

CIRCULAR LABOR MIGRATION AND GEORGIA: EXPERIENCES AND CHALLENGES

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Abstract

The given article will discuss the theoretical and practical issues related to the experience that has been accumulated and implemented in Georgia in the direction of circular labor migration.

We will try to understand and evaluate the history of migration process passed by Georgia and its results, which we have received since the dissolution of the Soviet Union and the restoration of Georgia's independence to the present day.

We will show you how the heavy memory related to migration processes affects modernity and the formation of psychotypes of labor migrants; We will talk about the differences between perceptions, expectations, working environment and conditions; What positive and negative results are expected and characteristic of similar, overseas employment systems; What changes and opportunities did visa liberalization create for the Georgian labor market; What preventive measures exist for the proper functioning of circular labor schemes; What are the examples of labor migration experience gained by different countries of the world. What risks and challenges are expected in the future in terms of labor migration in Georgia and what legal nuances need to be refined for even more flexible and measurable regulation. Based on all this, we will try to make some predictions and set the right visions for the development of labor migration policy.

Keywords: circular labor migration, employment, competence, qualification/de-qualification, international labor market, visa liberalization.

Introduction

The term "circular migration" itself originally appeared in the 60s and 70s of the last century, and it was mainly related to the process of urbanization of the country, development and internal migration of the country. Today, there are many definitions related to this term with some differences. The most common formulation is the following:

Circular migration refers to the process of temporary and usually repetitive (regular) movement of migrant(s) between residential and host areas, for employment purposes.

It also covers the movement of people between countries, including long-distance movements, which, if conducted voluntarily, may be beneficial to all parties involved: For migrants, countries of origin and destination, including relevant communities and individuals. Employment schemes of a similar format are necessarily related to the protection of migrants' rights, raising their competences and focusing on development, economic opportunities of countries of origin and destination.¹

There are six criterias that define labor migration as circular:

1. Temporary/written in timeline - employment has a temporary, written in timeline nature, which in turn is agreed upon and supported by the employer's contract, work permit and other legal documents.
2. Renewable/changeable - in parallel with increasing knowledge, competences, and experience, the working conditions of the employee are subject to progressive change and include a career advancement component.
3. Regular - a person employed outside the country of origin one-time migrants cannot be considered as a Circular labor migrant. The format of employment must necessarily contain a stable rate of movement/relocation between the countries of origin and receiving.

¹ Goth A., Guidelines for Circular Migration Scheme, 2016, Page 6.

4. Legal - Participants of similar employment format have undergone all the legal procedures required for employment, holding an employer's work contract, working permit, invitation, etc.
5. The rights of migrants are protected - employees are provided by all the rights guaranteed and protected by law. They are subject to the norms and regulations of the the recipient country's legislation, like the citizens of the recipient country. They have their own responsibilities in front of the law and the state, they pay taxes and all the levers or institutions are available needed for the protection of rights.
6. Managed/optimized by the labor market for both origin and recipient countries-Such approach allows employment seekers to find out about deficient and demanded professions in various recipient countries, to get acquainted with them, contact the employer or the appropriate body responsible for the labor migration and got employed. An employment seeker can also raise the competence in advance on the basis of prior negotiations with the employer. The method of circular employment system and its introduction inevitably implies the return of the labor migrants to their homeland, which gives the former labor migrant the opportunity to introduce and develop their own knowledge and experience in the country of origin. Similar practices have been adopted and implemented in various countries around the world by legislative and executive regulations . Georgia is actually taking the first steps on this road.

1. Migration and Georgia: Timeline

The migratory history of independent Georgia can be conditionally divided into several period.

