Dear Friends of the Prague Process,

I am glad to present to you this autumn issue of the Prague Process Quarterly Review! The work of the Prague Process Team never stops, and even during the hottest summer months we have continued to be present and focused on many activities and goals, facilitating migration partnerships!

As we are only one year ahead of the next Ministerial Conference, we decided to open our Review with an article that will present our readers one of the main Prague Process decisive bodies – the Senior Officials’ Meeting (SOM), and additionally come forth with the results of the last SOM, which took place in Budapest in July 2015.

The following two articles will present to you the last activities organised in the framework of the Objective 2 – Knowledge base: the expert missions to the Central Asian Republics of Kazakhstan and Uzbekistan, as well as the Study visit to Germany. These activities help to (re-)establish the contacts with national coordinators, discuss relevant cooperation areas in more detail, identify current needs and of course, collect first source data on migration, which is crucial for the development of Migration Profiles. The study visits additionally allow gaining particular knowledge of the experience shared by the various migration related stakeholders, both state and non-state.

Asylum and International Protection have been and continue being very high on the EU’s political agenda this year. We are therefore happy to share with you the following article about the 1st Seminar of the Pilot Project 7 "Quality in Decision-making in the Asylum Process – Continuous Training Using Content of Jurisprudence", which took place in Tbilisi, Georgia on 23-25 September 2015. In order to provide a complete picture of this Project and also address questions related to the current inflows of asylum seekers to Europe, we interviewed Judge Judith Glesson, who is involved in the PP7 as an expert.

One of the projects implemented under the Prague Process umbrella, the so-called ERIS project, has come to its end, and in this Review you can learn about its outcomes. Thereafter, the column “Introducing a Prague Process country”, will introduce you to a probably less known participating state – Turkmenistan.

To finish with a new experience, we interview the intern, who joined the Prague Process Secretariat team for the 3 summer months. Ms Nvard Loryan, a student at the Central European University, told us about her takes and the opportunities she discovered during her internship.

I wish you a pleasant and enjoyable reading, and, as usual, am open to your ideas on the next issue and possible contribution of articles on the recent migration developments in your countries!

Sincerely yours,

Piotr Mierecki
PP TI Director

Planned activities within the Prague Process for the upcoming months

- **13-16 October**, PP6 Study visit to Lisbon and Porto, Portugal
- **5 November**, 5th Core Group meeting, Bratislava, Slovakia
- **17 November**, 2nd Workshop of the PP5 on Illegal Migration, Warsaw, Poland
- **18 November**, NCP meeting on Illegal migration, Warsaw, Poland
- **25-27 November**, 2nd PP7 Seminar, Brussels, Belgium
- **7-8 December**, Senior Officials’ Meeting, Prague, Czech Republic

Past activities for the period April – June 2015

- **6-7 July**, Senior Officials’ Meeting, Budapest, Hungary
- **18-26 August**, Expert missions to Kazakhstan and Uzbekistan
- **23-25 September**, 1st PP7 Seminar, Tbilisi, Georgia
- **16-18 September**, Objective II, Study visit to Berlin, Germany
Senior Officials’ Meeting – Participatory adoption of decisions in the Prague Process

The Prague Process Action Plan 2012-2016 endorsed by Ministers of the Prague Process states in Poznan in November 2011 establishes the implementation structure of the Prague Process (PP). The Senior Officials’ Meeting (SOM) was established on the level of Heads of Migration Services, Heads of Migration Policy Departments, Heads of International Relations Departments or corresponding levels of state authorities dealing with migration issues. Institutions of the European Union, namely the European Commission and its respective directorates (DG Home – Migration and Home Affairs, DG Devco – International Cooperation and Development, DG Near – Neighbourhood and Enlargement Negotiations), Frontex, Europol, European External Action Service, and European Asylum Support Office – are invited to take part in SOM meetings along with international partner organisations such as ICMPD, IOM, MARRI and UNHCR. In this forum, all participating states and partners can promote their interests and priorities, thus having direct impact on the direction of the implementation of the Prague Process.

