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I. Introduction

The United Nations included migration in the 2030 Agenda for Sustainable Development. Migration was included for the first time in the global development framework, recognizing well-managed migration's integral role in and immense contribution to sustainable development. Target 10.7 of the Sustainable Development Goals, one of the key targets related to migration, provides for facilitation of "orderly, safe, regular and responsible migration and mobility of people, including through implementation of *planned and well-managed migration policies*"¹. Presence of the national migration strategy and subsequent action plans and budgetary allocations, as well as its interconnectedness with other sectoral policies, contributes to implementation of migration policy in a planned and well-managed way.

Migration strategy in general serves as a foundation of the migration framework of a given country, it reflects a country-specific approach (based on its unique migration profile) and forms strategic framework to manage inward and outward migration by addressing the most relevant migration issues². The presence of a designated migration strategy signals a country's shift from a reactive migration policy framework to a more proactive, comprehensive and long-term framework³. The migration crisis further prompted some individual states to develop or update their migration strategy documents and policies and prepare contingency plans.

Migration strategies are not only adopted at national level but also at regional level, e.g. the Council of Europe's Migration Management Strategy (2002) and a European Agenda on Migration (2015) adopted by the European Commission in the context of the migration crisis.

Each state has its own experience in the preparation, adoption and implementation of migration strategies. In some of them difficulties arise during the preparation of the draft document, while in the others there is a lack of political will or lack of attention to the implementation of the policy.

This Panel meeting aims to provide not only an overview of the different aspects and recent trends in drafting, adoption and implementation of such strategies but also offers an opportunity to share national practices, experiences and lessons learnt by both the EU MS and the EaP countries.

To facilitate and channel the meeting discussion, the present paper was developed as a background and preparatory information basis for the meeting participants. It was prepared based on the answers received from five EU MS⁴ and six EaP countries⁵ to a questionnaire ([Annex I](#)) specifically designed for this purpose. The questionnaire sent to the participating states comprised seven questions aimed at finding out more on their national migration strategies, drafting and adoption process, implementation and its monitoring. Other sources⁶ of information on the individual countries' situation regarding migration strategy were also used, where applicable, including on those countries who did not submit their inputs.

¹ <https://sustainabledevelopment.un.org/sdg10>.

² <https://www.giz.de/fachexpertise/downloads/giz2012-en-analysis-migration-strategies.pdf>, p. 2.

³ https://publications.iom.int/system/files/pdf/migration_governance_index_2016.pdf, p. 61.

⁴ The following EU MS provided input: the Czech Republic, Finland, Hungary, Latvia and Lithuania.

⁵ The following EaP countries provided input: Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine.

⁶ <https://www.giz.de/fachexpertise/downloads/giz2013-en-migration-policy.pdf>

<https://www.giz.de/fachexpertise/downloads/giz2012-en-analysis-migration-strategies.pdf>

https://www.udi.no/globalassets/global/european-migration-network_i/ad-hoc-queries/ad-hoc-query-strategic-plan-migration-2014.pdf

http://www.un.org/en/development/desa/population/publications/pdf/policy/InternationalMigrationPolicies2013/Report%20PDFs/z_International%20Migration%20Policies%20Full%20Report.pdf.



II. Role and status of a strategic document in the sphere of migration

A. National migration strategies

The term “migration strategy” in its broad meaning refers to the national policy in the sphere of migration, a set of government’s approaches for designing and managing in- and out-migration. The narrow meaning refers to a *document* which translates and defines these approaches. In this sense the terms “migration strategy” and “migration policy concept” are synonymic. The latter term is used predominantly in the EaP countries.

Thus, **Armenia, Azerbaijan** and **Ukraine** have policy concepts; **Georgia’s** first strategic document (1997) was a migration policy concept while **Belarus** and **Latvia** are developing relevant concepts. The **Czech Republic, Finland, Georgia, Hungary** and **Moldova** adopted migration strategies and **Ukraine** is about to adopt such a strategy to substitute a policy concept. **Lithuania** has Migration Policy Guidelines.

	Title of the strategic document in the sphere of migration
Armenia	Concept for the Policy of State Regulation of Migration in the Republic of Armenia
Azerbaijan	State Migration Policy Concept of the Republic of Azerbaijan
Belarus	Concept of Migration Policy of the Republic of Belarus (to be developed)
Czech Republic	Strategy on Migration Policy of the Czech Republic
Finland	Future of Migration 2020 Strategy
Georgia	- Concept of the Migration Policy of Georgia (1997) - Migration Strategy of Georgia (2013 and 2015)
Hungary	Migration Strategy and the seven-year strategic document related to Asylum and Migration Fund established by the European Union for the years 2014-20
Latvia	Concept of Immigration Policy (under development)
Lithuania	Lithuanian Migration Policy Guidelines
Moldova	National Strategy on Migration and Asylum
Ukraine	- Concept of the State Migration Policy of Ukraine - Migration Policy Strategy of Ukraine up to 2025 (draft)

An important role the states assign to a strategic document in the sphere of migration can be seen from the table above: all the responding countries either already adopted their strategies or about to develop them.

Belarus and **Latvia** will soon have their migration strategies for the first time.

