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OVERVIEW OF MIGRATION POLICIES IN THE SELECTED COUNTRIES AND THE LESSONS LEARNED FOR THE REPUBLIC OF AZERBAIJAN

Based on an analysis of the national migration policies and practices of Estonia, Georgia, Germany, Italy, Moldova and the Netherlands

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List of Abbreviations

A.I.R.E	Register of Italians Residing Abroad
AI	Artificial intelligence
AVRR	Assisted Voluntary Return and Reintegration
BAMF	Bundesamt für Migration und Flüchtlinge of Germany
BMI	Federal Ministry of the Interior of Germany
CGIE	General Council of Italians Abroad
CIM	Centre for International Migration and Development
COM.IT.ES	Comitati Degli Italiani All'estero (Committee for Italians Abroad)
COVID-19	Coronavirus Disease 2019
DGIEPM	Directorate-General for Italian Citizens Abroad and Migration Policies
EEA	European Economic Area
EECA	Eastern Europe and Central Asia
EKKA	National Centre for Social Solidarity of Greece
EU	European Union
EUR	Euro
EUROJUST	European Union Agency for Criminal Justice Cooperation
EUROPOL	European Union Agency for Law Enforcement Cooperation
FRONTEX	The European Border and Coast Guard Agency
GCM	Global Compact for Safe, Orderly and Regular Migration
GEL	Georgian Lari
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
HAP	Humanitarian Admission Programs (Germany)
ICMPD	International Centre for Migration Policy Development
IDMC	Internal Displacement Monitoring Centre
IDPs	Internally displaced persons
IND	Immigration and Naturalization Service of the Netherlands
IOM	International Organization for Migration
IPD	Investment Promotion Document
MFA	Ministry of Foreign Affairs of Azerbaijan
MIA	Ministry of Internal Affairs of Azerbaijan
MIEUX	Migration EU Expertise
MLSPP	Ministry of Labour and Social Protection of Population of the Republic of Azerbaijan
MOBILAZE 2	Support to Implementation of the Mobility Partnership with Azerbaijan



NAP-I	National Action Plan on Integration
NGO	Non-governmental organisation
NORCAP	Norwegian Refugee Council's global provider of expertise
OFII	French Office for Immigration and Integration
RIS	Reception and Identification Service of Greece
SCMI	State Commission on Migration Issues of Georgia
SDGs	Sustainable Development Goals
SMS	State Migration Service of Azerbaijan
SWOT	Strengths, Weaknesses, Opportunities and Threats
UMIS	Unified Migration Information System
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees



1. Introduction

1.1. Background

This report has been drafted within the framework of the EU-funded ‘Support to Implementation of the Mobility Partnership with Azerbaijan’ (MOBILAZE 2) project. The project builds on the results of the previous MOBILAZE project in Azerbaijan in terms of migration policy development, institutional capacity building, improvement of labour migration governance, provision of information and awareness-raising on the regulation of migration processes in Azerbaijan. The MOBILAZE 2 project runs from 1 June 2020 to 31 May 2024. The main purpose of the project is to contribute to the development and implementation of the evidence-based migration and border management policy agenda in the Republic of Azerbaijan.

Specifically, the following objectives are established:

- SO1: Developed institutional capacities on migration policy development and implementation.
- SO2: Institutionalised migration data collection, analysis and application.
- SO3: Enhanced and standardised institutional procedures for capacity building on migration and border management.
- SO4: Developed institutional and public awareness on migration policy agenda and irregular migration threats.

The project consists of 4 components which are dedicated to each specific objective. **Component 1 “Migration and Border Governance: Policy Agenda and Implementation”** is designed to develop institutional capacities on migration policy development and implementation cycle and covers a number of actions to achieve its objective. This study on “Overview of migration policies cycle in selected countries and the lessons learned for the Republic of Azerbaijan” has been carried out as part of Component 1 of the MOBILAZE 2 project.

1.2. Purpose and methodology of the study

The purpose of this study is to offer guidance for the development of public policies on migration in the Republic of Azerbaijan. The report draws key lessons learned from different country experiences and suggest elements to support officials who are in charge of developing future migration policies in the thematic areas explored in this report.

The lessons for Azerbaijan are formulated based on the analysis of the national policy and strategy documents as well as practices in the field of migration management in six selected countries, namely, **Estonia, Georgia, Germany, Italy, Moldova and the Netherlands**. The authors of the publication sought to provide a wide range of examples of policy documents and practices, however, in less developed policy areas, such as digitalisation of migration management, the authors relied on a general review of literature, and included the practices of multiple countries rather than focusing on one country.



The thematic policy areas have been identified jointly by the authors, the ICMPD team and Azerbaijani stakeholders coordinated by the Research Council established within the State Migration Service to ensure that they reflect the national interests and priorities of the Republic of Azerbaijan in the migration governance field. The selection of countries was made based on the policy areas, with the intent to represent good practices in the respective policy areas. Table 1 summarises the selected policy areas and country cases explored in this study.

Table 1: Overview of selected policy areas and country cases

Thematic areas	Selected policies/strategy documents	Country case
Immigration	Integration of migrants and refugees	Germany
	Investor and start-up visas	Estonia
	E-residency opportunities	Estonia
Emigration	Circular and temporary labour migration channels and mechanisms	Georgia, Moldova
	Ensuring the protection of emigrants' rights & diaspora relations	Italy
Return and reintegration	Measures to facilitate the durable reintegration of returning migrants	Georgia
Internal migration	Regulation of internal migration and legislation, with a focus on rural to urban migration	Germany, Georgia
Improving the Migration Governance Framework	Public communication and awareness on migration	Germany
	Digitalisation of migration management	Desk review of good practices, and the Netherlands
National migration strategy	Analysis of national migration strategy	Georgia

As shown in Table 1, the report is structured around five practical thematic areas: 1) immigration policies; 2) emigration policies; 3) return and reintegration policies; 4) internal migration policies, and 5) improving the migration governance framework. In addition, an overarching national



migration strategy is analysed on the example of Georgia to synthesise lessons learned that can support development of future policy documents on migration for Azerbaijan.

The development of this report was kicked-off by the two-day workshop on the Migration Policy Cycle¹ which was organised as part of Component 1 of the MOBILAZE 2 project. The workshop was attended by 15 experts from Azerbaijani state institutions participating in migration policy development and management. The workshop outputs contributed to the identification of the knowledge gaps regarding the migration policy cycle and ensured a better understanding of the thematic priorities of Azerbaijan in the sphere of migration. In this way, the report fully addresses the priorities of the country in the area of migration management.

Following this introduction (**Chapter 1**), the paper is structured into three main chapters:

- 1) **Chapter 2** defines the main steps of the migration policy cycle and provides general guidance on developing national migration strategies and policies. This section also provides an overview of needs for capacity development in the area of migration management as an important step in raising institutional awareness on migration policy frameworks.
- 2) **Chapter 3** identifies how different countries approach specific thematic areas of migration and analyses policies, strategy documents and practices in different areas in the selected countries.
- 3) **Chapter 4** formulates concrete lessons learned for development of the migration policy framework, based on the findings of this paper, in order to contribute to the process of developing, implementing, monitoring and evaluating strategy documents on migration in Azerbaijan.

1.3. Overview of Azerbaijan's recent migration history and migration policy framework

Azerbaijan, like all states in the post-Soviet area, has seen high levels of human mobility since the collapse of the Soviet Union in 1991. As a result of the escalation of the Nagorno-Karabakh conflict into a full-scale war with Armenia in 1992, over a million people were displaced, including Azerbaijanis from Armenian-occupied areas of Azerbaijan to other parts of the country, ethnic Armenians from Nagorno-Karabakh to Armenia; and ethnic Azerbaijanis from Armenia to Azerbaijan.²³ The economic downturn in the post-war period has led to perpetuation of emigration flows. However, from the late 1990s onwards, Azerbaijan started to regain its socio-economic power and became an attractive country for immigrants, which gave the impetus for the development of national policies and legislation relating to migration. According to the latest

¹ The workshop was organised in Baku, Azerbaijan on 27-28 October 2021 in a hybrid format, as an interactive event on the migration policy cycle. During the workshop, the stages of the migration policy cycle were discussed in detail, and the participants worked on each stage to develop a specific policy that might go into the broader migration strategy based on the current priorities and policy needs of Azerbaijan in the field of migration.

² 2005 resolution of the Council of Europe Parliamentary Assembly (1416). Available at: <https://assembly.coe.int/nw/xml/XRef/X2H-Xref-ViewHTML.asp?FileID=10733&lang=EN> and; Doc. 7250 REPORT on the humanitarian situation of the refugees and displaced persons in Armenia and Azerbaijan: <https://assembly.coe.int/nw/xml/XRef/X2H-Xref-ViewHTML.asp?FileID=6823&lang=en>

³ UNHCR Population Statistics – Refugee Data Finder: <https://www.unhcr.org/refugee-statistics/download/>



UN migrant stock (2020) figures⁴, Azerbaijan hosts 252,228 immigrants, the majority of which are ethnic Azerbaijanis from Armenia, Georgia and Russia. Smaller groups of migrants come from Uzbekistan, Kazakhstan, Ukraine, Kyrgyzstan and Turkey.⁵ The country has a sizeable emigrant population, with more than 1.1 million Azerbaijanis living in foreign countries.⁶ According to the UN (2020) figures, the main destinations of Azerbaijanis are Russia, Ukraine, Armenia, Kazakhstan, USA and Turkey. It is important to note that the national statistics of Azerbaijan provided by the State Statistical Committee of the Republic of Azerbaijan (AZSSC) and the State Migration Service (SMS) differ from the UN figures due to differences in the methodology used (national statistics is based on country of citizenship) and definition of immigrants and emigrants. According to the AZSSC, an immigrant is a foreigner who enters the territory of the country for permanent stay, which is granted after two years of temporary residence permit, while an emigrant is referred to a person who de-registers to leave the country for a permanent residence in another country. According to the AZSSC, 1,669 immigrants arrived in Azerbaijan and 568 emigrants left Azerbaijan for permanent residency in 2020.⁷ Considering the UN definitions of “short-term migrant” and “long-term migrant”⁸, the statistics provided by the SMS indicates the number of migrants living in Azerbaijan being 75,470 as of December 2021. This figure includes persons whose temporary staying period is extended, those issued temporary or permanent residence permits, and those irregularly present in the country. The main countries of origin for migrants in Azerbaijan are Russia, Georgia, Turkey, Iran, and Ukraine.

As in many other post-Soviet states, the Republic of Azerbaijan’s migration policy framework has seen significant progress since the country gained its independence in 1991. The key developments in this regard were the establishment of the State Migration Service (SMS) in 2007 and the adoption of the Migration Code in 2013.⁹ The SMS is the main state body responsible for migration-related matters, in charge of coordinating and executing migration policies in cooperation with other relevant state bodies. The responsibilities of the SMS include registration of foreigners and stateless persons, processing work and residence permit applications, determining citizenship status and processing asylum claims and granting refugee status among others. Other state entities with competencies related to migration are the Presidential Administration of the Republic of Azerbaijan, The Ministry of Foreign Affairs (MFA), the Ministry of Labour and Social Protection of Population of the Republic of Azerbaijan (MLSP), the Ministry of Internal Affairs (MIA), State Border Service and the State Committee on Work with the Diaspora.

⁴ Please note that in the UN DESA Migrant Stock datasets estimates are derived from data on the foreign-born population.

⁵ UN DESA. (2020). International Migrant Stock
<https://www.un.org/development/desa/pd/content/international-migrant-stock>

⁶ Ibid.

⁷ The State Statistical Committee of the Republic of Azerbaijan. International Migration Data. Last updated 01.11.2020. <https://www.stat.gov.az/source/demography/?lang=en>

⁸ UN Recommendations on Statistics of International Migration (Rev. 1), 1998

⁹ ICMPD. (2018). Baseline Study on Migration in Azerbaijan. In the framework of MOBILAZE project, International Centre for Migration Policy Development Vienna, April 2018.



The adoption of the Migration Code in 2013¹⁰ can be considered a major step towards developing a comprehensive, nationwide strategy on migration. The Code consists of 95 articles clustered in 15 chapters, which provides definitions of migration-related terms in the country, establishes the norms on implementation of state policy on migration, regulation of migration processes, as well as the legal status of foreigners and stateless persons in Azerbaijan. The Code does not contain provisions that regulate asylum, citizenship, emigration, readmission and internal migration issues. As such, these areas are regulated with separate laws and regulations under the competence of relevant state bodies.

In addition to the Migration Code, some other Codes include provisions concerning the rights and obligations of foreigners and stateless persons in the country, as well as citizens of Azerbaijan residing abroad. The Code on Administrative Offenses, for instance, envisages provisions on administrative liability of foreigners and stateless persons violating the requirements of the national legislation. The rights of immigrants carrying out paid labour activity in Azerbaijan are defined both in the Migration and Labour Codes of the Republic of Azerbaijan. Moreover, the Code of Criminal Procedure, Tax Code, Election Code, Criminal Code, Land Code also regulates the rights and responsibilities of immigrants and emigrants within respective areas.

In 2019, SMS drafted the new “National Migration Strategy of the Republic of Azerbaijan” which outlines the major strategic visions on migration governance in the country in compliance with relevant international frameworks on migration, including the Global Compact for Safe, Orderly and Regular Migration (GCM).¹¹ The new National Strategy entails relevant measures and indicators towards effective protection of the rights and interests of foreigners and stateless persons in the Republic of Azerbaijan, as well as Azerbaijani nationals living abroad and the fulfilment of international obligations and improvement of mechanisms for regulation of internal and external migration flows. The strategy is a working document, which is agreed to be further developed to align with the national interests and priorities of the government in accordance with the international frameworks on migration that Azerbaijan is a party to. This report is part of the efforts to contribute to the ongoing process of refining and improving the national migration strategy of Azerbaijan based on a review of different countries’ practices and policies selected in line with the national interests and the thematic priorities of the Republic of Azerbaijan in the field of migration.

¹⁰ The Migration Code of the Republic of Azerbaijan can be found here: https://www.migration.gov.az/content/pdf/60ed89e2411a5_M%C9%99c%C9%99II%C9%99%20%C4%B0ngilis.pdf

¹¹ The Regional Review Report on implementation of the "Global Compact for Safe, Orderly and Regular Migration" by the Republic of Azerbaijan, retrieved from: https://migrationnetwork.un.org/sites/g/files/tmzbdl416/files/docs/azerbaijan_gcm_impl-n_in_report.pdf



2. The Policy Cycle

2.1. Developing a national migration strategy

A migration strategy can be defined as a policy framework that governs all matters related to immigration, emigration and internal migration in a given country.¹² There is a growing number of countries developing comprehensive national migration strategies, which are often accompanied by action plans to operationalise the strategic objectives of a national migration strategy. However, not every country has a singular or discrete migration strategy. In many countries, migration policies are diffused across different government strategies and policies.

Box 1. Key concepts

Migration policy can be defined as “a coherent set of government decisions which are oriented towards the long-term purpose of governing or managing migration. Such decisions encompass rules, laws, measures, and practices implemented by the nation state with the aim of influencing the composition and volume and of migration flows as well as the conditions of entry, exit and stay of migrants.”¹³

Migration strategy can be defined as a policy framework that governs immigration, emigration and internal migration. A national migration strategy establishes the rationale behind the migration-relation actions of a government and explains ‘why’ and ‘where’ to go in terms of migration management.¹⁴

A successful national migration strategy should consider the following criteria¹⁵:

1. It must be **comprehensive and all-encompassing**, in the sense that it covers all migration related areas, thus, provides a strategy applicable to the entire government.
2. It must be **based on evidence**, in the sense that it is designed following a context, situation or baseline study and other research-oriented exercises that provides the basis for the strategy.
3. It should define **short-term and medium-term priorities objectives** and links them to **long-term priorities and objectives**.
4. It should be **coherent** with other state policies at different levels of the government and written in a **concise** manner.

¹² See Schmelz, Andrea, 2012, *Analysis of Migration Strategies in Selected Countries*. Albania, Armenia, Croatia, Kosovo, Kyrgyzstan, Macedonia, Moldova, Montenegro, Serbia and Tajikistan, Bonn: GIZ

¹³ See Czaika, Mathias, de Haas, Hein, 2011, *The effectiveness of immigration policies*. DEMIG project paper 3, p. 5; Freeman, Gary P., 1992, ‘Migration Policy and Politics in the Receiving State’, *International Migration Review*, Vol. 26, 4, 2012, pp. 1144-1167.

¹⁴ See Schmelz, Andrea, 2012, *Analysis of Migration Strategies in Selected Countries*. Albania, Armenia, Croatia, Kosovo, Kyrgyzstan, Macedonia, Moldova, Montenegro, Serbia and Tajikistan, Bonn: GIZ

¹⁵ Ibid.



5. It should be developed through a **consultative process** engaging multiple stakeholders to ensure an inclusive and transparent process.

The key components of a national migration strategy are its objectives, principles, structure, and topics. These components are briefly discussed in the following sections.

2.2.1. Objectives

A national migration policy should define a government's long-term vision and objectives.¹⁶ Migration policies serve a number of purposes including, but not limited to:

- To better understand the factors impacting migration;
- To create a space for various actors to discuss their migration interests;
- To manage migration flows in line with the country's interests and priorities;
- To determine which government agencies are responsible for each part of migration policy;
- To promote institutional and policy coherence, therefore improving collaboration between government agencies; and
- To reinforce efforts and capacities to collect and analyse migration data.¹⁷

As migration is a multi-faceted phenomenon, it is important to pursue coherence between a national migration strategy and other national policies in relevant sectoral areas, such as education, health, employment, economic development and others. Creating cohesive policies will enhance coordination and implementation, therefore, one of the migration policy objectives is also to establish and analyse links between migration policy and other strategic documents of the country.¹⁸

2.1.2. Principles

A national migration policy should be based upon agreed principles to guide the migration strategy. The principles may be selected based on the national legislation and international agreements the country has committed to, taking into account the national interests and policy directions. Maintaining principles "reinforce governments' commitments in demonstrating that they manage public affairs in line with explicit standards and norms".¹⁹ Examples of principles to guide migration policy include:

- **Human rights:** A human rights' and migrant-centred approach recognises the fundamental rights of people, as determined in international standards, and the state's commitment to uphold these rights.²⁰

¹⁶ MIEUX. (n.d.). *How to develop migration policy frameworks.*

¹⁷ MIEUX. (n.d.). *Why develop migration policy frameworks?*

¹⁸ MIEUX. (n.d.). *What does it take to formulate migration policies?*

¹⁹ Ibid, p.4.

²⁰ MIEUX. (n.d.). *Why develop migration policy frameworks?*



- **Equality and non-discrimination:** These principles refer to equal treatment under the law. They maintain equality in rights between citizens and migrants.²¹ As well as the principle that migrants will not be discriminated against or treated differently on the basis of their nationality, ethnicity, religion, gender or other social categories.
- **Sustainable development:** The link between development and human mobility is increasingly recognised. Human mobility affects development through remittances, knowledge transfer, circular migration and more.²² The tenth Sustainable Development Goal addresses reducing inequalities and calls governments to “facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies”.²³

2.1.3. Structure

The structure of a national migration strategy may vary depending on its specific purpose; however, it should include the following information:

- **Introduction:** Provides an overview of the government’s migration priorities and objectives, as well as information on how the overall strategy was determined.
- **Context:** Provides the rationale for the migration policy by describing contextual information such as current migration trends, prospective migration trends, the principles guiding migration policy, legal frameworks, and the country’s assessment of current migration management, underlining strengths and weaknesses of the current system.
- **Objectives:** The objectives for various themes should be detailed according to short-, medium-, and long-term objectives. The objectives should be based on the current context: in this way, the strategy will ensure that it aims to use the identified strengths to mitigate or eliminate the weaknesses and other gaps.
- **Implementation:** Provides an action plan for how the objectives will be reached. May include who is responsible for each section of migration policy, the collaboration between agencies, reporting mechanisms, and a monitoring and evaluation plan.²⁴

2.1.4. Topics

An overarching national migration policy should address immigration, emigration, internal migration, and other topics, as following:

- **Emigration:** may include services provided for nationals abroad, the reintegration of returning nationals, engagement with the diaspora community, including maximising

²¹ Ibid

²² Schmelz, Andrea, 2012, *Analysis of Migration Strategies in Selected Countries. Albania, Armenia, Croatia, Kosovo, Kyrgyzstan, Macedonia, Moldova, Montenegro, Serbia and Tajikistan*, Bonn: GIZ

²³ Migration Data Portal. *SDG 10: Reduced Inequality*. Retrieved at: <https://www.migrationdataportal.org/sdgs?node=10>

²⁴ Noack, M., Hofmann, M. & Hosner, R. (2015). Practices of developing a national migration strategy in selected European countries. *ICMPD*.



development impact of migration, and facilitating migration for education or employment purposes.

