

MIGRANT SUPPORT MEASURES FROM AN EMPLOYMENT AND SKILLS PERSPECTIVE (MISMES)

REPUBLIC OF MOLDOVA



The views expressed in this report are the sole responsibility of the author and do not necessarily reflect those of the European Training Foundation, the European University Institute or the EU institutions.

© European Training Foundation, 2015
Reproduction is authorised, provided the source is acknowledged.

MIGRANT SUPPORT MEASURES FROM AN EMPLOYMENT AND SKILLS PERSPECTIVE (MISMES)

MOLDOVA

MAY 2015

Contents

PREFACE.....	2
EXECUTIVE SUMMARY.....	4
1. INTRODUCTION: MIGRATION BACKGROUND	6
1.1 Migration facts	6
1.2 Migration policies and institutions.....	8
2. MISMES IN THE EU-MOLDOVA MOBILITY PARTNERSHIP	12
2.1 Characteristics of projects in the framework of the Mobility Partnership.....	12
2.2 Main actors implementing Mobility Partnership projects	13
2.3 Project collaboration patterns among local and international entities	15
2.4 Project evaluation and impact assessment practices.....	16
3. NATIONAL INVENTORY OF MISMES	18
3.1 Pre-migration phase	23
3.2 During-migration phase	27
3.3 Post-migration phase.....	28
3.4 Multi-dimensional MISMES	33
4. MISMES CASE STUDY: SUSTAINABLE USE OF REMITTANCES BY GENERATING LOCAL INCOME	40
4.1 Description of the project (MISMES 58)	40
4.2 Impact of the MISMES project.....	42
5. MAIN CONCLUSIONS AND RECOMMENDATIONS.....	45
ANNEXES	49
Annex 1. Methodology for the country case studies.....	49
Annex 2. List of interviewees and institutions that received the MISMES questionnaire	51
ABBREVIATIONS AND ACRONYMS.....	52
REFERENCES.....	54

PREFACE

This report is the European Training Foundation's (ETF) latest contribution to an informed policy dialogue on migration in the context of employment and skills. It is part of a series of reports that present the main findings of the project on migrant support measures from an employment and skills perspective (MISMES). The project was coordinated by the Migration Policy Centre of the European University Institute (EUI) under the supervision of the ETF.

The result of this project is a worldwide inventory of migrant support measures implemented in sending countries, to facilitate labour mobility and increase the developmental effect of migration. In addition, five in-depth studies were conducted in the countries, which concluded mobility partnerships with the European Union (EU): Armenia, Georgia, Republic of Moldova¹, Morocco, and Tunisia. For the purposes of these reports, MISMES are defined as specific policy interventions – pre, during and post migration – aimed at improving the labour market integration of migrant workers or the matching of their skills.

This report is about mapping and reviewing migrant support measures in Moldova². Professor Valeriu Mosneaga, from the Moldova State University, prepared the report under the coordination of Shushanik Makaryan, from the Migration Policy Centre of the EUI. Valuable contributions were provided by Iván Martín as the project coordinator, as well as by Philippe Fargues and Alessandra Venturini from the EUI team. From the ETF team, significant inputs and feedback were provided by Gabriela Platon, Ummuhan Bardak, Sara Rinaldi and Anna Kahlson.

The study has greatly benefited from the assistance and collaboration of many institutions and individuals involved in the migration work in Moldova, in particular during the ETF team mission in May 2014. Some of the institutions interviewed are the Ministry of Foreign Affairs and European Integration; the Ministry of Labour, Social Protection and Family; the Ministry of Economy; the National Agency for Employment, the Organisation for Development of Enterprises' Sector of Small and Middle Business (ODIMM); and the local offices of some international/donor organisations involved in the implementation of various migration projects (i.e. IOM, ICMPD, Caritas).

We would like to thank Anatol Bucatca, Eugeniu Burdelnii, Tatiana Ciumas, Igor Coroli, Olese Cotoman, Ghenadie Cretu, Raisa Dogaru, Natalia Donica, Diana Hincu, Yulia Iabanji, Per Lindberg, Vlad Lungu, Elena Madan, Daniela Morari, Serghei Neicovcen, Oxana Paduraru, Olga Poalelungi, Nina Pungă, Ghenadie Slobodeniuc, Valerian Tabirta, Liuba Valcov, and Natalia Vozian for being generous with their time and providing insights and opinions on the MISMES implementation dynamics in Moldova.

In particular, significant contributions were received from the beneficiaries of the Hilfswerk Austria International project, who kindly agreed to participate in the focus group and shared their migration stories, return and reintegration experiences in Moldova and talked of their time within the MISMES project of the case study. Interview with the team of the EU-funded 'Targeted Initiative for Moldova' (TIM) was also very useful. Finally, special thanks go to Ghenadie Cretu for his invaluable support in helping identify and obtain information on the wide range of MISMES implemented in Moldova.