*The Ministry of Interior of the **Republic of Belarus**, jointly with other governmental stakeholders, plans to launch development of the draft Concept of Migration Policy of the Republic of Belarus in 2017.*

*In **Latvia** migration-related objectives and targets as well as future plans are set in various national level planning documents, development plans and strategies, for example, in the Action Plan of the Government, in the Sustainable Development Strategy of Latvia until 2030, in The Strategy for Ministry of Interior for 2014-2016, in the Strategy for the Office of Citizenship and Migration Affairs 2014-2016. And it still was decided to elaborate a stand-alone strategic document on migration.*



Armenia and **Georgia** indicated that their initial strategic documents date back to 2000 and 1997 respectively and several new versions were adopted since then.

In Armenia, the first concept of state regulation of migration was adopted in 2000. Then in 2004 the first one was revised and a new one was adopted. The current “Concept for the Policy of State Regulation of Migration in the Republic of Armenia” has been updated five times since adoption.

The first document defining Georgia’s migration policy was adopted in early 1997. The first Migration Strategy of Georgia was developed in 2012, covering the years of 2013-2015, and adopted by the Government of Georgia in 2013. It was updated in 2015, when the 2016-2020 Migration Strategy was developed and approved by the Government of Georgia in December 2015.

Ukraine noted that while there is the 2011 Concept in force, a new document was developed – the Migration Policy Strategy of Ukraine up to 2025 that was submitted to the Government for review in early November 2016.

B. Global and regional migration strategies

Migration strategies are not only adopted at national level but also at global and regional levels. Such documents are important factors since they create justification for changes in national strategies. They also set priorities based on analysis of the conditions present in different countries or in the whole region, thus allowing for coordinated approach to migration management in this region.

UN eight-point agenda for action “Making migration work”

In 2013, the United Nations has outlined an eight-point agenda for action on migration⁷ that emphasizes the protection of the human rights of migrants, reduction of the costs of labour migration, elimination of migrant exploitation including human trafficking, the need to address the plight of stranded migrants, improvement of public perceptions of migrants, mainstreaming migration into the development agenda, strengthening the migration evidence base, enhancement of migration partnerships and cooperation.

In fact, one of the priorities indicated in this strategic document relates to the national policymaking process (including while drafting national migration policies): states should promote evidence-based policymaking and invest in data collection, research and capacity development with respect to migration and its impacts on individuals, communities and societies. The international community should create a dedicated capacity-building initiative to assist countries in improving the collection and use of migration data. The effort should include population censuses and administrative data sources as well as dedicated surveys for assessing the impacts of migration on social and economic development. The use of measurable targets and indicators for monitoring the protection of migrants and violations of their rights should be promoted.

Council of Europe’s Migration Management Strategy

The Council of Europe’s Migration Management Strategy⁸ was endorsed at the 7th Council of Europe Conference of European ministers responsible for migration affairs held in Helsinki in 2002. The document adopts a flexible approach and is coordinated both between and within countries. It

⁷ http://www.un.org/en/ga/68/meetings/migration/pdf/migration_8points_en.pdf

⁸ http://www.coe.int/t/dg3/migration/archives/Ministerial_Conferences/Towards_Migration_Management_Strategy_en.pdf



assumes roles for all of the various actors in the migration process and is to be transparently negotiated and communicated.

The strategy is based on the assumption that Europe, *as a region*, is being characterized by certain trends similar in different countries. The document accepts the reality that Europe is a region of immigration, the management of which has to be organized on a comprehensive basis. It further observes that the population of greater Europe is ageing and its birth rate is decreasing more quickly than that of other continents, especially Africa and southern and southeast Asia. This discrepancy in demographic trends between different continents is bound to have consequences which events in the recent past have merely hinted at.

The strategy calls for a new management approach, it states that the increasingly apparent need for a new European policy on migration stems from a combination of the inadequacies of the policies evolving since the 1970s and the changing nature of migration and attitudes to it. The existing policy model is based on two major lines of action: the closing of borders to new influxes of immigrant labour, and measures to promote the social integration of the immigrant populations in place. This model has proved inadequate in dealing with existing stocks and flows, and there is little likelihood that it is flexible enough to deal with the new situation. The implication is that new models now need to be considered. Not only are the migration problems confronting the wider Europe of the 1990s different from those faced by Western Europe in the 1970s, but the new democracies will also wish to avoid the mistakes made historically by their western neighbours.

Global Approach to Migration and Mobility and the European Agenda on Migration

For almost twenty years, the European Union has been building the foundations of an overarching and comprehensive migration policy⁹, based on common political principles and solidarity. The Global Approach to Migration and Mobility (GAMM)¹⁰ is, since 2005, the overarching framework of the EU external migration and asylum policy. The framework defines how the EU conducts its policy dialogues and cooperation with non-EU countries, based on clearly defined priorities and embedded in the EU's overall external action, including development cooperation.

The GAMM is an example of international cooperation at its best – taking account of the interests and objectives of all involved: EU, partner countries and migrants themselves. The agenda is balanced and comprehensive, aimed at four equally important objectives:

- better organizing legal migration, and fostering well-managed mobility
- preventing and combatting irregular migration, and eradicating trafficking in human beings
- maximizing the development impact of migration and mobility
- promoting international protection, and enhancing the external dimension of asylum

The respect of human rights is a cross-cutting priority for this policy framework.