- **Immigration:** principal position of the Government on immigration to the country and processes managing immigration. It may include overall directions of the Government to improve fight against and prevention of irregular migration, as well as to maximise immigration contribution to country's development by enhancing labour migration management. Finally, migrant-centred and human rights approach principle should be reflected by providing Government's position towards improvement of international protection framework, safeguarding migrants' rights, and establishment of integration measures.
- **Internal Migration:** it may address Government's efforts to improve management of internal displacement, urbanisation, and migration in response to natural disasters or environmental changes.
- **Border Control and Management:** Addresses the measures to improve border management, including surveillance, coordination with other agencies, and regulations concerning identity documents.
- **Human Trafficking:** May address measures to prevent trafficking in persons and the legal protections available to trafficking victims.²⁵

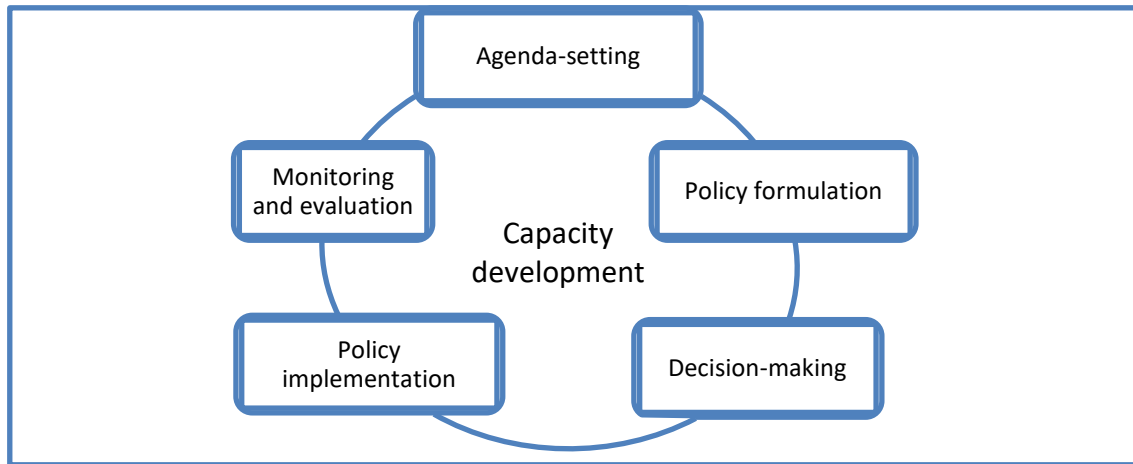
2.2. Main stages of policy cycle

The process of policymaking can be described as a cycle that involves different stages, including agenda-setting, policy analysis, decision-making, policy implementation and evaluation. As an overarching component of the cycle, capacity development supports and connects to the different stages of the policy cycle, which will be discussed in detail in the following section.

²⁵ Ibid.



Figure 1: The five stages of policy cycle



The policy cycle is a theoretical model developed by public policy scholars. The policy cycle shall be understood as a normative framework that can guide the policy development process and ensure that it is informed by evidence. However, reality is often more complex and policy processes not always follow the exact individual steps of the theoretical policy cycle model. In practice, the different stages of the policy cycle may overlap and influence each other.²⁶ In addition, policy development processes are often disrupted by external factors, which requires policy-makers to juggle between political priorities, public opinion and an evidence-informed and inclusive approach to policy-making.²⁷ Achieving this balance often requires early engagement of relevant stakeholders, a strong institutional capacity and convincing communication with the general public on the rationale and objectives of the intended policies.

In summary, the policy cycle model shall be seen as a useful tool that serves as a guide in setting the norms and standards in a policy development process which can be adjusted to the real-life situation. The following sections will discuss the different stages of the policy cycle in the context of migration policy-making.

2.2.1. Agenda-setting

Agenda setting is the initial stage of policy planning where a certain issue is acknowledged as a public matter; therefore, it requires specific attention of policy-makers (Government) at that point in time.²⁸ However, not every issue can reach the attention of policy-makers. The agenda of the government is often shaped and influenced by a variety of factors and actors, including

²⁶ See Daria Huss and Justyna Segeš Frelak (2019) *The Migration Policy Cycle: Making the Case for Evidence-Informed and Inclusive Policy-Making*

²⁷ Ibid.

²⁸ Kingdon, J. (2010). *Agendas, Alternatives, and Public Policies*. Harlow, Essex: Pearson.



how the issue is framed in media, by the interests of political parties, influence of interest groups and private sector as well as public opinion.²⁹

Usually, this stage involves identifying policy objectives as defined in the governmental programmes.³⁰ As with all stages of the policy cycle, this stage should follow an inclusive and evidence-informed approach to ensure that migration policy proposals are based on facts rather than motivated by political considerations.³¹ Furthermore, the agendas on migration should be set based on a comprehensive analysis of the interactions between migration and other public policies in order to ensure the coherence of state policies.

2.2.2. Policy formulation

Policy formulation refers to the stage where the policy's vision, objectives, specific goals and the most adequate policy instruments to achieve these goals are defined. This stage often involves an analysis of the existing situation to ensure that the policy is informed by evidence. Some of the methods to conduct policy analysis include situational analysis, baseline studies, analysis of development plans, comprehensive stakeholder mappings, SWOT³² analysis or other research-oriented exercises to identify priorities, needs and policy options.³³ Often, countries use analysis provided for a migration profile of the country to inform policy formation.

This stage also involves selection of the most appropriate policy instrument to achieve a policy's objectives. Governments can use a wide array of instruments, including regulatory, financial, informational or organisational instruments, depending on the specific objective. For example, economic incentives, reforms of government structures or information campaigns can be chosen to best provide solutions to the identified problems.³⁴

2.2.3. Decision-making

Decision-making is the third stage in which relevant state bodies adopt a particular policy proposal or course of action through legislative or executive approval. Ideally, consensus on the policy proposal is already achieved during the consultation and drafting process with relevant parties, including civil society. An effective and convincing communication strategy should accompany the decision-making process to keep the public informed about the new policy, its aims and its implications and to ensure the support of the public for the policy change.³⁵

²⁹ Noack, M., Hofmann, M. & Hosner, R. (2015). Practices of developing a national migration strategy in selected European countries. *ICMPD*.

³⁰ Huss, D. & Segeš Frelakhe, J. (2019). The Migration Policy Cycle: Making the Case for Coherent, Inclusive and Evidence-Informed Policymaking. *ICMPD*.

³¹ Ibid.

³² SWOT stands for strengths, weaknesses, opportunities and threats. SWOT analysis is a classic strategic planning tool that can be applied to identify strengths and weaknesses and external opportunities and threats that may influence the policy processes. The tool helps policy-makers be realistic about what they can achieve, and where they should focus.

³³ MIEUX. (n.d.). *How to develop migration policy frameworks*.

³⁴ Ibid.

³⁵ Huss, D. & Segeš Frelakhe, J. (2019)



A policy decision is often made based on a comparison of the related costs and benefits of different policy options in relation to specific goal criteria. Decision-making is also about actors and their specific interests. For example, actors that are involved in the decision-making process can be captured by their own frames that they, due to pressure, embrace. This can lead to a decision-making process in which group think can occur. Group thinking may hinder a more realistic perspective on how to decide.³⁶

2.2.4. Policy implementation

In the fourth stage of the policy cycle, governments put their decisions into effect using the selected policy instruments and methodologies.³⁷ This is a critical stage when a policy on paper is translated into action, by drafting and approving specific action plans for the implementation of the policy document. Within this stage, the potential gaps between policy and practice can be identified. This could include institutional gaps, for instance, when a specific state body does not have a mandate to implement a change. In this case, the action plan might include broadening of the functions of the institution in order to implement a policy, providing additional budget and/or other resources. The success of this stage depends on a set of conditions, including having in place a clear chain of accountability in terms of division of roles and responsibilities, constant coordination, communication and collaboration between the stakeholders involved, realistic timeframes, adequate budget allocations in line with the responsibilities of parties and ensuring constant generation of reliable data to guide the implementation process.³⁸

2.2.5. Monitoring and evaluation

Monitoring and evaluation is the final step in the policy cycle. Monitoring is an evaluative procedure requiring ongoing data collection aimed at understanding the effects of a policy or programme. It usually includes the definition and measurement of appropriate indicators. An evaluation is an assessment of the operation and outcomes of a programme or policy on the basis of a set of explicit or implicit standards as a means to improve the programme or policy.³⁹ Monitoring and evaluation are, therefore, inter-related procedures that are used “to identify whether the policy instrument responded to the identified policy needs, and consequently whether to maintain, adapt or terminate it”.⁴⁰ Furthermore, evaluation provides an opportunity to discover any unintended consequences of a policy, the policy’s actual costs, and degree of impact.⁴¹

The monitoring and evaluation stage should benefit from a clearly defined set of indicators to assess the effectiveness of the policy. Baseline studies in which the pre-strategy status quo

³⁶ Bekkers, V. J. J. M., Fenger, M., & Scholten, P. (2017). *Public policy in action: perspectives on the policy process*. Edward Elgar Publishing.

³⁷ Michael Howlett, Sarah Giest, in *International Encyclopedia of the Social & Behavioral Sciences* (Second Edition), 2015.

³⁸ MIEUX. (n.d.). *How to develop migration policy frameworks*.

³⁹ Weiss, C.H. (1998). *Evaluation: Methods for studying programs and policies*. Pearson College Division, p.4.

⁴⁰ Huss, D. & Segeš Frelak, H. (2019). *The Migration Policy Cycle: Making the case for evidence-informed and inclusive policymaking*. ICMPD, p.3.

⁴¹ Ibid; MIEUX. (n.d.). *How to develop migration policy frameworks*.



situation is described, as well as other analytical reports developed in early stages, can provide the basis on which monitoring and evaluation can take place. It is also important to ensure that there are sufficient institutional capacity and resources to conduct monitoring and evaluation activities.⁴²

Several challenges in conducting evaluations can occur, including lack of resources, lack of technical knowledge or skills, lack of a common set of indicators to allow for comparability with other studies, or a lack of a control group to determine if a policy is what produced the change or if it were other factors.⁴³ These factors should be taken into consideration when planning an evaluation. In conclusion, evaluation provide useful information on the existing gaps and inform the next policy cycle's agenda-setting and policy design phases.

2.3. Capacity development on migration management

The notions of capacity building and capacity development are often used interchangeably, however, the selection of words (i.e., 'building' vs. 'development') may lead to different interpretations. While capacity development refers to a dynamic approach that builds on existing skills and knowledge of a given individual, organisation or institution, capacity building may implicitly imply a lack of capacity to begin with, which is hardly the case⁴⁴. Based on this logic, this report adopts the notion of capacity development.

Capacity development has become a key concept in many fields, including the field of migration management. Capacity development in the field of migration management can be understood as a set of actions that strengthen the capacity of individuals, organisations and institutions involved in migration governance to improve their abilities to find sustainable solutions for migration-related challenges and to be better prepared for the future. Capacity development is, therefore, a key component that can support the different stages of the policy cycle by providing individuals and organisations with the skills, knowledge and capacities to successfully develop, implement, monitor and evaluate any national policy or strategy.

2.3.1 Capacity development and good governance

The core objective of capacity development activities is to foster good governance through improving the key components of good governance, namely, accountability, transparency, participation, openness and rule of law. Accessible, transparent and well-functioning institutions are prerequisites for the development of human capabilities and institutional capacities.⁴⁵

Capacity development can take place at three different levels, namely, micro (individual), meso (organisational) and macro (external environment or system) levels.

⁴² MIEUX. (n.d.). *How to develop migration policy frameworks*.

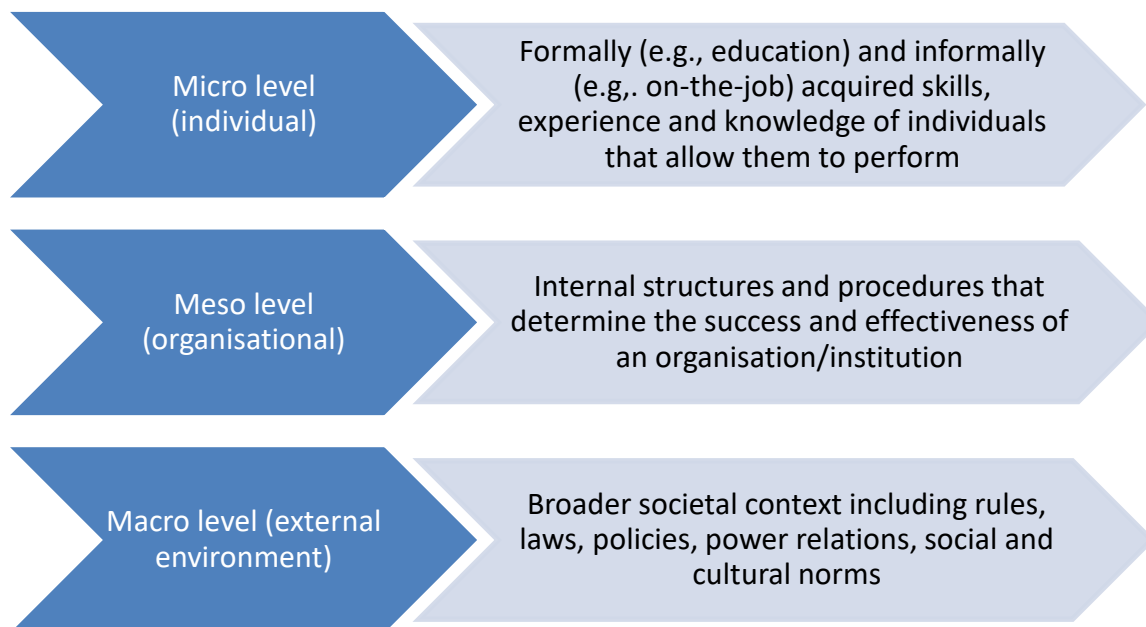
⁴³ Huss, D. & Segeš Frelak, H. (2019).

⁴⁴ Zamfir, I. (2017). Understanding capacity-building/capacity development: A core concept of development policy

⁴⁵ MIEUX (n.d.). Enhancing migration governance through capacity building (CB). Factsheet retrieved from: https://www.mieux-initiative.eu/files/Capacity_Building_Paper_GFMD_FINAL_EN.pdf



Figure 2: Three levels of capacity development



2.3.2 Methods and tools for capacity development

The most well-known tools for capacity development are trainings, deployment of external technical expertise, peer-to-peer learning and exchanges, networking and alliances-building, mentoring and twinning arrangements between different organisations. Less traditional and more innovative approaches involve mechanisms that enable information exchanges, dialogue and cooperation among a diverse group of stakeholders, including academia, civil society, local and regional authorities.⁴⁶

There is no 'one-size-fits-all' approach to capacity development. Every institution is unique and interventions (i.e. methods, tools, strategies) must be tailored based on the specific capacity goals, needs as well as the other characteristics of the institutions, employees and the broader societal context. It usually begins with joint development of visions and targets, followed by tailor-made measures that make use of peer-to-peer exchanges, skills development and training that respond to the needs and priorities of stakeholders. Capacity development is often considered to be part of organisational development goals and the efforts are subject to monitoring and evaluation. Monitoring and evaluation aim at assessing the impact of capacity development activities and identifying future intervention areas.⁴⁷

⁴⁶ MIEUX (n.d.). Enhancing migration governance through capacity building (CB).

⁴⁷ Ibid.



Box 2. Capacity development in international migration frameworks⁴⁸

The importance of capacity development is emphasised in international frameworks on migration. The High-Level Dialogue on International Migration and Development and the Global Forum on Migration and Development promotes capacity-development as a means to build partnerships and share best practices at all levels. Objective 23 of the Global Compact for Migration calls the governments to commit to ‘make use of the capacity-building mechanism’ and to build on ‘other existing instruments’ to ensure effective international cooperation and solidarity.

Capacity development activities may target specific thematic areas of migration management (e.g., border management) or aim at improving administrative capacities without a specific thematic content (e.g., data protection). The following section reviews a capacity building project implemented in Greece to strengthen the capacities in the national asylum system and the mechanisms for identification and protection of survivors of human trafficking. The final section of the chapter (2.3.4) aims to provide guidance as to why and how to deliver more effective capacity development.

2.3.3 Case study: The NORCAP Capacity Building Project for Greece

During the so-called refugee crisis that reached European borders in 2015, Greece became the forefront of mass arrivals of asylum-seekers and migrants, mainly from Afghanistan and Syria, attempting to reach Europe through the sea route. According to the UNHCR’s Mediterranean Situation Data Portal, the total number of sea arrivals was approximately 856,723, in addition to 4,907 land arrivals only in the year 2015.⁴⁹ Located at the external borders of the European Union, Greece has been forced to deal with most of the migration flows alone during the initial phases of the crisis. Mass arrivals coupled with the ongoing economic crisis, which left Greece with inadequate reception capacity to deal with the situation, when most of its reception centres were overcrowded. The lack of capacity at the reception centres led to feelings of stress, insecurity and tension among the migrant populations.

To address these challenges, the Norwegian Refugee Council initiated a capacity development project in Greece which lends itself as a good initiative in terms of building capacities in the national asylum system. The project funded by the *EEA and Norway Grants*⁵⁰ aimed to strengthen the capacity of key government institutions in Greece to contribute to ensuring dignified

⁴⁸Global Compact for Safe, Orderly and Regular Migration (2018), Retrieved from: https://www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/73/195

⁴⁹ UNHCR Mediterranean Situation Data Portal, Greece, <https://data2.unhcr.org/en/situations/mediterranean/location/5179>

⁵⁰ The European Economic Area (EEA) and Norway Grants represent the contributions of Iceland, Liechtenstein and Norway to reducing social and economic disparities in the EEA and strengthening bilateral relations with 15 EU countries in Central and Southern Europe. For more information see: <https://eeagrants.org/>



reception standards and protection of particularly vulnerable asylum seekers, including unaccompanied minors, victims of trafficking, and victims of gender-based violence.

To enhance the reception conditions for asylum seekers and improve the support mechanism for victims of trafficking in Greece, the Norwegian Refugee Council cooperated with the Reception and Identification Service (RIS) and the National Centre for Social Solidarity (EKKA).

Box 3. Reception and Identification Service (RIS) and the National Centre for Social Solidarity (EKKA)⁵¹

Reception and Identification Service (RIS) is a sub-unit of the Ministry of Migration and Asylum (MoMA) of Greece that is responsible for providing “humane reception and identification procedures for third-country nationals or stateless individuals entering Greece”. The specific responsibilities of the unit are to undertake registration procedures, verification of identity and nationality of arriving migrants, health screenings and treatment, psychological support and informing migrants about their rights and obligations, including the right to apply for asylum.

The National Centre for Social Solidarity (EKKA) is a state organisation which provides social support services to individuals, families or communities facing emergency situations such as natural disasters or accidents with mass casualties, social exclusion and other crisis situations. A key target group of EKKA are victims of human trafficking. EKKA manages and operates the National Referral Mechanism for the Protection of Victims of Human Trafficking, which was launched in 2019.⁵² Between January 2019 and January 2020, EKKA registered 154 victims of human trafficking through the National Referral Mechanism.

The capacity development project has four main pillars:

1. Training of staff in the field and at the central level;
2. Developing standard operating procedures and guidelines on the management of centres;
3. Strengthening coordination between stakeholders on the central and local levels; and
4. Advocating for and contributing to improving the quality of services offered to beneficiaries in the reception and identification facilities.