Special thanks go to Oxana Paduraru, the Second Secretary of the Moldovan Mission to the EU, and Nina Punga, the Head of the Human Resources Development and Employment Policies Division from

¹ Hereafter 'Moldova'.

² An Excel file containing more detailed information on a total of 64 projects is available on the web, see: www.etf.europa.eu/web.nsf/pages/MISMES

the Ministry of Labour, Social Protection and Family, who attended the final workshop of the MISMES project in September 2014 and provided very useful comments on this report.

EXECUTIVE SUMMARY

Moldova is located between the European Union (EU) and the Post-Soviet Community of Independent States (CIS) migration systems. In the CIS (attracting 63% of all Moldovan migrants), the most popular migration destination is Russia (60.8%). In the EU that gathers approximately 30% of all Moldovan migrants, the “dream migration country” is Italy (19.6%). In the last decades, the importance of the European migration system has grown. If previously, the dominant migration tendency of the Moldovan population was the CIS – mainly Russia – then these days “traditional” labour migration to the East is giving way to Western and South-Western labour migration vectors.

In 2008, Moldova was one of the first (along with Cape Verde) to sign its Declaration of Mobility Partnership with the EU. If initially the EU-Moldova Mobility Partnership was designed as an inter-state cooperation framework, then, in 2010, it became open for other interested actors, including civil society and international organisations.

The analysis shows that, in the 1990s and the early-mid 2000s, the migration policy focus was framed within “migration and security” and migration projects mainly concentrated on combating human trafficking and irregular migration. With the signing and adoption of the Mobility Partnership with the EU, the emphasis shifted to “migration and development”, and since 2010, the policy focus has changed again. The number of projects dealing with irregular migration and human trafficking has been sharply reduced.

This country report offers an inventory and analysis of migrant support measures from an employment and skills perspective (MISMES) implemented in Moldova. These measures contribute to the integration of migrant workers from Moldova and returnees in the labour market, and help with the reduction of skills underutilisation among migrant workers at home and abroad. The focus is on MISMES implemented in Moldova by the Moldovan or by foreign governments, local and international organisations and entities (but not the private sector). There is also a focus on the EU-Moldova Mobility Partnership and MISMES implemented within this partnership. The study deals with MISMES implemented from 2000 to 2014 in three phases of migration: before, during, and after. The ultimate objective is to map implemented MISMES, and to also identify, in as much as this is possible, challenges and successes associated with them, exploring their cost-efficiency and their impact on beneficiaries (potential/return migrant workers, migrant workers abroad).

The analyses of 124 implemented and ongoing projects in the context of Mobility Partnership allowed the identification of 64 MISMES projects. Out of 64 projects, the majority of the MISMES (31 projects) is focused on the post-migration phase, followed by 23 projects which cover more than one migration phase and classified as ‘multi-dimensional MISMES’. Finally 10 projects identified deals with pre-migration phase, while no specific project was for during-migration phase.

This inventory also included a **case study MISMES**, a project implemented by the Hilfswerk Austria International, entitled “Remittances Developing Moldovan Communities - Sustainable Use of Remittances by Generating Local Income”. It was one of the few projects aimed at business creation that not only provided information and training support but that also offered financial support. This project has a clearly-defined multi-dimensional MISMES content, and was implemented in a rural area, in one region, composed of four districts in the centre of the country. The rural area in question was the most active in mass labour migration terms.

As a result of the Hilfswerk project, a *Migrant Resource Centre* was created which has demonstrated sustainability. The project also offered training courses that did not necessarily get them business grants, but these courses did help them get local jobs. With the project, beneficiaries were able to

open their own businesses, and change their financial situation for the better. MISMES had changed their lives, giving them a belief in a brighter future and the means of achieving that future.

The report provides a number of conclusions and possible policy recommendations:

The use of MISMES at all stages of migration leads to **increased trust and collaboration** among migration actors. It is also global in migration terms, and creates a unity of migration policies not only nationally, but also regionally and globally.

Implementation of MISMES projects serves the **consolidation of the institutional potential** of cooperation between national and international actors that contributes to the creation of necessary institutional and legal framework for both local and national migration management.

The potential of the Mobility Partnership opens new horizons for collaboration between Moldovan actors and donors and destination countries. By strengthening trust and cooperation between the host countries and Moldova, it is possible to also strengthen the link between the diaspora, migrants and returnees in both destination and origin countries. There appear real opportunities for the joint implementation of migration policies both for host countries and for the exit of migrants.

