

Director's welcome message



Dear Friends of the Prague Process, dear Readers,

Following the established good practice, I am glad to welcome you to the new issue of the Prague Process Quarterly Review,

which shall shortly introduce the Prague Process activities and outcomes of the last quarter (April to June 2016), as well as an overview of the recently concluded Pilot Projects 5-7 and the Knowledge Base.

It's been a challenging, yet productive and inspirational period with important activities, such as the third preparatory Senior Officials' Meeting for the 3rd Ministerial Conference, that rounded up the discussion on the Prague Process future and prepared participating countries for a key step in the Prague Process lifecycle – the upcoming 3rd Ministerial conference!

With regards to migration many Prague Process countries are exposed to various problems – the enormous influx of asylum-seekers and related security concerns, the challenges arising from recent illegal migration flows, or the need for training and a modernisation of migration systems. All these challenges create very dynamic realities in which we should not only co-exist, but com-

municate, interconnect and cooperate; therefore, the importance of the Prague Process as a platform for constructive dialogue grows day by day.

For Poland itself, as the leader of this unique platform for cooperation, this last quarter was equally strenuous. A newly established department within the Ministry of Interior and Administration of Poland involving a new team took the lead of the Prague Process and its Targeted Initiative project this spring. I am thereby happy and honoured to introduce my colleague Mr Bogumil Rybak, the new Prague Process Coordinator, and myself, Anna Tulej, in my role of Director of the Prague Process Targeted Initiative. We are going to continue the implementation of the already developed practices, in order to live up to the arising challenges with dignity while also bringing in new fresh ideas which shall hopefully boost the process even further. In this endeavour we undoubtedly rely on the support of all Prague Process countries, which of course remain the main actors, beneficiaries and masterminds of this process.

I hope that you will enjoy reading the current issue of our Review. As always, your ideas on the next issue and your contributions with articles on the recent migration developments in your countries are most welcome.

Faithfully yours,

Anna Tulej
PP TI Director

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Prague Process activities in the 3rd quarter of 2016

- **11-15 July**, Knowledge base expert mission to the Republic of Tajikistan, Dushanbe
- **18-21 July**, Knowledge base expert mission to the Kyrgyz Republic, Bishkek
- **19 September**, Senior Officials' Meeting, Bratislava, Slovakia
- **20 September**, Prague Process 3rd Ministerial Conference, Bratislava, Slovakia

Activities implemented in the period April – June 2016

- **5 April**, 6th Core Group Meeting, Warsaw, Poland
- **20-22 April**, PP7 Concluding Seminar, Berlin, Germany
- **15-16 June**, Senior Officials' Meeting, Cracow, Poland

POLICY

Invitation of the Slovak Presidency of the Council of the European Union to the 3rd Ministerial Conference

On the occasion of the Slovak Presidency of the Council of the European Union, Slovakia is pleased to welcome all countries

The PP is one of five Processes mentioned in the EU's 'Agenda for Migration', focusing on both the short- and long-term migration developments. The PP contains a unique mix of countries and aims to increase the migration and asylum capacities of the states involved and bring their migration policies and practices closer together. While the various regions constituting the PP are currently not perceived as overly problematic in terms of migration, this situation might swiftly change. Therefore, it is important to secure the sustainability of the Process and the results achieved, while also agreeing on clear future priorities. The networks established over the past five years should serve as the basis for future partnerships.

and partners participating in the Prague Process to the **Third Ministerial Conference of the Prague Process – "Addressing challenges together" to be held in Bratislava on 20 September 2016**. The delegations are also cordially invited to the Gala dinner at Bratislava castle on 19 September 2016.

The third preparatory Senior Officials' Meeting for the 3rd Ministerial Conference

The Prague Process Senior Officials' Meeting (SOM), constituting the third preparatory SOM for the 3rd Ministerial Conference on 19-20 September 2016, took place in Cracow on 15-16 June 2016, gathering 62 participants from

Personal involvements and realistic results that we can achieve from the work of all our partners. That is what gives us energy for the Process.