Table 2 provides an overview of the capacity building project including its overall objectives and actions to achieve the objectives.

⁵¹ Ministry of Migration and Asylum (n.d.). <https://migration.gov.gr/en/>

⁵² EKKA – National Center for Social Solidarity, 2019 Annual Report, Available at: <https://www.ekka.org.gr/index.php/el/>



Table 2: Overview of NORCAP’s capacity development project to strengthen asylum reception capacity in Greece

Reception capacity	Anti-trafficking
<p>Objective: Strengthen the capacity of key government institutions in Greece to contribute to ensuring dignified reception standards and protection of particularly vulnerable asylum seekers</p> <p>Actions: 11 experts deployed to the Ministry of Migration and Asylum and the headquarters and reception facilities in four different locations in mainland Greece.</p> <p>Areas of responsibility: Training, technical support, data collection and analysis monitoring and evaluation.⁵³</p> <p>Role and responsibilities of experts:</p> <ul style="list-style-type: none"> • Conduct rapid needs assessments to better support camp management and strategic planning, as well as risk assessment relevant to gender, age and other diversity factors. • Develop a 3-day training programme for first-line professionals in the public sectors and civil society working in different locations both on the mainland and in the islands of Greece. • Develop a specific curriculum for the asylum officers and deliver regular trainings to civil society in Athens • In coordination with RIS, develop and promote the use of monitoring tools and mechanisms to ensure proper management and to measure progress against implementation plans 	<p>Objective: Strengthen the capacity in identification, referral and protection of survivors of human trafficking and raise awareness among front line professionals of the public sector, but also of international and local NGOs on trafficking in human beings and the importance of national referral mechanism</p> <p>Actions: 3 anti-trafficking experts (two anti-trafficking training advisers and a legal adviser) deployed to EKKA</p> <p>Areas of responsibility: Training, technical support, data collection and analysis, monitoring and evaluation.⁵⁴</p> <p>Role and responsibilities of experts:</p> <ul style="list-style-type: none"> • Conduct a needs assessment to determine gaps and needs • Based on the assessment, develop and provide training modules to all stakeholders on identification and referral, and protection of asylum-seeking trafficking victims. • Provide technical assistance to EKKA staff and frontline responders • Develop and improve existing tools guiding identification and protection of victims • Develop a set of monitoring tools to adequately measure the impact and challenges of the anti-trafficking related aspects of the NORCAP Capacity Building Project • The main deliverable is a Practical Guide for the identification and protection of victims of trafficking for first-line responders



The capacity building project implemented by NORCAP is a successful example as it involved different methods, ranging from deployment of external expertise to delivering trainings and development of practical guidelines. The project engaged not only public actors on different levels, but also civil society professionals involved in the frontline response. In terms of protection and identification of victims of trafficking, the experts worked on developing and improving existing tools during their assignment, which additionally enhanced ownership of actors. The project involved an analysis stage in which the experts conducted a needs assessment to identify capacity needs and tailor the design of the project based on the findings. It also involved developing and using monitoring tools to evaluate the progress in both reception and anti-trafficking components.

2.3.4 Why and how to deliver more effective capacity development?⁵⁵

Migration EU Expertise (MIEUX) is a capacity development initiative of ICMPD that facilitates peer-to-peer expert learning facilities with the aim to enhance cooperation and knowledge exchange among the states for better migration governance and furthering EU strategic priorities.

Since 2009, MIEUX has provided expertise to a number of governments to support development of migration policy frameworks and acted as a catalyst for knowledge exchange between migration experts. Based on the capacity development experiences gained over the years, MIEUX shared a list of lessons learned, some of which may provide guidance as to why and how to deliver more effective capacity development:

Capacity development as a catalyst: Effective capacity development requires adopting a dynamic and transformative approach that serves multiple purposes and engages multiple stakeholders. In this regard, a prerequisite for effective capacity development is to build trust and mutual support between the participating stakeholders. A key component of capacity development is to promote collective and organisational learning and trigger long-term systematic changes.

Capacity development as a multidimensional process: Capacity development can be embedded in other ongoing processes at the government level in order to ensure sustainability. For example, it can be framed as a support mechanism to the policy formulation or analysis stages of the policy cycle or considered as part of coordination and consultation efforts of the government, depending on the type of capacity development activity.

Capacity development as a means to deal with the complexity of migration: The multidimensional nature of migration requires the engagement of actors at different levels (local,

⁵³ See vacancy call for the site management support adviser position: <https://vacanciesingreece.com/job/greek-speaking-site-management-support-adviser-at-nrc/>

⁵⁴ See vacancy call for the anti-trafficking training adviser position: <https://www.openigo.com/vacancies/anti-trafficking-advisers-capacity-building-project-greek-speaking/>

⁵⁵ This section is based on a review of the article by Oleg Chirita, June 2018, Capacity building - an enabler of transformations: Ten lessons learnt from 10 years of MIEUX. Retrieved from: <https://www.icmpd.org/news/capacity-building-an-enabler-of-transformations-ten-lessons-learnt-from-10-years-of-mieux>



national, regional and international) as promoted in different international migration frameworks such as the SDGs or the Global Compact for Migration. Future capacity development efforts can be more targeted and shifted towards ensuring compliance with the objectives and targets defined in these global frameworks.

Create, relate, and innovate: In addition to providing capacity development in thematic migration fields, such efforts should also target improving the administrative infrastructure of migration management through the use of technology and other innovative approaches. However, capacity development cannot be imposed, thus, it must be anchored in the existing institutional structures. Effective capacity development requires a tailored and dynamic approach that can be adapted to institutional and political changes.

This chapter reviewed some of the key elements that can guide and inform policy-makers in developing national migration policies and strategies, based on the theoretical framework of the policy cycle and capacity development. The following chapter will provide an analysis of different migration policies and strategies in the selected thematic priority areas of Azerbaijan.



3. Analysis of Migration Policies and Strategies in Selected Countries

This chapter analyses the national policy and strategy documents in the field of migration in six selected countries, namely, **Estonia, Georgia, Germany, Italy, Moldova and the Netherlands**. The selected policies areas fall under five practical thematic areas: **immigration policies (1); emigration policies (2); return and reintegration policies (3); internal migration policies (4)**, and **improving the migration governance framework (5)**. However, each of the mentioned areas are further divided into specific topics: for instance, integration and investor visas within the thematic area of immigration, etc. In addition, **Georgia’s overarching national migration strategy** is analysed to synthesise lessons learned that can support development of a holistic national migration strategy for Azerbaijan.

3.1. Analysis of thematic migration policy documents

3.1.1. Immigration policy

a. Integration policy

Integration of migrants is a multifaceted topic that has recently gained attention due to its inclusion in the 2030 Sustainable Development Agenda calling the governments to “leave no one behind”. Integration touches upon a variety of different policy areas, including economic, social, cultural, political and legal areas, making the concept difficult to measure and define. IOM defines integration as “the two-way process of mutual adaptation between migrants and the societies in which they live, whereby migrants are incorporated into the social, economic, cultural and political life of the receiving community. It entails a set of joint responsibilities for migrants and communities, and incorporates other related notions such as *social inclusion* and *social cohesion*”.⁵⁶ Countries adopt different approaches to integration, ranging from *assimilationist policies* that aim to change characteristics of members of immigrant groups to reflect those of the native population to *multicultural integration policies* that allow migrants the space to express origin culture while adhering to common core values.⁵⁷ The following sections will review the evolution of the integration policy in **Germany** and provide an analysis of its new nationwide integration strategy, the National Action Plan on Integration (NAP-I).

Integration policy of Germany

Germany has been reluctant to accept its status as a ‘country of immigration’ until recently. In the aftermath of the Second World War, Germany initiated bilateral labour agreements with countries including Turkey, Italy and Greece to recruit a foreign workforce in an attempt to fill its labour shortages in the post-war economy. Also known as ‘guest worker’ programmes, these agreements aimed at short-term labour migration, however, in the face of increasingly restrictive migration policies, many labour migrants made the decision to remain in Germany due to the

⁵⁶ IOM Glossary on Migration (2018): https://publications.iom.int/system/files/pdf/iml_34_glossary.pdf

⁵⁷ Alba and Nee (1997)



fear of losing their right to re-enter Europe. Therefore, despite the German government's efforts to incentivise return migration of the so-called guest workers, the majority remained in the country. It is in this context that Germany long considered migration of labour migrants as a temporary phenomenon as implied by the term "guest worker".⁵⁸ For this reason, the German government did not prioritise developing a comprehensive integration policy until recently. The so-called refugee crisis from 2015 onwards, during which Germany accepted a large number of asylum-seekers, has arguably forced the government to take a more proactive approach to the integration of immigrants.⁵⁹ In 2020, Germany became the fifth country hosting the largest number of refugees in the world, with a population of 1.14 million⁶⁰.

As such, the national priority in the migration policy of Germany has largely shifted to migrant integration initiatives, demonstrating increasing willingness to support structural and sociocultural integration of migrants and refugees, with a particular emphasis on educational and labour market integration.

Multi-level governance of integration policy

In Germany, integration is viewed as a cross-cutting issue that relates to the responsibilities of various federal ministries, including the Federal Ministries for the Interior, Labour and Social Affairs and Family Affairs. Table 3 provides an overview of the main institutions governing migration and integration policy at the federal level^{61 62}:

Table 3: Ministries and federal offices dealing with migration and integration

National authorities	Level	Task
Federal Ministry of the Interior (BMI)	Ministerial-level	Responsible for federal migration policy formulation.
The Federal Office for Migration and Refugees (BAMF)	Sub-ministerial level, Federal Agency under the BMI	Responsible for the governance of migration policies as developed by the BMI. The BAMF is also in charge of asylum procedures, integration measures, and research and data

⁵⁸ Chemin & Nagel (2020). Integration Policies, Practices and Experiences, Germany Country Report. Paper 2020/51, June 2020. RESPOND Working Papers.

⁵⁹ Ibid.

⁶⁰ UNHCR, *Germany Fact Sheet*. Berlin: UNHCR, 2021, https://www.unhcr.org/dach/wp-content/uploads/sites/27/2021/03/Bi-annual-fact-sheet-2021_Germany_1103_final-External.pdf

⁶¹ "Governance of Migrant Integration in Germany", European Commission, last modified 21 November 2019 (accessed 2 November 2021), <https://ec.europa.eu/migrant-integration/governance/germany> European Commission (2019)

⁶² Chemin et al., *Respond Working Papers. Germany Country Report: Legal & Policy Framework of Migration Governance*. Groningen: University of Groningen, 2018, <http://uu.diva-portal.org/smash/get/diva2:1248277/FULLTEXT01.pdf>



		collection.
Commissioner for Migration, Refugees and Integration	Sub-ministerial level, Federal Agency under the BMI	The Commissioner assists the federal government in developing integration policy and promotes the coexistence and integration
Foreigners Authorities of the Federal States	Inter-departmental level, under the Ministry of Foreign Affairs	This unit is in charge of residency matters for migrants. They are directly subordinate to the Federal Minister.
Federal Employment Agency	Inter-departmental level, under the Ministry of Labour and Social Affairs	This Agency assists the Ministry of Labour and Social affairs in relation to access and integration of migrants in the labour market.

Federal governance of integration policy

In the area of migrant integration, while policy-making and policy monitoring take place on the federal level, the actual implementation of integration measures is mainly up to the regional states and municipalities.⁶³

Integration policy framework

The multi-faceted and multidimensional governance of migrant integration results in a constellation of different policy frameworks that relate to integration policy and are initiated by different actors at different levels. Table 4 summarises the different policy instruments.

⁶³ Chemin & Nagel (2020). Integration Policies, Practices and Experiences, Germany Country Report. Paper 2020/51, June 2020. RESPOND Working Papers.



Table 4: Policy frameworks relating to integration policy in Germany

Acts and documents	Main focus	Key measures
Asylum Packages I and II (2015-2016)	Focus on structural integration, such as labour market inclusion and educational participation	Quicker asylum processes combined with early integration measures to asylum-seekers from particular countries ⁶⁴ who not yet have been granted protection
Integration Act (2016)	First integration legislation on a federal level. Focus on structural integration, such as labour market inclusion and educational participation	Waiting times for integration services have been reduced and integration courses have been made mandatory for asylum-seekers. Refugees must provide integration progress evidence (language level and employment) in order to receive a residence permit
Masterplan Migration (2018)	Focus on sociocultural aspects of integration, such as sense of identity, values and acculturation	Migrants are expected to identify with Germany and recognise the German way of life Mandatory integration courses combining language training with basic information about the German system, culture and society
Immigration Act for Skilled Workers (2020)	Labour migration	Facilitate immigration of skilled workers with vocational, non-academic training from non-EU countries
National Action Plan on Integration (NAP-I)	Nationwide strategy covering all aspects, introduced in 2010, currently ongoing	120 measures for successful integration

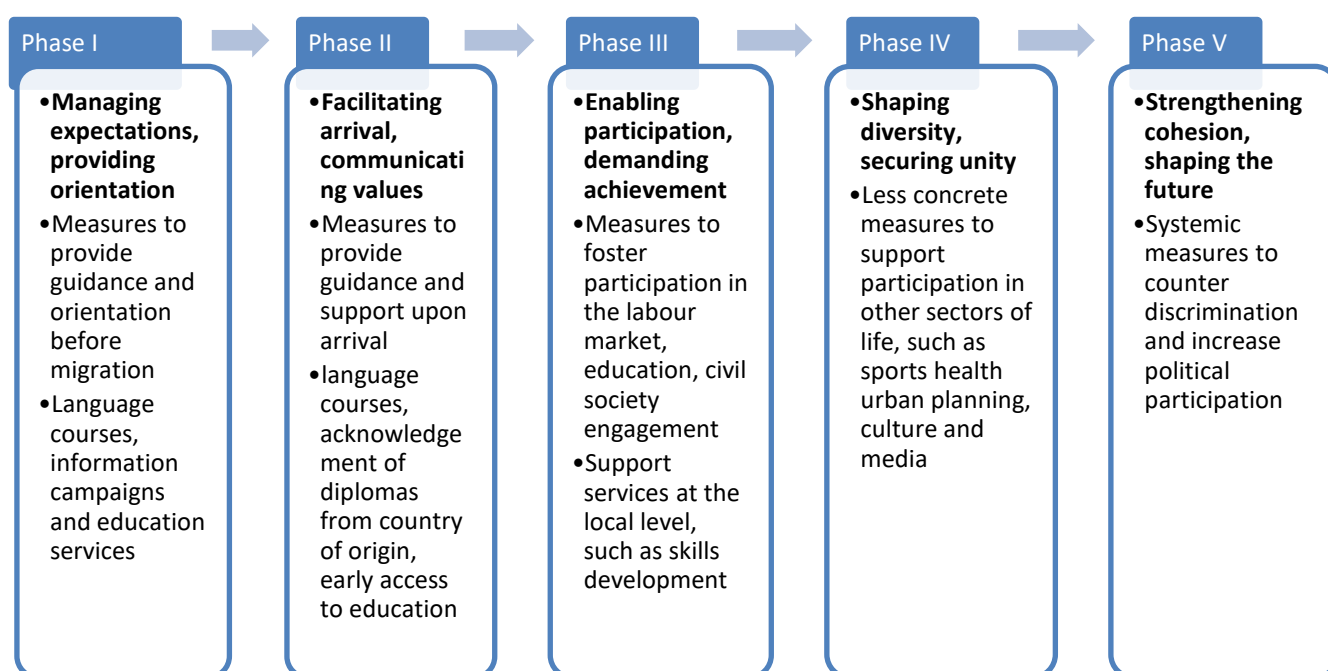
⁶⁴ The list of countries included Eritrea, Iran, Iraq, Somalia and Syria. The asylum-seekers from these countries are all deemed to have a good prospect to be allowed to stay, therefore, granted access to early integration services.

Bringing together these diverse measures and frameworks, Federal Commissioner for Migration, Refugees and Integration initiated the NAP-I with the aim to establish a nationwide strategy on migrant integration.⁶⁵

The NAP-I adopts an inclusive perspective on all types of migrants, including labour migrants, migrants from within the EU, asylum seekers, professionals from non-EU countries and people with a migration background that have lived in Germany for a long time.⁶⁶ It includes 120 measures for successful integration. The overarching goal of the strategy, as put forward by the Federal Government, is ‘to improve the life situations of people with a migrant background, enable them to participate equally and strengthen cohesion within society’.⁶⁷ In achieving these goals, the German government cooperates with 300 partners, including state and local authorities, the private sector, civil society and 75 migrants’ organisations which manifests an integrated, whole-of-society approach.

The Plan is conceptually organised around five different themes, as shown in Figure 3.

Figure 3: Five phases of the new integration plan⁶⁸



⁶⁵Making integration easier for migrants – FAQs on the National Action Plan. Retrieved from: <https://www.bundesregierung.de/breg-en/federal-government/aktionsplan-integration-1772728#:~:text=The%20National%20Action%20Plan%20on,school%20or%20find%20a%20job.>

⁶⁶ Chemin & Nagel (2020). Integration Policies, Practices and Experiences, Germany Country Report. Paper 2020/51, June 2020. RESPOND Working Papers.

⁶⁷ Making integration easier for migrants – FAQs on the National Action Plan. Retrieved from: <https://www.bundesregierung.de/breg-en/federal-government/aktionsplan-integration-1772728#:~:text=The%20National%20Action%20Plan%20on,school%20or%20find%20a%20job.>

⁶⁸Ibid.



The NAP-I is an ongoing project with regular monitoring and evaluation activities. The NAP-I defines the overarching objectives for successful integration. These objectives are then further broken down into strategic objectives, operational objectives, concrete measures, instruments/methodology, responsible implementers, timeframe, and indicators for the measurement of success.⁶⁹ Table 5 illustrates an example of this logic based on the example of language acquisition.

Table 5: Migration integration policy intervention logic

Objective: “Successful integration implies that a migrant has sufficient proficiency in German”		
Strategic objective: “All immigrants should have a defined knowledge of German”		
Operational Objective	Action	Method/instrument
<ul style="list-style-type: none"> Offer German courses to a sufficient number of migrants 	<ul style="list-style-type: none"> Develop, fund and operationalise a certain number of language course centres in all municipalities 	<ul style="list-style-type: none"> A1 level German language courses Accredited teachers and course providers
Responsible implementing bodies	Timeframe	Indicators
<ul style="list-style-type: none"> Accredited course providers (provision of courses) Migration authorities (development of curricula, M&E) 	<ul style="list-style-type: none"> Course years 2015-2017 Duration of 3 months 200 hours 	<ul style="list-style-type: none"> Number of participants Number of graduates Dropout rate Employment rate before/after completion of the course

Source: Noack et al. (2015)

In an effort to better understand the context of integration and support the ongoing process of NAP-I, the federal government initiated in 2019 the Expert Commission on the Framework Conditions for Integration Capability to work on the wide range of themes related to migration and integration. The commission developed a report which elaborates on the various dynamics in the integration field and provides recommendations on how to achieve successful integration based on actual needs.⁷⁰

Overall, Germany’s National Integration Plan provides a good example of integration policy-making in terms of breaking down overall objectives into specific measures, based on an analysis of the context and guided by a conceptual framework that responds to the needs of the target population at different stages of the migration cycle. The policy recognises the multi-faceted and multi-dimensional nature of governance of migrant integration and ensures participation and contributions of government actors across different levels and sectors, civil society actors, private sector and migrant organisations in the design of the policy. It emphasises not only the structural integration aspects such as labour market and education participation but also sociocultural

⁶⁹ Noack, M., Hofmann, M., Hosner, R. (2015). *Practices of developing a national migration strategy in selected European countries. ICMPD report for Enhancing Georgia’s Migration Management’ (ENIGMMA).*

⁷⁰ European Commission. *Governance of Migrant Integration in Germany.* Available at: https://ec.europa.eu/migrant-integration/country-governance/governance-migrant-integration-germany_en#ecl-inpage-5175



aspects of integration that entail strengthening a sense of belonging and enhancing social cohesion.

b. Investor and start-up visas

Investor (or investment) visa programmes originated in the 1980s among Caribbean Island states and have since been adopted by North American and European countries. In general, these programmes grant the right to temporary residency and an expedited path to permanent residency for those injecting cash into businesses, real estate, and sometimes arts and cultural ventures, depending on the country. While somewhat similar, a start-up visa is granted to applicants who plan on creating a new business that will be registered in the destination country. In these instances, a detailed business plan is a more significant component of the visa application than a monetary investment. The following section reviews the experiences of Estonia in implementing investor and start-up visa programmes.