At any given time, up to 26% of the Moldovan migrant workers are in Moldova. Undoubtedly, they are in Moldova for different reasons. However, this human potential is underestimated in Moldovan migration policies. And these are people who have experience in labour migration, who have acquired certain skills, qualifications and who have earned money abroad. They learned new linguistic and cultural values, and labour discipline. The **potential of the migrants** can and should be used for the development of the country.

The MISMES approach should be key part in each of the projects that are implemented in the framework of the Mobility Partnership. In this regard, the **coordination** of actions both with donor-partners, international organisations, and with national and international partners, which are involved in the projects' implementation, is necessary and should be improved.

Since the signing of the Mobility Partnership, the migration policy of Moldova has shifted from security to development, and to the **use of migration for the sustainable development of the country**. The application of MISMES, in the context of the migration-development nexus, has shown its effectiveness and legitimacy. And in this respect it is necessary to further develop such EU programmes and projects in Moldova.

More emphasis should be put on the **skills dimension** of MISMES, e.g. the recognition of qualifications and access to business training, needs further development. And finally, in the context of the growing globalisation and internationalisation of modern life, more attention needs to be paid to the Resource and Call Centres, Migrants' On-line Shops, and informational web-platforms. All of these help with the individual and non-formal **access to information**, and take the diversification of human necessities and professional orientations into consideration.

1. INTRODUCTION: MIGRATION BACKGROUND

In the past years the ETF conducted studies on migration and skills focusing on specific countries neighbouring the EU (World Bank& ETF 2010, ETF 2013). This earlier research provided evidence on the skills profiles of migrants, and how those skills are underutilised abroad and upon return. It also showed the need for policy measures to support migrants to improve job and skills-matching for the benefit of the receiving countries, countries of origin and the migrants themselves (ETF 2014). As a result, the MISMES project was launched and carried out in 2014 by the ETF, with the support of the Migration Policy Centre at the European University Institute.

1.1 Migration facts

Moldova is located between the European Union (EU) and the Post-Soviet Community of Independent States (CIS) migration systems. In the CIS (attracting 63% of all Moldovan migrants), the most popular migration destination is Russia (60.8%). In the EU - that gathers approximately 30% of all Moldovan migrants - the “dream migration country” is Italy (19.6%) (EMP Moldova 2013)³. In the last decades, the importance of the European migration system has grown. If previously, the dominant migration tendency of the Moldovan population was the CIS – mainly Russia – then these days “traditional” labour migration to the East is giving way to Western and South-Western labour migration vectors (Mosneaga 2012).

Labour emigration from Moldova started to develop actively in the mid-1990s. According to the data provided by the Moldovan border police at the end of 2012, there were 820,222 Moldovans abroad (virtually every fourth resident of the country). Among those, 46.84% were men (46.84%) and 53.16% were women. About 25% (207,340 persons) of these migrants left for fewer than three months, 34.5% (282,715 persons) for 3-12 months, 19% (153,115 persons) for 1-3 years and 22% (177,052 persons) for three years or more (EMP Moldova 2013, pp.19-20).

By the late 2000s, the biggest numbers of Moldovan labour migrants were to be found in Russia, Italy, Portugal, Spain, Greece, the Czech Republic, France, Germany, Ireland, Cyprus, Romania, Turkey, Israel and Ukraine (Mosneaga 2012). There has been a tendency for Moldovan migrants to concentrate in the big cities of destination countries.

In 2012, according to data from the National Bureau of Statistics, 78% of Moldovan labour migrants were aged from 15 to 44 years old, of which 22% were 15-24 years old, and 34% were 25-34 years old. Women have an important role in labour migration from Moldova. They represent one third of all Moldovan labour migrants.

Qualified specialists and people with superior or secondary education are disproportionately represented among migrants. In 2012, every second migrant had general secondary education, secondary special education (38.6%) and 10.8% with higher education (EMP Moldova 2013, p.22). The number of men and women with higher education is increasing.

Even today a significant number of Moldovans want to leave the country in order to earn money abroad. But not everybody succeeds: there are several obstacles: socio-economic, material-financial, domestic etc. According to research, almost 40% of the working-age population of Moldova want to leave the country, but cannot carry out their intentions (World Bank& ETF 2010, Mosneaga 2012).

³ Extended Migration Profile of Moldova (2007-12), p. 21 – see English version at: http://publications.iom.int/bookstore/free/285_migration_2007-2012_EN.pdf and Romanian version at: http://mai.gov.md/sites/default/files/document/attachments/raportul_analitic_al_pme_2008-2013.pdf

Labour migration has different consequences for Moldova. Migration provides survival resources for a significant part of the country's population and remittances contribute to GDP growth, but, at the same time, depletes human potential, reducing labour resources in the working-age population and its qualification level. Unfortunately, the return of Moldovan migrant workers does not have great amplitude. Furthermore during the economic crisis of 2008-2010, Moldovan migrant workers did not return in large numbers to Moldova, with the exception of 2009 (EMP Moldova 2013, p.60).

