by Georgia itself, first of all it should be mentioned the newly created Legal Entity of Public Law “State foundation of protection and assistance of the victims of human trade (trafficking)” which is the body under the Ministry of Labor, Health and Social Affairs. The foundation was created in 18 July, 2006 and its main activities are directed towards medical and psychological assistance of the victims of trafficking, providing shelter for them. For instance two shelters are already established in Adjara and Tbilisi, foundation also implies hot line, as well as providing compensation for the victims of trafficking and their rehabilitation and reintegration into society.

It should be mentioned, that psychological assistance is very often requested by most of the victims. Reintegration programs are essential part of the program as every victim needs an individual and special approach, that’s why these programs are designed individually and taking into consideration every victim’s skills, abilities, needs and requirements. Special sheet is designed for victims’ needs assessment. After all they are provided by some courses and additional trainings.

According to the official information given by the representative of the Ministry of refugees and accommodation, particularly its department on migration, trafficking and repatriation, currently ministry doesn’t implement any programs related to the victims of trafficking and their reintegration into society, the only action they develop nowadays is that ministry is working on establishing migration information centres which will be established in 6 regions of Georgia and currently an official opening of these centres happened in three regions: Gori, Zugdidi and Kutaisi and opening of other three ones are planned to be very soon. The main aim of these centres is to provide consultations to the Georgian citizens before their departure, to raise their awareness and to provide information how to avoid possible relations and contacts with traffickers.

Another government structure, where information regarding existing or planned programs/projects on reintegration of the victims of trafficking into society was requested officially, was the Ministry of Internal Affairs of Georgia, but unfortunately no information was obtained as according to an answer from the ministry where they indicated their official web page www.police.ge and particularly its blog “Don’ be a slave” was not operating.

NGOs also play great role in fighting against trafficking. Special projects which are designed especially for the victims and their rehabilitation and reintegration into society are of crucial and a step forward in fighting against this disease.

Nowadays several national or international NGOs are committed to work on this issue in order to eliminate trafficking and help the victims to reintegrate into society. I would like to mention one of the projects “Social Support of the Victims of Trafficking”, which was created by Georgian NGO “Women for Future”. What are the main aims and objectives of the project? It is consisted of two parts: 1) Discovery of victims of the trafficking and their social support 2) Reintegration of the victims into society. Project implies raising awareness of the society and working directly with the victims. What is meant under raising awareness? First of all it happens by printing flyers, distribution of brochures in the borders in different languages for both, people who are entering or leaving Georgian border, TV advertisements etc. Raising awareness also implies working with the persons of different field of profession like teachers, doctors, journalists, shortly those who have daily contacts with different people in order to spread information. As regards working directly with the victims it happens by the way of their employment, special programs and projects, by their reintegration into society and by understanding and assessing their needs and requirements.

NGO in the frames of this project has very close cooperation with above mentioned State foundation of protection and assistance of the victims of human trade (trafficking) and relevant department in the Ministry of Internal Affairs. For instance those victims of trafficking, who are registered in the ministry, than take part in special social programs where firstly their needs assessment is made and than their social support taking into consideration the results of the assessment. The most valuable aspect of the project is that it directly involves victims of trafficking, it should be mentioned 11 victims who participated in the rehabilitation programs, gained new professions, were involved in studying process, as well as they were provided by temporary housing, medical and psychological support.

Intergovernmental organization IOM, in cooperation with ILO, ICMPD and OSCE developed a special web-site “Informed Migration” funded by the European Union with the main aim to present the latest information on safe migration opportunities to the

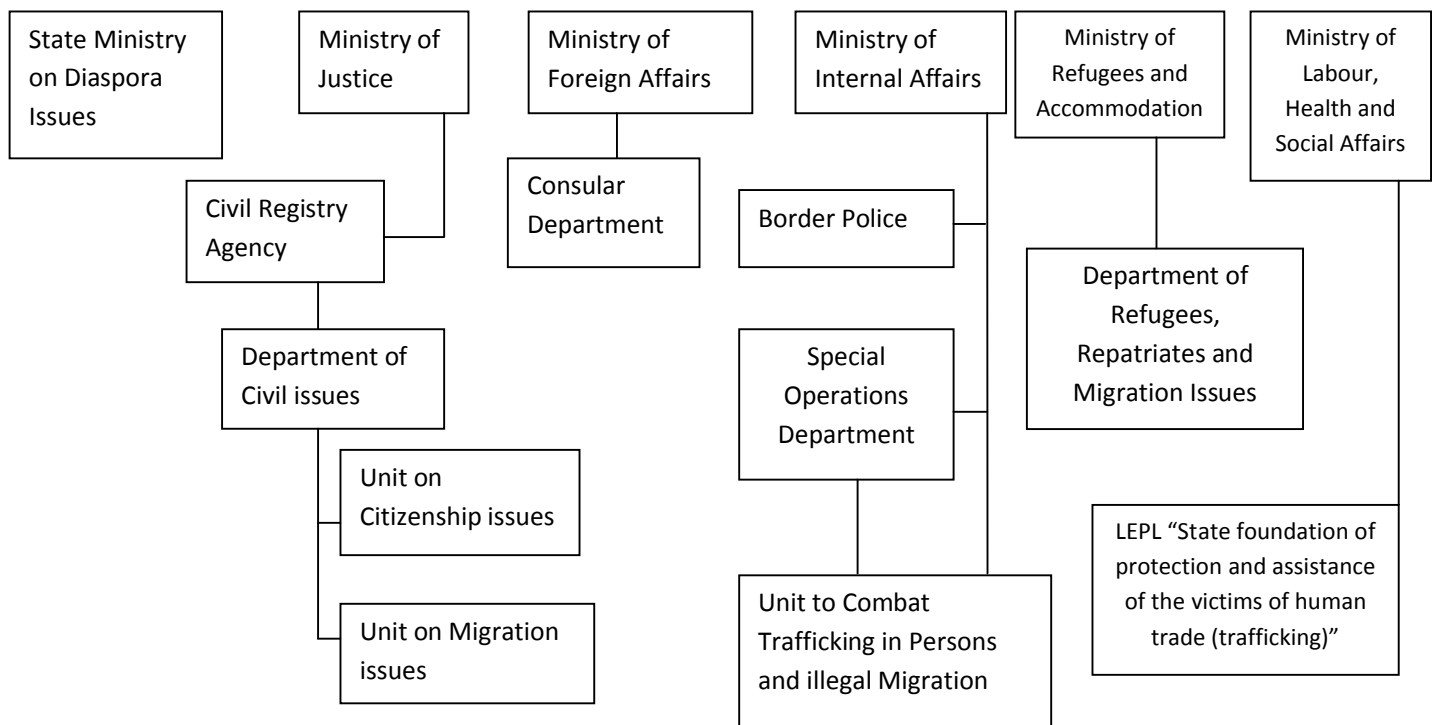
population of Georgia - unbiased and reliable information and to contribute to the prevention and combat of trafficking in persons - be safe!³²

7.2 Government institutions responsible for migration policy and trafficking

Since the combating trafficking became a key issue for Georgian authorities, more structures were formed to achieve this aim, help citizens to overcome it and help victims in rehabilitation process and re-integration into society.

Nowadays following government structures are working in Georgia on migration and trafficking issues:

Table N15: Government structures of Georgia responsible for trafficking and migration issues



Besides these governmental bodies responsible for migration and trafficking issues, the ENP working group has been established by the State Ministry for Euro-Atlantic Integration in order to coordinate the implementation of the EU Georgia action plan on migration issues. This working group consists of three sub-groups on migration (headed

³² IOM, Informed Migration, www.informedmigration.ge/en

by the Ministry of Accommodation), visas and readmission (headed by Ministry of Foreign Affairs and Ministry of Internal Affairs of Georgia and trafficking in persons (headed by the Prosecutor General's Office). The working group is headed by the Ministry coordinating the migration policy in Georgia, i.e. Ministry of Refugees and Accommodation.