Estonia's Investor and Start-Up Visa Structure

According to the Estonian Police and Border Guard, the number of residence documents issued to foreign nationals (not accounting for intra-EU migration) has been increasing because of incentives the country offers to entrepreneurs. In 2018, for example, 186 first-time work permits were granted for start-up employees whereas this number rose to 390 in 2019.⁷¹ Overall, the number of first-time permits for work issued annually has steadily increased from 2015 to 2019. Conversely, the number of “temporary residence permits issued for settling permanently” in the country has been declining since 2017, indicating that a diminishing number of workers are electing to remain in the country in the long term.

The country's national strategy of “**attracting skilled workers**” is a pervasive element of laws both explicitly and implicitly related to migration.⁷² From 2011—2015, the government implemented measures to make migration policies favourable to highly-skilled migrants which included expedited paths to long-term residency. A similar action plan providing expedited paths to residency was created and tailored toward international students graduating from Estonian universities.

After the country's liberation from the Soviet Union, it prioritised becoming an attractive destination for foreign entrepreneurs and skilled workers. Measures taken to achieve this goal public awareness campaigns tailored to non-Estonian audiences; jobs that **do not require command of the Estonian language**, for example, are prioritised in advertisement campaigns.⁷³ Furthermore, **Student talent** is retained by offering graduates of Estonian higher education institutions a 6-month residence period to search for employment. These graduates are also exempt from residence permit quotas and labour market tests.

⁷¹ Ministry of the Interior & The European Migration Network Estonian Contact Point. (2020). Overview of Migration Statistics 2015-2019.

⁷² ‘Study in Estonia’ Platform (2006—2015); ‘Government Action Plan’ (2011—2015)

⁷³ Kirss, L., Kuusk, K., Rozeik, H., & Haaristo, H. (2014). National Policies for International Talent Attraction and Retention in Estonia. *Praxis Center for Policy Studies*. Retrieved at: <http://mottehommik.praxis.ee/wp-content/uploads/2014/09/Talent-Attraction-and-Retention-in-Estonia.pdf>



Estonia offers **3 specialised visas for investors and entrepreneurs** depending on the type of work and tailors the requirements accordingly, as presented in the Table 6 below.⁷⁴

Table 6: Estonian investor and start-up visa types

	Investor Visa Option 1 (Temporary Residence)	Investor Visa Option 2 (Residence up to 5 years)	Start-up Visa (Residency ranges from 3—12 months)
Capital Investment	Invest 65,000 EUR in a new business	Invest 1,000,000 EUR in a business already logged in the commercial register	Possess 160 EUR in a business account for each intended month of stay in the country ⁷⁵

Despite having annual visa quotas not to exceed 0.1 per cent of the Estonian population, the government offers **exemptions to the quota** for entrepreneurs, employees of a start-up company, significant investors, and for filling labour shortages.⁷⁶ Additionally, the government launched a **Digital Nomad Visa** in 2020 to offer a regular status to non-location-dependent employees who would otherwise work remotely while residing in the country on a tourist visa or visa-free stay period.⁷⁷ While working for a company or clients outside of Estonia, applicants can be granted 1 year of residency rights in Estonia provided they earned a gross monthly income of 3,504 EUR for the previous 6 months.

An agency responsible for recruitment of foreign investment and talent, **Enterprise Estonia**, organises a grant scheme offering partial compensation to businesses for recruitment costs and employee salaries in addition to operating a welcome programme for newly arrived migrants. Estonia's e-governance platform expands **secure, online payment** options from government services to business and personal transactions, thus allowing immigrants and e-residents to conduct business virtually. **Tax Breaks** are available both to corporations established in the country and to foreigners' personal income. Estonian entrepreneurial organisations, however, have identified challenges with reference to retaining start-up businesses in the country. Experts

⁷⁴ Scherrer, A., & Thirion, E. (2018). Citizenship by Investment (CBI) and Residency by Investment (RBI) schemes in the EU: State of play, issues and impacts. *European Parliamentary Research Service*. Retrieved at: [https://www.europarl.europa.eu/RegData/etudes/STUD/2018/627128/EPRS_STU\(2018\)627128_EN.pdf](https://www.europarl.europa.eu/RegData/etudes/STUD/2018/627128/EPRS_STU(2018)627128_EN.pdf)

⁷⁵ Startup Visa Eligibility. (2022). Retrieved at: <https://startupestonia.ee/visa/eligibility-foreign-founder>

⁷⁶ SchengenVisaInfo News. (2020). "Estonia: Government Agrees on Immigration Quota for 2021." *SchengenVisaInfo.com*. Retrieved at: <https://www.schengenvisa.info/news/estonia-government-agrees-on-immigration-quota-for-2021/>

⁷⁷ E-Residency. (2020). "Estonian Digital Nomad Visa: Eligibility & How to Apply." *Republic of Estonia*. Accessed 5 August 2021. Retrieved at: <https://www.e-resident.gov.ee/nomadvisa/>



at Startup Estonia are calling for a **more competitive business development market** to keep growing companies from changing their country of registration.⁷⁸

c. E-residency opportunities

E-residency does not have a consistent definition globally, since it can refer either to digitally applying for residency rights, registering a place of residence with state authorities, or having digital access to state services outside a country's territory. In Estonia's case, the latter is the closest definition. According to the Ministry of the Interior and the European Migration Network, e-residency in Estonia originated in 2014 and allows:

“non-residents ... to apply for Estonian e-resident status together with an e-resident digital ID-card, which is a state-guaranteed secure means of personal identification and gives foreigners the opportunity to use Estonia's e-state services based on need and regardless of location. However, the e-resident's digital ID is not a physical identity or travel document (it does not have a photo), nor does it award citizenship, tax residence, a residence permit, or a permit to enter Estonia or the European Union.”⁷⁹

Since 2014, the number of annually-granted e-residency IDs has increased until a peak in 2018 at 22,367. When the programme started, Finland, the Russian Federation, and the USA were consistently among the top five countries receiving e-residency IDs, although Japan, China, Ukraine, and Germany have since emerged as a consistent presence on this list. As of 1 December 2019, 64,110 total e-residents of which 87% were male and 13% were female.⁸⁰

Estonia's E-Residency Programme

Estonia's e-residency programme was launched in 2014 and aims to bestow a digital form of citizenship rather than physical residency in the country. This process follows a relatively short timeline within which applications are processed in 3–8 weeks. Applicants provide identifying information along with a motivation statement to the government. After receiving a positive decision, e-residents gain the **right to access Estonia's e-government services and business environment remotely**. Approved applicants are then asked to report to an Estonian consulate to record biometric information and receive their identification card.

For entrepreneurs, this provides the opportunity to start a business in Estonia from abroad and thus, not be classified as an Estonian tax resident. The country's **'technological ecosystem'** allows e-residents to complete most aspects of daily public activity online; this includes paying bills and taxes, managing company registrations, and a plethora of public services.⁸¹ This system is the

⁷⁸ Saluveer, S. K., & Truu, M. (2020). Startup Estonia White Paper 2021-2027. *Startup Estonia*. Retrieved at: [https://media.voog.com/0000/0037/5345/files/SE_Whitepaper_Web%20\(1\)-1.pdf](https://media.voog.com/0000/0037/5345/files/SE_Whitepaper_Web%20(1)-1.pdf)

⁷⁹ Ministry of the Interior & The European Migration Network Estonian Contact Point. (2020). Overview of Migration Statistics 2015-2019.

⁸⁰ Ibid.

⁸¹ Saluveer, S. K., & Truu, M. (2020).



foundation of e-residency and e-residents can utilise it once they are issued an **eID**: a personal identifier that provides access to e-government services and acts as a physical signature.

To ensure a balance between convenience and security, Estonia **does not fully process e-residency applications and decisions digitally**. Applicants still need to physically visit a consulate or embassy when undergoing background checks and receiving their e-resident ID card.

National goals for this programme **prioritise collecting extra revenue from the products new companies bring** rather than collecting extra tax revenue from e-residents themselves. Additionally, the services new businesses require (e.g., banking, legal and tax advice, postal services, etc.) further stimulate the Estonian economy.⁸²

The programme, being both innovative and fairly young, does face ongoing challenges including:

- Guaranteeing future government coalition support for the initiative, especially since e-residents can access to a wide variety of e-government services.
- Ensuring that e-residents pass a thorough background check to safeguard against misuse of personal eIDs or the e-government system.
- Maintaining top-notch digital security measures to protect the system from cyber-attacks and keep users' identities confidential.

3.1.2. Emigration policies

a. Circular and temporary labour migration channels and mechanisms

The European Migration Network defines temporary migration, of which circular migration is a subset, as *“Migration for a specific motivation and/or purpose with the intention that afterwards there will be a return to the country of origin or onward movement.”*⁸³ The main element distinguishing circular migration is a return to the original place of origin rather than an onward movement to a third location. Among common reasons for temporary migration is seasonal work, where migrants fill labour shortages in destination countries when demand for labour is high (e.g. agriculture, industry, etc.).

Explicit legal provisions for state facilitation of temporary and season migration **are generally absent**. While legal codes offer definitions of these migration types, they are not accompanied by regulations explicitly governing these short-term movements. Nevertheless, visa codes in the countries do offer temporary stay options to immigrants, although the absence of exit restrictions or regulations for emigrants leads to a lack of regulatory guidance or facilitation for Georgian and Moldovan nationals.

Temporary residence periods for immigrants range from **90 days to a year** depending on the reason for migration. Extensions are also possible which can result in a total residency period of

⁸² Ibid.

⁸³ Migration and Home Affairs. (2022). Temporary Migration. European Commission. Retrieved at: https://ec.europa.eu/home-affairs/pages/glossary/temporary-migration_en



1-6 years. Furthermore, both countries participate in **mobility partnerships** with the European Union plus multiple bilateral cooperation agreements regarding labour migration.

Circular and Temporary Labour Migration Channels and Mechanisms in Georgia

Georgia's State Commission on Migration Issues found in the period 2015-2018 that its citizens showed a general tendency to stay abroad temporarily and return in a circular fashion—temporary stay for these purposes is defined as a maximum residency period of 6 months within a calendar year.⁸⁴ Likewise, the typical annual stock of temporary migrants staying in Georgia ranges from roughly 138,000 to 166,000 persons per calendar year and an estimated 34% of migrants from one year's cohort would return for a similar period the following year.⁸⁵

The country's 2021-2030 National Migration Strategy, which elements are described in the details in Section 3.2 of this document, expresses a clear desire to **leverage development benefits from circular migration**. Within this strategy is a call to codify labour migration schemes that are reflective of EU mobility partnerships with an emphasis on simplifying and facilitating mobility.⁸⁶ Concurrently, the Strategy acknowledges a lack of institutional capacity to register emigration.⁸⁷

Georgia's current visa for temporary migrants is labelled as a '**temporary**' stay although the initial duration ranges between 6-12 months and can be extended up to a maximum of 6 years in total.⁸⁸ While the country's administration of temporary immigration is well-established, it is currently developing its partnerships with countries that receive migrants from Georgia. For example, in tandem with the Centre for International Migration and Development (CIM) and Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), Georgia **piloted a circular migration scheme** with Germany.⁸⁹ The pilot's goals prioritised labour rights protection standards for both migrants and returnees, in addition to studying the human and social impacts of circular migration.

Channels and Mechanisms in Moldova

Current statistics (i.e. within the past 5 years) regarding temporary and circular migration in Moldova are lacking, although two key documents exist that inform this report's findings: a 2019 profile of migration governance in Moldova and a 2017 report on temporary and circular migration trends of Moldovan nationals. According to the International Labour Organisation's most recent statistics (2017), roughly 47% of Moldovan migrant workers abroad hold a

⁸⁴ SCMI Secretariat. (2019). 2019 Migration Profile of Georgia. The European Union for Georgia. Retrieved at: https://migration.commission.ge/files/mp19_eng_web3.pdf

⁸⁵ Ibid.

⁸⁶ Migration Strategy of Georgia 2021-2030. (2020). *State Commission on Migration Issues*. Retrieved at: https://migration.commission.ge/files/ms30_eng_web2.pdf

⁸⁷ Chumburidze, M., Ghvinadze, N., Gvazava, S., Hosner, R., Wagner, V., & Zurabishvili, T. (2015). The State of Migration in Georgia. *International Centre for Migration Policy Development*. Retrieved at: https://migration.commission.ge/files/enigma-state-of-migration_e_version.pdf

⁸⁸ Residence permit and residence card. (2022). State Commission on Migration Issues. Retrieved from: https://migration.commission.ge/index.php?article_id=161&clang=1

⁸⁹ Goos, A. (2016). Manual on Circular Migration Scheme. *State Commission on Migration Issues of Georgia, CIM, & GIZ*. Retrieved at: https://migration.commission.ge/files/pcms_en_final.pdf



temporary registration, and this proportion increases to 58% when only considering return migrant workers.⁹⁰

Regarding governance of Moldovan citizens abroad for temporary periods, the country has developed policy documents addressing diaspora engagement and reintegration of returned migrants, although the documents on returned migrants are not publicly available. In 2016, the government adopted the national strategy “Diaspora-2025” which follows four key principles:

- “The responsibility of the Government to protect the rights of Moldovan citizens abroad”
- “To support the citizens abroad to explore their personal potential and to exercise their civic responsibilities”
- “To develop and fulfil the individual, family, and community potential”
- “To extend the opportunities for diaspora contribution to national development”⁹¹

b. Protection of emigrant rights and diaspora relations

Many countries develop and implement policies to engage with their emigrant communities, establish a range of institutions and programmes to extend support to their nationals abroad and maintain strong ties with them. The diversity of state approaches as well as specific tools and methodology that are used to (re-)connect with migrants abroad shows in many unique ways the increasing interest of states in engaging their diaspora. In most cases, diaspora policies are not singular or discrete but interconnected with other state policies, diffused across different government levels and come into being at different times for different purposes.⁹² Italy is one of the countries that has developed a composite diaspora infrastructure over the years to extend rights to Italians abroad and maintain strong connections with them. The following section will review and analyse the diaspora policy of Italy.

Italy’s diaspora infrastructure

Italy has a long history of significant emigration with early roots in the 19th century. During the period between 1876 and 1976, an estimated 26 million Italians migrated to the Americas and elsewhere in Europe for economic and political reasons.⁹³ According to the latest figures of UN population data, the total Italian emigrant stock in 2019 was at 3,351,006, representing 5.5 percent of the country’s population. The figures of the Registration of Italian Residents Abroad

⁹⁰ Migrant Workers, the Case for Moldova. (2017). *International Labour Organization*. Retrieved at: http://ciaris.ilo.org/wcmsp5/groups/public/---ed_protect/---protrav/---migrant/documents/publication/wcms_613508.pdf

⁹¹ National Strategy “Diaspora 2025”. (2016). Retrieved at: https://brd.gov.md/sites/default/files/sn_diaspora_2025_web.pdf

⁹² Gamlen (2006). *Diaspora Engagement Policies: What are they, and what kinds of states use them?*

⁹³ Del Boca, D., & Venturin, A. (2003). *Italian Migration* (IZA DP No. 938; Discussion Paper Series). IZA -Institute for the Study of Labour



(2019) vary, indicating more than 6 million Italian citizens abroad. Moreover, different sources estimate that there are 60 million people with Italian ancestry.⁹⁴

Over the years, Italy has built a comprehensive diaspora infrastructure to deal with the interests of Italians abroad and with the protection of the rights of its emigrants. The diaspora infrastructure includes multiple actors at different levels, including national and regional levels, representative bodies at global and local levels and a unique transnational network of welfare advice centres known as Patronati. These core pillars are summarised in Table 7.

⁹⁴ Caldarini, C. (2020). Diaspora Policies, Consular Services and Social Protection for Italian Citizens Abroad. In J.-M. Lafleur & D. Vintila (Eds.), *Migration and Social Protection in Europe and Beyond (Volume 2): Comparing Consular Services and Diaspora Policies* (pp. 273–288). Springer International Publishing.



Table 7: The main pillars of Italy's diaspora infrastructure

Responsible authority	Type/Level	Task
Directorate-General for Italian Citizens Abroad and Migration Policies (DGIEPM) ⁹⁵	Directorate under the mandate of Ministry of Foreign Affairs	Responsible for diaspora engagement policies at the national level
General Council of Italians Abroad (CGIE) ⁹⁶	Representative body at a global level	Represent the interests of Italians abroad in matters including living conditions, education and social protection
Comitati Degli Italiani All'estero (Committee For Italians Abroad) (COM.IT.ES) ⁹⁷	Representative body at a local level	Represent the interest of Italians residing in their respective districts abroad Identify the social, cultural and development needs of the community of reference and promote initiatives in cultivating the social and cultural life of Italians abroad
Regional emigration councils ⁹⁸	Representative body	Promote and finance initiatives primarily aimed at preserving and strengthening social and cultural relations between emigrants and their region of origin.
Consular, cultural and educational institutions abroad	Network of consular offices under the mandate of the Ministry of Foreign Affairs	Promote the image of Italy and its culture, both classic and contemporary, through art, music, cinema, literature, theatre, dance, fashion, design, photography and architecture or offer courses in the Italian language as well as establish contacts between Italian and foreign cultural spheres. ⁹⁹
Patronati (Welfare Advice Centres)	Non-profit, funded from the Social Security Fund under the authority of the Italian Ministry of Labour and Social Policies	Provides social protection services to Italian citizens in Italy and abroad



Despite the comprehensive legal framework that regulates diaspora institutions and policies, Italy does not have a legislation or a strategy document that officially recognises the need to support members of the diaspora or emigrants. However, the period between the 1980s and 1990s have seen the emergence of the “Italians in the world” discourse, referring both to Italian citizens abroad and their descendants, aimed at making the Italian diaspora distant members of the national community. Important to note is that this discourse was partly the result of lobbying efforts of the sizeable Italian diaspora. As a result, the government established a range of institutions and actors to include Italians abroad in the national political and institutional life.¹⁰⁰

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Patronati: A unique transnational network of welfare advice centres

An exemplary practice of the Italian government is the extension of social services to its emigrants through the transnational network of Italian Welfare Advice Centres known as Patronati. These are special non-profit institutes that are funded by a small percentage (0.226%) of the compulsory social security contributions, under the mandate of the Italian Ministry of Labour and Social Policies. The centres are linked to trade unions and corporative associations, providing services both in the country and abroad. Outside Italy, Patronati has more than a hundred offices in at least 40 countries, especially in the main countries of residence of Italian emigrants. Moreover, unlike any other country, the services provided by the Italian *Patronati* are free for all, without any membership requirements, and, in theory, cover all areas of social protection, including provision of health and welfare assistance.¹⁰²

Their task is to provide services to Italian citizens abroad, but also foreigners, such as former immigrant workers in Italy with different nationalities, who returned back home or migrated to another country, but still have ties to the Italian pension system. In certain countries, the Patronati also provide some consular services such as applying for an Italian tax code, passport and ID card and so forth. The Patronati represent and protect Italian citizens and their

⁹⁵For more information on the Directorate General for Italian Citizens Abroad and Migration Policies <https://www.esteri.it/mae/en/ministero/struttura/digitalianiestero/>

⁹⁶ For more information on the General Council of Italians Abroad see: <https://www.esteri.it/mae/it/servizi/italiani-all-estero/organismirappresentativi/cgie.html>

⁹⁷ For more information on the COM.IT.ES. see: <https://www.esteri.it/mae/en/servizi/italiani-all-estero/organismirappresentativi/comites.html>

⁹⁸ For more information on the regional emigration councils see: http://www.esteri.it/mae/doc_politica_estera/regioni-consulte_uffici_competenti.doc

⁹⁹ Ministry of Foreign Affairs and International Cooperation (2021). The Network of Italian Cultural Institutes. https://www.esteri.it/mae/en/politica_estera/cultura/reteic.html

¹⁰⁰ Lafleur, J.-M. (2011). Why do states enfranchise citizens abroad? Comparative insights from Mexico, Italy and Belgium. *Global Networks*, 11(4), 481–501.