However, those few Moldovan migrant workers that returned faced problems with reintegration and job placement on the national labour market. There were many causes: lower wages; the different specifics and content of work; the presence/lack/waste of professional abilities and qualifications; lack of information about living conditions and labour activity in Moldova. Moldovan migrants abroad do not usually work in the fields related to their education and qualifications (see **TABLE 1.1**).

TABLE 1.1 MIGRANTS BY WORK SECTOR BEFORE MIGRATION AND DURING MIGRATION (%)

Work sector	Before migration	During migration
Agriculture and forestry	43,3	2,8
Industry	9,5	2,6
Construction	13,1	56,5
Trade and commerce	11,6	9,7
Services (restaurants and hotels)	2,2	3,6
Transport and communications	5,0	3,6
Household services and assistance	0,2	18,7
Other types of activities	15,1	2,5
Total	100	100

Source: *Extended Migration Profile of Moldova 2013*, p. 24, English version at: http://publications.iom.int/bookstore/free/285_migration_2007-2012_EN.pdf, Romanian version at: http://mai.gov.md/sites/default/files/document/attachments/raportul_analitic_al_pme_2008-2013.pdf

Many different dimensions of labour migration are frequently analysed in Moldovan scientific research such as positive and negative consequences of migration; remittances; employment of migrants; demographic questions (age, gender, professional-educational, territorial and regional, ethnic) and socio-psychological, cultural and linguistic aspects of migration; the exodus of skilled labour migrants; youth questions; the legal and social protection of labour migrants; the state of poorly protected social groups (children, the elderly / seniors); Moldovan policies on labour migration. There are a number of studies that reflect the problems of Moldovan return migrants and their integration, while other studies analyse various aspects of the formation and functioning of Moldovan communities abroad and the Moldovan diaspora more generally.

However, the whole complex of MISMES problems, the measures to support the skills of labour migrants, their perspectives on the national labour market, have not yet become an object of scientific study. This topic is, in fact, almost un-researched. There are several studies in which aspects of MISMES are approached, but none with all aspects. Below these studies are discussed shortly.

Among recent studies are the two papers, published by the ILO (2013a and 2013b). Additionally, an assessment report of the EU-Moldova Mobility Partnership by the European Commission analyses the process of the implementation of the projects in the context of Mobility Partnership (European Commission 2014), while the reports of the Ministry of Labour, Social Protection and Family and National Employment Agency (2014a, 2014b, 2014c) explain some migrant services. These studies

on MISMES rely on extended empirical and sociological bases, presenting an undoubted interest, reflecting different aspects of the implemented MISMES projects in the framework of the Mobility Partnership.

Worth to mention is also Cheianu-Andrei's research (2013) analysing the formation of Moldovan communities abroad/mapping the Moldovan Diaspora in Portugal, the United Kingdom, France and Italy. This work is based on empirical sociological data in the four countries. However, MISMES was not the focus of this study.

Notable is also the analysis of ILO (2013c) on the activities of private employment agencies in Moldova and abroad. It looks at on how these agencies work with the Moldovan workforce, their activities in informing migrant workers, finding jobs on the national and foreign labour markets, problems regarding their activity, etc. The goal of this particular research was to analyse the structure and activity of private employment agencies based on statistical and sociological data.

In addition, there is research by Antonov, Ciurea and Frunzaru (2012), who examined international and Moldovan recognition practices of the informal skills of returning Moldovan labour migrants. The authors, however, did not analyse the actual recognition of informal/non-formal skills of returned Moldovan migrant workers. The listed studies represent an interest for this study, when it comes to gathering empirical material.

1.2 Migration policies and institutions

The migration policy of the independent Moldovan state has undergone significant changes since 1991. Originally migration policy was derived from the concept of "migration and security", and its different variations: the protection of the Moldovan immigrants coming from the former Soviet Union territories or of the Moldovan regular / irregular labour migrants (Moraru et al 2012). With the growth of both regular and irregular Moldovan labour migration abroad (Cirlig& Mosneaga 2012)⁴, the concept has changed: a new task is established for the authorities, i.e. the protection of regular and irregular Moldovan migrant workers abroad. These problems were not solved from the very beginning, because of the lack of capacity among the Moldovan authorities, and because of the lack of interest among host countries. Since then important steps were taken aiming to protect the migrants.

The large-scale nature of labour emigration poses the threat of depletion for the country, which has had fewer human resources (Mosneaga et al 2004). In the context of mass irregular migration from Moldova, the role of MISMES has not been much emphasised. Instead, the importance of MISMES is more visible in the conditions of the organised export of labour forces. The recommendations of international organisations regarding the Filipino experience (early 2000s) in the organised exports of the labour force have not been accepted by Moldova: unlike the Philippines, Moldova is not isolated from the destination countries of Moldovan labour migrants by sea and hence, migration poses fewer geographic obstacles for Moldovan migrants.