According to the article 10 of the law on combating human trade (trafficking), interagency coordinating council was established in order to implement the anti-trafficking measures, Council collaborated common rules and standards of identification of the victims of the trafficking, which was adopted by the president of Georgia. As well as council approved the composition of the permanent group created with the coordinating council and its rule of operation, essential standards and requirements for the arrangement of the shelters for the victims of trafficking. Council also adopted action plan for protection of the victims and rules for granting compensation. Minister of Justice is the head of the coordinating council. It as well consists of representatives of prosecution of Georgia, Ministry of Internal Affairs, Ministry of Health and Social Protection, Ministry of Justice, Ministry of Education and Science. It should be mentioned that Parliament of Georgia, Public Defender, Council of Europe, European Commission, US embassy, US international development agency, UN children foundation, IOM, Georgian Young Lawyers Association and NGO "Tanadgoma" representatives were requested to participate in the work of coordinating council.

8. International organizations in Georgia working on trafficking and migration

Despite governmental institutions, the growing number of international organizations established in Georgia whose main working area is migration, fighting against trafficking in Georgia and helping the victims is evident.

The most significant international organization is **International Organization for Migration (IOM)** which was established in 1951 and is the leading inter-governmental organization in the field of migration and works closely with governmental, intergovernmental and non-governmental partners. IOM's main aim is to strengthen the capacity of the Georgian government to address the growing challenges of migration management and to develop sound migration policies and practices. IOM also works to facilitate the development of a national migration strategy and action plan with the aim of creating an adequate legal and institutional framework on migration issues with the

view of being close to EU standards. IOM is supporting the victims of trafficking tailored to their individual needs. Usually the support is screening temporary accommodation, medical assistance, pre-return arrangements, post-return rehabilitation etc.³³

The most significant projects of the IOM in the field of migration are Assisted Voluntary Service (AVR), Personal Identification and Registration System (PIRS). AVR stands for supporting the returning migrants' reintegration into their home country as well as this program supports Georgian government in reducing irregular and illegal migration flows.

AVR started its operation since 2003 and since that period 158 migrants were assisted to return from the UK, the Czech Republic, Switzerland, Ireland and Poland among those five forced returns. As regards another project implemented by IOM is the PIRS – this project is successfully implemented in Red Bridge Border Passing Point and in Tbilisi airport. According to this program passport control takes only a few minutes as well as it enables Georgian Border Police to effectively detect fraudulent documents and maintain the database on exist and entries into the country, allowing data analysis and exchange of information.³⁴

International Labour Organization (ILO) in Georgia has the strategic objectives which imply to promote and realize standards and fundamental principles and rights at work, to create greater opportunities for women and men to secure decent employment and income, to enhance the coverage and effectiveness of social protection for all and to strengthen social dialogue. ILO provides technical assistance in research on labour migrants and their social protection, and Georgian citizens' labour rights realization abroad. It also works on strengthening the legislative basis of labour migration and its regulative structures.³⁵

The Organization for Security and Co-operation in EUROPE (OSCE) – OSCE since its establishment in Georgia very actively supports Georgian government in Development and Implementation of the framework for anti-trafficking activities. The role of OSCE in improving the Georgian legislation on human trafficking is significant as well

³³ International Organization for Migration, www.iom.ge

³⁴ EU migration Issues and numbers by Julie Kapanadze, from Georgia Today, 11 May 2007

³⁵ Migration in Georgia: A country profile, IOM, page 47

as OSCE is supporting government of Georgia in building its capacity in border management.³⁶

United National Development Programme (UNDP) also after its establishment in Georgia, this organization works very actively and effectively with Georgian people to address their everyday life social and economic needs.

United Nations in Georgia – This organization works with Georgian government to manage the migration issues in the country.

United Nations High Commissioner for Refugees (UNHCR) – UNHCR in Georgia focuses on IDPs and refugees. The support of UNHCR is of crucial as it help Georgian government to elaborate and implement the national strategy for IDPs.

According to the information given above it is again proved, that trafficking and migration problems are very actual in today's Georgia and much of the organizations be they government or nongovernment, national, international or inter governmental try to tackle these issues and find solutions to them.

9. Georgian and international legal framework relevant to migration and trafficking issues

Since the prevention and fight against trafficking became a key issue in Georgia, country modified its policy and several progressive changes were made on the legislation level nationally as well as internationally. Despite the fact that Georgia adopted several laws or normative acts on fighting against trafficking, it also became a part of European legal instruments as this needs joint actions and partner-based relationship with European neighbours.

The national legal instruments of Georgia related to trafficking are:

- Law on combating human trade (Trafficking)-April 28, 2006;

This law defines legal and organizational basis for preventing and fighting against trafficking, responsibilities, authorities and coordination rule of state organs, state officials and legal bodies, as well as legal status of the victims of trafficking, social and legal protection guarantees. The law introduces the State Fund for Protection and

³⁶ Migration in Georgia: A country profile, IOM, page 48

Assistance of Victims, setting up of a shelter, creating the Coordination Council for Combating trafficking in persons, forming a database of traffickers and elaborating a National Referral Mechanism.³⁷

- Criminal Code of Georgia, particularly its articles 143¹, 143², 143³.
- Common rules and standards of identification of the victims of trafficking;
- Statute of state foundation on human trade, victims of trafficking, protection of sufferer and assistance– 18 July 2008;
- Georgian law on Georgian border police, particularly its article 10;
- Statute of patrol police department, particularly its article 7, sub article “L” (objectives of the patrol police department);
- Order of the Ministry of Internal Affairs of Georgia N1544 – 28 December 2006, Tbilisi about the rules of creation of common information bank and the affirmation of the rule of persons list who are acknowledged on information;

In addition with improvement of national legislation, Georgia became a part of the European treaties on fighting against trafficking. These international instruments are:

- Protocol to prevent, suppress and Punish Trafficking in persons, especially women and children, supplementing the United Nations Convention against Transnational Organized Crime 2000, (Palermo Protocol) which entered into force in December 2003 and is represented in the legislation of different countries as well as in Georgia’s legislation. The protocol was ratified by Georgian parliament on June, 2006.
- Convention on the Elimination of All forms of Discrimination against Women 1979, acceded to on October 26, 1994
- Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment 1984, acceded to on October 26, 1994
- Convention on the rights of Child 1989, acceded to on June 2, 1994
- Protocol Against the Smuggling of Migrants by Land, Sea and Air, supplementing the UN Convention against Transnational Organized Crime 2000, ratified on September 5 2006
- European Convention on Human Rights – ratified on May 20, 1999. Article 4 of the convention states that:
- Council of Europe Convention on Action against Trafficking in Human Beings, 2005, ratified on March 14, 2007.
- According to February 25th, 1995 decision, president of Georgia ratified an ILO convention on “Forced or Obligatory Labour”;

³⁷ Review of Migration Management in Georgia, Assessment Mission Report, January 2008, IOM

- 16 May 1996 – Georgia ratified convention on “Abolishment of forced labour”;
- Partnership for Mobility between EU and Georgia – signed by the Ministry for Migration and Asylum Policy and By Georgia’s deputy prime minister, launched Mobility Partnership together with the vice president responsible for justice, freedom and security, commissioner responsible for external relations Benita Ferrero Waldner and the other 15 EU member states participating in the partnership. By this initiative parties agreed to undertake implementation of the practical initiatives in the field of migration.