The Action Plan states that SOM will be organised at least once a year to prepare the ground for Ministerial Conferences, monitor the implementation of ongoing actions and evaluate the impact of completed actions, as well as to prepare the decisions or respective recommendations on future policy directions. Ministerial Conferences are organised to evaluate the results achieved and to decide on future policy orientations. An additional body of especially committed countries that support the work of SOM, the Core Group, was presented in the previous issue of the Review.

With the launch of the preparations for the 3rd Ministerial Conference in Bratislava on 6-7 October 2016, there is a need for intensified SOM meetings. The most recent SOM, which also represented the first preparatory SOM for the 3rd Ministerial Conference, took place in Budapest on 6-7 July 2015, gathering 65 participants from 29 states, the European Commission Directorate General Home Affairs, the Council of the European Union, EASO, Frontex, as well as EUROMED Migration III, ICMPD, MARRI and UNHCR.

The Budapest SOM aimed at taking stock of the developments since the last SOM in Berlin in October 2014, presenting and discussing the preliminary results of the evaluation of the implementation of the Prague Process Action Plan 2012-2016 and considering the proposed options for the revision of the Knowledge base concept. The SOM supported the idea of establishing a training academy building upon the Prague Process standards achieved and the ones being developed under the current pilot projects, as well as the gradual development of the Knowledge base towards the Migration Observatory. One session of the meeting was dedicated to the current migration flows in the Prague Process region, where speakers provided with an overview of potential developments especially with regard to the EU Eastern Neighbourhood, Russia and Central Asia (ICMPD), Western Balkans (MARRI) and EU Eastern and South-Eastern borders (Frontex).

The discussion and formulation of the future direction of the Prague Process (PP) will continue through three more preparatory SOMs in 2015 and 2016 and will finish with the 3rd Ministerial Conference. The Ministerial Conference participants will be introduced to the results of the evaluation process and will be invited by SOM to endorse a document setting the priorities and actions for the future of the Prague Process.
Expert Missions to the Republics of Kazakhstan and Uzbekistan, 19–26 August 2015

From the 19th to the 26th of August 2015, representatives of four European Ministries of Interior (MOIs), accompanied by two representatives of the Prague Process Secretariat, carried out expert missions to the Republics of Kazakhstan and Uzbekistan, aimed at exchanging expertise and gathering statistical data concerning migration. The hosts’ party included representatives of the state authorities of the Republics of Kazakhstan and Uzbekistan, including the Ministries of the Interior, Foreign Affairs, Economy and Healthcare, External Labour Migration, the Border Guards, the Migration Police, as well as research institutes. In addition, the experts met with representatives of the EU Delegations in Astana and Tashkent, the UNHCR, the OSCE, as well as the relevant consulates and embassies.

The main task of the missions was the mutual exchange of information concerning migration and the discussion of draft Migration Profiles. During the missions, the EU experts shared their professional experience in migration management in their respective countries. Particular attention was afforded to migration policy and the structure of State bodies, as well as issues related to the currently increasing flow of asylum seekers in EU Member States. In their turn, the hosting parties presented the competences of the relevant State bodies of Kazakhstan and Uzbekistan, statistical data on migration and shared their national experiences in working with government agencies and private agencies involved in labour and educational migration, as well as direct experience of work with migrants and members of their families. Round tables and bilateral meetings provided an optimal format for exchanging information and discussing the most burning issues for all participants.

In general, migration issues were discussed in the context of broader economic and social development priorities. In particular, in view of the ongoing dialogue on visa liberalization between the EU and Kazakhstan, the two sides reaffirmed their readiness to cooperate concerning the updating of the Migration Profile of the Republic of Kazakhstan, which represents the key instrument for the exchange of reliable information between the parties to the dialogue. In Uzbekistan, migration issues were discussed in the broader context of the targeted State policy for employment of citizens of the Republic and concrete steps to protect public health. Another interesting aspect was delivered by the presentation on behalf of the External Labour Migration Agency of the Ministry of Labour and Social Protection of Population of the Republic of Uzbekistan concerning the employment of over 20,000 citizens of Uzbekistan in Japan and the Republic of Korea, subsequent to training as well as language and adaptation courses for the candidates.