The Moldovan government long showed no interest in the return and reintegration of Moldovan migrant workers. Moldova's labour emigration did not create problems for the authorities: the exodus of the working-age population of the country, and multi-million dollar remittances minimised the sharpness of the social conflict. Only in the second half of the 2000s, did the priorities of the Moldovan authorities change, and a transition to the "migration and development" concept came about. Migration policy became, at that point, an integral part of social policy. The goal was to attract migrant capital and diaspora capital for the sustainable development of the country, its economy and its social fields.

⁴ During the period of 1999 and 2009, around 500,000 cases of irregular migration of Moldovan citizens to Europe were noted (Cirlig& Mosneaga 2012, p.68).

The first “Concept of the Migration Policy of the Republic of Moldova” was adopted by the Moldovan Parliament in 2002. The priority was cooperation with the EU. At the turn of 2007-2008, the Moldovan authorities moved from a reactive to a proactive policy of cooperation with the EU, and this included their migration policy.

First, this shift in policy took place mostly due to changes in EU policies, which became a direct neighbour of Moldova when Romania and Bulgaria joined the EU in 2007. Second, the Global Approach to Migration and Mobility (GAMM) has contributed to the EU approach to external migration policies since 2005 (EC 2005, EC2011a). Under the GAMM, the EU’s external migration policies were equally based on several pillars: legal migration, migration and development, the fight against irregular migration and international protection (EC 2011b). A Mobility Partnership was forged as one of the main vehicles to implement the GAMM (EC 2007). International institutions, in the context of GAMM, proposed a new concept of “migration and mobility”, based on the close cooperation of both origin and destination countries, and for migrants.

This approach brought real opportunities for cooperation between Moldova and destination countries, and also opportunities for MISMEMS during all phases of the migration process: before, during and after. In 2008, Moldova was one of the first countries (along with Cape Verde) to sign its Mobility Partnership Declaration with the EU and 15 Member States⁵. If initially the EU-Moldova Mobility Partnership was designed as an inter-state cooperation framework, then, in 2010, it has become open for other interested actors, including civil society and international organisations (Buracek 2012, EC 2014). It also allows us to see, more clearly, the connection between migrants’ education and level of skills and their mobility (Di Bartolomeo& Bonfanti 2014, ETF 2013, Centre CIVIS 2012).

The Mobility Partnership facilitates regular migration between the EU and Moldova, it creates a basis and conditions, and determines the procedures and mechanisms of social and legal protection of labour migrants. At the same time, the Mobility Partnership promotes various means of assistance to working migrants, the introduction of such institutes as labour attaches, etc.

In fact, in the modern migration policy of Moldova one can see the combination of two concepts that occur due to the Mobility Partnership. On the one hand, the Mobility Partnership gives positive results in terms of migrants starting small and medium businesses in the country, such as the PARE 1+1 Program (since 2011). On the other, the Mobility Partnership creates possibilities for the transfer of social security benefits from a country of destination to Moldova. Moldova has already signed 11 bilateral agreements during 2009-2014 on social security and legal protection of Moldovan migrant workers in the EU, with ongoing negotiations with four additional countries.

A total of 124 projects have been implemented since 2008 in the context of the Mobility Partnership. However, projects that are directly related to MISMEMS are fewer. This is so for two reasons: the less active role of Moldova in proposals and project development despite the priority of “migration and development” for Moldovan migration; it is also due to the specific priorities of the EU (sources of financing are: ENPI, EU Thematic Programme for Cooperation with Third Countries in the Areas of Migration and Asylum, bilateral financial assistance from EU Member States, national resources) in projects focused on security and stability on their external borders, including irregular migration, human trafficking and cross-border crime.

In Moldova, several governmental institutions are involved in the development and implementation of migration policies: the Department of Migration and Asylum and Border Police Department within the Ministry of Internal Affairs (MIA); the Ministry of Labour, Social Protection and Family (MLSPF); the

⁵ Joint Declaration on a Mobility Partnership between the European Union and the Republic of Moldova. The 15 EU Member States who signed the MP declaration with Moldova are Bulgaria, Cyprus, Czech Republic, France, Germany, Greece, Hungary, Italy, Lithuania, Poland, Portugal, Romania, Slovakia, Slovenia and Sweden.

Ministry of Economy; the Ministry of Foreign Affairs and European Integration (MFAEI); and the Bureau for Relations with Diaspora within the State Chancellery, Ministry of Education, Ministry of Health, Ministry of Informational Technologies and Communication, etc. Most of these governmental institutions are engaged in the regulation of migration processes with clearly-defined functions and competences, which were tested through the ongoing practices and cooperation.