Anna Tulej, PP TI Director, Poland

29 states, the European Commission Directorate General for Home Affairs (DG Home) and Directorate General for Interna-

The Slovak EU Council Presidency hopes that with its three working sessions the Bratislava Conference will provide participating countries with a unique setting to discuss priorities and possible areas of future cooperation and jointly develop common ways to tackle current migration challenges. In this regard, keeping in mind the achievements of the Prague Process to this date, the Ministerial Conference is an opportunity for setting a clear direction for the future cooperation among the fifty countries of the Prague Process.

To demonstrate the joint commitment for continuing the cooperation among all Prague Process states and to set up the basic framework for addressing the challenges faced in the current migration context, the Joint Declaration will be approved at the Conference.

The Prague Process represents an example of excellent cooperation at political and expert level and has succeeded in enhancing intergovernmental exchange of experience in the area of migration.



ROBERT KALIŇÁK
Deputy Prime Minister and Minister of Interior of the Slovak Republic



tional Cooperation and Development (DG DEVCO), the Council of the European Union, Frontex, as well as ICMPD and UNHCR.

The Meeting served the discussion of the past achievements, of the possible future activities and the preparations of the upcoming 3rd Ministerial Conference "Addressing Challenges

Now we have 60-70 people in that room, who can have a side talk with each other without setting a bilateral meeting, which becomes very diplomatic, very political. This kind of dialogue you need. It is essential.

Martijn Puim, Director Eastern Dimension, ICMPD

Together", taking place in Bratislava on 19-20 September 2016. At this occasion, Ministers are expected to endorse the Joint Declaration, which shall constitute a clear basis for future endeavours in the period 2017-2021. The joint ownership of the Process is important and should be further sustained through a strong political message in the form of the Joint Ministerial Declaration, the content of which was extensively discussed in Cracow. Most states agreed to the proposed text, the structure of which was set by the participating states in the framework of the Core Group meeting in April 2016, as well as through the written comments received later in May, whereas some states proposed minor changes clearing up formulation on the financing.

ASYLUM

The Concluding Seminar of Pilot Project 7 on Asylum and International Protection

The 3rd Seminar of Pilot Project 7 took place in Berlin on 20-22 of April 2016, gathering 46 participants, including representatives of Albania, Armenia, Azerbaijan, Belarus, Bosnia and Herzegovina, Czech Republic, Georgia, Germany, Kazakhstan, Kosovo, Kyrgyzstan, Luxemburg, Moldova, Poland, Russia, Serbia, Sweden, Turkey and Ukraine, as well as the three PP7 experts, national trainers from Germany, Sweden and Norway,

The SOM also provided the attending states with an opportunity to express their national priorities and the scope of their future commitment and support to the PP. Among the priorities specifically highlighted were the issues of reintegration and engagement with diaspora, continuation of work in the field of illegal migration, including also the provision of help to transit countries, the importance of legal migration, which would provide for the most efficient alternative to illegal migration, as well as asylum and international protection area which remain a priority for many states.

The SOM participants agreed that the implementation of the Prague Process (PP) Action Plan 2012-2016 has so far proven successful. The PP has been a key process to the East and a good example of successful international cooperation, marked by the mutual willingness to cooperate and the successful elaboration of joint products. In the future, the good use of these products shall be ensured in the framework of a so called "Training and Analytical Centre" (TAC), which shall be composed of the PP Training Academy and the Migration Observatory – an improved version of the current Knowledge Base. The introduction of these new components is perceived as a logical next step within the Process, adjusting the project structure to the current needs of participating states. The updated TAC concept was warmly welcomed without raising objections.

EASO, UNHCR, ECRE and ICMPD. The thematic focus of the event was on exclusion, internal protection alternative, interview techniques and vulnerable groups. The event combined presentations on behalf of experts with interactive breakout sessions, including the discussion of concrete asylum cases on behalf of participants.



During the introductory *tour de table* participants expressed their priorities, challenges and expectations. With an increasing number of asylum seekers, the lack of time for asylum decisions and limited legal knowledge among staff, especially

useful indicators and profiles that can be applied). According to their interest, participants were then divided into three parallel working groups: one on 'Memory and Traumatic Experiences'; the second one dedicated to training of trainers; and the final one on the EDAL database on case law where ECRE gave an introduction (www.asylumlawdatabase.eu). The working groups functioned very well and received excellent feedback from participants.