⁹ At the start of the European integration process, Justice and Home Affairs (JHA), where migration and asylum belong, were strictly a national competence. After the creation of a Single European Market in 1986, competences in the field of JHA gradually shifted to the European level as well. JHA were increasingly formalized and European legislation and policy-making were put in place since the 1990s, although several aspects still remain a shared competence with the national level.

European Migration Policy today includes policies on legal migration, irregular migration, borders, visa, a Common European Asylum System and the external dimension. In addition, the EU has an Asylum, Migration and Integration Fund to support MS with the efficient management of migration flows and the implementation, strengthening and development of a common European approach to asylum and immigration.

¹⁰ <http://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX:52011DC0743>



In 2015, in the context of the migration crisis, the European Commission adopted a European Agenda on Migration¹¹.

Through the Agenda, the EU aims at providing its Member States with tools (i) to take immediate action to prevent further losses of migrants' lives at sea (short term priorities) and (ii) to better manage migration in all its aspects in the medium as well as long term.

Short term priorities of the Agenda:

The EU aims at taking immediate action to prevent further losses of migrants' lives at sea by providing additional funding to Frontex joint search and rescue operations, to the safe and legal resettlement of people to Europe, to the Regional Protection and Development Programmes and to the most affected Member States located at the EU's external borders. In addition, the EU aims to strengthen the role of Europol as an intelligence hub for dismantling criminal networks and intends to launch Common Security and Defence Policy (CSDP) operations in the Mediterranean to capture and dismantle boats. The EU will also activate the emergency system provided in the Treaties so that asylum seekers may be relocated in a more solidary manner, as well as establish a pilot multi-purpose centre in Niger, in cooperation with IOM and UNHCR. An altogether new concept, the Hotspot, will allow EASO, Frontex and Europol to work on the ground in affected EU Member States to swiftly identify, register and fingerprint arriving migrants and to assist in investigating and dismantling migrant smuggling networks.

Medium to long term priorities of the Agenda:

Migration is both an opportunity and a challenge for the EU. The medium to long term priorities consist of developing structural actions that look beyond crises and emergencies and help EU MS to better manage all aspects of migration. The Agenda is built upon four pillars:

1. Reducing the incentives for irregular migration: the focus is on addressing the root causes behind irregular migration in non-EU countries, dismantling smuggling and trafficking networks and defining actions for the better application of return policies.
2. Saving lives and securing the external borders: this involves better management of the external border, in particular through solidarity towards those Member States that are located at the external borders, and improving the efficiency of border crossings.
3. Strengthening the common asylum policy: with the increases in the flows of asylum seekers, the EU's asylum policies need to be based on solidarity towards those needing international protection as well as among the EU Member States, whose full application of the common rules must be ensured through systematic monitoring.
4. Developing a new policy on legal migration: in view of the future demographic challenges the EU is facing, the new policy needs to focus on attracting workers that the EU economy needs, particularly by facilitating entry and the recognition of qualifications.

III. Drafting and adoption of migration strategies

A. Actors involved

As a rule, drafting of a migration strategy is commissioned to a working group of experts from different fields. This allows (i) to include to the strategy all relevant migration-related issues falling under competence of different agencies (immigration, border control, integration etc) and (ii) to ensure coherent harmonization with various other policies (labour, educational, foreign, financial etc).

¹¹ http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/european-agenda-migration/background-information/docs/communication_on_the_european_agenda_on_migration_en.pdf



Armenia, Georgia, Hungary, Latvia and **Lithuania** all mentioned that a working group, or the designated Coordinating body (in the case of **the Czech Republic**), were specially established for the purpose of development of a migration strategy.

The 2016-2020 Migration Strategy of Georgia was designed by the SCMI MS Working Group. The group was composed of mid-level managers from the SCMI member agencies (13) and representatives from the Office of Public Defender and the State Security and Crisis Management Council.

In order to develop a reasoned and forward-looking strategy on migration working group consisting of various stakeholders was established in Latvia.

Azerbaijan, Belarus, Finland, Ukraine did not indicate establishment of a specialized working group but the development process was still a product of a multi-actor work.

In Finland the preparation of the strategy has involved input from politicians, public officials and researchers and from representatives of working life and civil society organizations. Working together has helped to stimulate a new kind of debate about migration policy and to create closer connections between different entities involved.

Several responding countries listed the government agencies involved in the consultation and/or drafting process proving that a migration strategy concerns multiple other policies.

In Hungary the members of the Working Group were relevant ministries: Interior, National Economy (Employment), Public Administration and Justice, Human Resources (Social Security) as well as relevant other authorities: Police, Office of Immigration and Nationality, Constitution Protection Office, Counter Terrorism Centre, National Statistical Office.

In Latvia, during the process of drafting the Concept various partners were consulted – Ministry of Interior, Ministry of Welfare, Ministry of Economics, Ministry of Education and Science, Ministry of Finance, Ministry of Foreign Affairs.

Also, different options exist regarding which parties, apart from the government, should be included in the consultation and/or drafting process.