Somewhat different is the situation with the Bureau for Diaspora Relations, created within the State Chancellery at the end of 2012 by insistent requests from the Moldovan Diaspora (in particular, the Fifth Moldovan Diaspora Congress, October 2012). The creation of this structure demonstrated the interest of the Moldovan authorities and Moldovan society in cooperation with Moldovan communities abroad, and with the emerging Moldovan diaspora. In its short existence this newly created structure has presented itself as a public authority which has received recognition and support from the Moldovan diaspora, from Moldovan public opinion and civil society. In fact, our interviews revealed that international organisations have quite high expectations about the potential role of the Bureau for Diaspora Relations, which is also in charge of implementing the strategy for coordinating the activities of the Moldovan governmental institutions across the diaspora.

However, the division of competences is not always clear between the Bureau for Diaspora Relations and the major player in the field of migration policy: the Bureau for Migration and Asylum within the Ministry of Internal Affairs (MIA-BMA). The latter has developed and been implementing the “Strategy for Migration and Asylum” (2011-20)⁶; which also touches upon diaspora issues. Therefore, there are some difficulties experienced in coordination between agencies and institutional competition amidst the changes in the established institutional status quo.

International institutions (the World Bank, IOM, ILO) have encouraged an interest in the following issues: the recognition of informal skills of labour migrants; training courses in management, entrepreneurship and business initiatives, accountancy, psychological, socio-cultural and linguistic adaptation for migrants; refocus on the needs of the national labour market, etc. As a result, the Moldovan government adopted a number of normative and legal acts which propose procedures for addressing these issues.

Migration policy is becoming more balanced, active and applied, based on the objectives of the European integration of Moldova. In developing the legislative and regulatory framework, the tasks of migration policy are at the forefront. Among the weaknesses, there is the lack of financial and informational support for policy measures, coordination between different governmental institutions involved in the development and implementation of migration policies, and cooperation with civil society. The mechanisms for the implementation of “migration and mobility” need comprehensive and specific elaboration, and real stakeholders’ interaction (in Moldova and the EU and EU Member States) throughout the migration process.

The MISMES study perspective is of a great deal of interest. First of all, it will be the first study on MISMES progress in Moldova. With that, it will be possible to more accurately characterize Moldova’s migration policy, deduce the main challenges and successes for various groups of migrant beneficiaries and their inclusion in MISMES activities. Second, it will contribute to the work of institutes and persons involved in working on Moldovan and EU policy issues. MISMES research has the potential to create a higher degree of understanding of the situations, problems and successes in the implementation of migrant support measures; and will allow deeper analyses of MISMES in the context of the Moldova-EU Mobility Partnership. The provided recommendations regarding policy

⁶ Government Decision no.1009 of 26.12.2011 regarding the approval of the Action plan for 2011-2015 regarding the implementation of the National Strategy in the field of migration and asylum (2011-2020). // Official Gazette no.1-6/1, from 06.01.2012, <http://lex.justice.md/viewdoc.php?action=view&view=doc&id=341743&lang=1>

issues could contribute to include MISMES in Moldova's migration policy, increase the efficiency and improve the results of MISMES, and their influence on beneficiaries.

2. MISMES IN THE EU-MOLDOVA MOBILITY PARTNERSHIP

The analysis shows that, in the 1990s, and the early-mid 2000s, the migration policy focus was framed within “migration and security” and migration projects mainly concentrated on combating human trafficking and irregular migration. With the signing and adoption of the Mobility Partnership between the EU and Moldova, the emphasis shifted to “migration and development”, and since 2010, the policy focus has changed again. The number of projects dealing with irregular migration and human trafficking has been sharply reduced.

At the same time, it seems that the focus of the Mobility Partnership for the entire migration cycle has not yet been adequately reflected in the ongoing projects. The most comprehensive project, the one that best covers the entire migration cycle, is “Nexus”, which began to be implemented in late 2012 (see the Excel file on the web for descriptions of MISMES projects in Moldova: www.etf.europa.eu/web.nsf/pages/MISMES).

2.1 Characteristics of projects in the framework of the Mobility Partnership

Under the EU-Republic of Moldova Mobility Partnership there are 124 projects implemented /being implemented, of which 106 projects (see **TABLE 2.1**) belong to a specific theme. These are the ones presented in the typology of the Mobility Partnership Scoreboard published by the Ministry of Foreign Affairs and European Integration (MFAEI)⁷.