1. From 1991-until 2000 period-Gaining independence, Civil War - The next almost 10 -year period since the collapse of the Soviet Union in Georgia, we can consider as an era of illegal migration. The country was turned into areas of different opposing groups. Emigration took an absolutely uncontrolled form. First of all, for safety and self -preservation, Georgians were able to move to various countries illegally. Tools of legal employment and study are very few for this period. Europe is almost completely closed for countries like Georgia. At this time that it begins to think and understand regarding the shortage of skilled and professional workforce in the European Union.
2. 2000-2017 - partially regulated migration - for this period it was already possible to achieve a certain stabilization in Georgia. State and private institutions were strengthened, the legal base was improved. At the same time, the European policy of "lockdown" was changed, eased and got a relatively open look. Citizens of Georgia were given the opportunity and chance to use certain legal opportunities both for education and employment.
3. 2017 - till date - visa liberalization - since March 28, 2017, Georgia has a visa-free travel regime with 72 countries including EU and Schengen countries. This circumstance allowed the citizens of Georgia to develop labor relations in these countries.

Visa liberalization became the main stimulating factor for the development of circular labor migration in Georgia.

2. Georgian beginnings of the development of labor migration

Circular migration is a very relevant topic in the circles of modern international politics. Policy creators in different countries support the development and implementation of similar employment programs in national and international institutions to facilitate the movement of managed, controlled migrants between their homelands and their jobs.

Their main idea is that circular migration systems can be managed so that it can bring so called "Proverb" Results-"Profit and Making" (Benefits for the recipient by satisfying the labor market deficit, in a guaranteed way for the development of remittances and for the migrants themselves.²

As we mentioned above, circular labor migration in Georgia is directly related to the visa liberalization process with the European Union. However, it was preceded by a rather difficult preparatory road in terms of both the legislative and executive authorities and the accumulation of experience.

² Vertovec Steven, "Circular Migration: the way forward in global policy?", 2007, Page 2-3.

The first legislative document presenting the concept of migration policy was issued on November 17, 1997. It laid the foundation for the general state-level regulation of migration issues.³

In 2003, the European Union Neighborhood Policy was developed, which aims to support the process of political, economic and cultural rapprochement between the European Union and its neighboring countries.

The European Union's neighborhood policy has been extended to Georgia since 2004, and on November 14, 2006, the European Neighborhood Policy Georgia-EU Action Plan was signed, which outlines the strategic goals and priorities of cooperation, including the issues of law, freedom and security.

It was followed by strategic migration plans drawn up over the years, which are largely related to the establishment of the Governmental Commission on Migration Issues on October 13, 2010, based on the Resolution #314 of the Georgian Government.

The Governmental Commission on Migration brought together all the relevant actors in the field and established actions on a common governmental approach.

The Commission became a common platform through which it was possible to unite the main thematic areas of migration in the sectoral agencies involved in migration management, which led, on the one hand, to the profile and structural expansion and development of these agencies, and on the other hand, based on the principle of shared obligations established their grouping within the Commission.⁴

It is still today a deliberative body of the government that discusses and makes decisions on various topical issues related to migration management.

The most important among these issues are:

- Migration strategy of Georgia for 2013-2015;
- Migration strategy of Georgia for 2016-2020;
- Migration strategy of Georgia for 2021-2030.⁵

Circular labor migration in Georgia played a special role in the path of development before visa liberalization was adopted:

1. *Joint declaration on cooperation within the framework of the "Partnership for Mobility" of the European Union* - which was signed by 16 states of the European Union, Georgia joint in November 2009. The initiative aims at joint fight against illegal migration and promotion of legal migration. Accordingly, it envisages cooperation on issues related to migration, such as labor migration, readmission, reintegration, diaspora, security of documents, labor market and recognition of professional qualifications. The development of cooperation within the framework of the initiative promotes the legal employment of Georgian citizens in EU countries, including through "circular migration".
2. *Global Approach to Migration and Mobility* - This initiative was created in 2011. It is a priority of the Georgian government in terms of using opportunities for circular migration with EU member states and serves the development of bilateral contractual relations. Its working directions are: improving the management of legal migration and promoting mobility, preventing and reducing illegal migration, strengthening the interrelationship between migration and development.⁶

On June 27, 2014, the association agreement with the European Union was signed, and since March 28, 2017, new opportunities were opened for the employment of Georgian citizens in the EU and Schengen zone countries, and the issues of labor migration, the state's internal legislative and practical regulations were also on the agenda.