Migration policy in place:

It should be mentioned that currently Georgia has no written migration and emigration policies. Several high level officials emphasised that Georgia’s future migration policy will have to be established with the main focus on the attraction of foreign workers and investors who are viewed as an important “push factor” for the Georgian economic development. As well as Georgia has no emigration policy, even though policy-makers are aware of the economic and demographic effects of the large-scale out-migration of Georgians of productive working age, as well as the possibly positive effects of remittances and Diaspora involvement.³⁸

Georgian legislation consists of number of laws or regulations on migration issues:

- Law of the Republic of Georgia on Emigration, 1993, amended in 1998
In this law there is established the procedures on exit of the Georgian citizens as well as the law deals with the issues such as residence abroad.
- Law on citizenship of Georgia, 1993
This law regulates the procedures of granting citizenship to foreigners as well as it deals with loosing and restoring the citizenship of Georgia. According to the constitution of Georgia, dual citizenship is not allowed except some extraordinary cases such as having special merit or if granting the citizenship will promote state interests. Dual citizenship is granted by the President of Georgia.
- Law on legal status of Aliens, 2006

The law on legal status of Aliens regulates the principles and mechanisms for foreigners’ entry into, stay on, transit through, and departure from Georgia, as well as their rights and obligation, the legal principles of expulsion, and the scope of competence and responsibilities of state institutions involved in expulsion procedures. It

³⁸ Minnesota Advocates for Human Rights (2006) Measures and Actions Taken by Georgia Against Trafficking in Persons – 2006, <http://www.stopvaw.org>

introduces the concepts of temporary and permanent residence and deals with the issuance and extension of visas, including residence visas.³⁹

International treaties ratified by Georgia in place relevant to migration:

- Convention relating to the status of refugees 1951, acceded to on August 9, 1999
- International convention on the Elimination of All Forms of Racial Discrimination 1965, acceded to on June 2, 1999
- International Covenant on Civil and Political Rights 1966, acceded to on 3 May 1994;
- International Covenant on Economic, Social and Cultural Rights 1966, acceded on May 3, 1994
- C143 Migrant workers (Supplementary Provisions) Convention 1975

Georgia also conducted readmission agreements with individual EU member states. For instance with Bulgaria in 2002, Italy in 1997 and with Germany 2007. Georgia also conducted readmission agreement negotiations with non EU member states such as Ukraine in 2003 and Switzerland.⁴⁰

10. How to prevent and combat trafficking

The fight against trafficking should be the priority of all types of countries, be they developed or under developed ones as trafficking evokes an equal harm and danger to all of them. European Union is fighting against this disease in three major fronts: Cooperation through Europol and Eurojust, through common legislation which forbids human trade and encourages a victim to give evidence and through agreements with the immigration services of the non member states regarding common work for termination of trafficking networks.

It is very important how people see the ways of combating trafficking. On the question “How you think what are the most effective ways of fighting against trafficking?” most of the respondents think that in order to eliminate it, first of all there should be more employment opportunities in Georgia and thus nothing will force them to go abroad in a suspicious situation.

³⁹ Ministry of Foreign Affairs of Georgia, http://www.mfa.gov.ge/sec_id=148&lang_id=ENG

⁴⁰ Summaries of EU legislation
http://europa.eu/legislation_summaries/justice_freedom_security/free_movement_of_persons_asylum_migration/14564_en.htm

People also think that effective informational campaigns should be provided for the citizens, respondents indicated that legal education plays a great role in fighting against trafficking therefore citizens will have information about their rights according to which there is a low chance of becoming a victim.

Interest and motivation of the government to prevent trafficking in persons should be high. Of course those problems which are listed above, such as unemployment and informational campaigns should be resolved immediately, but I think that development of an effective trafficking policy in Georgia is of vital importance.

A close cooperation between governmental and non-governmental organizations in this field is of crucial. As the victims of trafficking are mostly illegal migrants, that's why the border control has to be stricter, therefore the control over illegal migration will be more effective. I think that a strict control is needed towards those organizations that offer jobs abroad to Georgian citizens, as very often directly these organizations are the connection point between citizens and traffickers, but an obstacle in this case is that sometimes it is very difficult to reveal such organizations as they very often change their names and addresses which of course makes complicated to warn their potential clients about upcoming danger.

Special programs designed especially for trafficking issues are of vital importance. For instance those projects which are listed above plays a great role as for avoiding it as well as for the rehabilitation and reintegration of the victims into society.

But no complete legislation, policy or programs will be effective unless people themselves will not be careful and will not look after their own documents. I would like to show the results of the oral interviews which were taken approximately from 50 citizens of Georgia on how they see that person should be careful for not becoming a victim of the trafficking. The answers were as following: People think that every person who travels abroad for different reasons should look after their documents (i.e. passport, ID card etc), should make and keep the copies of own documents at least know the private information of them (i.e. passport number, ID card number) by heart, not trust to foreign people, in case a person is going abroad for working purpose, written contract must be drawn between employer and employee. Every person should have legal consultations with the advocates or any other free legal consultation services and explain to them in details about employment offer and intermediary organization before travelling abroad

and while contacting the intermediary company in the home country. In case person becomes a victim of trafficking, he/she should apply to the diplomatic representations of the home country in receiving country or to those organizations and institutions that are responsible for fighting against trafficking. For instance: Consulates, embassies, police etc.

In conclusion I would like to again mention the importance of the government in solution to the trafficking problem but no less important is the accuracy of each person who is travelling abroad legally or illegally, for working or just for touristic purposes.

11. European Union and Migration

EU policies on immigration, asylum, border controls and crime are subsumed under the term 'justice and home affairs'.⁴¹

As it is known that in 1997, EU merged the Schengen agreement in Amsterdam Treaty, according to which EU citizens can travel to Europe without visas. The main aim of Schengen is to abolish passport checks and border controls for most EU countries. But not every EU members joined this agreement (for Instance UK, Ireland) as they chose to maintain their own border controls. It should be mentioned that ministries of Internal Affairs have concerned about the increased illegal migration facts after border control lifting. So coming from this fact, it is of vital to better coordinate internal controls to avoid illegal migration by Schengen member countries.

Mobility Partnership is considered the framework document collaborated for the purpose of controlling legal movement between EU and the third countries. Taking into consideration the content of the partnership the commission proposes a list of possible commitments by the third country, be it readmission of its own nationals and third country nationals who crossed its territory before arrival in the EU, organization of targeted information campaigns to discourage illegal immigrants, strengthening of border controls and stepping up of the fight against fraudulent documents.⁴²

“Partnership for Mobility” was signed by the Minister for Migration and Asylum Policy and Georgia’s Deputy Prime Minister between EU and Georgia together with the representatives of the European Commission and the other 15 EU member states who are participating in the partnership. The main aim of the partnership is the oriented and

⁴¹ Hugo Brady, EU migration policy: AN A-Z, Centre for European reform, page 18

⁴² European Parliament, http://www.europarl.europa.eu/summits/tam_en.htm#c

intensified cooperation between EU and Georgia in the field of migration. Partnership implies visa facilitation and readmission agreements between Georgia and EU. According to this document, Georgian citizens will have an opportunity of free and legal movement to EU countries, including the legal jobs. This initiative will give the right to Georgians of legal working in EU countries. The quite important thing is that the Mobility Partnership will be a possibility to control an illegal migration.

In 15-16 October, 1999 in *Tampere* (Finland), the European Council held a special meeting on creation of an area of freedom, security and justice in the European Union. The Tampere program was initiated after entering into force of the Amsterdam Treaty, including common policy of immigration and asylum and supported achieving the purpose of Amsterdam treaty, which implies creation of the environment of freedom, security and justice. With the Tampere Program EU leaders agreed on a detailed list of goals for EU asylum and immigration policies.⁴³

The European Council is determined to develop the Union as an area of freedom, security and justice by making full use of the possibilities offered by the Treaty of Amsterdam. The European Council sends a strong political message to reaffirm the importance of this objective and has agreed on a number of policy orientations and priorities which will speedily make this area a reality.