One of the immediate concrete results of the missions was the invitation extended to the Prague Process Secretariat to take part in the Almaty Process Senior Officials Meeting on September 22, 2015 in Astana. From a long term perspective, all information obtained during the course of the expert mission and concerning the sharing of experiences will be included in the draft Migration Profiles of the Republics. An exchange of comments on the draft will continue to update and supplement the data gathered with further publications being made available on the Prague Process website and i-Map www.imap-migration.org.
Objective 2: Study Visit to Germany on 16–18 September 2015

From the 16th to the 18th of September, in the framework of Objective 2, the Prague Process Secretariat organised a Study visit to Germany, hosted by the Ministry of the Interior and the Joint Centre for Illegal Migration Analysis and Policy (GASIM). Representatives of Armenia, Azerbaijan, Belarus, Georgia, Kazakhstan, Kyrgyzstan, Russia, Moldova, Ukraine and Uzbekistan, as well as representatives of the Analytical Centre for Border Protection and Migration (ANACEN), the Ministry of Interior (MOI) of the Czech Republic, the MOI of Poland and Migration intelligence unit of the Swedish Migration Agency took part in the Study visit. In addition to presentations given by the state authorities, participants were also afforded a chance to gain first-hand knowledge on the newly launched Global Migration Data Analysis Centre in Germany, managed by the IOM, as well as the activities of the Institute for European Politics in the field of targeted educational programmes, enhancement of knowledge, and professional training in the framework of studies on “EU and Central Asia in the International System” within the master’s programme in EU Studies Online.

The preparations for the Study visit began as early as 2014, and the importance of this event increased over time in the context of the extraordinary migration situation experienced by the EU countries. Given that Germany and, to a lesser degree, Sweden are increasingly becoming the top destination countries for asylum seekers in 2015, the Study visit was of greatest interest to the participating states. The main focus was on the work with migration statistics, analysis of data, inter-agency cooperation and the results of the migration analysis on decision-making on policy level. Specific attention was devoted to the GASIM’s practices of collection and assessment of all available information, analysis of the correlation between legal and illegal migration, development of counter-strategies, early warning functions, policy advice, cooperation with similar partner institutions elsewhere, and development of recommendations. Furthermore, the developments pertaining to irregular migration between, for example, Italy and Germany or Albania and Germany in 2015, with numerical comparisons in these countries year by year since 2010, were afforded special consideration.

As an example of a concise aggregated snapshot of such trends, as well as other key information on migration, the Federal Office for Migration and Refugees shared its experience in the data collection, drafting, and endorsement of the German Migration Profile Light (MPL) for the year 2013, which is currently available at the Prague Process website at www.pragueprocess.eu, section Documents. It is precisely the availability of the data for the previous years, also as reflected in the German 2013 MPL, that allows the most recent trends to be studied in a comparative perspective, with the aim of conducting reliable analysis of the recent developments and offering a substantiated prognosis for the year 2015.

In their overall assessment of the Study visit, the participants expressed their utmost gratitude to the hosts for sharing their time and knowledge on targeted responses to the sharply increased migration into the country. They also further confirmed their interest and readiness to cooperate on the exchange of methodology of data collection, analysis, and further data uses for the purpose of facilitating cooperation in the field of migration in the framework of the Prague Process.
The 1st Seminar of Pilot Project 7 “Quality in Decision-making in the Asylum Process – Continuous Training Using Content of Jurisprudence” took place in Tbilisi, Georgia on 23–25 September 2015

The 2.5-day seminar was attended by representatives of Armenia, Azerbaijan, Belarus, Bosnia and Herzegovina, FYROM, Georgia, Germany, Kosovo, Kyrgyzstan, Moldova, Poland, Serbia, Sweden and Ukraine, as well as the three PP7 experts, UNHCR and ICMPD.

The focus of the seminar was on training in asylum and international protection law and more specifically on Refugee status and Inclusion, as well as the five Convention grounds of the 1951 Refugee Convention with a special focus on membership of particular social groups. Presentations were complemented by interactive sessions and discussion of fictive asylum cases within working groups. Participants were introduced to the evolution of asylum law through jurisprudence and case law of national and other courts.

Representatives of the Swedish Migration Agency (SMA) and the German Federal Office for Migration and Refugees (BAMF) as the leading states authorities of the Pilot Project 7 opened the event, together with the hosting state Georgia. An introduction to the project was made with emphasis of the aims of this particular training event. It was underlined that this seminar is part of a process that will result in practical Guidelines on how to do continuous training for existing staff by using content of best practice decisions and jurisprudence, including also suggestions for how to use existing training manuals available in English and Russian and in the public domain.