Session 2 focused on interview techniques, which may in fact represent the biggest common challenge in RSD procedures. After a general introduction, participants were introduced to different methods to identify and interview vulnerable groups, an obligation required by the EU's Qualifications Directive, as well as the issue of Internal Protection Alternative (IPA). The following case study session was launched by a short introduction into the jurisprudence on exclusion presented by Judge Gleeson. She first highlighted the added value of using jurisprudence, underlining the constant development of the law and ways to improve legal reasoning, before providing some concrete inspiration for the cases studies that were dedicated to the issues of exclusion and Internal Protection Alternative.

On the final day, EASO presented the Practical Tool for identification of persons with special needs (IPSN Tool), while ECRE introduced the EDAL database on asylum case law. Sweden then presented the draft version of the so-called PP7 Guidelines. During the closing session, all states provided with their utmost positive feedback on this particular event and the Pilot Project 7 as a whole.

Migration flows are always mixed migration flows. You would have asylum-seekers; you would have people migrating for other reasons. All people migrating are per definition strong people.

*Anna Bengtsson, Project Leader,
Swedish Migration Agency*

in view of the constant evolution of the law, were raised as important challenges along with identification and Country of Origin Information (COI). It was also stressed that interpretation is an issue of special concern for most of the participants, especially taking new countries and languages into account. Large numbers of refugees with identical and in many cases vague stories was mentioned as an example of credibility assessment difficulties. Participants expressed their positive expectations from the selected seminar topics and the possibility to learn more about interviewing techniques and also to discuss national cases.

The first session on exclusion clauses entailed a detailed reasoning behind cessation of or exclusion from refugee status, an introduction into the concept of 'serious non-political crimes' and some practical advice for decision makers (e.g.

OVERVIEW OF COMPLETED PILOT PROJECTS

Pilot Project 5 "Establishing identity and/or nationality of irregular migrants"

The Pilot Project 5 on Irregular migration was implemented between November 2014 and April 2016 and led by Poland with the support of Romania. The project aimed at strengthening the capacity of participating states in the sphere of establishing identity and/or nationality of irregular migrants through the exchange of best practices, and promotion of cooperation be-



Welcome speech of the PP5 Project Officer, Mr Piotr Sadowski, at the occasion of the Kick-off Workshop, Warsaw, 26-27 January 2015

We took the step towards the implementation of legislation in the sphere of readmission. Thanks to the Prague Process, we have progressed in this direction very successfully.

Tetiana Nikitina, State Migration Service of Ukraine

tween the participating states in this sphere. To a large extent the project was based on the positive outcomes of the Pilot Project 1, in the course of which the importance of effective cooperation on identification with partner countries was highlighted.



The 2nd PP5 Workshop took place in Tbilisi, Georgia on 9-10 of June 2015 and focused mainly on the cooperation with diplomatic representations of third countries. Participants had an opportunity to visit the Migration Department and Accommodation Centre of the Ministry of Internal Affairs of Georgia.

Targeting practitioners and experts involved in establishing identity and/or nationality of irregular migrants, the four workshops implemented in the course of the Project addressed general identification issues, issues of cooperation with the consular missions of third countries, challenges of multicultural cooperation, identification problems connected to vulnerable groups, as well as various programmes and tools for voluntary/forced returns and removals.



The PP5 Concluding Workshop took place in Bucharest on 24-25 February 2016 and was devoted to the topic of identification of vulnerable groups of migrants, as well as the presentation of the draft PP5 Handbook on Establishing Identity and/or Nationality of Irregular migrants.

The knowledge gathered both through the dissemination of several questionnaires and during the workshops was consolidated into 'the Handbook and Guidelines of Establishing Identity and/or Nationality of Irregular migrants', which aims to provide practitioners with guidance in the sphere, combining international practice with the national experiences of the PP5 participating states.

Pilot Project 6: 'Enhancing International Student Mobility'

The overall objective of this Pilot Project, led by the Czech Republic and Hungary, was to explore and discuss current policies concerning the cross-border mobility of students in the Prague Process region with the aim of identifying good practices and policy

The idea that you can solve all migration challenges just in the framework of your national administration is false.

