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ENIGMMA
Putting the pieces together
to respond effectively to migration challenges

Summary of support provided to the implementation of the migration-related measures of EU-Georgia Action Plan on Visa Liberalisation – EU-funded "ENIGMMA" project

July 2015

General: Within the ENIGMMA project, ICMPD organised 2 missions (November 2014 and January 2015) of Moldovan experts to Georgia to provide on-the-spot support in implementation of VLAP, preparation to the EU assessment missions and general VLAP implementation reporting in all areas covered by the 2nd stage of VLAP implementation. Close cooperation and exchange on related issues is established between Moldovan experts and Georgian VLAP implementation task force.

This table provides information on ENIGMMA support to the Georgian state institutions after the 3rd Progress report (May 8, 2015)

VLAP requirement	Third Progress Report Conclusions and Recommendations	"ENIGMMA" project support
Block 2. Integrated border management, migration management, asylum		
2.2.1. Integrated border management		
2nd stage – under implementation		
Effective implementation and updating of the national Integrated Border Management (IBM) Strategy and Action Plan, including of legislation on border control through adequate border checks and border surveillance procedures and operational effectiveness, situational picture at national and local level, including use of risk analysis, intelligence and data-flow management, as well as direct access and consultation of relevant national and international databases;	The integrated border management benchmark is deemed to be achieved	1. ENIGMMA project is in the process of procurement data security equipment for Batumi forensic laboratory which will increase efficiency at the second line checks; respective training will be provided as well; 2. On June 15-19 ENIGMMA organised a study visit for the employees of the MD to Lithuania and Latvia (within one visit) on human rights within the irregular migration procedures, including border management
Continued improvement of inter-agency cooperation (including exchange of data between all the agencies involved in border management, in particular the Patrol Police Department, the Border Police and the Border Police Coast Guard, and other law enforcement agencies, including customs);	The integrated border management benchmark is deemed to be achieved	In February 2015, ENIGMMA project conducted exchange workshop on residence rules (Latvian and Lithuanian experts) where representatives of PSDA, MD, MFA participated. The issues of inter-institutional cooperation with regard to foreigners' residence and control over it were discussed as well.

VLAP requirement	Third Progress Report Conclusions and Recommendations	"ENIGMMA" project support
Provision of adequate infrastructure, technical equipment, IT systems, financial and human resources in accordance with the IBM Strategy and Action PIan, and effective implementation of training programmes and anticorruption measures;	The integrated border management benchmark is deemed to be achieved	Border crossing points (within the MIA) will be part of the Unified Migration Management System which is under development. ENIGMMA provides content and financial support
Continued improvement in international cooperation, including cooperation with neighbouring countries and effective implementation of working arrangement with FRONTEX.	The integrated border management benchmark is deemed to be achieved	
2.1. Migration Management		
2nd stage – under implementation		
	***The migration management benchmark is deemed to be almost achieved**. It is recommended that the Georgian authorities:*	
Continued effective implementation of the EU-Georgia readmission agreement, as well as relevant Georgia's readmission agreements with third countries, and of measures providing for the sustainable reintegration of Georgian citizens (returning voluntarily or not);	Put the reintegration activities under a single management structure so it is managed strategically with clear policy directions. The authorities should continue to provide the mobility centres with sustainable financing and human resources, and increase their capacity in line with the results of risk analysis. An analytical reporting system should be created for estimating the overall number of Georgian nationals returning to Georgia (voluntarily, due to deportation or through readmission).	• Training on readmission application was included in the ENIGMMA organised consular training in August 2014 (61 Georgian consuls participated); • Analytical Report on State of Migration was prepared by a group of Georgian researchers (including the representatives of the ENIGMMA-SCMI Pilot Analytical unit. The report included policy and research recommendations on different aspects of migration in Georgia, including reintegration issues; • Reintegration as a policy priority is included in the discussion on development of the new migration strategy in Georgia – activity supported by ENIGMMA (organisationally and content-wise, through the analytical materials); • Returnees statistics will be part of the Unified Migration Management System which is under development. ENIGMMA provides content and financial support