Then followed a short presentation on current developments in asylum procedures in Georgia, after which the UNHCR Regional Protection Support Unit – newly opened in Tbilisi – was introduced. Participants also received a short overview of the answers provided by participating states to the PP7 questionnaire, which served as the basis for the selection of topics to be discussed. The opening session was concluded by a tour de table, giving all participants the opportunity to introduce themselves and their expectations for the seminar and the project.

The first session was dedicated to Core issues in Refugee and International Protection Law and consisted of presentations by the PP7 experts, Judge Judith Gleeson (United Kingdom) and Judge Judith Putzer (Austria). This was followed up by Dr Jane Herlihy (United Kingdom), presenting research on functioning of memory and its relevance regarding credibility assessments in asylum cases. The first day was completed by case study sessions during which concrete asylum claims were discussed in groups.

The second day of the seminar was opened by expert interventions on the concept of persecution, the five convention grounds and the evolution in jurisprudence on applying the 1951 Refugee Convention. The role of memory when a decision maker is assessing possible issues of credibility in a case where the applicant may have traumatic experiences was presented thereafter, followed by an interactive session of sharing some of the continuous work on quality assurance mechanisms et al. within the first phase of the project Quality Initiative in Eastern Europe and South Caucasus (QIEE) implemented by UNHCR.
In the afternoon, the attendants were introduced to a training manual (also existing in Russian), the so called CREDO Manual (*Credibility Assessment in Asylum Procedures – a Multidisciplinary Approach*) and in a second session to database searches on case law, including also to newsletters and law blogs.

The final day of the workshop was mainly devoted to the evolvement in case law and practice of the convention ground of membership of a particular social group and the discussion of related asylum cases in working groups.

During the final feedback session, the participating states expressed their appreciation of the approach taken and especially that an atmosphere was created that enabled active participation which had made the training particularly interesting and useful. Several suggestions were made as to topics and format of the next agenda for the upcoming two PP7 seminars which Sweden and Germany together with the experts and project team were happy to take note of. The leading states thanked the participating states for sharing expertise and experience and also emphasized that the following two seminars will include parallel working groups for training-of-trainers especially targeting current or future national trainers that participating states are encouraged to nominate. The 2nd PP7 seminar is foreseen to take place in Brussels on 25-27 November 2015.

**Interview with Ms Judith Gleeson**

*Judge Judith Gleeson was appointed as a key expert for the ongoing implementation of the Pilot Project 7 ‘Quality in Decision-making in the Asylum Process – Continuous Training Using Content of Jurisprudence’. We approached Judge Gleeson kindly asking to shortly introduce her professional work as an Upper Tribunal Judge in the United Kingdom.*

Dear Ms Gleeson, could you please tell us a bit about your work?

I have been a Judge for 22 years, for 13 of which I have worked in the Upper Tribunal, hearing appeals at second instance on points of law, in which the appellants challenge the decisions of the First-tier Tribunal on their appeals against refusal of asylum or other migration decisions by the Home Office (the United Kingdom’s Ministry of the Interior). Sometimes it is the Minister herself who challenges a positive decision. Mostly, however, it is the asylum seeker or migrant who challenges a negative decision. I also lead a country guidance team, managing the preparation of guidance judgments on specific issues regarding specific countries of origin to help the First-tier judges at the lower court instance work consistently. My Tribunal deals with judicial review of ministerial decisions also, and our jurisdiction extends to the whole United Kingdom: England, Wales, Scotland and Northern Ireland.

European countries are currently facing challenges in coping with ongoing inflows of asylum seekers. Has that affected your daily work in any way?

Ms Judith Gleeson
Upper Tribunal Judge
United Kingdom
Yes it has. In recent years the number of asylum applications in the United Kingdom has been falling due mainly to a less generous national approach to supporting asylum seekers but we are expecting a sharp increase this year because of the large migration across Europe. Our fast track system which processed detained applicants from safe countries of origin has been halted by the Court of Appeal for the time being as the time limits were considered too short. Like all international judicial systems, the pressure is on to make faster decisions to enable failed asylum seekers to be returned quickly to their countries of origin or Dublin points of entry to the Eurozone. Much of our judicial review work concerns decisions to return an applicant for processing in the arrival country in the European Union under the Dublin Regulation. Applicants seek to resist Dublin removals on a number of grounds, principally in relation to reception conditions in countries in Southern Europe, and increasingly, also on the Eastern borders of the Eurozone.