As Table 2.1 shows, most projects are conducted under the “Consolidation of the National Migration Management System”: 29% of projects implemented under the Moldovan Mobility Partnership. Next come projects on “Social protection of migrants and their families” 18.28%. Then there is “Diaspora consolidation and co-development”, 10.75% and “Labour migration schemes”, “Development of the Moldovan labour market”, “Cooperation in border management, identity and travel documents, fight against illegal / irregular migration and trafficking in human beings” all at 9.68%.

Although MISMES are not listed specifically, the examination of projects implemented in the framework of the Mobility Partnership indicates that MISMES is present as a subtopic. This mapping of implemented projects show that the proportion of the projects in which MISMES is incorporated (in different forms) represents about 50% of the total number of ongoing or already implemented projects in Moldova (Table 2.1).

The mapping of MISMES projects is arranged by migration phase (pre-migration, during migration, post-migration). Additionally, projects or policy measures that addressed several stages of migration or incorporated several models of MISMES were classified in the category of “multidimensional” MISMES. Thus, this study has relied on the following criteria for MISMES mapping classification: pre-migration; during migration; post-migration; and multi-dimensional.

⁷ This list is not regularly updated, and should not be regarded as comprehensive.

TABLE 2.1 PROJECTS BY POLICY FOCUS IMPLEMENTED WITHIN THE EU-MOLDOVA MOBILITY PARTNERSHIP, 2008-14**

Policy focus of projects	Ongoing projects	Completed projects	Projects for consideration	Total
Monitoring migration flows	2	0	0	2
Consolidation of the National Migration Management System	3	25	2	28 (2)*
Information on legal migration and assistance for returning migrants	2	3	0	5
Labour migration schemes	3	6	0	9
Voluntary return and reintegration schemes	1	1	0	2
Diaspora consolidation and co-development	7	3	2	10 (2)*
Social protection of migrants and their families	3	14	0	17
Development of the Moldovan labour market	6	4	1	10 (1)*
Visa and readmission issues	1	3	0	4
Cooperation in border management, identity & travel documents, fight against irregular migration and trafficking human beings	6	4	4	10 (4)*
Total	34	63	9	97 (9)*

(*) The number in brackets indicates the number of projects for consideration.

(**) Source: <http://scoreboard.mfa.gov.md/projects>, last accessed 19 July 2014. This typology is presented using the project classification in the Scoreboard, published in the framework of the Mobility Partnership by the Ministry of Foreign Affairs of Moldova.

2.2 Main actors implementing Mobility Partnership projects

There is no doubt that the applicability of a particular model of cooperation is influenced by institutional factors, in particular: the engagement of Moldovan specialised migration institutions; the extent of that engagement; their experience, professionalism and competence; the effectiveness of cooperation between them; the clear and legally formalised distribution of competencies and functions etc.

As mentioned before, several governmental institutions are involved in the development and implementation of migration policies in Moldova: the Department of Migration and Asylum and Border Police Department within the Ministry of Internal Affairs (MIA); the Ministry of Labour, Social Protection and Family (MLSPF); the Ministry of Economy; the Ministry of Foreign Affairs and European Integration (MFAEI); and the Bureau for Relations with Diaspora within the State Chancellery, Ministry of Education, Ministry of Health, Ministry of ITC. Most of these governmental institutions are engaged in the regulation of migration processes with clearly-defined functions and competences.

Besides the coordinating role of the Department of European Integration of MFAEI, the major player who implements the 'Strategy for Migration and Asylum (2011-2020)' is the Department of Migration and Asylum of MIA. A specialized structure for coordination of the activities of the Mobility Partnership in Moldova has not been established. The Department of European Integration conducts twice-yearly meetings with representatives of all partner-states and with project beneficiaries, with whom, the progress of project implementation, as well as the Mobility Partnership as a whole, are discussed.

The MFAEI carries out national monitoring of implementation of Mobility Partnership. Extended Meetings of the EU-Moldova Mobility Partnership Local Cooperation Platform are held twice per year. These are dedicated to charting project implementation. Based on the general conclusions of the Local Cooperation Platform of the Mobility Partnership, the participants have pointed out the need for

further coordination and evaluation priorities for future cooperation. There was also consensus on the need to: expand cooperation within the Mobility Partnership, especially in the field of migration and development (including support programs for economic empowerment of youth and women, including the left bank of the Dniester river, strengthening relations with the Diaspora, Diaspora associations); support the protection of migrant workers, their return and reintegration in the society; as well as to help with the recognition of migrant qualifications, which contribute to the integration of migration into the country's development.

Regretfully, the reports presented at the Extended Meeting of the EU-Moldova Mobility Partnership Local Cooperation Platform are substantially informational in character and lack the analytical, problem revealing critical approach. Publishing of the reports in the biannual *Information Newsletter: European Union-Republic of Moldova Mobility Partnership*, undoubtedly, aims at informing the population about the implementation of the projects in the context of the Mobility Partnership (see MFAEI 2009, 2010, 2011a-b, 2012a-b, 2013a-b). However, there is an absence of direct feedback, communication of donors/projects' implementers with the representatives of the civil society, mass-media and public opinion of Moldova. If there is to be lack of feedback, there should at least be completeness and transparency of information.