Tomas Urubek, Ministry of Interior, Czech Republic

recommendations for promoting international student exchange. The project, which was implemented between November 2014 and April 2016, addressed various issues related to policy-making, but also practical measures and concrete policy



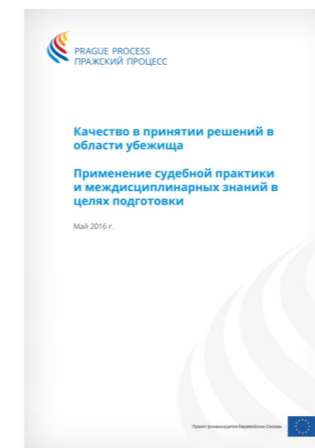
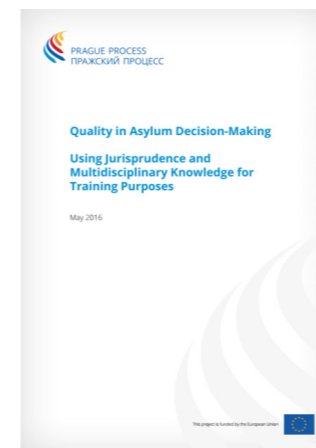
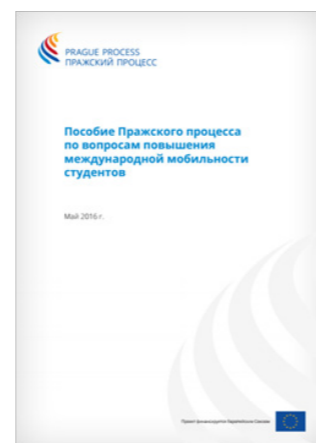
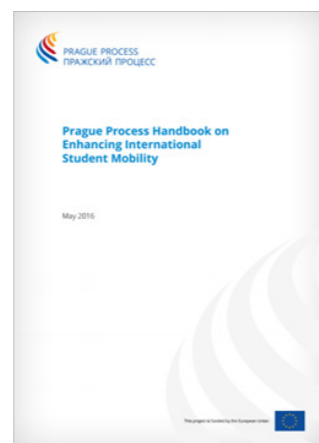
Pilot Project 6 Study visit to Portugal, 13-15 October 2015



Concluding Workshop of the Pilot Project 6, Prague, 4-5 February 2016



2nd Seminar of the Pilot Project 6, Moscow, 23-24 of June 2015



other important stakeholders and organisations introduced the participating practitioners to the evolution of international asylum law over time through the jurisprudence of national and other courts. Meanwhile, the case study sessions introduced increasingly complex asylum cases. Finally, various training materials and methodologies were presented and discussed, alongside with important sources and databases for further information.

PP7 resulted in the publication 'Quality in Asylum Decision Making: Using Jurisprudence and Multidisciplinary Knowledge for Training Purposes', which aims to provide practical guidance on how to develop continuous training independently.

examples. The three workshops and one study visit (to Portugal) also involved representatives of higher education institutions, funding bodies and other important stakeholders.

The project resulted in the elaboration of the 'Prague Process

Handbook on Enhancing International Student Mobility, which contains the main findings and policy recommendations generated. The publication thus represents a comprehensive, practical tool for policy makers and other relevant stakeholders in the sphere of international student mobility.

Pilot Project 7: 'Quality in Decision-making in the Asylum Process – Continuous Training Using Content of Jurisprudence'

The Pilot Project 7 (PP7) was led by Sweden (Swedish Migration Agency) with the support of Germany (Federal Office for Migration and Refugees) and of the Prague Process Secretariat at ICMPD. The theme of PP7 was established by consulting the Prague Process participating states on their specific interests. The main objective was to improve decision making in the asylum process and to create a methodol-

We need solutions which will help people, those who really need help, to come to our countries legally, not only illegally.

Ivana Nagyova, Ministry of Interior of Slovakia

ogy for organizing continuous national trainings.

