Cooperation between State Institutions and Civil Society Organisations in the Area of Migration Management in Georgia

A research paper developed within the framework of the ENIGMMA ('Enhancing Georgia's Migration Management') project's Summer School 2015 by Rusudan Asatiani and Tamara Tsereteli

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1. Foreword

This research paper was developed within the framework of the ENIGMMA project's Summer School 2015. The Summer School entitled "International Summer School on Migration" in Kvareli was organised within the framework of the EU-funded ENIGMMA project, implemented by ICMPD in cooperation with the Secretariat of the State Commission on Migration Issues of Georgia (SCMI), EU member states and Georgian academia experts, the Migration Observatory at the University of Oxford and the Ludwig Boltzmann Institute of Human Rights (BIM), and with the participation of representatives of the Maastricht, Oxford, Sorbonne, Vienna and Tbilisi universities. The Summer School was mentored by the ENIGMMA academia experts from the EU and Georgia. In total, 29 students of media, law, economics, demography and social and political sciences from Georgia and Georgian students from abroad came to Kvareli: they got to know each other and prominent lecturers from different universities in EU and Georgia, took part in innovative Summer School activities and social events.

The programme of the Summer School provided research-oriented, interdisciplinary and innovative academic migration workshops, working groups and projects on issues related to the migration situation and migration policy in Georgia. Keynote lectures on the main topics (human rights, social and political sciences, economics and media) were accompanied by research work and discussions.

During the Summer School the experienced academia experts from the EU and Georgia provided an overview of the development of international law and human rights in regard to migration phenomena, media and perception of migrants in the society, the economics of migration, the role of demography and social sciences in migration studies as well as links between migration and development. The students were also introduced to the latest developments in the area of migration management in Georgia. The participants of the Summer School had the opportunity to present and discuss their research papers undertaken in preparation to the Summer School; discussions and workshops were used to streamline these research papers and get new ideas for future projects.

This research paper on "Cooperation between State Institutions and Civil Society Organisations in the Area of Migration Management in Georgia" was a successful research paper developed during the Summer School. The ENIGMMA project team would like to thank the authors for their great contribution.

2. Introduction

In recent years, Georgia has made significant steps in the field of migration management which have been brought about not only by the Georgian state's aspirations towards the EU, but (mainly) by the political will to create a transparent and accountable migration management system in the country. One of the most important milestones in this regard was the development and approval by the Government of Georgia of the Migration Strategy of Georgia for 2013-2015; and consequently, the Action Plan for the implementation of the Strategy. The action plan monitoring, evaluation and implementation is ongoing with the assistance of the state institutions – members of the State Commission on Migration Issues (SCMI). Furthermore, currently, the SCMI, in collaboration with different actors, is coordinating a policy dialogue on development of the new Migration Strategy document for the years 2016-2020, as well as its implementation action plan.

Considering that partnership between civil society organisations (CSOs) and the Government plays an important role in the development and effective implementation of the strategy,[1] there is a need to define the ways in which this involvement and participation could be reinforced. The authors of this paper have undertaken research which addresses precisely the abovementioned gap by defining the ways in which the role of civil society organisations could be strengthened and the basis for a structured approach to the civil society organisations' involvement in the planning and implementation of the strategy. For the purpose of analysing the existing practice in the area of CSO-Government cooperation, the authors of this paper have carried out a survey aimed at defining the readiness and willingness of CSOs to take part in the planning and implementation of the Migration Strategy; the preferred format of the involvement; the areas of CSO expertise; and the potential contribution of these organisations.

This paper provides a brief and general overview of Georgia's achievements in migration management, the overall role of civil society organisations in policy planning, and their involvement in the implementation of practical activities in the area of migration. The role of international organisations is also reviewed. Further, the authors look at some examples of international experience in CSO-Government cooperation in the field of migration management and review the existing common formats of CSO engagement in policy dialogue in Georgia. The paper also analyses some successful cases of CSO-Government collaboration on a strategy document and provides a brief review of the government approach towards migration management policy development. Finally, a separate chapter is devoted to reviewing and analysing the results of the abovementioned survey on potential involvement of the CSOs in migration policy development and implementation.

In order to achieve the research objectives, both qualitative and quantitative research methods were applied, including: desk research and theoretical review; semi-structured interviews conducted with representatives of public institutions and civil society

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[1] (State Commission on Migration Issues n.d.) Accessed on 09.09.2015

organisations; and a multiple choice questionnaire which served as a survey for obtaining additional data for analysis from CSOs.

For the purpose of this paper, CSOs are:

> *"non-state, not-for-profit structures, non-partisan and non-violent, through which people organise to pursue shared objectives and ideas, whether political, cultural, social, or economic"*, as defined in a European policy document on the subject.[2]

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[2] (European Commission 2012) Accessed on 09.09.2015

3. General Overview of Georgia's Achievements in the Area of Migration Management

Migration, with its great impact on a country's social-economic development, security and stability,[3] requires efficient management which *"implies the existence of policy, legislation, administrative structures and enforcement mechanisms"*.[4] In Georgia, which currently represents a country of origin, transit and destination,[5] migration flows are present in different forms including internal migration (not voluntary, but also forced internal migration, such as movements of internally displaced persons (IDPs) from the occupied territories and ecological migrants) and international migration (regular and irregular immigration, regular and irregular emigration, asylum seekers in Georgia, etc.). This puts the challenging process of migration management among the country's priorities, and this is also defined by the format of cooperation with the EU.[6]

As mentioned in the Migration Strategy, *"it is among [the] Georgian Government's priorities to develop bilateral cooperation in order to benefit from circular migration possibilities with EU member states"*.[7] Cooperation on migration issues is also core to the Joint Declaration within the framework of the EU's Partnership for Mobility (PfM) signed in 2009 by 16 European Union Member States and Georgia.[8] The National Action Plan for the Implementation of the EU-Georgia Association Agreement[9] as well as the Action Plan on Visa Liberalisation[10] contribute to the development of the directions for migration management in the country. For instance, one of the priorities of the Association Agenda[11] – Justice, Freedom and Security (2.3) – includes migration- and asylum-related issues among the areas for cooperation between the parties. These areas, among others, include the effective implementation of Georgia's Migration Strategy 2013-2015 and its accompanying Action Plan.[12] Furthermore, the procedures

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[3] (The Migration Strategy of Georgia 2013-2015) Accessed on 09.09.2015
[4] (Tushuri 2013) 7
[5] (The Migration Strategy of Georgia 2013-2015)
[6] The Mobility Partnership Initiative aims to combat irregular migration and to support legal migration. Accordingly, it implies cooperation on migration-related issues such as labour migration, readmission, reintegration, diaspora, secured documentation, the labour market and recognition of professional skills. In addition, the development of cooperation within the Mobility Partnership Initiative envisages supporting the legal employment of Georgian citizens in the EU, also through so-called "Circular Migration". Ibid 1
[7] Ibid, 9.
[8] (Council of the European Union 2009) Accessed on 09.09.2015
[9] (Association Agenda between the European Union and Georgia 2013) Accessed on 09.09.2015
[10] (EU-Georgia Visa Dialogue, Action Plan on Visa Liberalisation 2013) Accessed on 09.09.2015
[11] (Association Agenda between the European Union and Georgia 2013) Accessed on 09.09.2015
[12] Ibid, 10-11. This includes to do the following: effectively implement Georgia's Migration Strategy 2013-2105 and the accompanying Action Plan; consolidate the migration and asylum legislative framework according to EU and international standards including through adoption of legislation ensuring effective access to fair procedures for status determination and rights protection; establish a Unified Migration Analytical System; continue strengthening the State Commission on Migration Issues and to develop programmes for assisted voluntary return of vulnerable migrants; continue effective implementation of the EU-Georgia Readmission Agreement and develop mechanisms for the fight against irregular migration; draft and implement a comprehensive return and reintegration referral mechanism for the reintegration of Georgian citizens and strengthen the operational capacities of the government agencies dealing with returning migrants, including the Mobility Centre; establish a temporary accommodation centre for irregular migrants and ensure its operational capacity; proceed with the organisation of continuous,

used for the readmission of people irregularly residing on the territory of a certain country are defined by the EU-Georgia Readmission Agreement.[13]