The separate but closely related issues of asylum and migration call for the development of a common EU policy to include the following elements. a) Partnership with countries of origin, b) A common European asylum system, c) Fair treatment of third countries nationals, d) Management of migration flows.⁴⁴

The *Hague Program* was established in December 13, 2004 by the Council of Europe five years after the European Commission's meeting in Tampere. Governments added some new goals on asylum and migration to Tampere Programme and it was renamed as Hague Programme. The action plan on immigration policy from 2005 till 2010 is spelled out in the program.

The objective of the Hague programme is to improve the common capability of the Union and its Member States to guarantee fundamental rights, minimum procedural

⁴³ Hugo Brady, EU migration policy: AN A-Z, Centre for European reform, page 18

⁴⁴ European Parliament, http://www.europarl.europa.eu/summits/tam_en.htm#c

safeguards and access to justice, to provide protection in accordance with the Geneva Convention on Refugees and other international treaties to persons in need, to regulate migration flows and to control the external borders of the Union, to fight organised cross-border crime and repress the threat of terrorism, to realise the potential of Europol and Eurojust, to carry further the mutual recognition of judicial decisions and certificates both in civil and in criminal matters, and to eliminate legal and judicial obstacles in litigation in civil and family matters with cross-border implications.⁴⁵

It should be mentioned that the principles of the Hague Program are more detailed but in comparison with the Tampere program less ambitious. The program emphasizes the need for a multilateral approach to immigration at all stages. It should be mentioned that in the frames of The Hague Program a Council directive 2005/71/EC on a specific procedure for admitting third-country nationals for the purposes of scientific research was adopted.

Between 2004-2006, the Commission implemented specific instrument – The *AENEAS programme*. The initial period of AENEAS programme was from 2004 till 2008, but then it was shortened to three years and during this period migration related projects were financed by approximately 120 million. The main aim of the AENEAS programme was providing financial and technical support to the third countries on migration and asylum issues. This programme is providing crosscutting Community framework that strengthen cooperation between EU actors, third countries and the international actors involved in migration issues, with a view to encouraging a greater understanding of the challenges and joint efforts to find balanced and mutually satisfactory solutions.⁴⁶

While aim of the mobility partnership is the cooperation between states, another instrument as *circular migration* considers collaborating of the legal instruments for the third countries' citizens on individual level. According to the communication on circular migration and mobility partnership 2007 - circular migration could be understood as the temporary, legal movement of people between one or more Member States and particular third countries, whereby third country nationals take up legal employment opportunities in the EU or persons legally residing in the EU go to their country of origin.

⁴⁵ http://ec.europa.eu/justice_home/doc_centre/doc/hague_programme_en.pdf page 3

⁴⁶ http://ec.europa.eu/europeaid/what/migrationasylum/documents/aeneas_2004_2006_overview_en.pdf, AENEAS programme for financial and technical assistance to third countries in the area of migration and asylum

A number of incentives could be built into EU policy instruments to promote circularity, for example:

- Support for the job search or for setting up businesses to facilitate the re-integration of migrants returning to their country of origin;
- A written commitment by migrants to return voluntarily to their countries of origin once their contract expires;
- The conclusion and implementation of readmission arrangements to ensure the effective return of the national in the case of an illegal stay within EU territory;
- The establishment of criteria to monitor circular migration programmes.

In October 2008, during the French presidency, EU heads of state and governments adopted “*European Pact on Immigration and Asylum*”. The proposed pact seeks to integrate and complement the efforts made by the EU institutions to shape a common European approach to both legal and illegal migration.⁴⁷

Main aim of the pact is to stop amnesties for the illegal migrants across the European Union. For instance North countries of the EU were concerned about the fact when Spain granted housing and therefore an opportunity of free movement in EU territory to 750 000 illegal migrants. Countries of North Europe think that such amnesties are the attraction factor to Europe.

Finally EU immigration pact means that the issuing of one-time amnesties will not be any more for illegal migrants and there will be joint actions regarding border strengthening issue, which will include adoption of similar technology and pressure on countries to take back illegal migrants.⁴⁸

11.1 ENP action plan and progress report on trafficking

European Neighbourhood Policy which was created in 2004 was initiated for 16 EU's neighbour countries. Among these 16 countries ENP implies Georgia as well. Georgia and EU firstly established the contractual relations in 1996 according to the partnership and cooperation agreement which entered into force in 1999.

⁴⁷ <http://www.euractiv.com/en/socialeurope/european-pact-immigration-asylum/article-175489>

⁴⁸ Hugo Brady, EU migration policy: AN A-Z, Centre for European reform, page 12

As part of the ENP, The EU has signed bilateral action plans with twelve partners, among which is Georgia as well.⁴⁹

The ENP goes beyond existing relationships to offer political association and deeper economic integration, increased mobility and more people-to-people contacts. The level of ambition of the relationship depends on the extent to which these values are shared.⁵⁰

ENP action plan, which was adopted in November 2006 for a period of 5 years, sets out of priorities in areas within and beyond the scope of the partnership and cooperation agreement.

Priority area 4 states that Georgia has to ratify and implement the UN Convention against trans-national organized crime and its three protocols called as “Palermo Protocols” on smuggling of migrants and trafficking of persons. To develop a dialogue on fight against terrorism and organized crime, trafficking, illegal arms trading.

In the objective 4.3 on cooperation in the field of Justice, freedom and security it is stated, that Georgia has to develop long-term cooperation strategy for fighting against organized crime and trafficking, including radioactive material sources and any other radioactive material.

Objective 4.3.3 on fight against organized crime, trafficking in human beings, drugs and money laundering, it is indicated that: Georgia needs to continue implementing the National Action Plan for combating the trafficking of persons. (Note: The list is not complete and only includes points relevant to topic).

Georgia needs to reinforce the fight against trafficking in Human beings, especially in women and children (as well as activities to integrate victims of such trafficking) and smuggling of illegal migration. In this sub objective our country should take following actions:

- Implement actions recommended by OSCE action plan to combat trafficking in Human beings (approved in Maastricht, December 2003, Chapters III, IV, V) and enhance cooperation in the framework of relevant international organizations (OSCE, UN);

⁴⁹ Hugo Brady, EU migration policy: AN A-Z, Centre for European reform, page 21

⁵⁰ European Commission, European Neighborhood Policy http://ec.europa.eu/world/enp/policy_en.htm

- Promote regional cooperation between relevant law enforcement bodies (police, border guards, customs and judiciary);
- Develop mechanisms of protection, assistance and rehabilitation for victims.

In order to find out what progress has been achieved by Georgia in implementation of the EU Georgia action plan, the ENP progress reports were developed which states that in 2008 in general Georgia achieved progress in several areas of the action plan. As regards the cooperation on justice, freedom and security which implies trafficking issues, it is said, that the national plan on the fight against trafficking in persons 2007-2008 established programmes for the support and reintegration of victims of trafficking including specific measures for the rehabilitation and reintegration of victims of trafficking. A national strategy to this effect was adopted in July 2007 and a second national shelter was opened in September 2007 with a commensurate increase in public funding. The national authorities also established a cooperating network with international organizations and NGO's to train different professionals to address particular target group needs.⁵¹

Progress report of 23 April, 2009 says that this period was distinct because of extraordinary events and slow-down in the implementation of the ENP action plan but as regards trafficking issues, it should be mentioned, that the National Action Plan for 2007-2008 was fully implemented, cooperation between state agencies led to better protection of victims, active investigation and prosecution.⁵²

The latest ENP progress report of Georgia in implementation of the ENP action plan states that The Ministry of Internal Affairs continued implementation of the National Anti-Trafficking Action Plan including training for police officers and enhanced cooperation with civil society on rehabilitation and reintegration of victims and measures to combat child trafficking.