VLAP requirement	Third Progress Report Conclusions and Recommendations	"ENIGMMA" project support
Effective implementation of legal framework for migration management, including provision of administrative structures with adequate human and financial resources with clear competences for all aspects of migration management, as well as effective cooperation between relevant agencies; Establishment and regular updating of Georgia's Migration profile and effective analysis of data on migration stocks and flows;	Step up information campaigns at regional, local and all other levels on rights and obligations of Georgian citizens under a future visa-free regime.	• ENIGMMA organized two broad information campaigns: in 2014 – in Tbilisi; in 2015 – in Kutaisi (and Imereti region). Campaigns included discussion rounds with academia and local government, as well as public events for youth; • ENIGMMA developed and distributed information materials on VLAP, Association Agreement and future visa-free regime during the information campaigns, EU-NATO information centres as well as through the SCMI institutions; • Further migration training will take place for local government and academia in Gurjaani in summer 2015 and other selected regions in autumn 2015 and in 2016, as well as ENIGMMA information campaigns 2016-2017 (in different regions of Georgia). • ENIGMMA-SCMI Pilot Analytical unit is actively involved in the update of the Migration Profile of Georgia.
Consistent implementation of an effective methodology on inland detection of irregular migrants, risk analysis (including the reporting of relevant agencies and analysis on all administrative levels), and investigation of cases of organised facilitated irregular migration, including effective cooperation between relevant agencies	Expand the risk analysis concept established within the Ministry of the Interior to include all relevant fields of migration policy, including asylum policy, legal migration policy and integration and reintegration issues.	• ENIGMMA project initiated establishment of the Pilot Analytical unit within the SCMI Secretariat; the unit is functioning since April 1, 2014; and will be operational until the end of the project (2017) • Pilot analytical unit continues working on migration profile update as a basis for evidence based migration strategy planning; • Migration-related risk analysis will be strengthened after the establishment of the Unified Migration Management System (under development, with the support of the ENIGMMA project)
Provision of adequate infrastructure (including detention centres), and strengthening of ´responsible bodies to ensure, according to EU and international standards and in full respect of migrants' human rights, effective expulsion of illegally staying and/or transiting third country nationals from the territory of Georgia.	No recommendations in the 3rd report	ENIGMMA project has elaborated and agreed training plan for the employees of the Migration Department under the MIA with the main focus on human rights protection within the irregular migration procedures. Training course takes place from December 2014 to May 2015. Training modules cover: • Removal procedures; • Detention procedures;

VLAP requirement	Third Progress Report Conclusions and Recommendations	"ENIGMMA" project support
		• Human rights protection within mixed migration flows; • Human rights monitoring tools and instruments. Three training sessions have been completed so far: removal procedures, detention, mixed migration flows. Study visit to Latvia and Lithuania (within one visit on HR within irregular migration procedures takes place in June 2015).
2.3. Asylum Policy		
2nd stage – under implementation		
	The asylum benchmark is deemed to be partially achieved, with good prospects for further progress. It is recommended that the Georgian authorities:	
Effective implementation of asylum legislation, including provision of adequate infrastructure and strengthening of the responsible bodies (staff, funding, training programmes), in particular in the area of asylum procedures, reception of asylum seekers, refugees and other persons in need of international protection, protection of their rights and dignity, as well as integration of refugees and beneficiaries of international protection, ensuring their capacity to self-sustain, to access public services and social rights and to integrate in Georgia, including access to travel documents foreseen by the legislation	• Continue work developing procedures for issuing visas on humanitarian grounds; • Create a system to monitor the quality of decision-making on asylum applications, based on clear quality indicators; • Guarantee, in law and in practice, the Ministry of Internally Displaced Persons from the Occupied Territories, Accommodation and Refugees' ability to make motivated decisions on the cases independently, and strictly on individual merit. Give rejected applicants or their legal representatives at least minimum access to the Ministry of Interior information on which the negative security advice was based, so that it can be challenged in court through a fair trial; • Develop a strategy to manage the accumulated backlog of cases and a system of contingency planning for sudden influxes. Sufficient human and financial resources should be made available. • Develop a standard national training programme for new and experienced staff alike. • Introduce a COI database and reports accessible to all caseworkers. Train caseworkers in the basic principles of	• Needs for assistance will be newly assessed and ENIGMMA support provided; • ENIGMMA project conducted COI training for all employees of the Asylum unit; MRA was also involved in the training on mixed migration flows. • GOVAC manual can be adjusted and used (already translated into Georgian language) • SOP procedures with regard to the functioning of the COI unit reviewed and commented by the ENIGMMA project;