In response to the need for a structural approach to the migration management and in order to improve the coordination of migration management, in October 2010, the Georgian Government established the State Commission on Migration Issues.[14] The SCMI, as the main body working on migration policy, with the assistance of international organisations[15] and EU experts, has elaborated the Migration Strategy of Georgia 2013-2015.[16] In addition to state institutions, international organisations with a mandate in the migration field and five non-governmental organisations have consultative status in the SCMI.[17] It should also be noted that the need for further and more active involvement of CSOs was underlined in the evaluation of the first year of migration strategy implementation.[18]

Consultative involvement of international and civil society organisations in the work of the SCMI, and not only the interest and activity expressed in this form, demonstrates that the management of migration processes in Georgia is the responsibility and a subject of concern not only for state institutions, but that the different parts of the community are involved in the aforementioned process. It is also significant and a subject of interest at what stage of management should CSOs be involved – at the planning, implementation or monitoring stage – and what kind of involvement will be the most efficient and mutually beneficial.

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targeted information campaigns on mobility and migration to the EU, including information on migrants' rights and obligations, rules regulating their access to the EU labour market (including through the EU Immigration Portal) as well as to the EU health systems and on liability for any abuse of rights under the visa-free regime.

[13] (Official Journal of the European Union 2011) Accessed on 09.09.2015

[14] (State Commission on Migration Issues n.d.) The SCMI comprises twelve government bodies: Ministry of Education and Science; Office of the State Minister of Diaspora Issues; Office of the State Minister on European and Euro-Atlantic Integration; Ministry of Economy and Sustainable Development; Ministry of Justice; Ministry of Internally Displaced Persons from the occupied territories, accommodation and refugees; Ministry of Infrastructure and Regional Development; Ministry of Foreign Affairs; National Statistics Office; Ministry of Finance; Ministry of Internal Affairs; Ministry of Labour, Health and Social Affairs.

[15] Ibid. Seven international organisations: UN High Commissioner for Refugees; German International Cooperation Society (GIZ); Delegation of the European Union to Georgia; Danish Refugee Council; International Organisation for Migration; International Centre for Migration Policy Development; International Labour Organisation.

[16] (ENIGMMA Project 2014)

[17] (State Commission on Migration Issues n.d.) Innovations and Reforms Centre; Migration Centre; Georgian Young Lawyers' Association; UN Association of Georgia; Civil Development Agency.

[18] (International Conference "One Year of Migration Strategy in Georgia: Progress and Way Forward" 2014)

4. Examples of CSO-Government Cooperation in the Field of Migration in selected European Countries

In order to propose potential CSO-Government cooperation forms in Georgia, it is beneficial to explore the involvement of CSOs in migration management processes in some European countries. In particular, this should help to understand the role of CSOs and the premises on which they collaborate with the Government.

In general, due to the large variety in types of activities, civil society organisations *"are now recognised as key third sector actors on the landscapes of development, human rights, humanitarian action, environment, and many other areas of public action"*.[19] Their role has been characterised and analysed as having three main components: implementer,[20] catalyst,[21] and partner.[22] Furthermore, the implementation of service delivery by CSOs is important simply because goods and services that are wanted, needed or otherwise unavailable are provided by CSOs to a particular section of the community.[23] This role has increased as CSOs have been increasingly "contracted" by Governments and donors.

The role of CSOs as implementers has especially increased and is well expressed in the service delivery to migrants and refugees. In many EU Member States, the role of CSOs tends to be orientated around the "direct" needs of migrants and those benefiting from international protection and the provision of services to meet those needs. CSOs may also be influential in the policy formulation process, for instance in Belgium, Italy, the Netherlands,[24] and the United Kingdom.[25] The most common types of service provision allocated to CSOs includes the running of Reception Centres for asylum seekers and the provision of legal and social counselling services, education and/or vocational training, language and cultural orientation, job training and integration service measures.

In the Czech Republic, CSOs represent a necessary tool for communication with the state administration for undocumented migrants. Also, CSOs' efforts are aimed at integration of foreigners as CSOs are considered a cost-effective means of service delivery. On the other hand, government officials are of the opinion that CSOs should

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[19] (Lewis, Nongovernmental Organizations, Definition and History 2009)

[20] (Lewis, The Management of Non-Governmental Development Organization 2011) 68. In the role of implementer, the CSOs provide goods and services in various fields (including health care, emergency relief, human rights) to those in need through mobilising resources and this role saw the increase of its importance.

[21] Ibid. The role of CSOs as catalysts can be referred to as their "ability to inspire, facilitate or contribute to improved thinking and action to promote social transformation" directed towards various actors, groups in local communities and individuals.

[22] Ibid.

[23] Ibid., 110

[24] (European Migration Network 2010) In the Netherlands**,** for example, the *Advisory Committee on Migration Affairs* contributes with legal advice and policy formulation. Accessed on 09.09.2015

[25] Ibid., 14. In the United Kingdom, *Chatham House* and the *British Refugee Council* are contributing to asylum and migration policy formulation, European Migration Network.

fulfil mainly tasks delegated by the State. In other words, CSOs should focus on those state-approved activities which cannot or will not be carried out by state institutions.[26]

In the case of Kosovo, CSOs were involved in reintegration assistance, in particular during the time when return to Kosovo was at the forefront of discussions and policy debates. This included readmission and reintegration of voluntary returnees, rejected asylum seekers and other migrants from Western Europe. The current climate in Kosovo offers limited opportunities for returnees to improve their standard of living and reintegrate. Challenges include an extremely difficult economic and social situation, and high unemployment levels, which are heightened by the volatile political situation in Kosovo. Increased returns from Western Europe to Kosovo were often met with limited capacities and resources of relevant authorities to deal with a high influx of returns. The lessons Kosovo learned from the project 'Design and Facilitation of Sustainable Voluntary Return to Kosovo' implemented by the Danish Refugee Council (DRC) will be very useful to take into account in terms of the Georgian reality, because Georgia often faces similar challenges related to reintegration of returned migrants. The findings in Kosovo's experience, which to some extent are also relevant for Georgia, indicate that enhanced coordination and cooperation at all levels is necessary throughout the return process to increase the efficiency of programmes and to avoid duplication of services prior to and upon return.[27]

Since 2006, the Danish Refugee Council has implemented a special programme assisting rejected asylum seekers from Kosovo in finding a durable solution to their future in the country of origin. Various important aspects were identified by the research and analysis based on the experience which DRC gained while implementing reintegration assistance programmes. The main finding was the identification of the necessity of engaging local CSOs in the process. DRC supported activities to expand and develop the role of local CSOs to facilitate return and reintegration activities. CSOs have demonstrated an important role in promoting sustainable return and supporting the return process.[28] According to the experts who worked on reintegration issues, CSOs involved in health care activities should have been utilised to provide immediate health care, but at the same time ways should have been developed to strengthen long-term sustainable care in combination with long-term capacity building of local health institutions. They also agreed that returnees should have been provided with information and advice from local CSOs upon return about their access to legal, health and educational services. The research which was carried out regarding the reintegration issues in Kosovo showed that CSOs usually enjoyed greater trust among rejected asylum seekers than the authorities, and trust is an important precondition for successful counselling and provision of assistance. They functioned as bridge builders between the authorities (*the donor*) and the returnees in need of assistance (*the beneficiary*).