³ Decree of the President of Georgia #673 on the Concept of Migration Policy of Georgia (November 17, 1997), <https://matsne.gov.ge/ka/document/view/110440?publication=0> [L.s. 02.02.2023].

⁴ Georgia-EU cooperation in the field of migration compilation of key events, March 2021, Page 26, https://migration.commission.ge/files/ge-eu_m_coop_web_g.pdf [L.s. 02.02.2023].

⁵ Products of the Governmental Commission on Migration https://migration.commission.ge/index.php?article_id=225&clang=0 [L.s. 02.02.2023].

⁶ Government Commission on Migration Issues, Georgia and the European Union https://migration.commission.ge/index.php?article_id=17&clang=0 [L.s. 02.02.2023].

In 2015, the Law "On Labor Migration" was enacted, which regulates the issues of labor emigration from Georgia by regulating intermediary companies and informing potential emigrants.

In 2018, the Labor Migration Department was established in the Ministry of Internally Displaced Persons from the Occupied Territories of Georgia - to coordinate labor migration in Georgia, including temporary legal employment abroad for Georgian citizens (both inter-departmental and general country policy).⁷

In 2020, the State Employment Promotion Agency was established in Georgia, one of its work directions is the temporary legal employment of Georgian citizens abroad.

3. Circular labor migration and Georgia

Georgia has a visa-free travel regime with 72 countries, including EU and Schengen countries. This situation allows Georgian citizens to establish and develop labor relations with European countries as well as the countries of other world. Based on the Georgian experience, we can highlight the directions of circular labor migration that our citizens benefit:

3.1. Free/independent employment

the opening of borders allowed Georgian citizens to move freely between countries. Over time, they themselves were able to find employers in various fields. In accordance with their competences, knowledge and experience, they managed to get a legal job and, if necessary, increase their competences in demanding professions. At the same time, they facilitated the involvement of the employment of family members, relatives, friends, acquaintances, etc. in circular labor migration schemes. In particular, we should highlight 2 groups of countries that played a special role in forming new labor relations in the process of gaining experience in terms of this primary circular labor migration:

Group I - Baltic Sea countries: Poland, Lithuania, Latvia, Estonia.

Demanding areas of employment: welder, builder, production of auto parts, fishing, clothing and footwear production, assembly of televisions and other electronic devices, transport, etc. Separately, we should mention that Poland has a simplified temporary/circular migration scheme that allows citizens of six countries, including Georgia, to work in Poland for 6 months in a 12-month period.⁸

Group II - Central and Eastern Europe: Austria, Slovakia, Hungary, Germany.

Demanding areas of employment: IT technologies, medical field, automobile production, courier services, hotel sector, service field, agriculture, etc.

The process is almost fully adjusted and synchronized with the format of visa-free travel: 90 days/180 days, although many Georgian citizens used and still use additional legal employment levers provided by local legislation to extend the employment period (repeated contract from the employer, obtaining the right of residence, etc.).

3.2. Interstate agreements

the priority of the Georgian government is the development of bilateral contractual relations with the EU member states in order to use the possibilities of circular migration. Interstate employment agreements simplify the necessary and essential procedural aspects for employment of citizens, reduce bureaucratic risks and save time.

In order to develop interstate cooperation in the field of labor migration and expand opportunities for temporary legal employment abroad, in 2017 a dialogue was initiated with six countries, and a draft agreement on "cooperation in the field of legal temporary (circular) labor migration" was sent for consideration.

⁷ Georgia-EU cooperation in the field of migration compilation of key events, March 2021, Page 31, https://migration.commission.ge/files/ge-eu_m_coop_web_g.pdf [L.s. 02.02.2023].