What are your main impressions and reflections from the 1st PP7 Seminar, which took place in Tbilisi on 23-25 Sep 2015? Did it go as expected? What were your personal highlights?

The seminar was fascinating to me, bringing together decision makers, caseworkers and also some judges from such a wide range of countries: Armenia, Austria, Azerbaijan, Bosnia and Herzegovina, Belarus, FYROM, Georgia, Germany, Kosovo, Kyrgyzstan, Moldova, Poland, Serbia, Sweden and Ukraine. For many of them, it was a unique opportunity to compare experiences with other countries in the region. They were very attentive in the working sessions and I enjoyed the case study groups in which we could all discuss together how to work with the international materials we share. The evening when we went to Georgia’s old capital, Mtskheta, will stay in my memory for a very long time: the cathedral, with so many beautiful icons, and the incredible (and apparently endless) Georgian meal on the balcony of a country restaurant afterwards. A special moment among new and old friends from right across Europe.

The title of the project puts quality and the content of jurisprudence at the very heart of the project. How are these two issues related and why is the consideration of case law so important?

What we seek to do is to encourage decision makers to use the best materials available, and in particular, to use the international cases in which issues have been fully reasoned out, to support them in the interpretation of the broad concepts expressed in the 1951 Refugee Convention, the EU Qualification Directive, and other international instruments. We are working towards ensuring there is a consistent international approach, so that asylum seekers have their cases treated the same way, wherever they are decided. We are seeking to move from good practice to best practice.

In Tbilisi you underlined the added value of various online data bases and other sources such as blogs. Could you shortly elaborate on the impact that the internet has had on your work and asylum procedures in general?

The internet is the largest free library to which mankind has ever had access. Properly used, everything you could want to know is there. I use it to find recent cases in the European Courts, in our own jurisdiction and in other major international jurisdictions, and also commentary in blogs which tells me what the advocacy community is thinking. It is a question of placing case law in context and evaluating whether a particular decision is well reasoned and has taken into account everything which it should consider. When dealing with legal issues in countries of origin, I also use links which enable me to go straight to the Supreme Court websites of countries around the world and read the decisions for myself. The internet is simply invaluable in ensuring that the decisions we write take into account everything they should. During the PP7 seminar, I showed the participants a selection of links which I use regularly and asked them to identify and send to me any useful links which they discover (including, if possible, Russian language links). Together with the project team and the other experts, I look forward to us being instrumental in expanding the library of links available to colleagues participating in the Prague Process.

What would be your personal advice to decision makers in the Prague Process region(s)?

We are all working on the same instruments: asylum is a world problem needing a world solution, as was stated in the Travaux Préparatoires for the Geneva Convention in 1946. We are facing the largest migration since the Second World War and it is very important to work together and to render well – reasoned, professional, high quality decisions. My advice is that we need to work together to achieve this.

Thank you, Ms Gleson, for your time and involvement in the Pilot Project!
Final outcomes of the ERIS project

More than two years lasting cooperation of three Prague Process countries on issues of foreigners’ integration institutional tradition. The more interesting was the observation made in ERIS: despite the differences the countries share many common challenges. Thus, on one hand, policy makers should always take into account specific contexts when designing integration policies; on the other hand, it became clear that inter-state exchange of know-how represents valuable source of information and the states can learn from each other.

The intense information exchange resulted in elaboration of the main project outcome, the Joint Manual on Principles, Procedures and Standards on Integration Policies. The more than 100 pages document devotes to issues of foreigners’ integration on theoretically-conceptual, institutional and practical levels. Three specific topics are elaborated in detail: pre-departure integration measures, orientation of immigrants in new society, language acquisition and integration in labor market. The Manual pays also attention to questions related to building of state integration systems. The document is available in English and Russian.

The Joint Manual was presented to states participating in the Prague Process at the Senior Officials Meeting in Budapest this July. The ERIS partner states believe that representatives of other Prague Process countries will find the document useful for their practical work.