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[26] (Szczepanikova 2010) 2

[27] (Danish Refugee Council 2008) Accessed on 09.09.2015

[28] Ibid., 88. For example, with the support of two local NGO (LNGO) partners, KRCT and One to One Kosova, DRC delivered additional psycho-social support to individuals in Kosovo including residents and other returnees.

5. The Role of Civil Society Organisations – The Case of Georgia

5.1. Brief Overview

The overall role played by civil society organisations in Georgia has been marked as important through the years. Georgian civil society went through different stages in its development, starting from – the so-called "birth and early childhood" – 1992-1995 and the "Oasis Years", 1995 to 1999,[29] or what has also been called the "mushrooming period", when, through expertise and the financial aid of different foundations, what up until that time had been known as "public organisations" started to form as legally registered formal organisations.[30] Georgian civil society played an important role in the "Rose Revolution", in the culmination of "the independence period of the third sector" – 1999 to 2003.[31] Civil society organisations were the actors which took the role of the main players in directing public opinion towards the urgent need for democratic change and mobilising people for peaceful, organised protests which finally resulted in a non-violent revolution.[32] Civil society organisations also played an important role in the peaceful transition of power after the October 2012 parliamentary elections in Georgia, organising and empowering themselves in ad hoc partnerships in order to mobilise and influence policy through successful campaigns.[33]

It is also notable that the CSOs' active involvement in policy dialogue and decision making is underlined in one of the most important EU-Georgia cooperation documents – the EU-Georgian Association Agreement.[34] Article 350 of the agreement states that *"the Parties shall encourage the involvement of all relevant stakeholders, including civil society organisations and in particular social partners, in policy development and reforms and in the cooperation between the Parties as provided for in the relevant part of Title VIII (Institutional, General and Final Provisions) of this Agreement."*[35] The importance of civil engagement in reforms in Eastern Partnership (EaP) countries has also been underlined in a European Commission communication on the EaP from 2008, where it is noted that the participation of civil society is necessary in order to "enhance oversight of public services and strengthen public confidence in them".[36]

Civil society involvement in policy dialogue ensures the responsiveness of the policy to the needs of the local society.[37] The importance of partnership with civil society organisations has also been emphasised by a high-ranking representative of a Georgian public institution, who underlined in an interview that when it comes to the implementation of state policy, the role of civil society organisations is also crucial, especially in regard to access to the wider public, particularly in the regions.[38]

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[29] (Caucasus Institute for Peace, Democracy and Development (CIPDD) 2010) Accessed on 09.09.2015
[30] (Asian Development Bank 2011) Accessed on 09.09.2015
[31] (Caucasus Institute for Peace, Democracy and Development (CIPDD) 2010) 18
[32] (Nodia 2005) Accessed 09.09.2015
[33] Ibid. For example: the advocacy campaigns "Must – Carry" and "This Affects You Too".
[34] (Official Journal of the European Union 2014) Accessed on 09.09.2015
[35] Ibid.
[36] (European Commission 2008) Accessed on 09.09.2015
[37] (Kobaladze 2015)
[38] (Rakviashvili 2015)

There are different opinions on whether the collaboration between state actors and CSOs should be structured or not. Representatives of civil society underline the establishment of so-called Temporary Working Groups (TEGs) as result-oriented effective working groups, the effectiveness of which is marked by concentration on a specific theme, gathering together civil society representatives working in that specific area and allocating a reasonable time frame for discussions.[39] On the other hand, it has been argued that effectiveness and a critical approach can be better attained through a need-based ad hoc mobilisation of civil society organisations around existing problematic issues and that this is more effective than the creation of special units as a basis for thought and discussion on relevant issues.[40]

When it comes to the monitoring of processes, research and evaluation in different areas of CSO expertise, as noted by a senior CSO representative interviewed for the purposes of this paper, there is no necessity for CSO involvement in policy dialogue through formalised councils or commissions.[41] The presentation of the results to the respective public institution can also be regarded as a participatory process which is not initiated by the public institution but which could influence and be reflected in future policy issues.[42]

5.2.   Common Formats of Civil Society Engagement in Policy Dialogue in Georgia

The intensity of civil society organisations' engagement in policy dialogue in Georgia differs according to the attitude of public institutions towards the need of CSO engagement in policymaking. In this regard, a few examples of the existing formal formats which are considered among the successful cases of policy dialogue in Georgia can be outlined. Indeed, a recent mapping of civil society organisations' engagement in policy dialogue in Georgia, conducted in 2014, outlines the cases of successful policy dialogue.[43]

While evaluating CSO-State institution collaboration in the frame of the Inter-Agency Council on Criminal Justice Reform,[44] the experts note that this type of format of involvement of different actors in the discussion is based on providing information, participation, and sharing of different points of views which, in some cases, are shared by the authorities. It was also noted that although successful in its goal to involve all relevant parties in the policy dialogue, challenges remain in terms of the format of the involvement: sometimes the large number of participant organisations causes the Council to be inflexible in its ability to maintain urgent responsiveness during the reform

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[39] (Gvalia 2015)
[40] (Khantadze 2015)
[41] Ibid.
[42] Ibid.
[43] (Lortkipanidze and Pataraia 2014) The study names three successful formats of CSO involvement in policy dialogue. These formats are: the Inter-Agency Council on Criminal Justice Reform; the Advisory Council of the National Preventive Mechanism; and the Public Advisory Council of the State Minister on Georgia's EU Integration and Public Advisory Council on Georgia's NATO Integration.
[44] (Ministry of Justice of Georgia, the Inter-Agency Council on Criminal Justice Reform n.d.) The aim of the Inter-Agency Council on Criminal Justice Reform is "elaboration and implementation of the Criminal Justice Reform Strategy, coordination of inter-agency activities, elaboration of relevant recommendations and conclusions". Accessed on 09.09.2015

process, when full participation is crucially important.[45] It was also underlined that the achievement of a consensus depends largely on the political sensitivity of the issue under discussion.[46]

The Public Advisory Council of the State Minister on Georgia's EU Integration[47] and the Public Advisory Council on Georgia's NATO Integration[48] can be also viewed as examples of formats of CSO involvement in public dialogue. The need to establish these councils[49] is described by the respective government officials as being of crucial importance for the work of the Office of the Minister as this public institution considers civil society not as an outsider but as an integral part of the process of policy planning and implementation.[50] Indeed, the involvement of CSO representatives can be viewed as crucial, however, here as well; the effectiveness of the format of involvement is put under question. As a CSO representative has pointed out, the effectiveness of CSO involvement in these councils would have been higher had the format envisaged more frequent meetings and a wider space for discussion.[51]

One more example of CSO participation in policy dialogue is linked to the Ministry of Internally Displaced Persons from the Occupied Territories, Accommodation and Refugees of Georgia (MRA). In 2013, Ministerial Order No. 123 established a Commission for the development of a new law on the legal status, rights, and socio-economic protection of persons displaced due to ecological reasons. The members of the Commission are representatives from the MRA, the UNHCR, the Danish Refugee Council, the Swiss Agency for Development and Cooperation (SDC), Georgia's Ombudsman Office, the Consortium Legal Aid Georgia (LAG), the Caucasus Environmental NGO Network (CENN), "Borjghali", and the Anti-corruption Union. Speaking about the Commission, Mr. Konstanine Razmadze, Head of the Eco-Migrants Department of the MRA, pointed out that *"on the one hand the criterion which was used to select organisations to involve in the commission was experience in the field of human rights protection and on the other hand, working experience in the field of problems related to victims of natural disasters."* In the expert's opinion, *"since its formation, the commission has been working effectively. Within the framework of activities under the commission, approximately 150 eco-migrant families have already been selected for housing with the funds of both grant agreements and the state budget. International and non-governmental organisations as members of the commission actively participate in the process of discussing the individual cases of housing. Furthermore, along with other CSOs, numerous trainings and seminars raising awareness on eco-migration issues were organised by them for the staff of state institutions and the general population."*[52]