⁸ Public Employment Services Portal, Declarations on entrusting work to a foreigner, 2019, <https://lang-psz.praca.gov.pl/en/dla-bezrobotnych-i-poszukujacych-pracy/dla-cudzoziemcow/oswiadczenia-o-powierzeniu> [L.s. 03.02.2023].

When circular migration is implemented within the framework of state-planned/managed schemes, usually, the needs of both the receiving and sending countries and the migrants themselves are considered. In particular:

- Emphasis is placed on where, in which occupations there is a shortage in the labor market of the host country.
- How can the labor force of the sending country benefit from employment abroad, so that in the future it can contribute to the reduction of unemployment locally.

It should be especially emphasized that the benefits of a person employed through circular migration are determined not only by his economic profit (salary), but also by the acquisition of new knowledge, qualifications, which help him find a better job after returning to his homeland. On a national level, all of the above contribute to the entry/diffusion/implementation of knowledge and so-called "know-how" about new technologies and approaches from more developed countries.⁹

Before the implementation of interstate agreements in practice, several projects focused on temporary employment and professional skills improvement were carried out in Georgia in a pilot format. Among them, the pilot project financed by IOM Georgia and the "IOM Development Fund (IDF)" in 2016-2017 - "Temporary labor migration in Poland and Estonia" - within the framework of which a number of events were carried out and aimed at the gradual strengthening of the Georgian government's capabilities in managing and implementing processes of circular labor migration.¹⁰

Currently, 3 interstate agreements are in the active phase of implementation. These programs are:

3.2.1. France

in 2013 an agreement between the French government and the Georgian government was signed about the residency and circular migration of qualified specialists. Its purpose is to facilitate temporary professional migration based on the mobility of students and qualified specialists and return after acquiring professional competence.

This agreement is the first bilateral document signed between France and Georgia in the field of professional migration. It provides for:

- The possibility to request for a 12-month residence card for Georgian students at the end of the study course, if they have obtained at least a master's or professional bachelor's degree at a French higher education institution or at a Georgian higher education institution that has an agreement on the awarding of a joint diploma with a French higher education institution within the framework of an international partnership and have the desire to gain the first professional experience after their studies in France with the perspective of their return to Georgia.
- The possibility to apply for a one-year renewable temporary residence card with reference to "hired worker" for holders of an employment contract corresponding to one of the 50 professions open to Georgian citizens (in various fields, such as construction and public works or even mechanics, restaurant field or IT technologies). According to the agreement, the number of temporary residence cards issued annually by France for this category of workers should not exceed 500.
- Development of the exchange program of young French and Georgian qualified specialists between ages of 18 and 35; Thanks to the experience gained in hired work they will go to France or Georgia to improve their career prospects. The agreement stipulates that the received number of young French and Georgian qualified specialists in both countries should not exceed 150 people per year.¹¹

On December 3, 2018, the President of the French Republic issued a law approving the aforementioned agreement.

⁹ Diakonidze A., "Research on the potential of circular migration of the Georgian workforce in EU countries", 2018, p.13, https://migration.commission.ge/files/cm_potential_research_final_16.11.18_.pdf [L.s. 02.02.2023].

¹⁰ Official website of IOM Georgia on "Temporary labor migration to Poland and Estonia", <https://georgia.iom.int/ka/shromiti-mobiluroba-da-adamianis-ganvitareba> [L.s. 02.02.2023].

¹¹ Agreement between the Government of Georgia and the Government of the Republic of France on the Residence and Circular Migration of Qualified Specialists, 2013, <https://matsne.gov.ge/ka/document/view/4476017?publication=0> [L.s. 02.02.2023].

Those wishing to benefit from the agreement have the opportunity to contact the French Embassy in Georgia or the French Ministry of Internal Affairs, where they will receive detailed consultation.

3.2.2. *Germany*

Bilateral framework agreement on seasonal employment of Georgian citizens in the agricultural sector in Germany. It was signed on January 17, 2020, between the German Federal Employment Agency (BA - Bundesagentur für Arbeit) and the State Employment Promotion Agency of Georgia (SESA).