PP7 entailed three seminars on selected topics relevant for case workers and decision makers in the asylum procedure.

The chosen format featured formal presentations, followed by interactive sessions and working groups to achieve efficient learning outcomes and encourage discussion. Invited experts from academia, courts and tribunals, as well as



2nd Advanced Seminar of the Pilot Project 7, Brussels, 17-19 February 2016



1st Advanced Seminar of the Pilot Project 7, Tbilisi, 23-25 September 2016



Gathering for a city tour in Berlin

MIGRATION KNOWLEDGE BASE

Overview of the Migration Knowledge Base

In view of the importance of enhancing the dissemination of information related to migration issues, the Knowledge Base (KB), established in 2009, represents one of the key pillars of the Prague Process. The KB provides access to an assortment of regularly updated data in the field of migration, with the proprietary rights being owned by individual states. The platform also serves as a tool to disseminate the results of analyses conducted concerning migration flows and their impact on the region. Having such information at hand facilitates the tracking of the developments in the region and in neighbouring countries and helps to ensure that timely notification about possible risks is available.

The fact that materials are available in both Russian and English makes it easy to navigate in the KB and to conduct quick searches on specific topics. The KB content varies from basic statistical data to various kinds of analysis in the form of reviews and visualisations. The systematisation of the information is carried out by means of inclusion of the data in the relevant sections of the Extended Migration Profiles and Migration Profiles Light. Their coherent division of themes facilitates navigation and comparison of data across the PP participating states. While the majority of the states partaking in the update of the KB utilize the readily available templates of these two key information dissemination tools, Georgia and Ukraine have developed their Migration Profiles on the basis of an individual format. Along with the other profiles, both documents are published on the Prague Process website, and have been available since 2015 (Ukraine) and 2016 (Georgia), respectively.

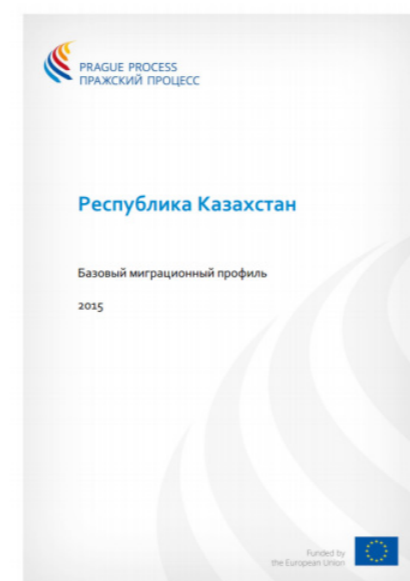
Data collection for the Migration Profiles Lights mainly occurs during seminars, study visits and expert missions, which are specifically tailored for the exchange of experience and networking. One notable recent result of such activities was the

finalisation and official endorsement of the Migration Profiles Light of the Republics of Kazakhstan and Uzbekistan in early 2016, following the successful expert missions to these respective countries in August 2015. These documents represent the most up-to-date snapshots of the migration situation in both states. As such, they provide an accurate overview of migration management, flows, stocks, and recent developments. Similarly to all KB components, they are available via the Prague Process website and the I-Map.

| Extended Migration Profile (12) | Migration Profile Light (14) |
|---------------------------------|--|
| Azerbaijan (2010) | Armenia (2014) |
| Armenia (2011) | Belarus (2013; under consideration) |
| Hungary (2010) | Germany (2013) |
| Georgia (2011, updated in 2013) | Hungary (2014) |
| Kazakhstan (2010) | Kazakhstan (2015) |
| Kyrgyzstan (2011) | Kyrgyzstan (2013; under consideration) |
| Poland (2010) | Russia (2013; under consideration) |
| Romania (2010) | Tajikistan (2013; under consideration) |
| Slovakia (2010) | Tajikistan (2013; under consideration) |
| Tajikistan (2010) | Turkmenistan (2014; under consideration) |
| Ukraine (2011, updated in 2013) | Uzbekistan (2015) |
| Czech Republic (2010) | Czech Republic (2015) |
| | Moldova – under endorsement |
| | Azerbaijan – under development |
| | Slovakia – under development |

During the Senior Officials' Meeting in Budapest on 6-7 July 2015, a decision on the establishment of the Migration Observatory based on the Knowledge Base was taken. It will focus on the eastern neighbours of the European Union. The launch of the Migration Observatory is planned for 2017.