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[45] (Burjanadze 2015)
[46] Ibid.
[47] (Office of the State Minister of Georgia on European and Euro-Atlantic Integration 2015) Accessed on 09.09.2015
[48] (Office of the State Minister of Georgia on European and Euro-Atlantic Integration 2015) Accessed on 09.09.2015
[49] Ibid.
[50] (Rakviashvili 2015)
[51] (Chkhikvadze 2015)
[52] (Chkhikvadze 2015)

5.3. Eastern Partnership Civil Society Forum

One of the largest structured platforms for State-Civil Society dialogue is the Eastern Partnership Civil Society Forum (EaP CSF) [53] which aims at the promotion of "participatory democracy," fundamental freedoms and human rights.[54] The EaP CSF's objective is to provide policy recommendations as well as monitor policy implementation.[55] For example, the Civil Society Forum in collaboration with the Office of the State Minister of Georgia on European and Euro-Atlantic Integration has been actively involved in the development of a National Action Plan for the Implementation of the Association Agreement for the year 2015 through providing valuable recommendations which have been envisaged in the document.[56]

It has already been decided to establish the same platform format in the framework of the implementation of the Association Agreement Agenda. The EU-Georgia Association Agreement, namely its Article 412, describes the format of the platform as the means for information sharing, relevant policy dialogue and implementation of the tasks assigned by the agreement and states that the EU-Georgia Civil Society Platform *"shall be a forum to meet and exchange views for, and consist of, representatives of civil society on the side of the EU, including Members of the European Economic and Social Committee, and representatives of civil society on the side of Georgia, including representatives of the national platform of the Eastern Partnership Civil Society Forum".*[57] Although the Government itself is not leading the initiative and is not involved in any form in the creation of the new platform, it has expressed great expectations for the establishment of the Association Agreement Agenda Civil Society Platform, underlining that collaboration between the State and civil society should have an institutionalised character in order to facilitate the State's communication with the wider civil society.[58]

Experts list some weaknesses of using the EaP CSF type of format for the dialogue. However, the opinion has been expressed that the format in itself has great capacity to make this type of organisations' union one of the strong leading forces. Through various forms, including policy statements and preparation of analytical documents, it could strongly represent the civil society stance and influence policymaking in the country.[59]

As can be seen, the involvement of CSOs in policy dialogue is not a new phenomenon in the Georgian reality. We can see the successful steps taken towards this direction as well as a wish and understanding of the need from all parties. However, it can be

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[53] (Eastern Partnership Civil Society Forum 2015) Accessed on 09.09.2015
[54] (Eastern Partnership Civil Society Forum 2015) The Role of the Eastern Partnership Civil Society Forum. Accessed on 09.09.2015
[55] Ibid., More specifically, the EaP CSF operates through: "implementing flagship projects that monitor and facilitate democratic transition in the Eastern Partnership region; providing direct input and submission of written opinions and recommendations in the early stages of policymaking both in the Eastern partners and the EU; conducting advocacy campaigns at critical junctures; monitoring the implementation of commitments and agreements made between the EU and the Partner countries within the framework of the Eastern Partnership".
[56] (Rakviashvili 2015)
[57] (Official Journal of the European Union 2014)
[58] (Rakviashvili 2015)
[59] (Devdariani 2015)

observed that there is also a set of challenges that are commonly faced throughout this process.

5.4. Example of a successful State-CSO Cooperation in Georgia on Strategy Documents

The EU Integration Communication and Information Strategy of the Government of Georgia for the period of 2014-2017 and the National Human Rights Strategy for the period of 2014-2020 can be presented as a successful case of collaboration between the State and civil society in the process of drafting policy documents. Even though the processes of elaboration of the documents were initiated separately[60] they evolved into a wider involvement of CSO representatives and other relevant public institutions and ultimately resulted in the adoption of both documents by the Government of Georgia.

While the process of the development and adoption of the EU Integration Communication and Information Strategy document marked a successful step in terms of CSO-Government collaboration, unfortunately, there was a lack of similar collaboration during the implementation stages – while working on the strategy action plan and on the level of action plan implementation. The level of CSO participation in the process was higher at the planning level but gradually diminished as the process went on. Different scenarios have developed in the case of the National Human Rights Strategy action plan development. A respectable number of CSOs have actively participated through full engagement in debates and through involvement in the frame of separate thematic working groups. The same approach – as underlined by the respective government representative – will be considered while working on the strategy action plan for the following years.[61]

The distribution of tasks within the parties is the most important element for consideration. As CSO experts underline, in order to guarantee the effective outcome of CSOs' work, the CSOs should be given timely notice concerning their possible role and division of tasks, which will result in their effective involvement in all relevant stages of the process.[62]

The importance of a structured and coordinated approach and a clear distribution of the roles and responsibilities among all the parties involved have been pointed out by both CSO representatives and government officials, who noted that these elements need to be taken into account in order to avoid potential activity duplication and ineffective use of time, as experience shows that there indeed have been cases of duplication of activities.[63]

As CSO experts underline, generally, the format for the involvement of CSOs in policy dialogue is decided by the public institution. Thus, depending on the particular institution, formalised CSO collaboration with public institutions can be categorised as long-term or short-term. Within these types of collaboration, it is the public institution who decides which expert or organisation is to be invited and this decision is made according to that

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[60] In the case of the EU Integration Communication and Information Strategy initiated by civil society, and the National Human Rights Strategy by the Government.
[61] (Khizanishvili 2015)
[62] (Chkhikvadze 2015)
[63] (Rakviashvili 2015)

specific public organisation's experience and knowledge of the civil society landscape. An effective approach while establishing collaborative entities would be to declare openly the institution's interest in inviting all interested experts and organisations to participate.[64]

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[64] (Devdariani 2015)

6. CSO and IO Activities related to Migration Issues in Georgia

The civil society sector is diverse in Georgia, with organisations focusing on issues ranging from minority rights to political party development. Research shows that NGOs in Georgia most frequently address the following issues: poverty, unemployment, health care and social assistance, education, regional development and municipal services, the courts, domestic violence, IDP issues, protection of the environment, the media/freedom of speech, corruption, government accountability, drug addiction or alcoholism, elections, law enforcement, minority rights, women's issues, demographic issues, foreign policy, EU and NATO integration, etc.[65]

A recent mapping of civil society engagement in policy dialogue shows that activity areas of civil society organisations do not include areas of activity specifically focused on migration issues, and migrants are not named as target groups or beneficiaries of CSOs working in various areas with different beneficiaries.[66] However, migration-related issues can be regarded as coming under many listed activity areas and beneficiaries of Georgian CSOs, and it is quite hard to distinguish migration and non-migration policy from each other. Beneficiaries of migration policy are specifically migrants, and the migration strategy aims to *"improve the management of migration processes, which implies providing of national security, fighting irregular migration and human trafficking, ensuring the defense of migrants' rights and their social protection and state development through positive impact of migration."*[67]

6.1. IOs and Migration Management in Georgia

Concerning civil society activities and their collaboration with the Government in the area of migration management in Georgia, it is important to analyse the role of international organisations in this process.

Different EU-funded programmes and projects have been launched and implemented in Georgia in recent years; many of them were carried out by international organisations. In such cases, those international organisations operate under the mandate of the EU and collaborate with the state institutions. In many cases, local CSOs work with IOs in the role of implementer. In the process, IOs promote development and strengthen both the governmental sector and non-governmental organisations.