In **Azerbaijan** and **Belarus** this is an intra-government process. NGOs were involved in **Armenia, the Czech Republic, Finland, Georgia, Hungary, Latvia** and **Lithuania**. International organizations were consulted by **Armenia, Latvia** and **Ukraine**. Other actors: politicians (**Finland**), researchers and academia (**Finland, Georgia, Hungary, Latvia**), social partners (**Latvia**), independent experts (**Armenia**).

A group of independent experts was set for detecting the gaps and drafting the Concept in Armenia. The draft of the Concept was discussed with the representatives of state executive bodies, international and non-governmental organizations. Then it was circulated among the state executive bodies interested with migration-related issues.

In Hungary the coordinating Ministry (Ministry of Interior) organised separate forums for civil society and academia. These events provided an opportunity to



receive recommendations from civil society actors, as well as from migration researchers.

*In **Latvia**, during the process of drafting the Concept socials partners and NGO's were involved – Free Trade Union Confederation of Latvia, Employers' Confederation of Latvia, Latvian Chamber of Commerce and Industry, representatives of higher education institutions (universities) of Latvia, International Organization for Migration, Centre for Public Policy "Providus".*

The draft document was developed in Ukraine based on proposals from executive agencies and afterwards it was agreed with international organizations.

In **Latvia** opinions from general public were welcome through publication of the draft on the website of the Ministry of Interior.

The strategies are adopted by the government (**Armenia, the Czech Republic, Finland, Georgia, Hungary, Lithuania, Moldova**) or by the president (**Ukraine**).

Summarized information on the actors involved in drafting and adoption process can be found in [Annex II](#).

B. Objectives, priorities and thematic areas

Migration policies (including those defined by strategic documents) in both origin and destination countries, as well as patterns and degrees of international cooperation, play an important role in determining the flows, conditions and consequences of international migration. In managing international migration flows, governments typically focus on different types of migrants, of which the most salient are migrant workers, including highly skilled workers, dependants of migrant workers, migrants in irregular situation, and refugees and asylum seekers. Moreover, increasing attention is being paid to transnational communities or diasporas, because of their potential role in the development of countries of origin. There is general consensus that the contribution of international migrants to development in both countries of origin and destination depends crucially on policies to ensure that migration occurs in safe and legal conditions, with full respect and safeguards for the human rights of migrants.¹²

Generally the migration strategy papers start with a detailed analysis of the migration situation in the respective country.

*The first section of **Finland's** strategy "Migration today" investigates migration trends in the following subsections: "net emigration to net immigration within short period", "migration now takes many different forms", "migration has an impact on society and its demographic structure", "migrant integration in Finland", "cautious view of migration".*

***Hungary's** strategy contains a section on general migration situation in the country but also situation assessments for each thematic area, e.g. visa policy, free movement and legal migration etc.*

¹²

http://www.un.org/en/development/desa/population/publications/pdf/policy/InternationalMigrationPolicies2013/Report%20PDFs/z_International%20Migration%20Policies%20Full%20Report.pdf, p. 20



*National Strategy on Migration and Asylum of **Moldova** contains the following chapter: Situation Analysis (which includes geographical details, economic situation and emigration causes, demographic situation, external migration, temporary migration, immigration).*

*The **Ukrainian** Concept contains the following section: contemporary status of migration processes.*

Based on the situation analysis, the strategic documents develop priorities.

*The Concept of **Armenia** consists of the introduction and two sections. The first section is divided into two chapters laying down the assessment of the migration situation in the RA and the goal and principles of the RA state migration regulation policy.*

*The Concept of Immigration Policy of **Latvia** will reflect current situation in field of legal migration in the country as well as it will outline what should be done and changed in the current legislation to ensure that benefit and added value for Latvia's economy brought by third country nationals is larger than expenses.*

It should be emphasized that migration strategy papers are often dominated by security issues, in particular when related to EU regulations of asylum, visa and border management and dealing with irregular and regular migration.¹³

When drafting country-specific migration policy strategies, various factors play a decisive role. The strategies are influenced by the situation of cross border migration, in- and out-flows, as well as the internal migration movements. In each country various intervening factors, both internal and external, can be identified which are related to the specific migration profile of the respective country.¹⁴

When answering the question on how particular thematic areas were selected to be included in their migration strategies the countries named the following: based on migration trends and challenges (**Armenia**), based on the policies and priorities on the national level (**the Czech Republic**), based on analysis of existing studies and current needs (**Georgia**), with the view to correspond to the main purposes of entry of third country national (**Latvia**), based on national needs particularly in socio-economic development (**Lithuania**), based on those problematic aspects which need to be addressed (**Ukraine**).

Hungary further explains why particular thematic area (emigration) was not covered by the strategy:

the strategy only concerns immigration issues, because emigration cannot be managed with direct tools and the scope of the strategy would have been extremely wide. Furthermore, the issues related to emigration do not belong to one single ministry and the related EU-sources could only be used for immigration issues.