Introducing a Prague Process country: Turkmenistan

Alongside ICMPD, the countries participating in the Prague Process contribute to the creation of the Knowledge Base on migration. The latter is crafted in the form of Extended Migration Profiles and Migration Profiles Light. The existing Migration Profiles contain information charting the essential aspects of migration in a given country. The Review presented herein comprises concise synopses concerning the key aspects of migration situation in Turkmenistan. More data on the country-specific aspects of migration will be available in the Migration Profile Light, which will be published following the approval of the respective state authorities.

Turkmenistan: migration situation overview

Upon gaining its independence on October 26, 1991, Turkmenistan became a participant of international migration processes. External migrations were characterized by predominant emigration, an outflow of the Russian-speaking and other non-titular population from the country, peaking in the early 2000s. As of 2014, the country’s migration exchange is insignificant and mainly occurs with the post-Soviet states and Turkey. The latter’s migration attractiveness significantly increased after the Turkish authorities decided to facilitate the visa regime. In expert opinions, 500,000 Turkmens currently legally and illegally reside in Turkey. Citizens of Turkmenistan primarily exit to Russia for studies and seasonal work (from 3-6 months to longer periods). According to the Federal Migration Service of the Russian Federation, 23,692 citizens of Turkmenistan were present in Russia as of 7 June 2015 (15,090 men and 8,602 women).

Turkmenistan has accumulated some experience in assisting refugees, stateless persons, and protecting their rights. In 2011 and 2013, Turkmenistan granted its citizenship to 4,000 persons. According to UNHCR, 45 refugees and 8,320 stateless persons were present in Turkmenistan as of January 2014. In 2015, 786 stateless persons permanently residing in the country acquired an official status.
Interview with Nvard Loryan

Ms Nvard Loryan, a student of the School for Public Policy at the Central European University, had an opportunity to spend her summer together with the Prague Process Secretariat, while interning at ICMPD. Today we are glad to present you an interview with Nvard who kindly agreed to answer our questions and share her impressions about the internship.

Nvard, why migration?

I got interested in migration mainly because of the situation in my home country – Armenia, where in recent years migration has been very noticeable. On the one hand, people leave the country looking for a better life elsewhere. On the other hand, there are many Syrian-Armenians coming back to their homeland due to the Syrian war. These factors inspired me to learn about migration in general, and problems existing in the sphere of migration in my country, in particular.

How did you learn about the ICMPD?

I have heard about the International Centre for Migration Policy Development (ICMPD) long before becoming a student of the Central European University. Later on, in May 2015, I had an opportunity to visit ICMPD in the framework of one of my courses on Migration Policy in European Context. Thus, when the time to look for an internship place came, I knew that ICMPD will be on my list, and, luckily enough, I received a positive response.

What were your main tasks during the internship?

At ICMPD I joined the Prague Process Team, and my main task was to update and draft migration profiles of some of the Prague Process participating countries, among which were Armenia and Turkmenistan. In addition to that I was following media updates connected to the migration sphere of the Prague Process region, and then was uploading them to the Prague Process part of the I-map in Russian and English.

What opportunities did the internship provide you with?

First of all, I had an opportunity to be a part of a friendly and supportive Team, see the real work, participate in the team meetings and organisation activities, and, as a result, learn how big international projects, such as the Prague Process, function. Moreover, after many years I had a chance to practise and polish my second language – Russian. As the matter of fact, most of the research that I did, also including editing and translations, was in Russian. Besides, I took an advantage of the big ICMPD library with a wide variety of books on migration.

In the framework of this internship I was also given an opportunity to attend the OSCE conference, “15th Alliance against Trafficking”, where I have learnt about countries’ experiences, policies and strategies developed in the anti-trafficking field.

What would be your overall impression of the internship?

Both the internship and the time spent in Vienna this summer gave me a great opportunity to think about my future, to see whether I would want to work for an international organisation after my studies, and to understand whether I should consider migration field for my career.

I am sure I made a right decision, applying for an internship at ICMPD, and I will undoubtedly consider this organisation as a future work place in case there is a job opportunity after my graduation.

Thank you Nvard for your devotion and time spent with the Prague Process Team at ICMPD!