The agreement defined the institutions responsible for the employment of Georgian citizens for seasonal work, employment conditions and procedures. The agreement entered into force upon signing.

Based on the mentioned agreement the employment of Georgian citizens, for seasonal work in Germany could not be carried out in 2020, due to the Covid-pandemic. It became possible to start this process only since February 2021.

Within the framework of the document, citizens of Georgia were given the opportunity of temporary legal employment in the German labor market, in the agricultural sector - for periods of up to 90 days at a time (maximum 70 working days), every 180 days. The program does not imply only one-time employment, people involved in it can be employed repeatedly without limit if they wish. The program is still active and is mainly focused on people employed in the agricultural sector, although participation in the program is not limited for people from other fields/professions.

3.2.3. *Israel*

The agreement signed between Israel and Georgia and the first protocol of its implementation provides an opportunity for 1,000 Georgian citizens to work as home care specialists in Israeli medical institutions for a period of 1 year, with the prospect of extension up to a maximum of 5 years.

The first pilot phase of the program began in April 2021, but due to the pandemic, its implementation was delayed. From 2022, the implementation process of the program was renewed and a certain number of Georgian citizens were employed. In 2023, the program is still active and continues to function in an updated format.

It should also be noted separately that in 2019, the agreement "On the regulation of labor migration between the Republic of Bulgaria and Georgia" was signed. According to the agreement, Georgian seasonal workers will be given the opportunity to be employed in the agricultural sector for a period of no more than 9 months per year.

Initially, they will be granted a one-year residence permit, with the option of further extensions, for a total of three years. The program has passed all the preparatory stages and is waiting for the start of the practical implementation process.¹²

Currently, Georgia is working on signing a bilateral agreement on circular migration with the governments of the following countries: Greece, Norway, Sweden, Finland, Lithuania, Spain, Portugal, Estonia, Poland, Czech Republic, Hungary, Ireland and Cyprus.

Efforts made by the Government of Georgia to sign bilateral agreements to obtain preferences/opportunities with EU member states have not yet brought sufficient results. More support and development of legal temporary, circular labor migration schemes, based on interstate cooperation, is essential for effective migration management. Georgia needs strong diplomatic efforts to convince EU member states to institutionalize circular migration.

3.3. Private employment companies

Georgia has the most uncertain situation in the direction of private employment companies. For years, the practice of employing Georgian citizens abroad through these "intermediary private companies" has been problematic, which ultimately takes the form of illegal and uncontrolled labor migration. We are

¹² Agreement between the Government of Georgia and the Government of the Republic of Bulgaria on the Regulation of Labor Migration, Article 2, 2019, <https://matsne.gov.ge/ka/document/view/4701239?publication=0> [L.s. 02.02.2023].

facing serious violations of labor rights of Georgian citizens abroad. According to the Law on Labor Migration of 2015, private employment companies are obliged to submit information on the mediation activities performed during the calendar year to Ministry of Internally Displaced Persons from the Occupied Territories, Labour, Health and Social Affairs of Georgia. This regulatory rule applies to the conditions of employment of foreigners in Georgia. However, in practice, their monitoring, quality control and enforcement mechanisms are quite vague and non-functional. For the quality functioning of the field, a flexible legal framework and enforcement levers are needed, because in the potential future they should become real, legal intermediaries between job seekers and host countries.

4. Statistics

According to various data, the population of Georgia suffered much more losses as a result of external migration in the 1990s than during the previous 30-year period. During the period of 1990-2000, through external migration, Georgia reduced the population of 1989 by 19%, that is, almost every fifth person left the country.

In the period of 1995-2000, according to the statistics department, between Georgia and other countries, 69.1% of the negative balance came to Russia. In 1995-1996, the negative balance for Georgia with Russia was 72% of all external migration. In the following years, the negative balance with Russia decreased significantly and for the period of 1997-2000, on average, it was only 36.7%.