¹⁰¹ Tintori, G. (2011)

¹⁰² Caldarini C. (2020) Diaspora Policies, Consular Services and Social Protection for Italian Citizens Abroad. In: Lafleur JM., Vintila D. (eds) *Migration and Social Protection in Europe and Beyond (Volume 2)*. IMISCOE Research Series. Springer, Cham. https://doi.org/10.1007/978-3-030-51245-3_16



descendants in close collaboration with diplomatic and consular authorities, social security bodies and local unions.¹⁰³

Register of Italians Residing Abroad (A.I.R.E.)¹⁰⁴

According to the legislation introduced by Law no. 470/1988, the A.I.R.E. contains all the personal data of Italians residing abroad for a period of more than 12 months. The registry not only covers Italians who migrated abroad but also Italian citizens who were born abroad or those having acquired Italian citizenship for any other reason during their residence abroad. The registration is obligatory, as stated in Article 6 of the law, enrolment is both a citizen's right and duty and a prerequisite for accessing services as well as exercising rights such as voting from abroad.

Registration procedures can be made at the consular offices in the countries of residence or through the web-based portal named "Fast It", which allows Italian citizens abroad to access consular services by using their digital identity credentials.¹⁰⁵ In an effort to encourage registration of emigrants, the portal provides information on the benefits of enrolment in the A.I.R.E.

3.1.3. Return and reintegration policies

a. Measures to facilitate sustainable reintegration of returnees

It is widely agreed that return migration does not necessarily mean returning 'home' since both the migrants themselves and the origin countries may change during the period of migration.¹⁰⁶ It is, therefore, crucial to design and implement policies and programmatic interventions that support sustainable reintegration of returnees in their communities of origin. Sustainable reintegration can be generally understood as consisting of three components: economic, social and psychosocial reintegration. Each of these areas are discussed below.

Economic reintegration refers to returnees' abilities to achieve economic self-sufficiency, for example, through access to job and training opportunities. **Social reintegration** is related to the full participation of returnees in social life through access to public services and achieving a certain level of social stability in their communities of return. **Psychosocial reintegration**

¹⁰³ Caldarini, C. (2020)

¹⁰⁴ For more information on the Register of Italian Residents Abroad, see: https://www.esteri.it/it/servizi-consolari-e-visti/italiani-all-estero/aire_0/

¹⁰⁵ For more information on 'Fast It – The portal of the Consular Services', see: <https://serviziconsolarionline.esteri.it/ScoFE/index.sco>

¹⁰⁶ See Preston, R. A. and S. Brown, *The Integration of Returned Exiles, Former Combatants and Other War-affected Namibians: Final Report* (1993).

Dolan, C. "Repatriation from South Africa to Mozambique – Undermining durable solutions?" in *The End of the Refugee Cycle? Refugee Repatriation*

and Reconstruction (1999); Arowolo, O., *Return Migration and the Problem of Reintegration*, *International Migration* 38(5): 59–82 (2000); and David, A.M.,

Back to square one: Socioeconomic integration of deported migrants, *International Migration Review* (5)1: 127–154 (2017)



entails the re-entry of the returnees into the cultural life, personal support networks and civic structures as well as developing a sense of belonging in the country of origin.¹⁰⁷ Given the multidimensional nature of reintegration, reintegration policymaking requires engagement of actors from a wide range of sectors and levels, including governmental and non-governmental organisations. It is widely acknowledged that reintegration policies that involve different public, private and civil society actors and engage them into inter-institutional coordination mechanisms and strategies can obtain more sustainable results and better impacts on the reintegration outcomes of returnees.

Reintegration policy should consist of a series of planned actions coordinated with various state and non-state agencies in accordance with international human rights agreements, the country's development agenda and the needs of returnees in economic, social and psychosocial dimensions. Furthermore, reintegration policy should be in full harmony with the broader socio-economic policies and migration policy of a country, which means that the reintegration actions must be undertaken in coordination with other actions implemented by a country as part of its social policy as well as broader migration policy.¹⁰⁸

Box 4. Reintegration in international frameworks on migration

Reintegration is highlighted as one of the priorities in key international frameworks including the Global Compact for Migration and Sustainable Development Goals. Objective 21 of the **Compact for Safe, Orderly and Regular Migration** calls on governments "cooperate in facilitating safe and dignified return and readmission, as well as sustainable reintegration.". Target 10.7 in **the 2030 Agenda for Sustainable Development**, highlights the need for implementing planned and well-managed migration policies, including the reintegration of migrants.

Policy analysis stage

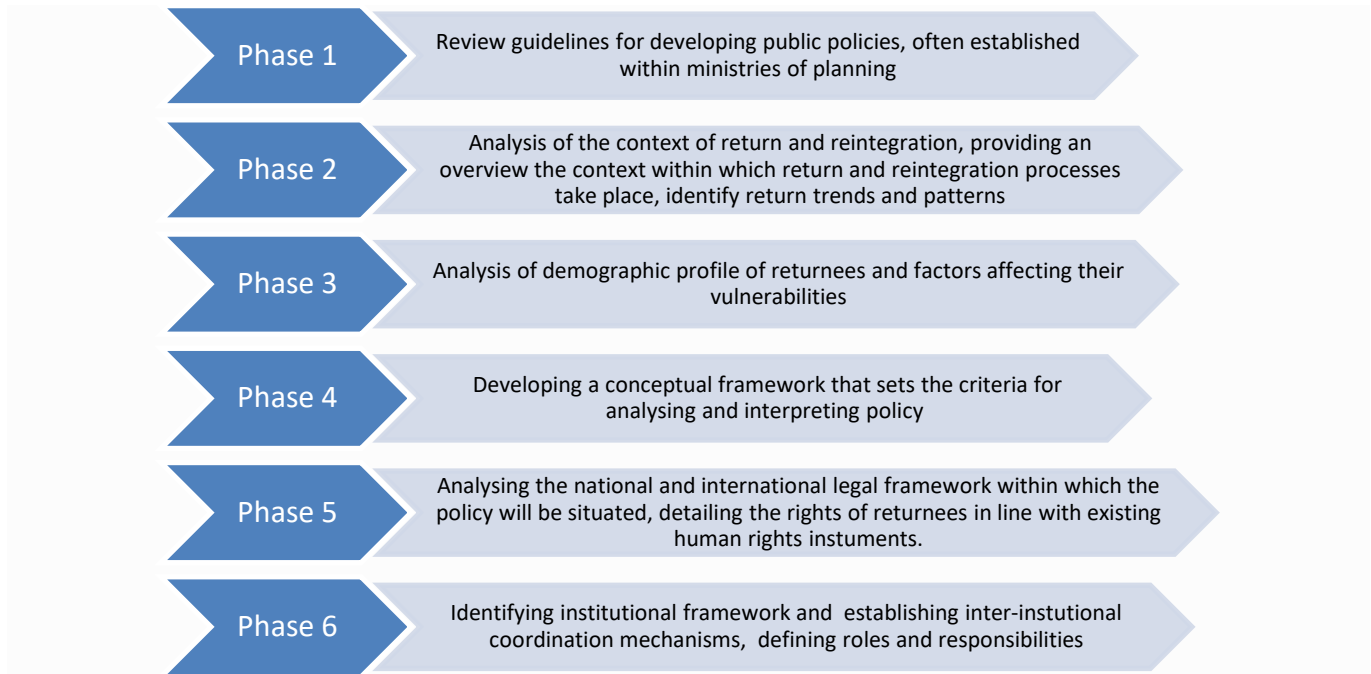
Before developing the reintegration policy objectives, an imperative first step is to conduct a context analysis to gather information on the existing institutional and legal framework, the context of return, the demographic profile and geographic distribution of returnees and the factors that affect vulnerabilities of the returnees. Figure 4 provides a step-by-step guideline to undertake a context analysis to develop a reintegration policy. As described in Chapter 2 of this paper, this context analysis should be implemented within the second stage of the policy development – *policy formation*, after the need for reintegration regulation, as part of migration policy agenda setting (stage 1) is identified.

¹⁰⁷ IOM (2017) Towards an Integrated Approach to Reintegration in the Context of Return.

¹⁰⁸ IOM. (2015). Guide to develop public policies on reintegration of returned migrants. Document presented by the IOM for consideration by Member States of the Regional Conference of Migration, November 2015.



Figure 4: Six phases of context analysis for reintegration policymaking



Source: IOM (2015) Guide to Develop Public Policies for the Reintegration of Returned Migrants

The context analysis can provide information on the existing processes, services and institutions that are involved in reintegration of returnees and help identify the needs of returnees and the gaps in terms of services and inter-institutional coordination. The analysis should provide an understanding of the major challenges faced by returnees and the geographic areas that require specific attention.

Case study: State Reintegration Programme of the Government of Georgia

Reintegration of returning citizens is highlighted as a key priority in the Government of Georgia's Migration Strategy for 2021 - 2030. Since 2015, the government allocates funding from the state budget to support reintegration of Georgian migrants. This funding is executed in forms of grants for reintegration measures. In the initial years of the programme, the state grants were provided to non-governmental organisations that are engaged in relevant reintegration support programmes and projects for returnees. Currently, the returning citizens or stateless persons with a residence permit in Georgia can apply directly to the government to receive reintegration assistance.

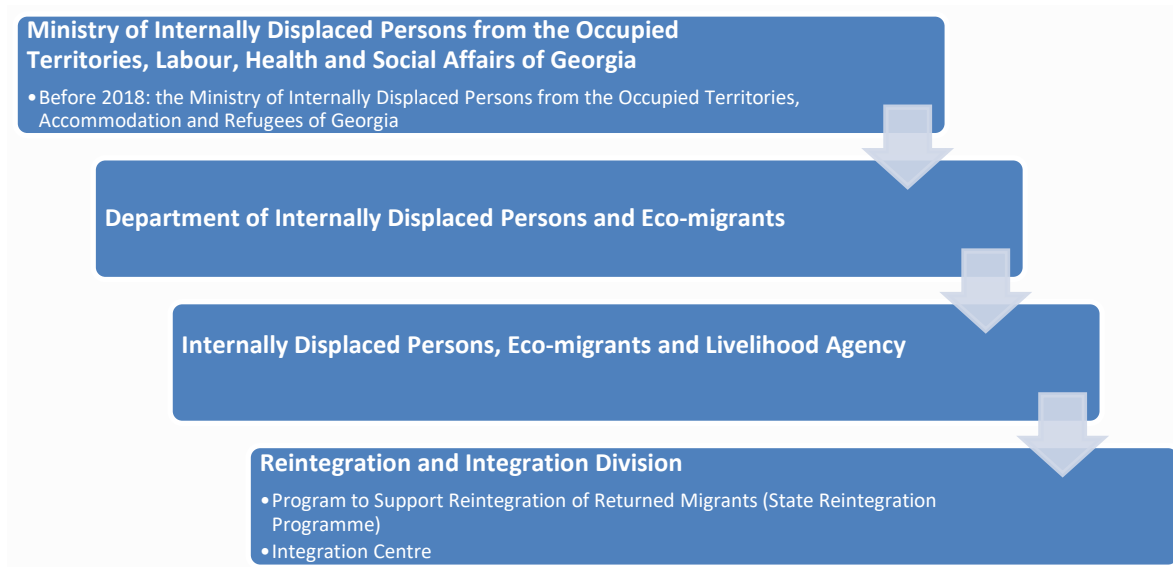


Box 5. Other reintegration programmes in Georgia¹⁰⁹

In addition to the Government of Georgia’s State Reintegration Programme, there are three other major reintegration programmes available to Georgian returnees: the French Office for Immigration and Integration (OFII) reintegration programme, a Caritas project supporting reintegration of returnees, and the Assisted Voluntary Return and Reintegration (AVRR) programme implemented by IOM Georgia.

Institutional framework

Between 2015 and 2018, the State Reintegration Programme was implemented by the Ministry of Internally Displaced Persons from the Occupied Territories, Accommodation and Refugees of Georgia (also known as Ministry of Refugees and Accommodation of Georgia) which functioned until 2018. After 2018, the implementation of the programme was transferred to the new Ministry of Internally Displaced Persons from the Occupied Territories, Labour, Health and Social Affairs of Georgia. Since March 2020, the state programme is implemented by the “Internally Displaced Persons, Eco-migrants and Livelihood Agency”, which is part of the Department of Internally Displaced Persons and Eco-migrants in the competency of the same ministry. Within the Agency, a Reintegration and Integration Division was set up to implement the State Reintegration Programme along with other programmes on the integration of foreigners.



The State Reintegration Programme provides funding to support returnees access to temporary housing, self-employment, healthcare and training opportunities. More specifically, the state can support the following services:

¹⁰⁹ IOM Georgia, 2021, National study of Reintegration Outcomes among returned migrants in Georgia



- Temporary housing for a maximum of 6 days (in Tbilisi only, maximum budget 240 GEL, approx. EUR 65).
- Medical needs coverage, provision of first aid and basic medicine, including psychosocial rehabilitation, to the returnees.
- Activities that support income generation and self-employment opportunities for returnees, for which the applications are screened by a special committee based on additional criteria (budget allocated from 500 GEL to 4,000 GEL, approx. EUR135 – EUR 1,085).
- Activities that offer professional (re-) training opportunities for returnees looking for job opportunities (maximum budget of 1,000 GEL, approx. EUR 270).

Eligibility Criteria

To be eligible for state support in reintegration, returnees must fulfil the following criteria:

1. They must be citizens of Georgia or a stateless person with a valid residence permit in Georgia;
2. They must have lived abroad without a legal status for more than one year, or they have applied for asylum or had asylum in a foreign country; and
3. They must have arrived in Georgia less than one year ago.

As can be seen from the eligibility criteria, the programme does not provide support to returnees who resided and potentially worked or studied abroad legally. Therefore, its main focus is to support vulnerable returnees, who were abroad irregularly, or have applied for asylum, however, the protection status was not granted to them. The Programme is currently extending assistance to 150 beneficiaries per year; however, the increasing return flows signal the need to expand the programme's capacities in terms of both funding and type of services offered by considering needs of returnees, particularly female returnees.¹¹⁰

The profile of beneficiaries of the State Programme is slightly different than the beneficiary profile of other programmes run by IOM, OFII and Caritas. In programmes run by OFII, Caritas and IOM, the first contact between the migrants and organisations take place in the host countries. The partner organisations in the host countries are either approached directly by migrants with a request for support or the organisations reach out to the migrants who wish or need to return. Therefore, the conditions to participate in these programmes are often determined by the specific host country. The State Reintegration Programme is different in the sense that the conditions and criteria are set by the country of origin and returnees can directly apply to the Government of Georgia for reintegration support after their independent return. Therefore, it is argued that the beneficiaries of the State Programme are typically more proactive and independent in comparison to beneficiaries of non-state programmes.¹¹¹

¹¹⁰ State Commission on Migration Issues (2020) Migration Strategy of Georgia 2021-2030.

¹¹¹ IOM (2021) National study of Reintegration Outcomes among returned migrants in Georgia. IOM Georgia, Spring 2021.



Reintegration in the Migration Strategy of Georgia 2021-2030

Reintegration of returned migrants is highlighted as one of the sectoral priorities of Georgia's Migration Strategy 2021 – 2030, as was the case in the previous Migration Strategy (2016-2020). The new strategy document highlights the ongoing interest of the Government of Georgia to encourage the return of Georgian citizens and support their reintegration upon return. The section dedicated to reintegration provides a brief situation analysis that includes information on a number of returns, existing reintegration support mechanisms and identified needs, challenges and priorities in the field of return and reintegration. Based on the analysis, the section concludes with the overarching goal and specific objectives with regard to reintegration of returnees. The main goal and specific objectives identified within the framework of Georgia's Migration Strategy 2021-2030 consist of the following:

Goal: Facilitation of sustainable reintegration of returned migrants

Objectives:

1. Expansion of the Reintegration Programme capabilities by considering individual needs for returned migrants' groups.
2. Designing unified approaches to reintegration of returned migrants.
3. Raising public awareness on reintegration opportunities available in Georgia.
4. Improvement of the data on the migrants returned to Georgia.
5. Supporting the reintegration of returned migrants into the local labour market.

Box 6. Situation analysis as a methodological tool in the policy analysis stage

As discussed in the policy cycle section, a critical part of the policy cycle is the policy analysis stage which often involves conducting a situation analysis or a baseline study to define relevant strategic objectives of a policy. The Government of Georgia's Migration Strategy (2021- 2030) is structured in a way that the vision, goal and objectives in each priority area (including reintegration) is defined based on a situation analysis on that specific theme.¹¹²

¹¹² Read more on the methodological approach to conduct situation analysis, applied in Georgia, here: Migration Strategy of Georgia 2021-2030, p.12., retrieved from: https://migration.commission.ge/files/ms30_eng_web2.pdf



3.1.4. Internal migration policies

a. Management of rural to urban migration

Internal migration, loosely understood as a change of one's habitual place of residence without crossing an international border,¹¹³ is a prevalent aspect of mobility in many countries. For the purposes of this report, cases of Germany and Georgia are presented. However, the reasons and patterns for these movements vary between the two states. In both countries' contexts, internal migration is largely associated with migration from rural to urban areas, and thus includes cities as prominent actors; they are implicitly tasked with managing urban population growth in strategic, and sustainable ways.

Internal Migration in Germany

Since the country's reunification in the late 20th century, German internal migration has been characterised to some extent as rural-to-urban movements, but also as east-to-west migration. Through the 1990s and until the mid-2010s, the west saw a positive net migration rate meaning that more people were leaving the east than the west.¹¹⁴ This trend has since subsided with the two regions now seeing comparable rates of immigration and emigration.

The majority of internal migration in the country is rural to urban and predominantly consists of **young people motivated by economic reasons**.¹¹⁵ The country has thus designated internal migration as a component of its urbanisation strategy via the 2007 Papenburg Declaration on National Urban Policy and the subsequent establishment of the National Urban Development Board. Migration is indeed linked with urban development since cities are the arena within which "migrants are integrated into the labour and housing market, into the education system, the cultural scene and political order"¹¹⁶

German cities thus take initiatives to **make themselves attractive destinations** by developing business parks, promoting their universities, and establishing local integration programmes.¹¹⁷ In the absence of national regulations governing the internal movements of people, cities take more responsibility to facilitate integration. Despite the country's absence of a regulatory framework regarding internal migration, the country does have a **robust residential registration system**. The country's strong capacity to mandate registration allows it to collect robust, real-time data regarding internal migration.

Internal Migration in Georgia

¹¹³ Skeldon, R. (2018). International migration, internal migration, mobility and urbanization: Towards more integrated approaches. Migration Research Series N° 53. International Organization for Migration (IOM). Geneva.

¹¹⁴ Destatis. (2021). German cities no longer grew in 2020. Statistisches Bundesamt. Retrieved at: https://www.destatis.de/EN/Press/2021/10/PE21_485_12.html

¹¹⁵ Kühn, M. (2018). Immigration strategies of cities: local growth policies and urban planning in Germany, *European Planning Studies* 26(9): 1747-1762. DOI: 10.1080/09654313.2018.1484428.

¹¹⁶ Ibid.

¹¹⁷ Ibid.