To strengthen the migration governance framework in Georgia, the International Centre for Migration Policy Development (ICMPD), in close cooperation with the International Organization for Migration (IOM), implements the project 'Enhancing Georgia`s Migration Management' (ENIGMMA).[68] ICMPD cooperates with the relevant Georgian authorities in capacity building and institutional reform. The project includes several components, in which various activities are carried out. In order to improve the legal and international cooperation framework, ICMPD reviews legal acts and inter-institutional

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[65] (Caucasus Research Resource Centers 2015) Accessed on 09.09.2015
[66] (Lortkipanidze and Pataraia 2014) 15-16
[67] (The Migration Strategy of Georgia 2013-2015) Accessed on 09.09.2015
[68] (Enhancing Georgia's Migration Management (ENIGMMA) n.d.)

cooperation mechanisms, and makes recommendations for improvement to the state institutions who are involved in the migration management process. With the aim of capacity building, different seminars and workshops are carried out for the representatives of the authorities. In addition, various studies and researches are conducted on migration-related issues on behalf of ICMPD.

The International Organization for Migration implements the project 'Reinforcing the Capacities of the Government of Georgia in Border and Migration Management' which started in December 2013, and which is funded under the Eastern Partnership Integration and Cooperation Programme 2012 (More for More) and continues until June 2017. During this project, IOM will implement a complex and integrated set of tailored capacity building activities for Georgian authorities in enhancing border and migration management policies and institutional approaches in line with EU standards.[69] The project is aimed at achieving two specific objectives: to strengthen the legal and institutional capacity for integrated border management and to strengthen the migration governance framework. The latter includes the capacity to reduce irregular migration, fight cross-border crime, organised transnational crime and trafficking in human beings, and support the sustainable reintegration of Georgian returned migrants in line with the orientations of the Visa Liberalisation Action Plan. Under the project, IOM cooperates with different state institutions on relevant issues. Within close collaboration between IOM and the MRA, the "Mobility Centres" have been established which serve the reintegration assistance for returned migrants. This cooperation format is too close, which is expressed in the joint decision-making process regarding both key and procedural issues. Raising the society's awareness about opportunities for legal migration, risks related to irregular migration and trafficking is one of the activities IOM implements together with the MRA and the Ministry of Justice, which includes holding informational meetings with target groups throughout Georgia.

As UNHCR is mandated to lead and coordinate international action to protect refugees and resolve refugee problems worldwide,[70] it has operated in Georgia since 1993. The strategy of UNHCR in Georgia is also focused on the effective implementation of national and international legislation, and efforts to protect and improve the living conditions of displaced people.[71] UNHCR remains a key actor in protection of IDPs and fulfils its protection role, with a particular focus on durable solutions and respect for the right to return. While continuing activities aiming at reintegration of returned IDPs in Abkhazia, UNHCR continues to further promote and support efforts by the Government aimed at full integration of IDPs. Refugees are the next category of migrants under the special attention and care of UNHCR in Georgia. Its efforts are focused on durable solutions for refugees through naturalisation and local integration. After adoption of more comprehensive refugee legislation, UNHCR provides support and assistance to the Government in continuously enhancing the quality of refugee status determination procedures and continues to promote amendments to further align the legislation governing refugee issues with international standards.

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[69] (International Organization for Migration 2015) Accessed on 09.09.2015
[70] (UNHCR n.d.) Accessed on 09.09.2015
[71] (UNHCR 2015) Accessed on 09.09.2015

6.2.   CSOs and Migration Management in Georgia

With regard to migration processes, CSOs work in different directions in Georgia. In terms of working on issues related to IDPs, activities which are aimed at improving the socio-economic conditions of IDPs should be mentioned. For example, in the framework of various projects, the Charity Humanitarian Centre "Abkhazeti" (CHCA) provides humanitarian medical care to IDPs and supports them in developing efficient business initiatives through trainings and financial assistance. CHCA addresses issues of integration of IDPs into the local infrastructure through establishing homeowners' and neighbourhood associations which are supposed to improve their housing conditions.[72]

Refugees are the next category of migrants who are under the special attention and care of both international and local CSOs. As well as UNCHR's prominent role in the development of the asylum system in Georgia via providing support and assistance to the Government, local CSOs are also involved in this process. The United Nations Association of Georgia (UNAG) is one of the implementing partners for UNHCR and performs a wide range of activities related to asylum issues, such as monitoring the activities of the MRA in the field of asylum and conducting trainings and seminars on asylum issues for judges, lawyers, border guards, patrol police and representatives of the MRA. UNAG is the only CSO with free access to the Asylum Seekers Reception Centre in Martkopi without prior permission and has the right to attend any stage of the asylum procedure at the MRA. UNAG also renders legal assistance to refugees and asylum seekers, including legal advice and court representation for refugees who have filed complaints related to issues such as deportation, extradition, birth registration, denial of registration as asylum-seekers, and denial of refugee status.[73]

Another non-governmental organisation which we would like to mention is Kakheti Regional Development Fund.[74] Its target group is refugees. In particular, under the project 'Durable Solution on Chechen Refugees', KRDF attempts to solve problems of Chechen refugees and implements several projects to provide assistance in granting Chechen refugees Georgian citizenship, implements the integration programmes through purchasing houses and providing financial compensation for those who lack shelter, offers various vocational trainings and finances micro-projects to create a source of steady income. The project is funded by UNHCR.

Ecological migrants, who are the most vulnerable groups of migrants, largely owing to their socio-economic position, do not benefit from CSO activities at the moment, but they do appear as a subject of different research activities. A number of environmental CSOs, particularly the Caucasus Environmental NGO Network and "Borjghali", are running short-term initiatives to study the needs of eco-migrants in different regions, but these initiatives have resulted in sporadic data on selected settlements only. The CENN has also launched a visualisation project mapping the root causes of ecological migration.

Studies undertaken by CSOs at any stage of migration management, especially in the implementing stage, carry great importance and are necessary to describe, evaluate and analyse the current situation, reveal the gaps and to elaborate relevant

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[72] (Charity Humanitarian Centre "Abkhazeti" 2012-2014) Accessed on 09.09.2015
[73] (United Nations Association (UNA) of Georgia n.d.) Accessed on 09.09.2015
[74] (Kakheti Regional Development Foundation n.d.) Accessed on 10.09.2015

recommendations that help the responsible state institutions improve their policy and activities. For instance, in the framework of the abovementioned ENIGMMA project, on behalf of ICMPD, the Innovations and Reforms Centre (IRC) with the great support of the Office of the Personal Data Protection Inspector prepared and conducted a baseline study on personal data protection management in Georgia. The aim of the study was to examine and analyse the impact of the Personal Data Protection Law on the situation in the field of migration Management in Georgia in the following authorities: the Public Service Development Agency of the Ministry of Justice, the Patrol Police and Migration Department of the Ministry of Internal Affairs, the Consular Department of the Ministry of Foreign Affairs, and the Department of Migration, Repatriation and Refugee Issues of the MRA. According to the results of this research, various recommendations have been given to the aforementioned authorities in order to improve and refine the situation regarding personal data protection.

Migration legislation analysis and elaboration of recommendations by the CSOs in this regard is crucial for state institutions which both make and fulfil legal acts in the area of migration management. A publication by the Georgian Young Lawyers' Association (GYLA) – "Georgia and Migration Legislation Analysis"[75] released by GYLA within the 'Promoting well managed migration between EU and Georgia' project identifies the strengths and gaps in the relevant legislation and gives recommendations to the responsible bodies.

Also, CSOs play a great role in the process of developing the legislative base in the area of migration. They participate in the improvement and refinement of the law. For example, the draft labour migration law has been shared with international organisations and local CSOs. One of the phases of the process of working on the final wording of the law on Legal Status of Aliens and Stateless Persons[76] was to present the views and comments of all the international and local CSOs granted consultative status within the State Commission on Migration Issues.