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	COI. Introduce a clear distinction between COI and policy products. Set up working arrangements with COI units in other countries.	• ENIGMMA project conducted a COI training for MRA COI unit; on-the-spot support provided. The COI unit progress will be monitored in July 2015. A follow up mission is planned in August 2015. Depending on results, additional trainings or other capacity building activities (including internship) will be designed and offered; • Taking into account the needs on specific COI, agreements on transitional support (e.g. from ACCORD) could be made
Block 3. Public Order and Security		
2.3.1.2. Trafficking in human beings		
2nd stage – under implementation		
	The trafficking of human beings benchmark is deemed to be partially achieved, with good prospects for further progress. It is recommended that the Georgian authorities:	
Implementation of legislation, national strategy and action plan on addressing trafficking in human beings, including effective coordination between state agencies, effective protection of victims of trafficking, in particular children, as well as effective measures to prosecute human traffickers and users of services of trafficking victims; provision of adequate infrastructures and funds ensuring decent reception and protection of the rights and dignity of trafficking victims, and supporting their social and professional reintegration	• Review the provision of services, in particular the organisation and operation of the existing shelters, to victims of trafficking to ensure that the needs of those with accompanying children are adequately met; • Review the provision of psychological, medical and legal support in order to maximise access for all identified and suspected victims; • Review the status, remit and powers of the Labour Inspection Department to ensure that it has the ability to identify and respond to labour exploitation and forced labour; • Take steps for enhancing proactive, intelligence-led investigations to all forms of exploitation; • Develop a robust approach to tackling the buyers of women trafficked for commercial sexual as well as labour exploitation, with the joint aims of securing their testimony and addressing demand for such services;	• ENIGMMA will organise a training workshop for employees of the State Fund for protection of VoT in summer 2015 (experts are identified). The training will include issues on shelters work organisation, as well as coordination with the police on victims identification issues; • ENIGMMA project identified and contracted 2 EU MS experts and one national expert who reviewed the draft Labour migration law. Support in establishment of labour inspectorate and capacity building on THB prevention is included in the ENIGMMA project description and will be implemented in cooperation with ILO; • Support in police capacity building on identification of VoT as integral part of their human rights protection will be provided by ENIGMMA in autumn 2015;

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	• Review and improve the collection and analysis of data across the organisations operating in this field within the country to more accurately reflect the numbers, gender, age, ethnicity and type of exploitation; • Review the various hotlines in order to maximise reporting by the public and victims; • Increase liaison and partnership with countries identified by Europol as key destinations and sources, such as Turkey, as well as Azerbaijan, Kyrgyzstan, Uzbekistan and Armenia.	• On-the-spot support during the training on VoT
3.4. Data Protection		
2nd stage – under implementation		
Implementation of the legislation on the protection of personal data both in the public and private sectors;	**The protection of personal data benchmark is deemed to be achieved**	• ENIGMMA Study on personal data protection in the migration management area was launched, carried out and results presented to all involved institutions (MFA, MIA, MRA and PSDA during separate meetings). The summarised results were presented to the SCMI members on May 28, 2015. The study was carried out by the Innovation and Reforms Centre and supervised by the ENIGMMA team and appointed EU MS expert. • EU MS PDP expert mission was organised to MIA within the ENIGMMA project. The expert provided recommendation on further improvement of the PDP within MIA operations and police work. Possible training for territorial police stations are under discussion with MIA.
Ensure efficient functioning of the independent data protection supervisory authority both in the public and private sectors also through the allocation of the necessary human and financial resources;	**The protection of personal data benchmark is deemed to be achieved**	The results of the baseline study were provided to the PDPI and in addition commented by the EU MS PDP expert. The results and recommendations will serve as a basis for further improvements in the area of PDP in migration management

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Conduct training programmes (including protection on anti-corruption) and raise awareness on data protection, including establishment of guidelines and ethical codes for officials and authorities concerned	**The protection of personal data benchmark is deemed to be achieved**	• ENIGMMA project supports MIA in conducting PDP training for police staff in Tbilisi and regions in close cooperation with the PDPI