Thematic areas selected by the countries to be addressed in their national migration strategies:

- irregular migration and returns (**Armenia, Azerbaijan, the Czech Republic, Georgia, Hungary, Lithuania, Moldova, Ukraine**)

¹³ <https://www.giz.de/fachexpertise/downloads/giz2012-en-analysis-migration-strategies.pdf>, p. 19

¹⁴ <https://www.giz.de/fachexpertise/downloads/giz2012-en-analysis-migration-strategies.pdf>, p.13



- regular migration (*the Czech Republic, Georgia, Hungary, Latvia, Moldova, Ukraine*)
- return and reintegration of own nationals (*Armenia, Georgia, Lithuania, Moldova, Ukraine*)
- integration (*the Czech Republic, Georgia, Finland, Hungary, Lithuania, Moldova*)
- asylum (*the Czech Republic, Georgia, Finland, Lithuania, Moldova*)
- emigration (*Lithuania, Moldova, Ukraine*)
- immigration (*Lithuania, Moldova*)
- visa policy (*Hungary, Moldova*)
- labour migration (*Armenia, Azerbaijan, Finland*)
- free movement of people in the EU (*the Czech Republic, Hungary*)
- migration and development (*Georgia*)
- statelessness (*Moldova*)
- combating trafficking in human beings (*Moldova*)
- border management (*Moldova*)
- diversity (*Finland*)
- internal migration (*Ukraine*)
- temporary exit of own nationals (*Ukraine*)
- external dimension of migration policy (*the Czech Republic*)
- international cooperation and (*Azerbaijan, the Czech Republic, Georgia, Lithuania*)
- legislative framework and harmonization of the national migration-related legislation to the EU standards (*Armenia, Azerbaijan, Finland*)
- improvement of statistical systems (*Armenia*)
- public awareness raising (*Georgia*)
- institutional set-up and coordination (*Azerbaijan, Lithuania*)
- information assistance (*Moldova*)

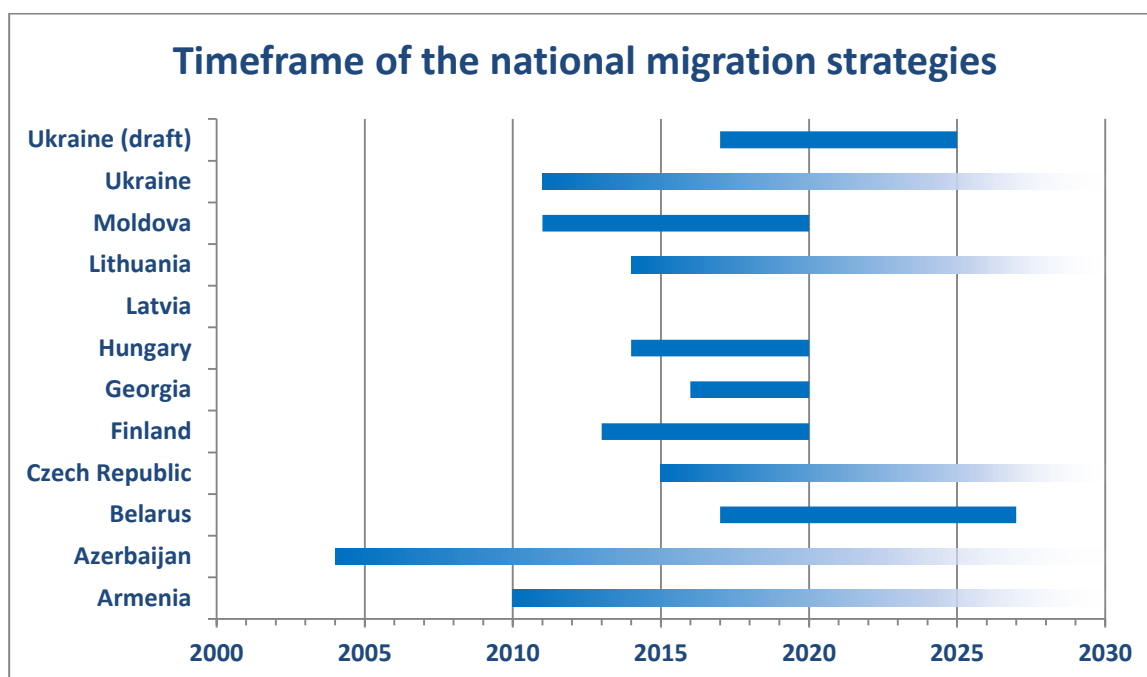
For thematic areas by countries please see [Annex III](#).

IV. Implementation of migration strategies

A. Duration of migration strategies and action plans

Due to dynamically changed migration situation, strategic documents are usually adopted for definite period of time, in the case of the responding countries – from four to ten years (*Armenia, Belarus, Finland, Georgia, Hungary, Moldova, Ukraine* (draft)). Several countries chose not to indicate the final year when the strategy expires (*Azerbaijan, the Czech Republic, Latvia* (draft), *Lithuania, Ukraine*).





Strategies are often accompanied by implementation documents (programmes, actions plans etc). Without such implementation documents strategies remain “declarations”.