Awareness-raising was given particular attention by the launch of a specific police website. Moreover, Georgia continued cooperation with law enforcement agencies in Turkey and Kazakhstan, resulting in successful investigations and prosecutions.⁵³

11.2 ENP action plan and progress reports on migration

⁵¹ ENP progress report 2008, http://ec.europa.eu/world/enp/pdf/progress2008/sec08_393_en.pdf

⁵² ENP progress report 2009 http://ec.europa.eu/world/enp/pdf/progress2009/sec09_513_en.pdf

⁵³ ENP progress report, 12 May 2010 http://ec.europa.eu/world/enp/pdf/progress2010/sec10_518_en.pdf

ENP pays a special attention to migration. Its budget is considered for those projects which strengthen border controls and upgrade facilities for refugees as well as fight against illegal immigration and people trafficking in partner countries.

Priority area 4 of the EU Georgia action plan calls for the enhanced cooperation in the field of justice, freedom and security, including in the field of border management. With regard to migration number of action should be implemented by the Georgian government, particularly: elaboration of the coherent and comprehensive National Action Plan on Migration and Asylum issues, establishment of the electronic database in order to monitor the migration flows, improving cooperation and coordination between the relevant national agencies, cooperation on reintegration of returned asylum seekers and illegal migrants, strengthening of the dialogue and cooperation in preventing and fighting against illegal migration.⁵⁴

As regards facilitation the movement of persons, the exchange of information on visa issues, cooperation for improving security of travel document and visa in conformity with the international standards and intense dialogue on migration issues which includes a) prevention and fight against illegal migration, b) readmission of own nationals, stateless persons and third country nationals c) visa issues has to be implemented by Georgia.

ENP progress report 2008 states that by that time Georgia didn't have any written document on migration policy and already existing one was very liberal and there wasn't single governmental body coordinating migration management as well as it was mentioned the non compliance of the legal provisions which are regulating the issue of entry into Georgia with the European standards. Despite the fact that Georgia ratified the Protocol against the Smuggling of Migrants by Land, Sea and Air supplementing the United Nations Convention against Trans-national Organised Crime already before the reporting period, in 2006 this instrument was not fully implemented.

Information exchange on citizens' and foreigners' personal data, visa applications and residence permits between relevant agencies responsible for migration was irregular, leaving room for incomplete information on foreigners residing in the country and nationals residing outside Georgia. Finally, progress report 2008 mentioned the non existence of the electronic database for the management of migration flows which was

⁵⁴ EU Georgia action plan http://ec.europa.eu/world/enp/pdf/action_plans/georgia_enp_ap_final_en.pdf

provided by the law on the legal status of aliens. This database should be introduced by July 2007.⁵⁵

ENP progress report 2009 on migration issues was marked by progress in some areas as well as by failures. Particularly:

- Development of the second draft document of the migration policy and waiting for its approval;
- Creation of inter-ministerial working group for working on migration policy;
- Transference of tasks to the Civil Registry Agency under the Ministry of Justice of Georgia for developing a general migration management system;
- By that time there was no database created for the management of migration flows;
- Not approved policies or passed legislation regulating labor migration by Georgia;
- No adopted law on data protection.

The latest ENP progress report 2010, states about adoption of the Mobility Partnership by EU and Georgia in November 2009. It was as well reported, that “Georgia hasn’t developed any database for the management of migration nor approved policies or passed legislation regulating labor migration”.⁵⁶

12. Blue Card

The European economy needs more qualified workers such as IT specialists, business managers, doctors etc. But the case is that nowadays EU is experiencing inflow of low qualified migrants. An overwhelming majority of EU immigrants from Africa and Asia are unskilled.⁵⁷

Vice President of the European Commission, Franco Frattini, introduced its proposed blue card for highly skilled migrants on 23 October 2007 in Strasbourg, France. Blue Card is aiming at facilitating conditions of entry and residence in the EU of third-country citizens for the purpose of highly qualified employment. After two weeks from publishing this directive, the national legislations of the member states have to be in conformity with this directive. What was the main reason of the directive? The case was that 85%

⁵⁵ ENP progress report 2008, http://ec.europa.eu/world/enp/pdf/progress2008/sec08_393_en.pdf

⁵⁶ ENP progress report 2010, http://ec.europa.eu/world/enp/pdf/progress2010/sec10_518_en.pdf

⁵⁷ Hugo Brady, EU migration policy: AN A-Z, Centre for European reform, page 14

of high qualified migrants were immigrated to USA and EU was only the destination of law qualified ones.

So the main objective of this initiative was to change the statistics and to propose the citizens of the third countries the profitable attractive conditions for being employed in EU as well as it was designed to maintain the economic growth of the EU. Blue Card was inspired by the USA green card and it was named after the colour of the EU blue flag.

How an obtaining of the blue card happens? The application can be submitted as while being in territory of EU as well as being outside it. Successful candidates will receive a permission of work and permission of reunification of the family. According to current plans, the blue card would be issued for a renewable period of two years. If renewed, the migrant would have an opportunity to move to another EU state.⁵⁸

For the migrant, the main benefit of the blue card would be the option to extend their stay after the initial contract and to work anywhere else in the EU.⁵⁹

Blue Card initiative was designed for making EU more attractive for high qualified labour migrants and therefore more competitive. This is the first step forward towards common migration policy which will support the inflow of the high qualified migrants. Another important thing is that, according to the 15th paragraph of the initiative, it gives the guarantee of equal rights between its holders and EU citizens concerning those issues as healthcare, tax and pension rights across the EU. It should be mentioned that the minimum limit of the salary is almost in conformity with the laws on state level which concerns the adoption of the third countries' high qualified citizens to EU territory.

Of course this initiative has its critics and complaints. For instance the Czech Republic's Labour and Social Minister Petr Necas said that his country would not adopt the EU Blue Card until other member states dropped labour restrictions for Czech citizens. "We are still going to discuss Blue Cards," he said. "However, it is unacceptable that the citizens of the Czech Republic be put at a disadvantage in comparison with citizens of third countries, who would have easier access to labour market than citizens of new EU member states."

Health ministers from African countries are worried that the European Union's proposed blue card will drain the developing world of its skilled workers.

⁵⁸ www.bluecardimmigration.com

⁵⁹ Jakob Von Weizsacher "What should a cautious EU immigration policy look like", Brueghel, Spring 2007

During the meeting which was held on December 6, 2007 in Brussels where ministers of justice, interior, and employment were participated, Germany's employment minister, Olaf Scholz, said that European Commission plans for the blue card immigration program were not needed. According to him, Germany has almost 3.5 million unemployed people and that means that companies can find workers within Germany.

According to the Economic Times, senior commerce ministry officials said that they hoped the EU would provide provisions specific to India to make the scheme more "relevant for the country's needs." Craig Barrett, in a recent article at the Washington Post, said that the European Union's proposed blue card could shift the talent pool from the United States to the EU.

Barrett, Chairman for Intel, said that by proposing the blue card, which would allow a renewable two-year work and residence permit for third country nationals, the EU has made serious intentions on competing with the United States and Asia in attracting the world's top talent.

The EU Civil Liberties Committee said that the EU Blue Card needs "clearer definitions" during the meeting on November 4, 2008. The committee proposed some clarifications, as well as more flexibility for European Union member states.⁶⁰

Due to this critics and misunderstanding the fate of the Blue Card is vague till the EU will not be unanimous on this issue.

13. How to manage Georgian emigration

Georgia's great will of integration in Euro Atlantic structures and achieving simplification of visa regime with EU countries cannot be performed until there will not be an internal coordination in the field of migration.