CSOs implement projects that are intended to raise involvement of the society in managing migration processes and to provide all sectors of society with relevant information. In this case, their role reveals a duty to support communities in deepening their understanding of the concomitant possibilities and risks of migration. *"The role of a local NGO is not to do things itself, but to help the target community make changes for itself".*[77] This is what, for example, the Civil Development Agency (CiDA) aims to do under the EU-funded project 'Georgia – Personalized Assistance for Migrants' (G-PAM)[78] which is focused on supporting Georgia to better manage migration processes. Various activities are carried out under the project. So-called "National Dialogue" meetings are held throughout Georgia which aim to discuss migration problems in order to highlight problems, identify needs and prepare recommendations for decision makers in the migration sphere. The main purpose of these meetings is to discuss irregular migration and the risks related to it, reintegration of returned migrants, etc.

In the area of awareness raising, it is worth mentioning the activities implemented by GYLA in the cooperation with the Caucasus Institute for Peace, Democracy and

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[75] (Tushuri 2013)
[76] (Law of Georgia on the Legal Status of Aliens and Stateless Persons 2014)
[77] (Thomas 2005)
[78] (CiDA 2013) Accessed on 09.09.2015

Development (CIPDD) in the framework of the project 'Promoting well managed migration between EU and Georgia'. One of the objectives of the project was to fight irregular migration and support the fight against trafficking in human beings. In order to reach out to the population in the regions, deal with false impressions and unrealistic expectations about opportunities abroad, and make necessary information accessible to the wider population, relevant informational brochures were made and a number of awareness raising campaigns were held.[79]

6.3.   Successful Case of CSO-Government Cooperation in the Migration Area

After the entering into force of the Agreement between the European Union and Georgia on the readmission of persons residing without authorisation, the number of returned migrants increased and revealed the problem of their reintegration into society and difficulties related to adapting to the new conditions. The country's commitment to the reintegration of returned Georgian emigrants is defined in the National Action Plan for the Implementation of the EU-Georgia Association Agreement and the Action Plan on Visa Liberalisation. Furthermore, the importance of dignified return and reintegration of Georgian nationals is stressed in Georgia's migration strategy. The MRA is the responsible authority for supporting reintegration processes of returned Georgian citizens.

The implementation of the programmes supporting reintegration of returned migrants started in 2011 and some of these programmes have been undertaken by international organisations under EU-funded project. [80] The process has been carried out in cooperation with the MRA.

In 2015, cooperation in the area of reintegration between the State and CSOs has entered into a new phase. The State has appeared as a donor for local CSOs and in turn those CSOs are implementers of the activities, which represents one of the strategic directions on the way to EU integration. For the first time, for 2015 the Government of Georgia allocated 400,000 GEL from the state budget for the implementation of reintegration programmes.[81] The MRA issued grant programmes for non-governmental organisations for the purpose of providing reintegration support services to returned migrants. The 'Reintegration assistance program for Georgian returnees' includes the following services:

- *Financing of medical assistance and medications, including psycho-social rehabilitation* – Medical assistance will be extended to patients with severe, life-

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[79] (Georgian Young Lawyers' Association 2012-2015) Accessed on 09.09.2015
[80] (Targeted Initiative for Georgia (Project) 2012) In 2011, the project 'Targeted Initiative for Georgia' started, with the aim of supporting reintegration of Georgian returning migrants and the implementation of the EU-Georgia Readmission Agreement. The implementation process was carried out by a consortium of 9 EU MS and IOM in cooperation with 8 state authorities of Georgia under the leadership of the MRA. The project continued until the end of 2013 and provided individual socio-economic reintegration assistance. Since the completion of the aforementioned programme, in the framework of the EU-funded Eastern Partnership Integration and Cooperation Program 2012 – More for More, the project 'Reinforcing the Capacities of the Government of Georgia in Border and Migration Management' has been implemented by the IOM Mission to Georgia. In close cooperation with the MRA and IOM, the "Mobility Centers" are functioning to provide reintegration assistance for returned migrants.
[81] (Law of Georgia on "The State Budget of 2015" 2015)

threatening disease, who require urgent medical examination or treatment. Working on the psychological problems of the returnees with the help of organising groups and individual meetings or diverting them to the appropriate psycho-rehabilitation programmes.

- *Vocational training* – Considering the level of knowledge and qualifications, to equip the beneficiary with general knowledge and skills required for professional activities.

- *Financing social projects* – Supporting returnees in developing efficient 'micro business initiatives' to achieve socio-economic reintegration by implementing income generation activities. Also, provide beneficiaries with tailor-made trainings providing the necessary information to implement the project and to ensure further sustainability.

- *Paid internship* – Considering the level of individual knowledge and qualifications, to give the beneficiary the opportunity of a paid internship programme for 3 months.

- *Legal aid* – Consultations on legal issues; legal assistance for different types of bargains and other legal civil relationships; representation at administrative bodies and in all judicial matters; representation in the fields of civil and administrative law with various procedural and legal document preparation.

- *Public awareness programmes* – Developing and implementing different activities in order to increase community involvement, to raise public awareness regarding migration-related issues.

There were several main reasons for outsourcing the implementation of reintegration activities:

- A lot of CSOs have valuable experience in similar project management and implementation which leads to an efficient delivery of reintegration support services to the beneficiaries.

- Due to involvement of the CSOs in the reintegration process, the spending of the state funds will be more effective and transparent for Georgian society.

- It may be considered the main reason for enhancing the CSO sector's capacities in the field of migration management.

In order to provide a high level of transparency of grant processes, a commission for administration of the grant contest was created in the MRA. The importance of cooperation between the Ministry and international organisations is reflected in this regard as well. The commission included both representatives of the MRA and international organisations such as IOM, ICMPD and DRC. Activity and interest of CSOs in the grant contest was quite high. There were 50 grant applications from 26

local CSOs. The commission selected six CSOs,[82] one of them being a coalition of seven local non-governmental organisations.[83]

"Until 2015, the international organisations had been over the years implementing projects to support the reintegration of returned migrants. Once the special funds were allocated in the state budget for this direction, the issue was fitted into the daily consideration of how the Ministry would manage to deliver the reintegration assistance services to the beneficiaries – with its existing human resources or via local non-governmental organisations, the Ministry made the choice in favour of the latter. It is significant for enhancing the capacities of the civil society sector in terms of migration management in Georgia and enables more civil society organisations to pursue their activities in the aforementioned direction. Our decision was justified, as not only the issue of ensuring a successful reintegration programme has been revealed in the mentioned process, but also the matter of strengthening and developing the non-governmental sector. We hope that our grant programme will be a great incentive for the non-governmental sector and that more organisations will express interest in participating in the grant contest announced by the Ministry" – Mr. Grigol Giorgadze – First Deputy Minister of Internally Displaced Persons from the Occupied Territories, Accommodation and Refugees of Georgia, pointed out during his interview.[84]

Implementation of reintegration programmes by CSOs with state funding is a very important step forward in CSO-State cooperation in the area of migration management, since the role of CSOs as partners refers to their "work with government, donors and the private sector on joint activities, such as providing specific inputs within a broader multiagency program or project, or undertaking socially responsible business initiatives."[85] The aforementioned cooperation will contribute to the further development of the civil society sector. Over time, CSOs will be able to implement the reintegration programmes independently.

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[82] Public Advocacy, Charity Humanitarian Centre "Abkhazeti", Demographic Renaissance Foundation of Georgia, Migration, Integration and Development – International Union, Young Barristers, VIPR Group.
[83] Migration Center, Emigrants for Civil Development, Minerva, Youth Center for Civil Initiatives – Future, Immigrant, Association "Merkur", and Immigration Bridge – Georgia.
[84] (Giorgadze 2015)
[85] (Lewis, Nongovernmental Organizations, Definition and History 2009) 2

7. Survey Results

As mentioned above, within this research project a survey was conducted to identify the readiness and willingness of civil society organisations to take part in policy dialogue; their preferred formats for this dialogue; existing obstacles; and reasons for lack of cooperation.