*The first concept of the state regulation of migration in **Armenia** was adopted in 2000. Then in 2004 the first one was revised and a new one was adopted. But they were of declaratory nature and didn't have action plans.*

*The first document defining **Georgia's** migration policy was adopted in early 1997. It mainly had a declaratory character and lacked implementation mechanism like the action plan.*

But even without an implementation document, which usually contains concrete measures to be adopted and their deadlines, responsible authorities as well as other elements (for example, indicators and benchmarks to be achieved), migration strategies declaring the state's objectives can serve as a standard against which migration-related decisions can be checked (whether such decisions are aimed at the same objectives).

Implementation documents are sometimes of a shorter duration than strategies allowing for their calibration due to changing migration situation and based on lessons learnt during the implementation process. These are the cases of **Georgia** and **Moldova**:

*The first Migration Strategy of **Georgia** with the accompanying Action Plan was developed in 2012, covering the years of 2013-2015. Unlike the 2013-2015 Migration Strategy the Action Plan of the current Strategy is divided into two parts. The 2016-2017 Action Plan was approved in December 2015. Following Action Plan will be elaborated and approved by the end of 2017 reflecting the M&E results of the first two years.*

*In **Moldova** an Action plan on implementing the National Strategy on Migration and Asylum was elaborated for the period of 2011-2015 and 2016-2020.*



The **Hungarian** Migration Strategy contains specific activities in each thematic chapter and the appendix lists the responsible authorities, resource needs and source of funding, thus merging the strategy and the implementation document in one.

More details on the documents' duration can be found in [Annex IV](#).

B. Legislative, institutional and other changes

By adopting a migration strategy, the state government puts migration issues on the political agenda. The actual implementation of migration strategies and action plans can, however, pose a certain challenge as it depends on the political will and coordination interests as well as institutional and financial capacities in the respective country.

At the same time, implementation of migration strategies leads to significant changes: in legislation, institutional setting and capacities, quality of data, facilities and services etc.

Concrete examples of the relevant changes were provided by the responding states:

- legislative:

*In **Armenia**, Law on Foreigners and Law on Refugees and Asylum were made in line with the EU and EEU standards; the Concept on integration has been approved and drafting of its AP is currently in the process.*

*The adoption of the Migration Code of the Republic of **Azerbaijan** in 2013 was another milestone step in migration management in terms of unification of separate normative acts in migration field and identification and elimination of the existing gaps in the national legislation as well as improvement of legislative base in general.*

*Three new laws regulating migration management in **Georgia** were elaborated and adopted: on Citizenship of Georgia (2014), on the Legal Status of Aliens and Stateless Persons (2014) and on Labour Migration (2015); procedures regulating the removal of irregular migrants from Georgia has also been modified and adjusted to EU standards.*

- institutional:

*New division dealing with integration issues was established in the State Migration Service of **Armenia**.*

*State Migration Service of the **Azerbaijan** was established in 2007.*

- others:

*The statistical systems of **Armenia** have been improved and brought in line with the EU migration statistical indicators' system.*

*National authorities of **Azerbaijan** undertook measures to apply so-called "one-stop-shop" principle in the migration management which was effective since 2009; related with the application of "one-stop-shop" principle, Unified Migration Information System was also established in 2010.*

*New temporary accommodation centre under the MIA of **Georgia's** Migration Department was opened in 2014.*

All examples of positive changes are gathered in [Annex V](#).

C. Monitoring and reporting

Generally, it is central bodies that are responsible and held accountable for the monitoring and evaluation of the strategies. But also this can be done by an established coordinating institution or by a working group at ministerial level.

Monitoring and reporting is coordinated by:

- the central body: **in Finland** (by the Ministry of the Interior), in **Georgia** (by the SCMI), in **Lithuania** (by the Ministry of the Interior), in **Moldova** (only reporting – by the Ministry of Internal Affairs) in **Ukraine** (by the State Migration Service);
- established coordinating institution: in **the Czech Republic** (permanent institutional body at ministerial level), in **Moldova** (only monitoring – by the Commission for coordination of certain migration activities);
- a working group: in **Armenia** (by interagency committee), in **Hungary** (by a working party).

Latvia is not planning to introduce any monitoring and reporting mechanism, but the timeframe for the necessary legislative changes shall be adhered to.

In **Hungary**, annual fora for international and non-government organizations active in this field is organized in order to provide opportunity to share their views on the implementation of the strategy.

Reporting can be carried out in two stages: agencies responsible for implementation of the strategy submit their quarterly/annual reports to the coordinating institution and the latter submits the compiled report to the government (**Armenia, Moldova, Ukraine**).

In **Georgia**, for monitoring purposes, in 2016 the SCMI has developed an e-based reporting and monitoring system (using the SharePoint platform) and collects progress reports from all member agencies on quarterly basis. These progress reports are compiled in quarterly and annual monitoring reports by the SCMI Secretariat. On July 13, 2016 the SCMI adopted 2016-2020 MS evaluation indicators with the respective methodology document to prepare the framework for the MS mid-term and final evaluations.

Particularities of the national monitoring and reporting processes are reflected in [Annex VI](#).