Georgia's recent history of armed conflict and rapid environmental changes presents a contrasting profile of internal migration drivers compared to Germany. The country underwent armed conflict both in the 1990s and in 2008 during a war with the Russian Federation which resulted in a significant contingent of internally displaced persons IDPs. More recently, Georgia saw the largest number of new eco-migrant registrations as of the late 2010s. Unfortunately, the amounts of new eco-migrant registrations have routinely outpaced the number of resettlements in recent years.¹¹⁸

While there are internal migrants motivated by economic reasons, the country's more predominant mechanism is **displacement**. Internally displaced persons (IDPs) are governed by a regulatory framework titled the "Law of Georgia on Forcibly Displaced Persons" established in 1996 and amended in 2001, 2005, and 2006 that focuses on finding long-term accommodation, reducing state dependency, and integrating IDPs into state social assistance programmes. Regardless, there are still shortcomings regarding registration, ensuring land rights, and protection against arbitrary evictions.¹¹⁹ Additionally, the country sees a substantial rate of **ecologically-displaced** internal migrants. This group, however, does not benefit from a regulatory framework like the one developed for IDPs. Furthermore, a national framework regulating voluntary internal migration has not been established. Rural to urban migration is, however, an intrinsic component of the 2017-2020 "Rural Development Strategy of Georgia". The state's concern regarding substantial outflows from rural areas motivates its desire to establish more job opportunities in rural areas to stem flows from rural to urban areas.¹²⁰

The agency responsible for monitoring rural to urban migration is the **Public Service Development Agency** of the Ministry of Justice.¹²¹ While it operates a registration system to monitor internal migration, it has a low capacity to enforce the use of this system. Regardless, it has innovated some methods to encourage registration; when updating the voter registry, for example, the Agency will de-register internal migrants from their place of origin upon visiting the household. These migrants, now living in an urban setting, are thus motivated to register at their new place of residence.

3.1.5. Improving the migration governance framework

a. Communicating effectively on migration

With the topic of migration becoming an increasingly polarizing debate in many countries, effective public communication on migration has gained importance in the migration policy sphere. The issues around migration may interact with national feelings, political ideologies and economic interests of local communities, which may lead to emotionally charged discussions.¹²²

¹¹⁸ SCMI Secretariat. (2019).

¹¹⁹ UNHCR. (2009). Protection of Internally Displaced Persons in Georgia: A Gap Analysis. Retrieved at: <https://www.unhcr.org/4ad827f59.pdf>

¹²⁰ Rural Development Strategy of Georgia 2017-2020. Retrieved at: <https://mepa.gov.ge/En/Files/ViewFile/10779>

¹²¹ Chumburidze, M., et. Al. (2015). The State of Migration in Georgia. Retrieved at:

<https://www.icmpd.org/file/download/48344/file/The%2520State%2520of%2520Migration%2520in%2520Georgi%2520EN.pdf>

¹²² Sharif, H. 2019. 'Communicating effectively on migration: recommendations and policy options'



Anti-immigrant discourses promoted particularly by far-right parties may feed into those feelings and result in people buying into discriminatory narratives. Such narratives are more likely to emerge in the absence of official information sharing on issues related to migrants and migration. Migration is therefore a delicate issue that requires nuanced and strategic public communication.

The common tendency, which is recently observed in many countries, is to use ad-hoc communication to deconstruct myths and misconceptions about migrants and migration. For example, one-off social media campaigns, statements or press releases to disseminate information about rights and obligations of refugees or origin country campaigns to inform the potential migrants about the risks of irregular migration are some of the common practices. A wide range of stakeholders, including national governments, international organisations, NGOs, the private sector or political parties engage in such practices.

Typically, migration communication occurs as a reaction to certain developments. For example, increasing local resentment towards migrants may motivate civil society or the state to take one-time action to tackle the growing anti-immigrant rhetoric. However, migration scholars and practitioners increasingly highlight the need to move from ad-hoc responses towards establishing a longer-term and proactive strategy to ensure effective and coherent communication on migration.^{123 124 125 126}

The components of a long-term migration communication strategy

A long-term strategy should involve informing the public about the activities of migration authorities and migration legislation, publishing regular reports including the most up to date statistics on migration, using social media effectively to inform the public on the activities in the field of migration, organising seminars, briefings and press conferences that recognise migration as a public policy issue and tackling misinformation through targeted public awareness campaigns. A long-term migration communication strategy requires leadership and a clear chain of accountability in terms of roles and responsibilities to ensure the successful implementation of the policies. The implementation phase also requires sufficient allocation of resources to the partners involved in the process to ensure that there is no gap between policy and practice. Last but not the least, implementation should be accompanied by a systematic monitoring and evaluation process to assess whether the strategy helps achieve the desired effects on the awareness, knowledge, perceptions, attitudes and (intended) behaviour of the target populations. The evaluation mechanisms can involve tailored methodologies ranging from cross-sectional surveys, randomised control trials and pre- and post-measurements (e.g., opinion barometers). The evaluation process should also assess whether the communication tools or

¹²³ Marthouz, J-P. 2006. 'How to communicate: Strategic communication on migration and integration'. King Baudouin Foundation.

¹²⁴ Sharif, H. 2019. 'Communicating effectively on migration: recommendations and policy options'

¹²⁵ Banulescu-Bogdan, N. 2018. 'When Facts Don't Matter: How to Communicate More Effectively About Immigration's Costs and Benefits' Migration Policy Institute.

¹²⁶ ICMPD, UCLG and UN-HABITAT, 2019. Communication On Migration: An Issue of Local Governance: The benefits and challenges of promoting a realistic narrative on migration and fostering intercultural dialogue in cities

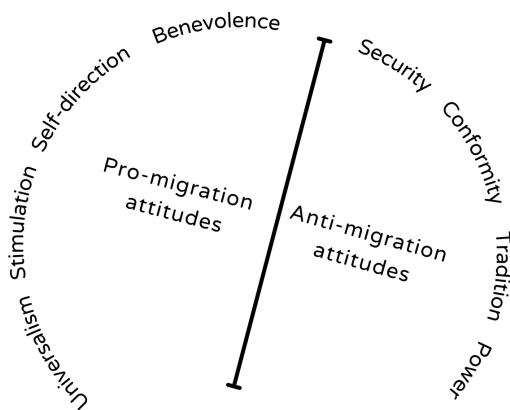


mediums used by information campaigns are effectively reaching out to the specific target groups.¹²⁷

How to ensure effective public communication?

There are several studies published by advocacy groups and practitioners on how to ensure strategic and effective messaging on migration. A key recommendation highlighted in many of these studies is communicating with a focus on values of the population groups. The basis of the **value-based approach** lies in Schwartz’s psychological theory of “basic human values” which lists 10 basic human values.¹²⁸ Some scholars used Schwartz’s value system and European Social Survey to predict the association between these values and attitudes towards immigration.¹²⁹¹³⁰ These studies found that people with values such as universalism, benevolence, stimulation and self-direction are more likely to indicate positive attitudes towards migration whereas population groups which dominantly value security, conformity, tradition and power are more likely to view migrants negatively (see Figure 5).

Figure 5: Values associated with attitudes towards migration



Turning to the link between values and public communication, past studies found that messages with a value-basis that aligns with the values of the target group are more likely to elicit sympathy among the audience. On the opposite, messages that emphasise values that clash with the values of the audience would elicit antipathy. Then, if the aim of public communication (in other words, information or awareness campaigns) is to positively change public attitude towards and

¹²⁷ Tjaden, J., S. Morgenstern and F. Laczko (2018), “Evaluating the impact of information campaigns in the field of migration: A systematic review of the evidence and practical guidance”, Central Mediterranean Route Thematic Report Series. International Organization for Migration, Geneva.

¹²⁸ Dennison, J. (2019). What policy communication works for migration? Using values to depolarise

¹²⁹ Davidov, Eldad, and Bart Meuleman. 2012. Explaining attitudes towards immigration policies in European countries: The role of human values. *Journal of Ethnic & Migration Studies* 38:757–775.

¹³⁰ Sagiv, Lilach, and Shalom S. Schwartz. 1995. Value priorities and readiness for out-group social contact. *Journal of Personality and Social Psychology* 69:437–448.



perceptions of migration, a **key lesson is to communicate on migration using a value-base that is associated with anti-immigrant attitudes**, such as security, conformity, tradition and power. In this case, those who are already pro-immigration, will be indifferent to the messaging, while those who are opposed to immigration on a moderate level may be convinced via the messages framed around their own values, therefore a shift can be observed towards a more pro-immigration stance.¹³¹ If the values align with what the pro-immigrant audiences already uphold, then the messaging will only energise further the pro-immigrant groups, while eliciting antipathy among those who already have negative views about immigration, thus, increasing the polarisation in the society.

Interestingly, a review of 98 pro-migration campaigns in Dennison's (2019) review shows that value-based approach is rarely used by pro-immigrant campaigners, while anti-immigration campaigns often adopt this approach.

Box 7. Support to Life campaign to challenge anti-immigrant rhetoric ¹³²

To challenge the common anti-refugee rhetoric around the question “Why didn’t they stay in Syria and fight anyway?”, Support to Life Association in Turkey developed infographics and poster-size printouts distributed to public places.¹³³ The posters allow viewers to take over the roles of Syrians inside Syria and ask them to make decisions under the conflict circumstances, which takes the viewers on a certain path and allows them to reflect on the consequences of their decisions. The aim of the campaign was to help locals empathise with the situation of refugees and have a better understanding of the factors that influenced their decision to leave Syria.

¹³¹ Dennison, J. (2019). What policy communication works for migration? Using values to depolarise

¹³² Support to Life is one of the leading non-governmental organisations operating in the field of refugee support in Turkey. Further information about the campaign can be found here: <https://www.hayatadestek.org/blog/kategori/goc/suriye-savasi-7-yilinda-neden-ulkelerinde-kalmadilar-ki/> [in Turkish]

¹³³ The infographic “Why didn’t they stay and fight anyway?” can be found here: <https://www.supporttolife.org/wp-content/uploads/2021/09/infographics-why-didnt-they-stay-and-fight-anyway.pdf>



Box 8. Austria's policy simulation game¹³⁴

Some countries are adopting new interactive methods to communicate on issues around migration, with different target groups. Austria's policy simulation game targets secondary school children with the aim to help them understand the perspectives of politicians, media and citizens on migration issues. The game allows the children to define their political manifestos as political parties, join interest groups as citizens or represent the media. The game contributes to understanding the interactions of migration with other sectoral policies and helps inform a more balanced view about migration policies.

Case study: Germany's information campaigns

As discussed in Section 3.1.1., Germany's National Action Plan on Integration (NAP-I) is conceptually organised around five different phases, each of which are associated with a set of measures. The first phase is the pre-migration phase where the migration decision-making processes take place, and the thematic title of the phase is "Managing expectations, providing orientation" (see Figure 3). It places emphasis on managing expectations as an important component of migration management based on the argument that false expectations and insufficient information can make integration in Germany more challenging. Therefore, the Federal Government aims to provide all interested parties with easily accessible, understandable, and reliable information about regular migration pathways and opportunities in Germany in the pre-migration period.¹³⁵ At this stage, digital information portals and targeted information campaigns are used as key tools to manage the expectations of potential migrants.

One of the core objectives of the Federal Government and the Goethe Institute is to work with migrant organisations to evaluate and further develop the Goethe Institute's "**Mein Weg Nach Deutschland - My Way to Germany**"¹³⁶ web portal. The web portal provides a wealth of knowledge and orientation necessary for living in Germany and a range of self-paced tools to learn German. The active involvement of migrant organisations in improving the website is intended to ensure that the website draws a realistic picture of life and work in Germany.

For skilled professionals, the Federal Government is running another website named "**Make it in Germany**"¹³⁷ which provides information on jobs, visa procedures and living in Germany. Attracting highly skilled migrants is one of the key priorities of Germany. The website offers a user-friendly platform to access all kinds of information for skilled workers interested in moving

¹³⁴ ICMPD, 2020, Migration communication and new approaches to target-group engagement. Available at: <https://www.icmpd.org/blog/2020/migration-communication-and-new-approaches-to-target-group-engagement>

¹³⁵ Nationaler Aktionsplan Integration (NAP-I) Phase I „Vor der Zuwanderung: Erwartungen steuern – Orientierung geben“ Erklärung des Bundes. Retrieved from: <https://www.nationaler-aktionsplan-integration.de/resource/blob/1723748/1798302/e6d4766f87c8e6e4875a9bceb0c65180/erklaerung-phase-i-data.pdf?download=1>

¹³⁶ Mein Weg Nach Deutschland, Goethe Institute website: <https://www.goethe.de/prj/mwd/en/startseite.html>

¹³⁷ Make it in Germany web portal: <https://www.make-it-in-germany.com/en/>



to Germany – starting with preparations in the home country, to the actual move, to the first steps to be taken in Germany.

The Federal Government is planning together with IOM to develop a **virtual "Infochat" for refugees**. Through this project, refugees who have already arrived in Germany will be able to virtually share their first impressions and experiences with refugees waiting to be resettled to Germany as part of the humanitarian admission programmes (HAP). The aim of the project is to provide initial orientation to refugees in the phase before departure.

Another good example of an information campaign within the framework of the first phase of NAP-I is the **#RumoursAboutGermany campaign** initiated in Afghanistan. In 2015, the Federal Foreign Office of Germany started an awareness campaign against the numerous rumours and false information around the possibility to migrate from Afghanistan to Germany. It was identified that the false information was circulated on social media mainly through human smugglers and traffickers. Such information included claims such as refugees in Germany being granted citizenship or provided with jobs immediately. To counter the spread of misinformation, the German government put up posters in busy areas of Afghan cities including Kabul, Mazar-I Sharif and Herat, asking the following questions in local languages: “Leaving Afghanistan? Are you sure?” and “Leaving Afghanistan? Have you thought this through?”. The posters also recommended the hashtag #RumoursAboutGermany and the website “www.rumoursaboutgermany.info” which includes a wealth of information to counter widespread rumours and false information around the possibilities to migrate from Afghanistan to Germany and living conditions and rights of migrants in Germany.¹³⁸ The website provides information in seven languages, including French, Arabic, Urdu, Persian, Russian and Tigrinya.

b. Digitalisation of migration management

Digitalisation in the field of migration refers to the use of new digital technologies to manage migration more efficiently and transform migration services and processes. Digital tools can be employed in many different areas in migration management, ranging from the use of video conferencing for remote interviewing to enabling ‘smart’ border controls and supporting decision-making processes in asylum applications.^{139 140}

Artificial intelligence (AI) technologies play a key role in digitalisation of migration services and processes. **Artificial intelligence** can be generally understood as technologies and programming of computers that replace occupations that would normally be undertaken by human intelligence.¹⁴¹ For example, AI-based programming can be used for language identification and assessment, detecting document fraud, case management, chatbots providing information and migration forecasting.¹⁴²

¹³⁸Rumours about Germany website: www.rumoursaboutgermany.info

¹³⁹ European Migration Network (2021). Digital transformation in migration. EMN Annual Conference

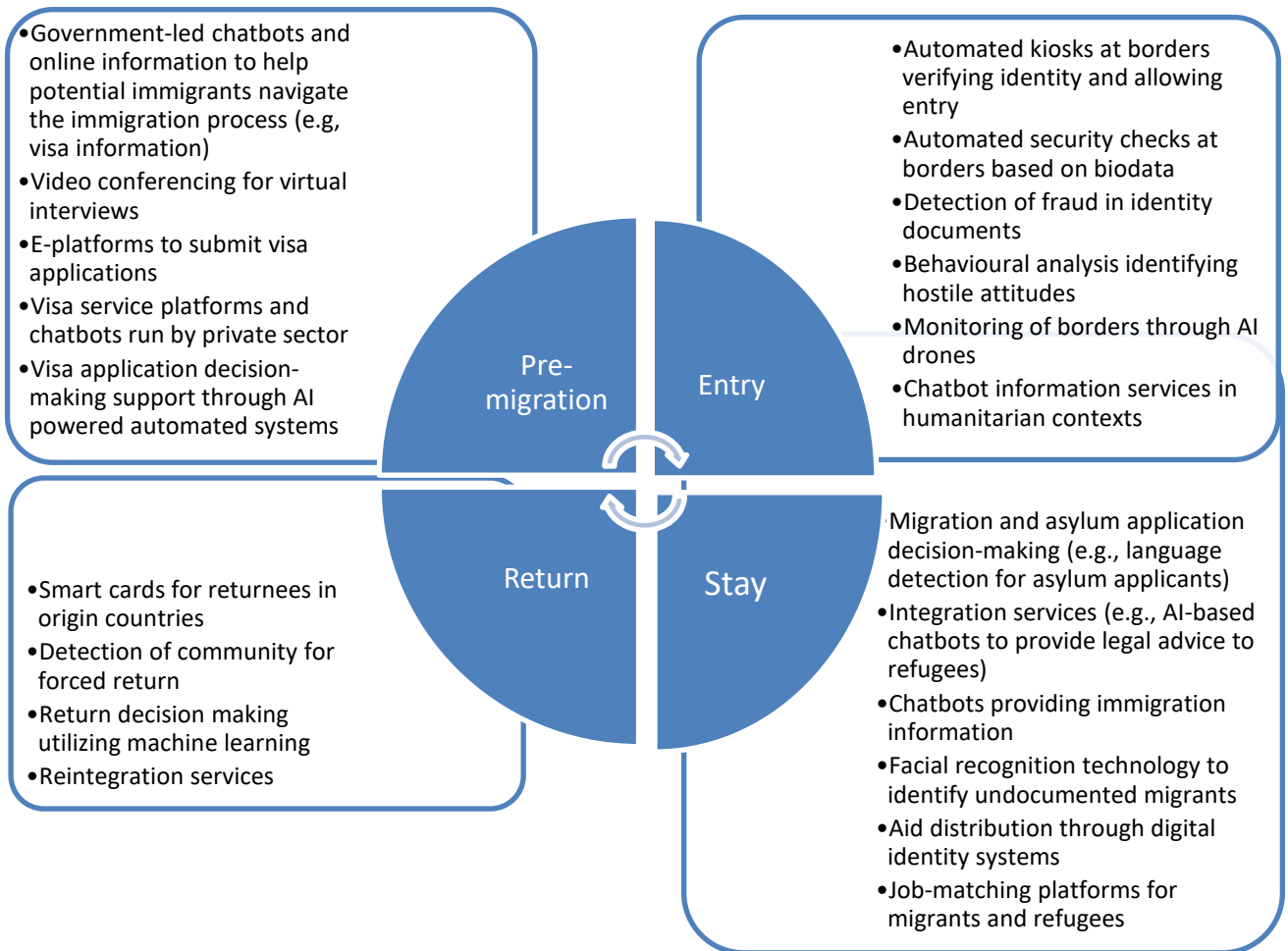
¹⁴⁰ McAuliffe, M.; Blower, J.; Beduschi, A. (2021). Digitalization and Artificial Intelligence in Migration and Mobility: Transnational Implications of the COVID-19 Pandemic. *Societies* 11, 135

¹⁴¹ McAuliffe et al. (2021)

¹⁴² European Migration Network (2022). Use of Digitalisation and Artificial Intelligence in Migration Management. EMN-OECD Inform

The use of digital technologies in the management of migration has gained momentum during the COVID-19 pandemic. Based on a report by European Migration Network (2022) and a research study conducted by McAuliffe et al (2021), Figure 6 provides a non-exhaustive list of the areas in which digital technologies can be employed during the migration cycle.

Figure 6: Digital technologies and AI in the migration cycle



Sources: McAuliffe et al (2021) and European Migration Network (2022), adapted by authors

It is widely accepted that investing in digitalising operations and processes can increase efficiency of border, asylum and migration management. However, there are also critical risks and challenges that need to be considered in the implementation of digitalised processes. Table 8 summarises the opportunities and challenges of digitalisation and AI technologies in migration management from the perspective of service providers and migrants themselves. Therefore, before planning strategic policy interventions in the area of migration management digitalisation, the benefits of such approach need to be analysed and measured against the potential challenges and risks, including an estimation of costs that need to be invested in case of introduction of such measures.



Table 8: Opportunities and challenges of digitalisation in the field of migration

Opportunities	Challenges and risks
<ul style="list-style-type: none"> • Increases efficiency with better planning • Reduced burden on human resources • Better service quality for migrants • (Potential) migrants can access better access to up-to-date information in real-time • Facilitates migrants' access to services • Reduced health risks during the pandemic thanks to contactless procedures 	<ul style="list-style-type: none"> • Raises new questions on ethics, data privacy and protection • AI systems can reflect biases and reinforce existing inequalities • Digitalisation results in increased interactions between public and private sectors and their competing interests • Low internet connectivity in origin countries • Limited digital literacy or lack of equipment to benefit from digital services • People with learning disabilities may be excluded

Case study: Digitalisation and the use of AI in the Dutch immigration system^{143 144}

In line with the Dutch Digitalisation Strategy (2018-2021)¹⁴⁵, the Netherlands became one of the countries that took the lead in modernizing and digitalising migration services and procedures. The Immigration and Naturalization Service (IND) is the central government unit in charge of the migration and asylum processes in the Netherlands.