Overall, 45 organisations (40 local and five diaspora organisations) took part in the survey, out of which, 37 CSOs indicated that their activity areas include migration issues, with the highest percentage covering reintegration, followed by emigration and refugees and asylum.

The survey shows that 82% of the organisations that participated in the survey did not have the opportunity to be involved in any of the existing forms of dialogue between CSOs and government bodies for the elaboration of Georgia's migration strategy of 2013-2015. Among the reasons given for this, CSOs named a lack of information on the existence of the possibility of participation. As noted, they have often not been invited to participate in the formats nor have they been informed about such a possibility. However, a high percentage (84%) is ready and motivated to take part in the dialogue.
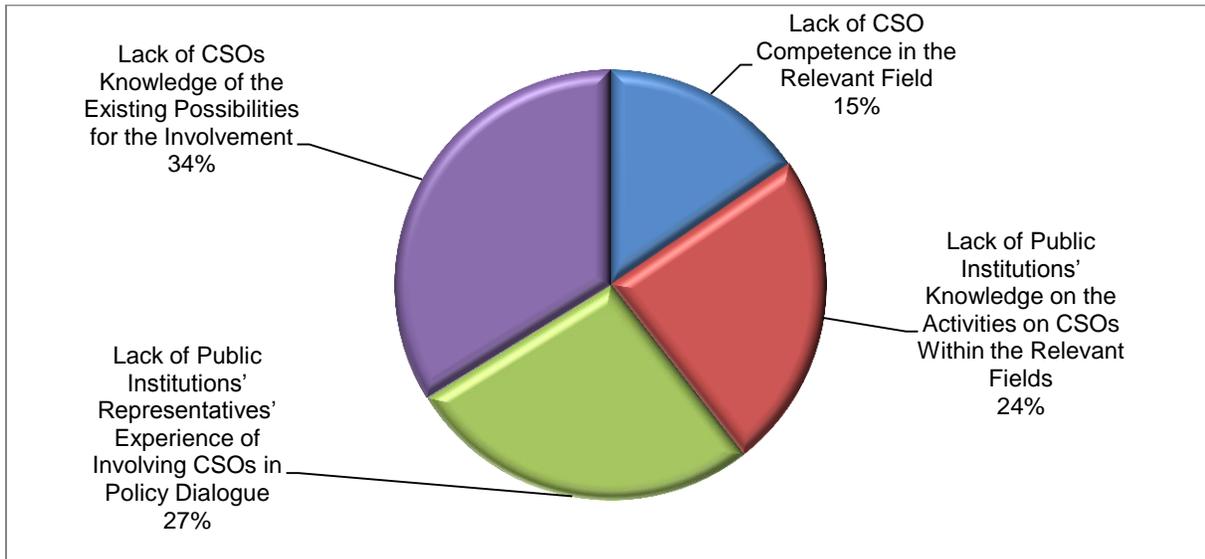
The respondents were also asked to name the public institution with which they cooperate. As demonstrated by Figure 1, in this regard the highest percentage was for the MRA (31%) followed by The Office of the State Minister of Georgia for Diaspora Issues (20%), and the Ministry of Justice (19%) and other institutions.

*Figure 1: Cooperation with Public Institutions*
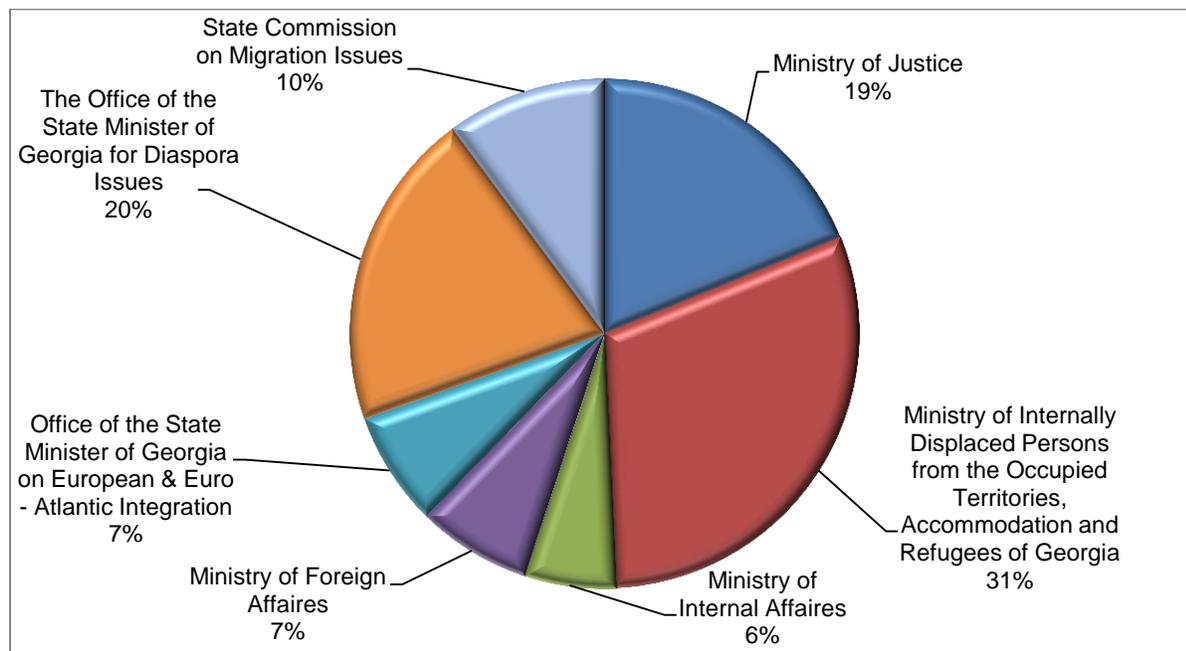
As for the reasons for the lack of collaboration between CSOs and public institutions, as demonstrated in Figure 2, the respondents expressed their opinion that this is caused by: lack of CSO competence (15%), lack of public institutions' knowledge of the activities of CSOs within the relevant fields (24%), lack of public institution representatives' experience in involving CSOs in policy dialogue (27%), lack of CSOs' knowledge of the existing possibilities for involvement (34%).

Figure 2: Reason for Lack of Cooperation

The respondents were also asked in which specific fields of migration management CSOs wish to participate. In this regard, as shown in Figure 3, first choice (43%) was the area of development of the migration management strategy and action plan. Second choice (32%) was monitoring and evaluation of activities envisaged in the migration strategy and action plan. Finally, 25% indicated CSO participation in the implementation of activities in the frames of the strategy and the action plan as the field in which they wish to participate.