In order to manage migration related problems, first of all it of crucially to estimate what are the effects of emigration for Georgia. Generally, it is quite well known, that emigration has a great influence on demography and evokes demographical crisis.

⁶⁰ www.bluecardimmigration.com

According to the prognosis of the UN, Georgia will be on 9th place by the loss of its population.⁶¹

By year 2050 Georgia will move forward and become the 4th country by the reduction of its population. Such sharp lessen of the population can be explained by emigration, low birth-rate and aging of population.

Table N16

Year	Migration Balance (thousand persons)
2000	-35.2
2001	-32.6
2002	-27.8
2003	-27.5
2004	5.5
2005	76.3
2006	-12.1
2007	20.7
2008	-10.2

Source: National Statistics Office of Georgia, Years 2000-2008

According to Cynthia Buckley, the professor of the Texas University, activation of migration processes in South Caucasus contributed to the spread of HIV/AIDS virus.⁶²

First of all it is of crucial to analyze migration related challenges and results including flow of intellectual potential. It is necessary to formulate the strategy and write out an action plan.

Danish Refugee Council's brochure "Migration in Georgia", reviews and gives recommendations, which is formed for creation of reliable reintegration mechanism in Georgia. These recommendations are:

- Collaboration of the national strategy for Migration;
- Preparation of national action plan of time-related migration;
- Analysis of national legislation according to international treaties and conventions. During the signing of bilateral cooperation defining priorities with the

⁶¹ The economist, 3 April 2007, "Boomers and Losers", based on data in the UN Populations Division's World Population Prospects 2006

⁶² Cynthia Buckley, "HIV in the Caucasus: The Importance of Family Networks in Understanding Women's Risk Settings in Women Migrants and HIV/AIDS: an Anthropological Approach." (UNESCO 2004)

main destination countries of migration, as well as preparation and registration of new readmission agreements with the neighbouring countries;

- Creation of the network of bodies responsible for migration;
- Increasing of the competence of the department on the refugees, repatriates and migration issues under the Ministry of Refugees and Accommodation for effective coordination and cooperation with other public organs. It is possible to create a new department under the same ministry which will be responsible for collecting and analysing legal and illegal migration issues;
- Ministry of Refugees and Accommodation as well as other governmental bodies should create the flexible system of exchanging of information between their own departmental units, which will contribute to departmental cooperation on national as well as on international levels;
- Analysis of training programs and opportunities in the field of migration;
- Attraction of adequate technical capacity, personnel and expert services for full-scale performing or repatriation law;
- Possible conclusion of short-term agreements with emigration destination countries on labour issues (seasonal employment in agriculture sector, in the construction field etc), giving opportunities for students to receive knowledge in EU or other developed countries;
- In cooperation with other public agencies, collaboration of special public education programs on illegal migration and risks related to it;
- According to the law on legal status of aliens, creation of necessary technical capabilities for formation of united data bank on migration;
- With the cooperation of Danish Refugee Council, creation of internet portal on migration which will provide its users with information about the competencies of the public bodies responsible for migration, their contact information and links of relevant web pages, updates about events happening in the field of migration, details of signed and ratified readmission agreements and information about ongoing negotiations as well as statistical information on migration.
- Cooperation with the research institutions, which are able to conduct researches for studying migration tendencies. Attraction of financial resources for this cooperation.

it is clear that Georgian citizens immigrate to Europe for those opportunities which aren't available in Georgia. As mentioned above, these opportunities are employment, high income, education or career development. They emigrate despite their great will to stay in the home country. If Georgian government will not manage those listed problems and economical environment will not be improved emigration will still exist and the returning of our compatriots will not be sustainable. I think that taking into consideration the general socio-economic situation of Georgia, migration will still continue. Despite the fact that a lot of people have a great will to return to Georgia, it is still not attractive for the emigrants due to not having of social-economic perspective.⁶³

Of course the support for compatriots return must become a part of official ideology and a strategy of foreign policy.

Georgian government should take into account the developing of an implicit or explicit emigration policy considering the demographic and economic effects of out-migration on the country and the role of diasporas in the future.

As mentioned above brain drain is a significant problem for every country especially for such a small and under developed one as Georgia that is why a special attention should be paid to development such as brain drain or brain waster as well as remittance flows from those nationals who are working abroad and their possible development impact.

Additionally a new initiative proposed by the commission for the third countries, namely "Blue Card" is the initiative which will support the drain of only high qualified Georgian citizens from our country. I think that this proposal will not be useful for Georgia as high qualified and educated people is the great working power for our country.

I think that the UNHCR report should be taken into consideration by Georgian authorities. This is an important message and indicator for Georgian government for assessing the existing situation.

14. Conclusion

In my research I have used the sources provided by the Ministry of Internal Affairs, Ministry of foreign Affairs of Georgia, Ministry of Refugees and Accommodation, National Statistics Office of Georgia. As well as information was obtained due to the questionnaires which were filled in by 80 Georgian emigrants. Questionnaires included 78 questions.

⁶³ Tamaz Zubiashvili, Mirian Tukhashvili, Research on returned migrants, page 4

In conclusion I would like to highlight those significant issues which were evident during my research. I was again proved that post soviet's political, social and economical cataclysms had an influence on the migration processes of Georgia, especially on intensity of migration.

With regard to EU migration, it is evident from the research that EU needs migration and if not the existence of five million immigrants between 1995-2004, Europeans would decrease by 4.4 million, but here it should be mentioned as well that EU needs high qualified migrants rather than low skilled ones. That was the purpose of the new initiative "Blue Card" which was inspired by the USA "Green Card".⁶⁴ Despite this fact, the low fertility rates in European Union countries and the aging of their societies have already caused labor force shortages on the old continent, which will persist into the future⁶⁵. That is also the reason why EU needs migrants. So evidently is shown from the research, that European Union is not against immigration, moreover it tries to manage migration as from the several researches it is clear, that Europe needs migration powers in its territory.

As it is given in UNHCR report, the duplication of the numbers of asylum applications by Georgian citizens in 2009 in comparison with 2008 means that economic situation and employment related problems were doubled. These facts direct proportionally have an influence on growing number of Georgian emigrants.

Problem of measurement of emigration facts was another appeared problem. For instance those institutions which are responsible for migration issues have only data of border crossing facts as they count only exit and entrance from and into Georgia. This was explained by the number of illegal migrants across Europe, by a number of those migrants who crossed the Georgian border legally but after expiration of the visa stayed illegally and the third reason was crossing Georgian border illegally, than request asylum in another country but after rejection, staying there illegally. So the status of such migrants is unknown. Despite this fact, I think that Georgian governmental bodies need more cooperation between partner based relationships in the field of migration and trafficking.

⁶⁴ Review of migration management in Georgia, Assessment Mission report, January 2008, IOM

⁶⁵ Migration in the New Europe. East-West revisited. A common immigration policy for Enlarging EU: For Diversity of Harmonization, Agata Gorny, Paolo Ruspini, page 256

Based on the questionnaires according to which Georgian emigrants were interviewed, we can conclude that mostly social and economical reasons boost our compatriots to leave the country. It is proved by the answers of the respondents and by the research made by the National Statistics office of Georgia in 2008. Here are the three top answers of the respondents regarding the reasons of emigration: 22.5% travelled as they expected high income in immigration country, 20.75 % - traveled for educational purpose and 19.25 % - to search for a better job place and better conditions. According to the National Statistics Office results – 75.5% travelled to find a job, 11.8% - Education, 3.2 – family reunification. Despite these above mentioned reasons, experts state that war in August 2008 also played a great role in Georgian emigration.