The IND introduced an online system for managing residence permit applications in 2015. Through this system, residence permit applicants can log into the IND system (My IND) by using their digital identity (DigiD), which is a service that is available for all persons with a citizen service number (which is also available to non-citizens). After submitting the residence permit application, the system processes the application in the backend system of the IND and creates a registered case file. The registered cases require follow-up actions by IND officers. A pilot project is currently undertaken where IND is testing whether the follow-up actions can be

¹⁴³ European Migration Network (2022). Use of Digitalisation and Artificial Intelligence in Migration Management. EMN-OECD Inform.

¹⁴⁴ European Migration Network (2021). Digital transformation in migration. EMN Annual Conference

¹⁴⁵ The Dutch Digitalisation Strategy 2021 can be found here:

<https://www.nederlanddigitaal.nl/binaries/nederlanddigitaal-nl/documenten/publicaties/2021/06/22/the-dutch-digitalisation-strategy-2021-eng/210621-min-ezk-digitaliseringstrategie-en-v03.pdf>



automated, resulting in a suggestion that can support the caseworkers' decision-making process on the application.

The IND is currently part of a pilot project which explores the use of AI-based tools for language identification of refugees. All tools are increasingly used by receiving states to identify language and dialects of asylum applicants, particularly when dealing with a high number of asylum applicants that do not have identification documents. For example, in Germany, applicants are asked to describe a picture verbally over the phone, the recording of which is then kept as the speech sample of the applicant to determine the country of origin.

The IND also uses algorithms to support examination of documents and detect fraud in identity documentation.

3.2. Analysis of a national migration strategy

As elaborated in Section 2, a national migration strategy is a policy framework that governs multiple forms of migration (e.g., immigration, emigration, internal migration). Importantly, a strategy does not just layout governance measures but provides a rationale explaining the motivation behind policy decisions. As such, migration strategies are the result of consultation between governments and multiple stakeholders in the interest of transparency and including multiple viewpoints and priorities.

Georgia's Approach to Formulating a National Migration Strategy

Migration has been a salient policy issue on the country's political agenda for the past 30 years; the government has been keen to institutionalise migration management and has thus issued more than one iteration of its national strategy. In the recent years, several migration strategies were developed and approved. Although there were strategies that predate the ones mentioned in this report, they did not reach a comparable level of development and implementation.

Georgia developed a strategy and accompanying action plan which covered the years 2013-2015, followed by a strategy for 2016-2020 and the current 2021-2030 strategy. Earlier iterations of the national strategy prioritised the harmonisation of migration management across different national and international institutions. These priorities, while still on the agenda, are now accompanied by a handful of initiatives related to engaging with migrants and capitalizing on the positive outcomes migration generates.

To draft this 2021-2030 migration strategy, the State Commission on Migration Issues (SCMI) established an inter-agency working group within the Commission's Migration Laboratory.¹⁴⁶ After undergoing training sessions on the procedures, methods, and standards for drafting policy documents, the working group conducted a situational analysis in tandem with key stakeholders to identify sectoral priorities. The working group then used these priorities to construct the strategy's logical framework during more than 30 socially-distanced meetings during the COVID-19 pandemic. Once a draft strategy was prepared, the group presented it to "the partner

¹⁴⁶ Migration Strategy of Georgia 2021-2030. (2020). *State Commission on Migration Issues*. Retrieved at: https://migration.commission.ge/files/ms30_eng_web2.pdf



international and non-governmental organisations operational in the field, as well as Public Defender's Office, Human Rights Secretariat of the Administration of GoG (including the Prime Minister's Advisor on Human Rights and Gender Equality) and academia representatives."¹⁴⁷ Finally, the body responsible for approving the strategy's final version was the SCMI.

The situation analyses were created by three organisations: the International Organization for Migration, International Centre for Migration Policy Development, and UNHCR, the UN Refugee Agency. An analysis exists for each of the 7 priority areas and each serves a multifaceted purpose. Beyond identifying the government's current abilities and shortcomings regarding migration management, each analysis identifies actions the state can undertake to achieve the strategy's goals. For example, the situational analysis of labour migration identifies necessary elements of a future circular migration governance scheme.

The SCMI was designated as the coordinator of the strategy's implementation; a role it previously undertook for the 2013-2015 and 2016-2020 strategies. Implementation, funded through the state budget, donor organisations, and partner countries, is guided by annual action plans developed by the SCMI's migration lab and conducted by the SCMI and partner organisations, both international and non-governmental. Implementation is also monitored by the SCMI secretariate in quarterly intervals. Every three months, actors implementing an action plan submit information on their implementation activities, which the SCMI uses to generate quarterly and annual progress reports. Finally, the strategy will undergo an interim evaluation in 2026 and a final evaluation by mid-2031 at the latest. Parties responsible for this evaluation have not been finalised, although the SCMI anticipates using its internal resources and possibly consulting with independent experts or organisations.

To facilitate monitoring and evaluation, the annual action plans are constructed with the following elements: activity description, output indicator, source of verification, responsible agency, partner agencies/organisations, deadline, and budgeting information. Output indicators are quantifiable measurements of success; for example, activity 2.7.1.1 reads "Expand the coverage area of consular posts of Georgia" and its output indicator is the appointment of at least three honorary consuls of Georgia abroad.¹⁴⁸ Furthermore, the Minister of Foreign Affairs is designated as the verification source for this output indicator. Through this structure, the SCMI can clearly observe progress made on each action plan.

Annual action plans are organised by grouping activities based on the Strategy's priority areas. The Government of Georgia identifies **7 priority areas** in its 2021-2030 National Migration Strategy.¹⁴⁹

- Enhancement of Migration Management
- Facilitation of Legal Migration

¹⁴⁷ Ibid.

¹⁴⁸ Migration Strategy of Georgia 2021-2030, Action Plan 2021. (2021). Retrieved at: https://migration.commission.ge/files/ms_ap_2021_eng_11.02.21.pdf

¹⁴⁹ Migration Strategy of Georgia 2021-2030. (2020). State Commission on Migration Issues. Retrieved at: https://migration.commission.ge/files/ms30_eng_web2.pdf



- Fight against Illegal Migration
- Reintegration of Returned Migrants
- Engagement of Diaspora in the Country's Development
- Development of the Asylum System
- Integration of Foreigners

The Strategy's long term goal is angled toward the nexus between **migration and development**. The two-pronged approach calls for a "reduction of the negative results of migration" while simultaneously aiming to leverage migration's positive effects for national development. Historically, the government has prioritised the **reduction of irregular migration** and collecting/analysing migration statistics.¹⁵⁰ The most recent strategy, while incorporating these elements, has thus shifted to a more broad focus introducing initiatives to integrate migrants, engage with the diaspora community, and benefit from migration's positive effects.

The 2021-2030 Strategy explicitly calls for partnerships with regional institutions to not only reduce irregular migration, but also **curb transnational organised crime** such as human trafficking. The government is fostering partnerships with EUROPOL, EUROJUST, and FRONTEX to achieve this goal. Similarly, Georgia joined the EU and UN Migration Networks with the goal of bolstering **migration management capacity**. To facilitate regular migration, the Strategy recognises the **key role intermediaries play in migration journeys**. These actors offer services to labour migrants and assist with bureaucratic processes and local integration, especially in cases regarding temporary or circular migration.

¹⁵⁰ Migration Department. (2013). Main Objectives of the Migration Department. *Ministry of Internal Affairs of Georgia*. Retrieved at: <https://police.ge/en/ministry/structure-and-offices/migratsia>



4. Lesson learned for the Republic of Azerbaijan

This report has intended to provide practical guidance for the development of public policies on migration in the Republic of Azerbaijan. The purpose has been to draw some lessons learned from different country experiences and suggest action points to support officials who are in charge of developing, shaping, implementing and evaluating future migration policies in the thematic areas explored in this report. In this sense, the content offered herein can be improved, expanded and enriched by the experience of each individual and institution who participates in the policy-making process.

To inform the design of future migration policies, several lessons learned arise from the research, which will be presented in the thematic areas that reflect the national interests and thematic priorities of the Republic of Azerbaijan. Each section begins with a brief overview of the existing situation in Azerbaijan and the lessons drawn from country cases are intended to address the specific needs in the Azerbaijan context. The recommendations given below are organised by theme, with individual guidance within each thematic area structured around the different stages of the policy cycle. The policy areas highlighted below should not be understood as a complete list; these areas were initially selected for this report, as the most urgent priorities for the Government of Azerbaijan in the area of migration management.

4.1. Transforming thematic priorities into policies

4.1.1. Immigration policies

a. Integration policy

The Azerbaijani government has taken important steps with regard to integration of refugees and stateless persons. In 2019, at the Global Refugee Forum and High-level Segment on Statelessness, the Azerbaijani government announced pledges on granting a tertiary education scholarship to a person per year who has been granted refugee status in Azerbaijan, facilitating legal employment of refugees and persons under UNHCR protection, including refugees and other persons of concern into the national health insurance scheme, and naturalizing 545 stateless persons permanently residing in Azerbaijan. The government fulfilled all submitted pledges, except the last one which is still in progress with the number of stateless persons reduced to 365 as a result of the measures taken.¹⁵¹

To support the integration of migrants into the Azerbaijani society, the Training Centre of the State Migration Service (SMS) organises free courses for foreigners and stateless persons on Azerbaijani language, history, culture, legislation on rights and obligations of foreigners and stateless persons since 2016. Moreover, SMS supported the implementation of a project on "Socio-cultural integration of foreigners residing in Azerbaijan and persons granted with refugee status to Azerbaijani society" in 2019, which demonstrates the Azerbaijani state's willingness to

¹⁵¹ Global Compact for Refugees (2021). Pledges and Contributions in Global Refugee Forum dashboard. Azerbaijan. Retrieved from: <https://globalcompactrefugees.org/channel/pledges-contributions>



support not only structural integration concerning labour market and education but also socio-cultural integration of foreigners.¹⁵²

Furthermore, Azerbaijani government established the Migrant Council under the SMS in 2022. In line with the whole-of-society approach promoted by the Global Compact for Safe, Orderly and Regular Migration (GCM), the key purpose of the initiative is to enhance active participation of migrants residing in the country in the management of migration in Azerbaijan. Through the engagement of the council, the aim is to improve the effectiveness of the protection of migrants' human rights and freedoms, to improve the quality of services provided to foreigners and stateless persons, to ensure transparency, as well as to assess the impact of the decisions taken in the sphere of migration on the daily lives of foreigners.¹⁵³

Overall, the governance of integration is diffused across different public bodies and regulated by different legislative and institutional capacities based on the type of migrants and the sectoral policy area (e.g., education, health, labour market). The diffused structure of state policies and ad-hoc measures on integration resembles the case of Germany before the implementation of the nationwide integration strategy NAP-I, as discussed in Section 3.1.1. Drawing on the German NAP-I for ensuring integration of migrants and refugees, the following lessons can be considered in the Azerbaijani context:

Agenda-setting

- Recognise the multi-faceted and multi-level nature of governance of migrant integration, define the concept of integration acknowledging both structural and socio-cultural integration needs and opportunities
- Ensure participation and contributions of government actors across different levels and sectors (labour, health, social services, education, migration), civil society actors, private sector and migrant/refugee organisations in the development of the policy proposal

Policy analysis

- Conduct situation analysis to identify priorities, needs and opportunities of migrants on different dimensions of integration and define overall objectives
 - Breakdown overall objectives into a set of actions, policy instruments, responsible authorities and indicators of success
 - Identify final integration goals in different aspects (e.g., full economic self-sufficiency, naturalisation)
-

¹⁵² The Regional Review Report on implementation of the "Global Compact for Safe, Orderly and Regular Migration" by the Republic of Azerbaijan.
https://migrationnetwork.un.org/sites/g/files/tmzbdl416/files/docs/azerbaijan_gcm_impl-n_in_report.pdf

¹⁵³ State Migration Service Website, News 03.02.2022, Retrieved from:
https://migration.gov.az/en/news_detail/15135



	<ul style="list-style-type: none"> • Ensure the link between final integration goals and the set of actions • Ensure that the action plan involves not the only type of action for the implementation of an objective but also the methodology that should be applied for the action and the responsible entities and organisations that should implement the action
Policy implementation	<ul style="list-style-type: none"> • Ensure clear division of tasks and responsibilities between involved actors, accompanied by adequate budget allocations and availability of human resources • Establish local inter-agency networks to ensure exchange between various local stakeholders engaged in integration (e.g., employment associations, language course providers, civil society organisations) • Ensure that all actors involved are informed about the progress and access clear, transparent and up-to-date information
Monitoring and evaluation	<ul style="list-style-type: none"> • Establish monitoring and evaluation indicators for the concrete action in order to assess its success and the appropriateness of its methodology, and implement regular monitoring and evaluation process.

b. Investor and start-up visas

The Government of Azerbaijan took important measures to become an attractive investment country for foreign investors. A rich legal base can be found in the field of foreign investments such as the *Law on Investment Activity*, the *Law on Protection of Foreign Investments*, and the *Law on the Termination of Inspections in the field of Entrepreneurship*. According to the Migration Code, foreigners investing at least 500,000 Manats to the country's economy can obtain a temporary residence permit for up to three years which can be extended up to three years every time. Moreover, those who engage in entrepreneurial activity in Azerbaijan are not obliged to get a work permit. The Board of Appeals and Advisory Board mandated under the SMS is responsible for ensuring transparency in service provision to investors and entrepreneurs, as well as providing companies with necessary information on work permits and requirements of the national legislation. ^{154 155}

According to the Land Code of the Republic of Azerbaijan, foreigners and stateless persons cannot own land in Azerbaijan, however, they can rent it based on lease rights. A foreign investor

¹⁵⁴ ICMPD. (2018). Baseline Study on Migration in Azerbaijan. In the framework of MOBILAZE project, International Centre for Migration Policy Development Vienna, April 2018.

¹⁵⁵ The Migration Code of the Republic of Azerbaijan. Available at: https://www.migration.gov.az/content/pdf/60ed89e2411a5_M%C9%99c%C9%99II%C9%99%20%C4%B0ngilis.pdf



can establish a limited institution (representation or branch office) or a fully competent company in Azerbaijan. There are no restrictions on the share of foreign institutions in the country. Furthermore, entrepreneurs are offered to obtain Investment Promotion Document (IPD) to encourage investment in tourism of which owners can benefit from tax and customs privileges for a period of 7 years. Azerbaijan has also concluded bilateral agreements with more than 50 countries on “Promotion and Mutual Protection of Investment”.

With respect to start-up initiatives, the policy documents such as “The Strategic Roadmap on producing consumer goods at the small and medium entrepreneurship level in the Republic of Azerbaijan”, “The Strategic Roadmap for the production and processing of agricultural products in the Republic of Azerbaijan” and “The Strategic Roadmap for the Development of Telecommunications and Information Technologies in the Republic of Azerbaijan” demonstrate Azerbaijan’s willingness to accelerate development of start-up projects and improve their funding mechanisms within respective areas.

These measures and policies demonstrate the utmost importance paid by the Azerbaijani government to the investment and start-up activities to further improve the country’s economy by leveraging the benefits of migration. Taking this into consideration, and drawing on the case study of Estonia, the following lessons can be considered as suggested action points for Azerbaijani policymakers:

Agenda Setting	<ul style="list-style-type: none"> • Identify areas where e-government services can be expanded, such as widening the types of transactions that can be securely handled digitally. • Identify sectors, jobs, or labour shortages for immigrants without local language knowledge.
Policy Analysis	<ul style="list-style-type: none"> • Assess the additional immigration trends sparked by start-ups that recruit employees internationally and consider avenues to boost companies’ capacity to hire foreign talent. • Analyse the cost efficiency for establishing additional e-government services compared with the benefits that the implementation of such services will bring to the country.
Policy Implementation	<ul style="list-style-type: none"> • Formalise avenues for foreign freelancers and remote workers to reside in Azerbaijan. • Implement and publicise exemptions to visa quotas specifically for investors, entrepreneurs, and similar foreign talent. • Consider reductions in principle investment amounts for investment visa holders, especially in cases where the investment goes toward a new, start-up business. • Introduce opportunities for foreign student talent retention such as expedited pathways to a residence permit for university graduates.



Monitoring and Evaluation

- Continue monitoring long-term entrepreneurial business trends to determine how well-integrated they are in the country's business market.
-

c. E-residency opportunities

The State Migration Service (SMS) took several steps to switch to e-services in the issuance of residence permits to foreigners and stateless persons in Azerbaijan. The Decree dated March 2009 "On Application of one-stop-shop principle in the management of migration processes" is one of the key steps that paved the way for more flexible and efficient mechanisms in the management of migration processes. In alignment with the one-stop-shop principle, the Unified Migration Information System (UMIS) was established and integrated with the "Entry-Exit and Registration Interagency Automated Information and Search System" and "State Registry of Population of the Republic of Azerbaijan". The unified database is governed by the State Migration Service and it contains all data about foreigners and stateless persons living or residing in the Republic of Azerbaijan. Moreover, the system allows information sharing between different state entities and enables the automatisisation of documents, inspections and registries.¹⁵⁶ Furthermore, the Presidential decree "On the approval of State Programme (E-Azerbaijan) for the development of communication and information technologies in Azerbaijan Republic in 2010-2012" led to the establishment an overarching e-government portal which unites all government e-services, including migration services.¹⁵⁷

Foreigners and stateless persons can also apply online for registration of their place of stay, extension of temporary staying period, obtaining temporary, permanent residence or work permits, paying state fees and fines through the e-services in the official website of the SMS. All these services are also available in the "MigAz" mobile application of the SMS. However, sometimes applicants encounter technical challenges during their electronic application. This points to a need to improve the quality of e-services and bring this issue into the policy agenda. Drawing on the case study of Estonia, the following points are important to note while drafting national policy in this regard:

Agenda Setting

- Determine the political will of the government coalition to allow access to state services and the business market to people not physically present in Azerbaijan.

Policy Implementation

- Ensure that non-resident entrepreneurs are afforded the same access to state services as residents.
-

¹⁵⁶ SMS (2014) Management and Regulation of Migration Processes Migration: Realities and Prospects. In Azerbaijani. <https://migration.gov.az/post.php?pageid=4849>

¹⁵⁷ List of all e-services <https://www.e-gov.az/en/services>



	<ul style="list-style-type: none"> • Balance ease-of-access with security by developing stringent security measures for digital business and state services in addition to thorough background checks for applicants.
Monitoring and Evaluation	<ul style="list-style-type: none"> • Monitor the trade-off between not receiving income tax from e-residents and the economic stimulation their entrepreneurial activities generate for the business market.

4.1.2. Emigration policies

a. Protection of emigrant rights and diaspora relations

Three government entities are participating in the regulation of emigration processes in Azerbaijan: State Migration Service, the Ministry of Foreign Affairs and the State Committee on Work with Diaspora. The 2002 *Law on State Policy on Azerbaijanis residing abroad* includes provisions to support citizens of Azerbaijan living abroad, to protect their rights and freedoms, invite them to the process of building partnership between Azerbaijan and their countries of residence, and involve them in the activities aiming economic, cultural, and social development of Azerbaijan. Azerbaijan has also signed bilateral agreements with countries such as Belgium, Moldova, Belarus, Kazakhstan, and Turkmenistan to protect the rights of its citizens residing in their territories.