Overall, today, Georgia continues to meet the criteria for visa liberalization. It took measures to implement the recommendations of the European Commission. However, further efforts are needed to address the issue of unfounded asylum applications in EU Member States, in the areas of prevention and fight against money laundering, trafficking, corruption and organized crime.

In 2021, a total of 99,974 people left the country, and 74,008 people entered. Among the emigrants, 61,740 (61.7%) were men. It is noteworthy that among the persons who left the country, 80,351 (80.3%) were Georgian citizens, while only 39,526 (53.4%) of those who arrived were Georgian citizens. Accordingly, in just one year, the number of Georgian citizens in the country decreased by 40,825, and the number of foreign citizens increased by 14,859. This shows that there is a shortage of jobs in Georgia, Georgian citizens are traveling abroad and they are gradually being replaced by citizens of foreign countries.

Despite these and many other types of statistical data, unfortunately, none of them is based on a study of Georgian citizens involved in the process of circular migration, which is why we cannot get a complete picture of what changes circular migration opportunities and programs have made in the formation of the general migration balance of Georgia. Empirical studies on separate circular migration are accordingly very scarce.

For an imagination, we can use the studies of the European Union - after the enlargement in 2004, 2007 and 2013, 13 new member states were added to the European Union, which led to a new flow of circular labor migrants in European countries. In the research conducted by the European Migration Network, the positive practices and its aspects resulting from temporary and circular labor migration in the EU countries are discussed.¹³ Although evaluations of relevant programs and policies demonstrate positive outcomes for participating migrants, there is little evidence of significant benefits for countries of origin or employers.

In the Georgian space, the only survey in this direction has been conducted by the International Organization of Migration (IOM) on a small scale.¹⁴ according to which 86% of the participants of the inter-state agreements return to their homeland, adhere to the contractual regime and at the same time try to establish themselves in the local labor market.

In general, to assess the full picture of the EU's vision for the labor market, even if all sixteen signatory countries of the "Partnership for Mobility" declaration allocate an annual quota to Georgia, this number

¹³ The European Migration Network, Temporary and circular migration: empirical evidence, current policy practice and future options in the EU Member States, 2011.

¹⁴ Results of the survey of working and living conditions of Georgian citizens employed in the field of agriculture within the framework of cooperation between the Federal Republic of Germany and Georgia, 2022.

will still be too small to have a significant impact on the country's development and will not be able to eliminate the unemployment problem.¹⁵

If we assume that the rest of the signatory countries, like France, allocate 650 quotas to us annually, the total number of annual quotas will be 10,400. If this quota is completely directed only to the unemployed (which is unrealistic), only 4.2% of those seeking employment will be able to benefit from the circular migration scheme. Therefore, this scheme may only affect the legal employment of a few thousand illegally employed migrants, but will not directly affect the reduction of unemployment. It is necessary to conduct additional studies considering the Georgian working environment and opportunities, so that the potential results become somewhat predictable and manageable.¹⁶

In the end, under the conditions of proper management, people returning to their homeland, with already elevated competencies and knowledge, should themselves become new employers in their homeland, creating jobs in the local labor market. This is the ultimate goal of circular migration for countries like Georgia, it is the promotion and stimulation of commercial activities initiated by these people that will lead to the reduction of unemployment in the local labor market.

5. Practical experience, challenges and risks

The vast experience of illegal migration, accumulated over tens of years, gives a certain psychological orientation to the whole process of labor migration, which acts as a public habit, tradition. Under the influence of this mythological portrait of actions, people instinctively organize a chain of actions and are ready to go to a foreign country as illegal labor, paying thousands and tens of thousands of dollars to so-called "middlemen". All the benefits associated with legal employment are available to them today. Within the scope of the opportunity, they will be able to increase their professional competences, learn new professions, improve their language skills, etc. So that they can realize themselves in the international labor market with much less expenses and risk. Focusing on the development of personal and professional skills is the direction in which potential labor migrants should be positioned at all levels.