From the research top 5 countries of destination for Georgian emigrants are: Great Britain – 17.5%, Greece – 10%, Italy – 10%, Germany – 8.75%, Netherlands – 8.75 %. Why this countries? First of all because of language – 19.4%, Hope to find a good job directly in this country – 14.88% and living of relatives and friends in that country – 12.25%. EU countries are quite attractive for Georgian emigrants and this fact is proved by money transfers. The data of the National Bank of Georgia shows the importance of EU member states in the picture of Georgian migration. It should be mentioned that from year 2000 till now the number of those EU countries from where money were transferred to Georgia was increased from 6 to 13.

When talking about emigration for the educational purpose it should be mentioned, that Georgian students prefer European diplomas rather than Georgian ones and have their own opinion on Georgian educational system as well as respondents indicated about their wishes how they want to see Georgian universities in future. But those top reasons, why people decide to emigrate for educational purposes are: 47.6 % answered that studying in European universities is prestigious, 16.9 % mentioned that the departure because of high level of educational system in Europe and 11.9% - because of low educational system in Georgia.

Despite of the illegal nature of labor migration, most of the respondents travelled abroad legally, they travelled based on tourist visa, student visa, upon invitation of their relatives and etc. As well as most of them have concluded written contracts with the employee and agreed on main job related issues.

With regard to returning back to Georgia, we can conclude that 66.25 % of respondents are motivated to return to Georgian be it now or later. Most of them indicated that the Nostalgia of their home country will force them to return, but I think that government should not base on the feelings of the persons, moreover it should create appropriate conditions for the emigrants in order to attract them back to Georgia. As it is evident from the research, existence of the high income job or any kind of job which will be available for all class of people, new business opportunities will stimulate our compatriots to return back. That is why these criterias should be taken into consideration by Georgian government.

Of course returning back of our compatriots to their home countries has to be a key priority area for Georgia, but also we should not forget about the fact that due to emigration and remittances send by the emigrants to Georgia has a great influence and potential to reduce poverty in the country.

According to the research it is proved, that there are several governmental bodies responsible for migration and trafficking issues, but as mentioned above an intense and close cooperation is needed between these institutions. For instance Ministry of Refugees and Accommodation of Georgia is responsible to deal with migration and asylum issues, but the according to the IOM, Review of Management Migration in Georgia, Assessment Mission Report, January 2008, this ministry has a low capacity in terms of number of human resources available and experience for either policy or legislative development. In order to play an effective interagency role, this ministry should be allocated more resources and should also foster close working relationships with all relevant ministries. Besides governmental institutions, there are number of international and non-governmental ones working on migration and trafficking issues. Their role is of vital for Georgia as they develop quite essential projects in terms of these fields.

With regard to ENP, it was evident from the research that a great attention is paid to migration management and trafficking issues by EU. The key priorities are given in EU Georgia action plan stating that concrete actions have to be taken. Overall, according to the progress reports we see that Georgia has achieved progress as well as there were some failures and gaps in implementing action plan. All these points as well as Danish Refugee Council's brochure "Migration in Georgia" which gives quite useful

recommendations for creation of a reliable reintegration mechanism of Georgia have a great importance and must be taken into account and improved as soon as possible by the responsible agencies.

It was found, that trafficking is the same problem for developed as well as for underdeveloped countries, as it evokes an equal harm to all of them. According to the Ministry of Internal Affairs of Georgia, it was evident in the paper that in recent two years the number of trafficking facts committed towards Georgian citizens abroad was decreased from 27 to 10. Research showed, that the main reasons of trafficking are again social and economical ones. For instance answers of the respondents regarding main reasons of trafficking was poverty in home country, lack of information and unemployment. Directly these factors force people to travel abroad in a suspicious conditions, trust to totally foreign people and therefore become the victims of trafficking. That is why mainly those children, women or men who are distinguished with poverty become in the hands of traffickers. Attention should be paid to those tools, which our respondents think are effective for preventing trafficking in persons. As research showed it more employment opportunities, informational campaigns and legal education are of vital in order to prevent trafficking facts.

In conclusion, I think that besides these factors, government institutions should have close cooperation with EU countries in order to collaborate an efficient policy, cooperation must be between governmental, non-governmental and international organizations as well. Border control has to be stricter for controlling of illegal migration as well as it is important to control those suspicious organizations who offer job opportunities to our citizens.

Finally, it is showed in the research that various laws and regulations are adopted in terms of migration and trafficking as well as Georgia became a part of international conventions or protocols in these fields. But it was found, that currently there is no written migration policy in Georgia.

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Questionnaire

1. **Gender:** 01. Female; 02. Male

2. **Age:** 1. under 30; 2. 31-50; 3. 51-59; 4. 60-64; 5. 65 +

3. **Nationality:** -----

4. **Citizenship**-----

5. **Marital status:** 1. Married; 2. Unmarried; 3. Divorced; 4. Widow/widower.

6. **Education:**

Secondary education; 2. Secondary vocational education; 3. Specialized secondary education;

4. Higher education.

7. **Specialty by education:** ----- (indicate)

8. **Were you employed before departure?** 1. Yes; 2. No.

9. **What were you busy with before emigration?**

Student; 2. Low skilled work; 3. Work by occupation; 4. Work in prestigious establishments;

5. Other ----- (indicate)

10. **In which field were you employed before departure abroad?**

Agriculture; 2. Industry; 3. Construction; 4. Trade; 5. Transport; 6. Service sphere; 7. System of finances; 8. Education; 9. Public health service; 10. State governance; 11. Other -----

11. **If you were employed, what was your professional status?**

hired for an indefinite period; 2. hired for a definite period; 3. hired for a whole working day; 4. hired for a partial working day; 5. seasonal worker; 6. self-employed; 7. helper in a family; 8. student; 9. housewife; 10. pensioner; 11. other -----.

12. **What was your financial situation before departure?**

Very good; 2. Good; 3. Fair; 4. Not bad; 5. Very bad; 6. Other -----

13. **Which foreign languages did you speak before departure abroad?**

None; 2. Russian; 3. English; 4. French; 5. German; 6. Spanish; 7. Other -----

14. **Command of foreign language.**

Fluent; 2. Good; 3. Fair; 4. Bad.

15. Indicate the reasons for your departure from your native country (no more than three main reasons):

N	Reasons	Indicate
1	invitation for employment abroad	
2	Unemployment in home country	
3	search for a better job place and working conditions	
4	expectation of high income	
5	Education	
6	reunification with family members	
7	on friends advice from abroad	
8	family support with subsistence	
9	worsening of health conditions	
10	wish to live abroad temporarily	
11	other -----	

16. Why did you emigrate for educational purpose? (In case you travel abroad to receive education)

1. Low level of educational system in Georgia 2. I think, that in Georgian education system it is still corruption 3. The diploma of Georgian universities has no value 4. non professional lecturers 5. High level of education and professional lecturers in Europe 6. Learning in European universities is more prestigious 7. Other

17. How you think what should be changed in Georgian universities in order to prevent students emigration?

----- (please indicate)

18. Did you hesitate over departure?

Often; 2. Sometimes; 2. No

19. Which problems did you face while emigrating?

Visa obtaining problems 2. Not having money 3. Health condition 4. Other-----

20. Indicate the immigration country now -----

21. How did you find the means necessary for departure abroad?

My own savings; 2. Family savings; 3. Sold a flat; 4. Mortgage on the apartment; 5. Take-out a loan; 6. Sold jewelry; 7. Other ----- (indicate)

22. Based on which documentations did you go abroad?

Tourist visa; 2. Labor contract; 3. By an invitation visa from the family or friend; 4. Students visa; 5. Exchange educational program; 6. Illegally; 7. Sport and cultural program; 8. other -----

23. What difficulties did you encounter before departure abroad?

None; 2. Visa obtaining; 3. Insignificant administrative obstacles in my home country; 4. Significant obstacles from the government of the receiving country; 5. Insignificant administrative obstacles in receiving country; 6. Other -----