According to the 2013 Migration Code, relevant government authorities and diplomatic representations of the Republic of Azerbaijan are obliged to take necessary measures to protect the rights of the citizens abroad. The Code also sets out the responsibility of the emigrants to register and de-register through the consulates or other relevant authorities in case of change of residence abroad or return.¹⁵⁸

A notable development in the diaspora sphere was the comprehensive diaspora mapping study conducted with the support of the IOM Mission in Azerbaijan and the European Union. The report titled "Mapping the Azerbaijani Diaspora: Insights from Big Data" provided important insights into the skills and demographic profiles of Azerbaijani diaspora communities. The aim of the report was to identify potential development contributions of diaspora communities and to develop an engagement strategy. The report is also praised due to its comprehensive research methodology which aims to further expand upon the existing scholarship with an exercise into big data analysis to map the Azerbaijani diaspora.¹⁵⁹¹⁶⁰

There is an ongoing discussion on adopting a new "Law on Compatriots residing abroad and diaspora organisations". The adoption of this law will introduce the new term "compatriot" to the national legislation on migration and provide citizens residing abroad with a "compatriot

¹⁵⁸ The Migration Code of the Republic of Azerbaijan. Available at: https://www.migration.gov.az/content/pdf/60ed89e2411a5_M%C9%99c%C9%99II%C9%99%20%C4%B0ngilis.pdf

¹⁵⁹ <http://diasporamap.com/en>

¹⁶⁰ The Regional Review Report on implementation of the "Global Compact for Safe, Orderly and Regular Migration" by the Republic of Azerbaijan. https://migrationnetwork.un.org/sites/g/files/tmzbdl416/files/docs/azerbaijan_gcm_impl-n_in_report.pdf



card”. While some state bodies consider the adoption of this law relevant, others suggest making amendments to the 2002 Law on State Policy on Azerbaijanis residing abroad.

Overall, Azerbaijan does not have a singular and discrete diaspora law or policy, but different policies regulating the rights and obligations of citizens abroad are diffused across different government bodies on different levels. The absence of a nationwide strategy document, guidelines or a roadmap on emigrant and diaspora matters may present a barrier in leveraging the development benefits of emigration. The case study of Italy with its well-developed diaspora infrastructure can provide some insights that can be useful for the Azerbaijani context:

Agenda-setting

- Define the concept of diaspora in an inclusive manner (e.g., include Azerbaijanis who no longer hold citizenship)
- Engage diaspora organisations/representative bodies in the design of policies concerning diaspora populations
- Establish consultative mechanisms and other spaces for dialogue between the state and the diaspora to ensure diaspora ownership of the designed policies and interventions and to establish trust
- Involving foreign missions of Azerbaijan to this process; establishing Coordination Group on diaspora issues by including SMS, State Committee on works with Diaspora, MFA.

Policy analysis

- Get to know your diaspora: expand the existing diaspora mapping study to identify avenues for socio-cultural engagement
- Conduct research-oriented exercises to understand needs, challenges as well as the interactions and connections within the diaspora
- Digitalise consular services to register emigrants, while keeping the traditional channels open to ensure that those with low digital literacy or learning problems can also register themselves (e.g., through consulates)

Policy instruments

- Introduce laws or regulations that extend social protection to non-residents by introducing special membership categories or systems (e.g., compatriot card)
 - Enact laws and legislation that recognises the diaspora
 - Make use of social media and new technologies to engage emigrant populations with the country of origin
 - Keep websites up to date to inform emigrants about their rights and responsibilities
 - Organise information campaigns to inform emigrants about the available services
-



Policy implementation

- Ensure mandatory registration of emigrants through linking it with social services available to emigrants
 - Clear distribution of tasks and budget allocations to ensure the practical implementation regardless of shifts in the political will
-

b. Circular and temporary labour migration channels and mechanisms

According to the Migration Code, foreigners and stateless persons should apply for temporary residence permits and work permits if they are engaged in paid labour activity in Azerbaijan. Temporary residence permits can initially be issued a maximum for one year and can be extended for a maximum of two years, but no more than the duration of the contract with the employer. At the same time, persons dispatched for a business trip for not more than 90 days within a year to the Republic of Azerbaijan in the spheres of activity defined by relevant executive authority are not required to obtain a work permit.

According to Article 58 of the Migration Code, every able-bodied citizen of Azerbaijan over the age of 18 can carry out paid labour activity in foreign countries. They need to register at the diplomatic representation or consulate of Azerbaijan in a foreign country within one month after arrival. The Republic of Azerbaijan signed agreements with Turkey, Belarus, Moldova, Kazakhstan, the Russian Federation and Ukraine on the employment and social protection of its citizens taking up temporary work on the territories of the contracting states. However, there is no specific provision neither in the Migration Code nor in any other legislative document about the circular or temporary labour migration of Azerbaijani citizens. This shortcoming necessitates discussions with government authorities, civil society and business circles to identify their needs and expectations, and provide a new policy proposal that can serve as a guideline in implementation of government's policy in this field. The existing schemes in Moldova and Georgia can provide some insights that can contribute to developing a guideline in regulating circular and temporary labour migration, listed as follows:

Agenda Setting

- Approach national and regional governance institutions regarding circular migration agreements, and also actively involve civil society actors such as development and labour organisations in these discussions.
 - Discuss who should benefit from circular migration; migrants, the labour market, businesses, etc.
-

Policy Analysis

- Consider explicit reference to temporary and seasonal migrants in the national migration code when discussing rights guaranteed to migrants.
-

Policy Implementation

- Develop categories of temporary labour migrants that can be recruited and offered an expedited visa
-



	<p>application process. These groups can be reflective labour shortages or highly-preferred workers.</p> <ul style="list-style-type: none"> • Implement temporary migration agreements with the aid of civil society organisations to expedite rollout. • Organisation pre-departure and post-arrival trainings for labour migrants in partnership with international or local NGOs to inform them about their rights and responsibilities
<p>Monitoring and Evaluation</p>	<ul style="list-style-type: none"> • Expand and maintain immigrant and emigrant registration systems. • Monitor temporary migrant experiences via research-oriented exercises, such as surveys or interviews.

4.1.3. Return and reintegration policies

Azerbaijan has taken important measures towards effective reintegration of returned citizens. In 2016, an Interagency Working Group on Reintegration consisting of representatives of the relevant central executive authorities was established for flexible solutions of reintegration issues (e.g., housing, health care, employment, social security, education) of persons readmitted to Azerbaijan. The returnees are met and surveyed upon arrival by the employees of the SMS, their needs and concerns are immediately forwarded to the competent representatives of the Working Group.

The SMS has been involved in key projects led by ICMPD and IOM concerning readmission and supporting the reintegration of citizens of Azerbaijan implemented by ICMPD and IOM. Reintegration support was provided to returned people in a vulnerable situation, an Electronic Readmission Case Management System was developed, institutional mechanisms were improved, and several reports were published as a result of those projects. However, the Azerbaijani government lacks laws and policies regarding readmission and reintegration of its citizens. There is no legislative document concerning the implementation of the reintegration policy of the country. Based on an analysis of the State Reintegration Programme of Georgia, as well as the National Migration Strategy of Georgia for 2021-2030, the following lessons can be noted for Azerbaijan:

<p>Agenda-setting</p>	<ul style="list-style-type: none"> • Define the concept of reintegration based on international frameworks and national legislation • Recognise the multi-dimensional nature of reintegration, and that it must be embedded in the wider social policy • Ensure participation and contributions of conventional actors engaged in reintegration efforts e.g., the IOM, ICMPD, civil society actors) in the agenda-setting phase
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Policy analysis	<ul style="list-style-type: none"> • Begin with an analysis of the context to compile information on the existing institutional and legal framework, the context of return, the demographic profile and geographic distribution of returnees and the factors that affect vulnerabilities of the returnees. • Set out the overall objectives of the policy • Breakdown overall objectives into a set of actions, policy instruments, responsible authorities and indicators of success
Policy implementation	<ul style="list-style-type: none"> • Establish local inter-agency networks to ensure exchange between various local stakeholders engaged in reintegration (e.g., employment associations, civil society organisations)
Monitoring and evaluation	<ul style="list-style-type: none"> • It is necessary that each reintegration action, strategy, or project include evaluation mechanisms to assess the degree to which reintegration assistance contributes to sustainable return, identify the factors that affect reintegration and potential areas for improvement

4.1.4. Internal migration policies

a. Regulation of internal migration and legislation, with a focus on rural to urban migration

Azerbaijan has experienced high levels of internal migration as a result of conflicts, natural disasters, industrialisation and economic and educational opportunities. Since the 1970s, due to industrialisation and the increase of state revenues due to energy resources, the urban population had exceeded the rural population and Azerbaijan had experienced population inflows to urban areas. Moreover, the fundamental shifts in the political and economic system of the country in the early 1990s further fostered the urbanisation process. The first Nagorno-Karabakh war in 1993 led to the internal displacement of 650,000 people, including some ethnic minorities, such as Kurds, Russians, Turks.¹⁶¹ According to the Internal Displacement Monitoring Centre (IDMC), 67,865 people had to change their places of residence within the country during the period between 2009 and 2014 due to natural disasters.¹⁶² Overall, these processes led to high levels of internal migration within the country, mainly destined towards urban areas. In 2020, 2 million people out of 10 million population were officially registered in Baku city.¹⁶³

Azerbaijani state has taken important steps in supporting internally displaced persons in the country. In 1999, the government introduced two laws: the *Law on the Status of Refugees and*

¹⁶¹ United Nations High Commissioner for Refugees (UNHCR) (2003). International Protection Considerations Regarding Azerbaijani Asylum-Seekers and Refugees. UNHCR. Geneva.

¹⁶² Internal Displacement Monitoring Centre (IDMC) (2019). Global Internal Displacement Database. Retrieved from: <https://www.internal-displacement.org/database/displacement-data>

¹⁶³ AZSSC (2021). State Statistical Committee of the Republic of Azerbaijan. Demographic indicators of Azerbaijan 2021. <https://www.stat.gov.az/source/demography/?lang=en>



Internally Displaced Persons and the Law on Social Protection of internally displaced persons and persons equated to them. The State Programme for the Improvement of Living Standard and Generation of Employment for Refugees and IDPs adopted in 2004 yielded successful results within a short period of time. By 2014, the government had relocated around 180,000 IDPs and refugees to the new settlements.^{164 165} Based on the goals set at the “Azerbaijan 2030: National Priorities for Socio-Economic Development”, one of the priorities of the Azerbaijani government is to achieve sustainable resettlement of former IDPs to the territories de-occupied in 2020.¹⁶⁶

According to the 1996 *Law on residence place and registration upon place of stay* of the Republic of Azerbaijan, citizens of Azerbaijan moving from one district to another should get registered in their new place of stay at the Ministry of Interior. However, in practice, there is no monitoring of the implementation of this provision and many people in Baku are registered in their previous places of residence rather than in Baku. This creates challenges in tracking the residence status of citizens and reduces reliability of population statistics which may create challenges in development of local policies. In terms of eliminating the effects of environmental disasters, authorities try to rebuild areas damaged by natural disasters, however, in case of large-scale disasters, it is not always feasible. Overall, there are important mechanisms to support IDPs, however, the Azerbaijani government lacks targeted and comprehensive policies and guidelines on how to effectively manage internal migration flows. After reviewing Germany’s and Georgia’s national policies aiming to regulate internal migration flows, the following recommendations can be relevant for the Azerbaijani government while drafting its national policy in this area:

Agenda Setting	<ul style="list-style-type: none"> • Assess political will to develop tailored frameworks for those displaced by natural disasters to complement existing policies regarding IDPs. • Determine at what level governance of internal migration is most appropriate; national or municipal.
Policy Analysis	<ul style="list-style-type: none"> • Develop frameworks tailored to types of internal migrants. For displaced internal migrants, higher emphasis should be placed on integration programmes and stable living situations whereas labour migrants may require more guidance in terms of finding work and education opportunities.
Policy Implementation	<ul style="list-style-type: none"> • Consider not just repercussions for failing to register at a new residence, but also incentives. Trends in Georgia indicate that citizens are not persuaded by fines when they fail to register but respond to actions like being de-registered from their place of origin.

¹⁶⁴ ICMPD. (2018). Baseline Study on Migration in Azerbaijan. In the framework of MOBILAZE project, International Centre for Migration Policy Development Vienna, April 2018.

¹⁶⁵ Internal Displacement Monitoring Centre (IDMC) (2019).

¹⁶⁶ Order of the President of the Republic of Azerbaijan on approval of “Azerbaijan 2030: National Priorities for Socio-Economic Development”, 21 February 2021, Retrieved from: <https://president.az/en/articles/view/50474>



Monitoring and Evaluation

- Surveying internal migrants regarding their perceptions of the ease of mobility and willingness to participate in data collection methods such as registering their new residences will illuminate state shortcomings and areas for further improvement.
 - Further strengthening the state's capacity to monitor internal migration will result in more accurate identification of migration trends.
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4.1.5. Improving the migration governance framework

a. Communicating effectively on migration

SMS implements broad public awareness measures for informing foreigners and stateless persons about its activities and national legislation in the field of migration. All necessary information about migration legislation, statistical reports, and activities of the SMS can be found on its official website.¹⁶⁷ The regular news is also posted on Facebook, Instagram, YouTube, the Twitter account of the Service. For increasing accountability, since 2018, SMS holds semi-annual and annual press conferences and briefings for informing the public about works and activities implemented by the entity. In 2018, SMS presented its new "MigAz" mobile application which has created an opportunity for foreigners and stateless persons to have access to immigration services and news. Initiated in 2019, the Call Centre of the SMS functions 24/7 to promptly respond to the queries of applicants. Besides, in 2020 a new webpage (www.migrationto.az) has been developed by the SMS with assistance of the EU-funded and ICMPD implemented MOBILAZE project to inform foreigners and stateless persons about services rendered by the relevant state entities in Azerbaijan, as well as culture, history, customs, tourist attractions of the country. Furthermore, "Migration Service" programme was broadcasted on "ASAN radio" to convey information about the immigration and emigration measures to a broad audience.¹⁶⁸ Publication and dissemination of informative booklets and fliers, development of animation videos explaining rights and obligations of foreigners are some of the examples of activities realised with the support of international organisations.

More recently, the SMS took a significant step with the establishment of its Communication Strategy for 2021-2023. The Communication Strategy was reviewed by ICMPD within the MOBILAZE 2 project and the comments are planned to be incorporated in the implementation process. The action plan of the strategy includes awareness raising activities, regular migration rules and procedures, prevention of irregular migration, capacity building and partner relations. However, the details and the content of the communication strategy was not available online at the time of this writing, therefore, some of the following recommendations may overlap with what has already been aimed by the communication strategy and its action plan.

¹⁶⁷ State Migration Service website: <https://migration.gov.az/en>

¹⁶⁸ ICMPD. (2018). Baseline Study on Migration in Azerbaijan. In the framework of MOBILAZE project, International Centre for Migration Policy Development Vienna, April 2018.



Overall, Azerbaijan makes use of a wide range of communication tools and channels to ensure regular information exchange with target groups and raise public awareness on migration. Nevertheless, the government can make use of new and proactive ways to communicate more effectively on migration. In this regard, the following lessons can be relevant for the Republic of Azerbaijan:

Agenda-setting

- Involve the public at the agenda-setting phase, by organising information sessions with representatives of migrant associations, local communities, media, NGOs and other stakeholders with the aim is to establish a long-term strategy and leadership in implementation of the communication strategy and its action plan. Be prepared for backlashes and shifts in response to short-term events (e.g., short-term waves of anti-immigrant sentiments)

Policy analysis

- Conduct situational analysis studies to understand perceptions, attitudes, stereotypes and knowledge gaps among citizens on migration
- Identify which communication tools are used by migrant groups or target groups of awareness campaigns

Policy instruments

- Use visual tools, with relatable content and value-based messaging
 - Ensure the balance between scientific evidence and relatable content for the public
 - Use game-based approaches when approaching children
 - Select the right social media tool depending on the target group (e.g., Facebook for elderly, Instagram for youth, LinkedIn for professionals)
 - Select the right messengers (relatable, reliable and trusted people, media personalities, influencers, football players who can convey the message to the target group in their own words)
 - Organise capacity-development trainings aiming at effective communication on migration.
 - Provide trainings to journalists writing on issues related to migration, to prevent misrepresenting portrayal of migrants and to avoid misinforming audience about immigration and emigration trends in the country.
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Monitoring and evaluation

- Conduct assessments to evaluate whether the campaign induced a change in knowledge, perceptions, attitudes and (intended) behaviour (e.g., through pre- and post-measurements, randomised controlled trials, opinion barometers with large sample size)¹⁶⁹
 - Consider four key aspects during the evaluation: Communication tool/medium, campaign objective, target group, and key message
 - Engage independent actors such as non-governmental organisations or think tanks/academics to conduct the evaluations
 - Make evaluations publicly available to facilitate shared learning and maximise future impact
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b. Digitalisation of migration management

The Unified Migration Information System (UMIS), operated by the SMS, is the main digital platform that keeps a record of foreigners and stateless persons living in Azerbaijan. It makes use of blockchain technologies to ensure information sharing between different state bodies participating in migration management. It also enables the automatisisation of documents, inspections and registries.¹⁷⁰ The establishment of the UMIS can be considered as an important first step in switching to digital technologies in collecting data on immigration, however, there are many other ways in which digital and AI technologies can be employed in the field of migration management. Based on a review of literature on the application of digital technologies in migration management and learning from the Dutch practice, some lessons for Azerbaijan can be listed as follows:

Agenda-setting

- Identify areas in which digital systems can be employed
 - Organise information sessions to overcome potential institutional resistance to transforming systems into digital ones
-

Policy analysis

- Conduct studies to understand the level of digital literacy and availability of equipment (e.g., smartphones) among the targeted migrant groups
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¹⁶⁹ For a systematic review of migration information campaign evaluations, please see: Tjaden, J., S. Morgenstern and F. Laczko (2018), "Evaluating the impact of information campaigns in the field of migration: A systematic review of the evidence and practical guidance", Central Mediterranean

Route Thematic Report Series. International Organization for Migration, Geneva.

¹⁷⁰ SMS (2014) Management and Regulation of Migration Processes Migration: Realities and Prospects. In Azerbaijani.

<https://migration.gov.az/post.php?pageid=4849> (last accessed on 17 October 2017)



Policy implementation	<ul style="list-style-type: none"> • Combine online and AI systems with more traditional access to services to prevent exclusion of certain groups • Ensure a high level of human control and awareness of digital solutions during the implementation phase to prevent bias
Monitoring and Evaluation	<ul style="list-style-type: none"> • Ensure continuous monitoring and evaluation of the outcomes of digital processes, drawing not only on system feedback but also user reports

4.2. Developing a national migration strategy

In 2019, the SMS drafted the new “National Migration Strategy of the Republic of Azerbaijan” with the participation of the relevant state authorities.¹⁷¹ The document aimed to address the gaps in national legislation and policy relating to migration in Azerbaijan. Drawing on best practices and lessons learned from the six countries covered in this study and learning from the Georgian practice in developing a migration strategy, the following remarks can be considered while improving further the National Migration Strategy of the Republic of Azerbaijan:

Agenda Setting	<ul style="list-style-type: none"> • Determine priority areas that have either historically been on the government’s agenda or should be introduced. Similarly, assess whether the current state stance towards migration should be continued or re-angled depending on political will. • Assess how the country can benefit or be negatively impacted by immigration and emigration, and in what sectors these effects will be the strongest. • Engage migrant/refugee associations and other civil society organisations as much as possible in the development of the strategy
Policy Analysis	<ul style="list-style-type: none"> • Review data on the current migration trends in the country to determine the types of benefits migrants bring to the country. Are migrants injecting large amounts of capital into the country or bringing innovative ideas, are they utilizing public services? • Conversely, assess current negative outcomes including transnational crime, emigration of skilled nationals, and determine priority areas to address.

¹⁷¹ The Regional Review Report on implementation of the "Global Compact for Safe, Orderly and Regular Migration" by the Republic of Azerbaijan.
https://migrationnetwork.un.org/sites/g/files/tmzbdl416/files/docs/azerbaijan_gcm_impl-n_in_report.pdf



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- Based on diaspora mapping studies and other research-oriented exercises on emigrant populations, identify the willingness and interests of diaspora communities to contribute to their countries of (ancestral) origin, structure the strategy on emigration based on the findings of these studies

Policy Implementation

- Partner with both international and local actors to facilitate the strategy's rollout. Examples from Georgia demonstrate that partnerships can not only introduce expertise and resources, but will also allow the state to delegate migration management tasks to organisations and civil society actors.

Monitoring and Evaluation

- In terms of the immigration component, migrant experiences are important to monitor via surveys or interviews because this provides insight into whether a national migration strategy is making the country an attractive destination.
 - The strategy should be developed with clear benchmarks. These could be monetary, such as remittance amounts, or related to management, such as automation of data collection.
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