Annexes

Annex I. Questionnaire distributed among the participating countries

1. Do you have a migration strategy*? If yes, since when? Has it been updated since adoption?
2. Please describe the process of adoption of the migration strategy (e.g. needs for assessment, parties involved in drafting and consultations. Has the civil society, public opinion been included in the consultation process?).
3. What is the structure and extent of the migration strategy in your country?
4. What are the thematic areas covered in your country's national migration strategy? Why were they selected?
5. Please describe the reporting, monitoring and evaluation mechanisms envisaged by the migration strategy.
6. How did the migration strategy influence the institutional and legislative framework as well as the administrative regulations and practice in your country?
7. If presently there is no migration strategy in your country or no such draft under development, please describe the reasons for that (e.g. no need identified, no political will). Are there any plans for drafting a national migration strategy for the first time or updating the existing one?

** If not please go directly to the question No 7*



Annex II. Drafting and adoption process

	Working group/inputs from	State actors involved	Involvement of NGOs and IOs	Adopted by
Armenia	group of independent experts	state executive bodies	yes (NGOs and IOs)	Government
Azerbaijan		intra-governmental process		
Belarus		Ministry of Interior jointly with other governmental stakeholders		
Czech Republic	newly established Coordinating body consisting of relevant ministries and public bodies		yes (NGOs were included in the consultation process via the EMN conference)	
Finland	politicians, public officials and researchers, representatives of working life and civil society organizations		yes (NGOs)	Government
Georgia	working group composed of mid-level managers from the SCMI member agencies (13) and representatives from the Office of Public Defender and the State Security and Crisis Management Council; feedback was sought from international and local NGOs and the academic community	the SCMI member agencies (13) and representatives from the Office of Public Defender and the State Security and Crisis Management Council	yes (NGOs)	Government
Hungary	working group composed of the representatives from relevant ministries and other agencies; forums for civil society and academia	relevant Ministries: Interior, National Economy (Employment), Public Administration and Justice, Human Resources (Social Security); relevant authorities: Police, Office of Immigration and Nationality, Constitution Protection Office, Counter Terrorism Centre, National Statistical Office	yes (NGOs)	Government
Latvia	working group; social partners and NGOs were involved: Free Trade Union Confederation of Latvia, Employers' Confederation of Latvia, Latvian Chamber of Commerce and Industry, representatives of higher education institutions of Latvia, International Organization for Migration, Centre for Public Policy "Providus"; general public through publication of the draft on the MIA's website	Ministry of Interior, Ministry of Welfare, Ministry of Economics, Ministry of Education and Science, Ministry of Finance, Ministry of Foreign Affairs	yes (NGOs and IOs)	





Lithuania	working group composed of the representatives of various ministries, public and non-governmental institutions; consultations with civil society and other interested stakeholders	ministries	yes (NGOs)	Government
Moldova				
Ukraine	executive bodies and international organizations	executive bodies	yes (IOs)	President



Annex III. Thematic areas

	Thematic areas	How selected
Armenia	<ul style="list-style-type: none"> - harmonization of the RA migration-related legislation to the EU and EEU standards - labour migration - return and reintegration of the RA citizens - combat against illegal migration - improvement of statistical systems 	based on migration trends and challenges
Azerbaijan	<ul style="list-style-type: none"> - migration management mechanisms - efficiency of the state migration management - co-ordination among relevant public agencies - legislative framework - quotas for labour migration - prevention of irregular migration - international cooperation both bilateral and multilateral 	
Belarus	N/A	
Czech Republic	<ul style="list-style-type: none"> - integration - irregular migration and returns - asylum - external dimension of migration policy - free movement of people in the EU and Schengen cooperation - legal migration - international and European commitments in the field of migration 	based on the policies and priorities on the national level
Finland	<ul style="list-style-type: none"> - Finland is an open and safe country - everyone can find a role to play - diversity is part of everyday life 	
Georgia	<ul style="list-style-type: none"> - regular migration - irregular migration - asylum system - integration of immigrants and reintegration of returned migrants - migration and development - migration management - public awareness raising - international cooperation 	based on analysis of existing studies and current needs
Hungary	<ul style="list-style-type: none"> - visa policy - free movement and legal migration - illegal migration - international protection - integration 	including based on availability of funds
Latvia	<ul style="list-style-type: none"> - family reunification - labor migration - investment - entrepreneurship - study - volunteer work 	correspond to the main purposes of entry of third country national
Lithuania	<ul style="list-style-type: none"> - emigration - reversible migration - immigration - integration of foreigners 	based on national needs particularly in socio-economic development



	<ul style="list-style-type: none"> - asylum (international protection) - fight against illegal migration - issues related to the institutional set-up aimed at migration policy development and implementation - involvement of institutions related to policy development and implementation in advancing international cooperation 	
Moldova	<ul style="list-style-type: none"> - controlled migration including emigration, reintegration and immigration - asylum - statelessness - integration of foreigners - fighting against illegal migration and trafficking in human beings - migration control instruments including visa policy, document security and personal data protection, border management, return and readmission - information assistance 	
Ukraine	<ul style="list-style-type: none"> - internal migration - prevention of emigration of Ukrainian nationals - temporary exit of Ukrainian nationals abroad for employment, education, business activities, medical treatment and recreation - return of emigrants to Ukraine - entry of foreign nationals and stateless persons to Ukraine - combating illegal migration 	these topical areas were selected as the key ones associated with many problematic aspects in need of addressing