24. With whom did you go abroad?

Alone; 2. With spouse; 3. With my sister (brother); 4. With my children; 5. With my parents; 6. With other relatives; 7. With friends; 8. With acquaintances; 9. With the person who supported me in departure; 10. Other -----

25. With whom did you live in an immigration country?

Alone; 2. With spouse; 3. With sister (brother); 4. With children; 5. With parents; 6. With relatives; 7. With friends; 8. With acquaintances; 9. Other -----

26. Indicate those three principal reasons because of them you chose that country where you went to:

My family/friends had already been there; 2. I had a hope of finding the best job place in that country; 3. Life conditions are better there compared with other countries; 4. Salaries are high there; 5. It's easier to find a job there; 6. I knew that country's language; 7. Culturally and in religion this country is close to mine; 8. Other -----

27. Who met you in the receiving country?

Spouse; 2. Other family members; 3. My local friends/acquaintances; 4. My friends/acquaintances from that country; 5. Nobody met me; 6. Others -----

28. They helped you: 1. in finding a job; 2. in finding a flat; 3. Financially; 4. in providing documentations; 5. They helped in nothing; 6. Other -----

29. During your stay abroad with whom do you have frequent relations outside your work?

with friends and acquaintances from Georgia; 2. with friends and acquaintances from post-Soviet countries; 3. with friends and acquaintances from immigration country; 4. with immigrants from other countries; 5. Other -----

30. How often do you meet them?

Every day; 2. Once a week; 3. Once a month; 4. Very seldom; 5. Never; 6. Other -----

31. What kind of meetings do you have?

Friendly; 2. in the associations; 3. in the clubs for entertainment; 4. on political and trade union issues; 5. Family issues; 6. Work issues; 7. in the church; 8. Other -----

32. What difficulties do you encounter mostly in the immigration country? (indicate three the most severe problems)

Expensiveness of housing; 2. Relations with local population; 3. I often felt slighted; 4. Didn't adapt to local climate; 5. I had not a regular work; 6. I had less salary compared with local population; 7. I had no means to take care of myself; 8. Frequent insignificant administrative misunderstandings; 9. Was bothered by criminals; 9. I had problems with employer; 10. I had problems with an employment/travel intermediary; 11. I didn't encounter any difficulties; 12. Other -----

Activity and Professional Status in the Immigration Country

33. Are you employed in immigration country?

Yes 2. No

(if NO please move to question 46)

34. In which field are you employed in the immigration country?

Agriculture; 2. Industry; 3. Construction; 4. Trade; 5. Transport; 6. Service sphere; 7. System of finances; 8. Education; 9. Health protection system; 10. State governance and defense; 11. Other ----

35. What is your employment status in the immigration country?

Hired for an indefinite period; 2. Hired for a definite period; 3. Seasonal worker; 4. Self-employed; 5. Helper in a family; 6. unemployed; 7. Student; 8. Housewife; 10. Pensioner; 11. Other -----.

36. Kind of your activity abroad?

Babysitter; 2. Nurse; 3. Cleaner; 4. Auxiliary worker; 5. Construction; 6. Waiter/waitress; 7. Seller; 8. Driver; 9. in agricultural farm; 10. In service sphere (hotel, restaurant, salon, night club and so on); 11. Medical nurse; 12. Doctor; 13. Employed by profession. 13. Other ----- (indicate)

37. How long did it take you to find a job after arrival?

I had found it before arrival in the foreign country; 2. I found it on arrival; 3. in three months; 4. Other ----- (indicate)

38. Who helped you to get a job?

Relatives, friends; 2. on my own; 3. Our country's state organizations; 4. Arrived on leave with the purpose of probation and remained there; 5. International Organization of Migration; 6. Private agency – brokers of "black market;" 7. Information bureau of the receiving country; 8. Applications in the streets and establishments; 9. Association of countrymen; 10. Other -----

39. Did you make a contract with the employer?

Yes; 2. No.

40. If yes, in which form?

in written form; 2. Verbal agreement.

41. On what conditions did you agree with the employer? (indicate all the conditions which are provided for by the contract)

Length of the contract; 2. Length of the working day; 3. Amount of salary; 4. Non-working days; 5. Reimbursement of extra working days; 6. Reimbursed leave; 7. Assignments in pension fund; 8. free food; 9. free housing; 10. Health insurance; 11. Procedure of lay off from the job; 12. Other -----

42. How many hours do you work on average a day?

-----6 h; 2. -----7 h; 3. -----8 h; 4. -----9 h; 5. -----10 h; 6. -----10 hours and more;

43. How your as an employer's rights are protected in an immigration country?

Totally protected 2. There is discrimination 3. Not significant discrimination

44. How you think are employment conditions fair towards you in immigration country?

Fair 2. Not Fair 3. Not significant difficulties

45. How did your financial situation improve in the immigration country?

improved very much; 2. improved; 3. remained same; 4. worsened.

ADAPTATION TO A NEW ENVIRONMENT

46. How you adapted to a new environment?

Very easy 2. I faced difficulties 3. Not significant difficulties

47. Mainly which difficulties you face in a new country?

Have problems with local people;

Discriminative payment;

Miss my home country and family;

Administrative misunderstandings;

I often felt slighted;

Have no significant difficulties.

LINKAGES WITH HOME COUNTRY

48. How often do you send money to your family in the last year?

Once a month; 2. Once in two-three months; 3. Once in 4-6 months; 4. Once a year; 5. Spontaneously when I had money; 6. Didn't send.

49. For how long are you going to stay in immigration country?-----

50. How often do you communicate (by phone, e-mail) with your family members in your home country?

Every day; 2. Every week; 3. Once a month; 4. Once in three months; 5. Once in six months; 6. One a year; 7. Spontaneously when I had a chance; 8. Never.

51. How many times do you visit your home country during your stay abroad?

Never; 2. Once; 3. Twice; 4. three times; 5. Once in a year; 6. Other ----- (indicate)

52. If you decide to arrive in your home country, for what reason?

to see my family; 2. for business linkages; 3. to celebrate the occasions; 4. on holidays; 5. to settle documents; 6. to spend holidays in home country; 7. Other ----- (indicate)

RELATIONS WITH GEORGIAN DIPLOMATIC MISSIONS ABROAD

53. Do you have relations with the diplomatic representatives of Georgia during your stay abroad?

Yes; 2. No.

54. If yes, in which form?

Administrative problems (settlement of documents, etc); 2. with the cultural and educational purpose; 3. in connection with elections; 4. to get information about home country; 5. in connection with the national holidays. 6. Other ----- (indicate)

55. Are you abroad legally?

Yes 2. No

56. If NO why? -----

57. Have you heard about trafficking facts of Georgian migrants close to you?

Yes 2. No 3. Refrain from giving an answer

58. How you think what the defiant reasons of trafficking are?

Unemployment 2. Lack of information 3. Illegal migration 4. Trust towards foreign people 5. Poverty 6. Lack of legal education 7. Other-----

59. How you think what is the main tool for combating trafficking?

RETURNING BACK

60. Are you going to return back home?

Yes 2. No 3. I don't know 4. I haven't decided yet

61. If YES why?

Missing home country

Missing family members

Have an opportunity of starting work in my home country

Bad conditions in the immigration country

I can't adapt to a new environment

Visa expiration

Other-----

62. If NO why?

78. How you think in which case you and our compatriots will return to Georgia?

1. In case of existence of any kind of job 2. Existence of high income job 3. Existence of such a job which was abroad 4. If there will be enough money to buy a flat 5. Existence of the prestigious job 6. Collecting enough money to start own business in Georgia 7. Other----- (please indicate).

Thank you very much for your support!