The process of visa liberalization started to bring positive changes to the agenda of Georgian labor migrants precisely in terms of correcting this situation. However, it is also clear that there is a lot of effort and work to be done on this path. The main challenges for development in this direction are the following main components:

- Creating/conducting proper information campaigns on the possibilities of legal labor migration in order to adequately provide basic information to labor migrants on the benefits of similar employment schemes.
- More availability of training courses and programs for raising professional skills, competences, etc.
- Improvement of legislative, monitoring, regulation and accountability mechanisms.
- Strengthening governmental and diplomatic activities at the international level, for the conclusion and implementation of more interstate agreements.
- Distribution of competences and responsibilities to public groups and organizations.

Further development of circular labor migration schemes is a viable alternative to spontaneous and illegal migration. The information and communication strategy must necessarily focus on its advantages and benefits primarily for the country of origin, where the main characteristics of circular employment must be emphasized:

- Financial stability
- Safe work environment and conditions
- Development of professional skills

¹⁵ Government Commission on Migration Issues, Georgia and the European Union https://migration.commission.ge/index.php?article_id=17&clang=0 [L.s. 02.02.2023].

¹⁶ Burduli Ana, "The Role of Circular Labor Migration in Reducing Unemployment: How Ambitious Should It Be?", ISET Policy Institute, 2019, <https://iset-pi.ge/en/blog/109-tsirkularuli-shromiti-migratsiis-rol-i-umushevrobis-shemtsirebashi> [L.s. 02.02.2023].

- Accumulation/renewal of work experience
- Career advancement
- Connections/Communication
- Implementation of acquired skills in the economy of the country of origin.

We must separate the possibility of contact and reunification with the homeland/family. All the past decades have dealt a great blow to the demography of Georgia, many of our fellow citizens could not and cannot return to their homeland for decades, because they are in a foreign country illegally and in case of arrival, they will not be given the opportunity to leave again. That is why the issue of family unity is an especially important component of circular labor migration.

Despite this difficult migration experience of Georgia, some positive changes have occurred in the outlook of people involved in the process of circular migration: understanding/revaluing the differences and advantages of legal and illegal employment; focusing on meeting travel or work deadlines; taking care of raising own competencies and skills; understanding of dual contractual responsibilities (between employer and employee); Comprehension of work norms, protection of the quality of work performed.

The main risk, especially for a small, developing country like Georgia, is the so-called "Brain drain", and this type of risks always accompanies the migration process.

Circular migration to some extent contains the possibility of reducing and insuring such risks. It creates, on the one hand, a certain basis for the outflow of intellectual resources from the country, and on the other hand, it creates the possibility of avoiding inefficient use of people who have returned to their homeland in the local employment market. However, this process, taken separately, will not have a great impact on dealing with the challenges of labor migration, if the country's industrial and economic development does not respond to the numerical growth of professional staff in various fields within it with appropriate progress.

Conclusion

Experience and various studies show us that people who have decided to migrate, despite all the restrictions, they still manage to do it, no matter what kind of difficulties it involves. Therefore, the task of the state is to simplify the procedures for inclusion in the scheme of legal migration to such an extent that illegal migration becomes secondary for potential labor migrants. To create a certain counterweight balance between them.

We can say that the development of the country's labor migration in a positive direction is directly proportional to the level of ongoing progress of the country's economic and industrial development, if the economic development and employment policy carried out by the state does not push people involved in this type of employment schemes to de-qualify, or to leave the country again. It is also important to pay due attention to the issues of social security, minimum wages, protection of working conditions, effective employment and social justice in the country.

In most cases, labor migrants return to their home country with improved skills and higher qualifications (gained from training and work experience abroad) and become creators of their own lives, which will certainly benefit the local labor market with appropriate promotion

Although the development of circular migration schemes is an important and necessary step, it cannot unilaterally become a guarantee of solving the unemployment problem and migration-related problems for the country of origin. In order to increase the benefits of circular migration for the sending country, it is important to create jobs for returning migrants. In order to give them the opportunity to develop their potential, both the state and the private sector need to take active, effective measures and implement them in practice.

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