Figure 3: Desired Area of Involvement
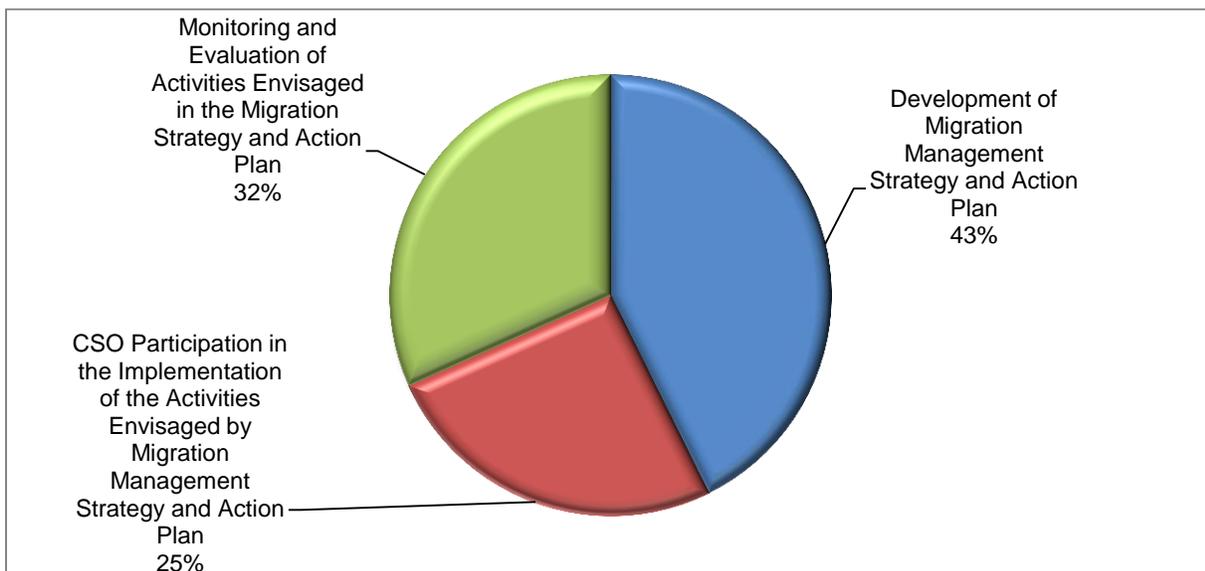
Among the preferred and effective formats for dialogue, as can be seen in Figure 4 below, the CSOs gave priority with 37% to meetings in the frame of permanent advisory councils or commissions established at the relevant public institutions, this was followed by the format of meetings in the frame of temporary expert groups on specific topics with smaller representation of CSOs and public experts (18%), temporary expert groups on specific topics with wider representation of CSOs (18%) , round tables and debates (16%) and Conferences and Meetings (11%).

Figure 4: Preferred Format for Dialogue

Meetings in the frame of Permanend Advisory Councils or Commissions Established at the Relevant Public Institutions 37%

Conferences and Meetings 11%

Round Tables/Debates 16%

Temporary Expert Groups on Specific Themes with Wider Representation of CSOs 18%

Temporary Expert Groups on Specific Themes with smaller Number Representation of CSOs 18%

28
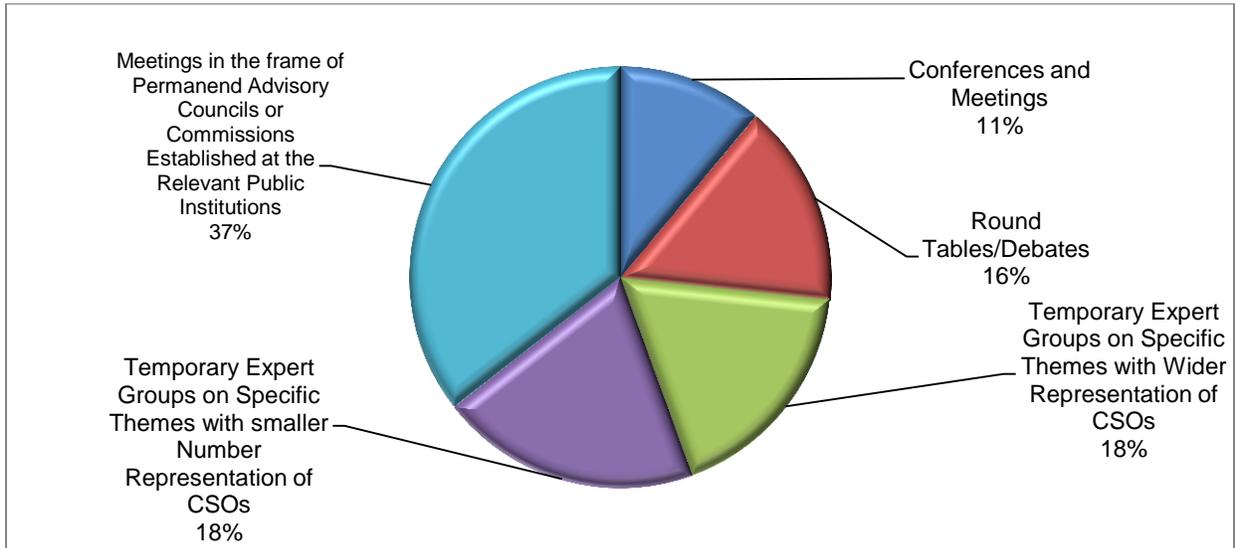
8. Conclusion

Through employing both qualitative and quantitative research methods, this paper tried to view the possible areas in which CSO-Government cooperation could be strengthened, specifically in effective planning and implementation of migration management strategy. Together with desk research providing an overview of the CSOs' role and existing partnerships between CSOs and the Government, semi-structured interviews and a survey with multiple choice questionnaires were also conducted.

Overall, the key findings of the work can be outlined as follows:

(1) The vast variety of examples, both international and Georgian, analysed through the work, showed that CSO-Government partnership is an efficient tool for further development of different policy areas and implementation of these policies. There is an understanding on both sides that collaboration will lead towards more efficient work and effective results. It is also notable that such partnership can already be observed in Georgia and that certain formats of cooperation have been formed and are further evolving. However, as noted by government representatives as well as CSO experts, there is room for improvement. This opinion is also shared by representatives of CSOs working in Georgia, as demonstrated by the survey results.

(2) The survey results give an overview of CSOs' overall attitude and perception of CSO-Government partnership. As demonstrated by the survey results, while there are already set formats for CSO-Government policy dialogue, including in the area of migration management, and a large percentage of survey participants expressed their willingness and readiness to participate in such dialogues, at the same time a large percentage of the survey participants said they have not had the opportunity to be part of these dialogues. It can be argued that the information on the possibility of such participation should be more widely disseminated. Indeed, out of the survey participants, only a small percentage of CSOs had the opportunity to be involved in the existing forms of dialogue for the elaboration of Georgia's migration strategy of 2013-2015, with the survey participants indeed naming lack of information on the existence of the possibility of such participation as a reason for this.

(3) Among the preferred and effective formats for dialogue between CSOs and Government, as demonstrated by the survey results, the CSOs gave priority to meetings in the frame of permanent advisory councils or commissions established at relevant public institutions.

(4) With regard to the area of CSO-Government dialogue, the highest percentage was for the area of development of the migration management strategy and the respective action plan, followed by participation in monitoring and evaluation activities and participation in the implementation of activities envisaged by the strategy and the action plan.

(5) As suggested by the survey's answers, in order to facilitate the dialogue between CSOs and the Government, the lack of public institutions' overall knowledge of CSOs' activities should be addressed. In other words, there is a need for broader information sharing on the competences, work and capacities

of CSOs in the different fields of work. On the other hand, as highlighted during the interviews with experts and government representatives, for a more effective functioning of the existing formats of policy dialogues, there is the need for a clear and structured division of responsibilities and tasks. However, here again, efficient exchange of information was underlined as a factor which will support CSO-Government dialogue.

On a final note, it should be emphasised once again, that there is a **general willingness for CSO-Government partnership** from both sides, as well as an undoubted need for it. This paper showed that there is also a need for deeper analysis and research in this area to more precisely define the ways and formats in which these partnership and policy dialogue formats can be formed, improved and taken to the next level.

Civil society can and should play a critical role in the state migration policy development, first and foremost to ensure that the migration agenda reflects existing international legal and human rights standards to protect people in need, such as refugees, internally displaced persons and other migrants. CSOs' role and influence can also be critical in defining the agenda, lobbying key principles, developing policy content, providing timely and reliable information and data, imposing their moral authority in the migration field and monitoring implementation of states' obligations. This work can be accomplished through consolidating positions amongst international and local civil society organisations and developing coalitions of interest in this newly emerging field of policy debate.

We would like to end this paper with the words of Prof. Junki Kim, Dean of the Graduate School of Public Administration of Seoul National University: *"Governments delegate their functions to civil society as one way to avoid criticism (by) us(ing) new players, those that were criticizing the government in the first place…partnerships bring these people on board and then the government is on civil society's side"*.[86]

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[86] (Kim 2004) Accessed on 09.09.2015

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