Introducing a Prague Process country: Republics of Kazakhstan and Uzbekistan



Republic of Kazakhstan

Upon gaining its independence on December 16, 1991, the Republic of Kazakhstan (RK) became an active participant in international migration processes. The first decade of independence was characterized by mass emigration, which peaked in 1994, when 481,000 persons left the country. The main emigration flow was then composed of those leaving for permanent residence in Russia and Germany, as well as Israel, USA, Canada, and Australia. During this period, the main migration trends were represented by large-scale emigration of the Slavic population; emigration of ethnic Germans and other ethnic groups; intellectual emigration; repatriation of ethnic Kazakhs, and some other trends.

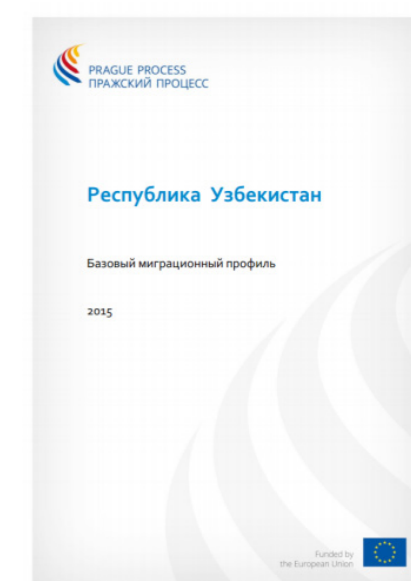
In the new millennium, Kazakhstan has turned into a regional centre of attraction for labour migrants. The main flow of immigrants is represented by the repatriation of oralman

Kazakhs from both the CIS and non-CIS states. The stable development of the national economy and the emergence of opportunities for self-employment became important drivers for the formation of migration flows directed into the Republic.

In legal terms, the framework of external migration management is based on the Constitution of the Republic of Kazakhstan and composed of the provisions of the Laws of the Republic of Kazakhstan "On population migration" of July 22, 2011, and "On legal status of foreigners" of June 19, 1995.

external migrations. The main emigration flow consisted of those exiting for permanent residence to Russia, Kazakhstan, Ukraine, Israel, and USA. The permanent migration wave of the first half of the 1990s subsided and stabilized by the mid-1990s. In the 2000s, labour migration ousted migration for permanent residence abroad as the dominant migration form. Among the new trends one may mention feminization of migration and a growth in family migration.

Currently, the country's main migration exchange (approximately 90%) occurs with the other post-Soviet states. The majority of migrants traditionally choose the Russian Federation



and Kazakhstan as their main destination countries. Uzbekistan is peculiar in that its migration potential has not been exhausted compared to countries such as Kyrgyzstan or Tajikistan. In comparison with the earlier data, the flow from Uzbekistan is growing gradually and prevails over the flows from other Central Asian countries.

Due to the high relevance of the migration issues, the Migration Policy Concept was developed in June 2013. It is based on a long-term strategy of the country's social and economic development. The Concept determines the overall strategy for managing migration processes and the main priorities in ensuring the rights and freedoms of citizens, the country's national security, and observation of state interests.

NB: More information about the migration situation in the Republics of Kazakhstan and Uzbekistan, migration flows, stocks and management can be found in their individual MPLs, which were approved, respectively, by the Ministry of National Economy of the Republic of Kazakhstan in April 2016 and the Agency for Foreign Labour Migration Affairs of the Ministry of Labour of the Republic of Uzbekistan in April 2016. The full versions are available in English and Russian here: <https://www.pragueprocess.eu/en/knowledge-base/migration-profile-light>.

Contacts:

Mr. Bogumil Rybak – Prague Process Targeted Initiative Coordinator, Ministry of Interior and Administration of Poland, e-mail: bogumil.rybak@mswia.gov.pl

Mr. Radim Zak – Prague Process Coordinator, ICMPD e-mail: radim.zak@icmpd.org, ppti@icmpd.org

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