Annex IV. Strategic document in the sphere of migration, its implementation document and their duration

	Strategic document in force	Title	Strategy's timeframe	Implementation document's timeframe
Armenia	+	Concept for the Policy of State Regulation of Migration in the Republic of Armenia	2010-	2012-2016
Azerbaijan	+	State Migration Policy Concept of the Republic of Azerbaijan	2004-	2006-2008
Belarus	-	Concept of Migration Policy of the Republic of Belarus (to be developed)	2017-2027 (tentatively)	N/A
Czech Republic	+	Strategy on Migration Policy of the Czech Republic	2015-	
Finland	+	Future of Migration 2020 Strategy	2013-2020	2015-
Georgia	+	Migration Strategy of Georgia	2016-2020	2016-2017
Hungary	+	Migration Strategy and the seven-year strategic document related to Asylum and Migration Fund established by the European Union for the years 2014-20	2014-2020	2014-2020
Latvia	-	Concept of Immigration Policy (under development)	N/A	N/A
Lithuania	+	Migration Policy Guidelines	2014-	
Moldova	+	National Strategy on Migration and Asylum	2011-2020	2011-2015 and 2016-2020
Ukraine	+	- Concept of the State Migration Policy of Ukraine - Migration Policy Strategy of Ukraine up to 2025 (draft)	2011- until 2025	2011-



Annex V. Legislative, institutional and other relevant changes influenced by a migration strategy (examples)

	Legislative	Institutional	Others
Armenia	<ul style="list-style-type: none"> - Law on Foreigners and the RA Law on Refugees and Asylum were made in line with the EU and EEU standards - Concept on integration has been approved and drafting of its AP is currently in the process 	new division dealing with integration issues was established in the State Migration Service	the statistical systems have been improved and brought in line with the EU migration statistical indicators' system
Azerbaijan	Migration Code of the Republic of Azerbaijan was adopted in 2013	State Migration Service of the Republic of Azerbaijan was established in 2007	<ul style="list-style-type: none"> - national authorities undertook measures to apply so-called "one-stop-shop" principle in the migration management which was effective since 2009 - related with the application of "one-stop-shop" principle, Unified Migration Information System was also established in 2010
Belarus	N/A		
Czech Republic	objectives of the migration strategy are continuously implemented in the national legislation		
Finland	The migration strategy has been well implemented		
Georgia	<ul style="list-style-type: none"> - three new laws regulating migration management in Georgia were elaborated and adopted: 1. The Organic law on Citizenship of Georgia (2014); 2. The Law on the Legal Status of Aliens and Stateless Persons (2014); 3. The Law on Labour Migration (2015); - procedures regulating the removal of irregular migrants from Georgia has also been modified and adjusted to EU standards 	<ul style="list-style-type: none"> - Migration Department was established under the Ministry of Interior and was designated as a main responsible body dealing with irregular migration; - contributed to institutionalisation of the SCMI and its coordinating and decision-making role in migration management 	new temporary accommodation centre under the MIA's Migration Department was opened in 2014
Hungary	the events and circumstances of the migration crisis in 2015 had a more influential impact on the actual changes than the strategic document		
Latvia	N/A		
Lithuania			
Moldova			
Ukraine	some laws and regulations were drafted	some institutional changes were made in the State Migration Service of Ukraine	some minor changes were introduced into administrative rules and practices



Annex VI. Monitoring of implementation of migration strategies/action plans and reporting mechanism

	Monitoring and reporting
Armenia	<ul style="list-style-type: none"> - the interagency committee for monitoring of implementation of the Action Plan to the Concept is established, chaired by Head of the State Migration Service - executive bodies submit annual reports - Head of the SMS submits annual report to the Government
Azerbaijan	-
Belarus	N/A
Czech Republic	coordination body was upgraded to the permanent institutional body at ministerial level which is ensuring implementation of the objectives in national policy
Finland	coordinated by the Ministry of the Interior
Georgia	<ul style="list-style-type: none"> - coordinated by the SCMI - quarterly reports through e-based reporting and monitoring system - progress reports are compiled in quarterly and annual monitoring reports - 2016-2020 MS evaluation indicators with the respective methodology document to prepare the framework for the MS mid-term and final evaluations
Hungary	<ul style="list-style-type: none"> - working party comprising of experts of the competent ministries and government bodies - annual fora for international and non-government organisations active in the field of migration - reports (when appropriate but at least once a year) and impact assessments
Latvia	<ul style="list-style-type: none"> - no concrete mechanism is envisaged - timeframe for legislative changes
Lithuania	<ul style="list-style-type: none"> - coordinated by the MOI - continuous gathering, processing, summarization and publication of statistical information on migration processes, their analysis and evaluation - evaluation criteria for monitoring and evaluating processes for specific areas of migration policy
Moldova	<ul style="list-style-type: none"> - monitoring is coordinated by the Commission for coordination of certain migration activities - executive bodies submit quarterly information reports to the MIA - the MIA submits annual evaluation report to the Government
Ukraine	<ul style="list-style-type: none"> - executive bodies submit annual progress reports to the State Migration Service - the SMS submits a compiled report to the Government