Publishing these materials on the special web-site, Scoreboard of the Ministry, would extend the transparency of the EU-Moldova Mobility Partnership. This could be used as the main instrument in the process of informing the Moldovan public opinion. Unfortunately, this web-site is not sufficiently functional as a consequence of information overload on the web-site. The access to the placement of the information on the web-site, and, consequently, the struggle to get full information about the projects is possible only for the counterparts, who implement the Mobility Partnership: namely, European Union member-states that signed the Mobility Partnership Declarations, agencies of the European Union, European Commission, as well as national authorities of Moldova, not the citizens of Moldova.

There are many international and foreign actors, active in the implementation of Mobility Partnership projects. Among the more active ones are: the International Organisation for Migration (IOM); the International Labour Organisation (ILO); UNDP, WHO, UNHCR, EUBAM, the International Centre for Migration Policy Development (ICMPD); Hilfswerk Austria International; the Targeted Initiative for Moldova (TIM) and its follow up aiming at consolidating the capacity (led by Swedish Public Employment Service); the Swiss Agency for Development and Cooperation (SDC), ETF (European Training Foundation); IASCI (International Agency for Source Country Information); and the GIZ Centre of International Migration and Development (Germany).

At the same time, interviewed experts noted that cooperation between national and international partners has not fully realised its potential and was, indeed, incomplete. First of all, the project priorities of local authorities and international organisations often do not coincide, and there is frequently a lack of agreement in terms of proposals and implementation of projects. Duplication is not rare, and occurs when similar projects are proposed, but sponsored by different agencies and institutions as apparent in the inventory of MISMEMS. This often creates institutional competition and dis-coordination between various national institutions and agencies in Moldova, something that came up repeatedly in interviews. Second, experts note that certain international institutions hold a monopoly over certain projects, which can lead to tensions with other implementing actors. It would be more logical and more effective for the beneficiaries, and for the implementation of the projects to have a single, larger, financial and joint project supported by information technology. Having overlapping projects or projects that duplicate other similar projects not only leads to waste, but also fail to deliver a competent and efficient actions for beneficiaries.

2.3 Project collaboration patterns among local and international entities

Moldova has established rather flexible practices of project development that are also applied in MISMES-related projects. In general, the initiative of proposing projects belongs to: the governmental institutions of Moldova and international organisations, to the main sponsor – the European Union; or to its partners/agents (IOM, ILO, ETF, ICMPD, etc.), and the governmental institutions of other countries.

On the basis of this research and the conducted interviews, there are several models of interaction between Moldovan and foreign partners in the development and implementation of projects in the Mobility Partnership framework.

- The project idea is discussed at the informal level, the common position (objectives, nature of the project) and the funding possibilities are discussed, and specific details of project development are, then, drafted. The project proposal can belong to both the Moldovan and foreign side.
- Initiation of the project request belongs to the Moldovan authorities and organisations, and is based on the country's needs within the international context; the project request is proposed to the foreign partners/donors for financial support.
- The initiation of the project request belongs to a foreign side (e.g. an EU member-state), and is based on identified development needs, the migration and labour market situation of the donor country. The project is agreed with the Moldovan stakeholders for how to cooperate and implement.
- The idea belongs to a third country/organisation, which applies for financial support to the international institutions /donors in order to support the project idea or an elaborate project (previously agreed with foreign partners). The international institution assess the relevance of the project not only for the Moldovan national context, but also for the international one, and propose, if the case, to expand the project and include other national partners. In this way, they transform a proposal from a bilateral to a multilateral regional project. However, there are cases where the initial bilateral project, promoted and developed by one Moldovan organisation, returns for implementation in a new form as a regional project, and where a new Moldovan entity is proposed and promoted as an implementing partner of the project.

Based on the interviews conducted, there were a number of risks and problems identified that complicate cooperation and that affect the quality and efficiency of projects in general in Moldova; and MISMES projects are no exception here. Interviewed experts note a number of problems: the preservation of a Soviet mentality; fear of independent solutions (i.e. solutions and decisions that are “unauthorized” by superiors); frequent staff changeover and lack of staff professionalism; excessive bureaucracy; lack of communication between the higher and lower layers of Moldovan public servants; the inability to defend their own position in front of the foreign partners and donors; the lack of coordination between ministries and departments involved in the implementation of the migration policy; and the slow implementation of decisions and recommendations. In addition, the political (electoral), institutional, and interpersonal risks strongly influence the cooperation, efficiency, and the quality of decisions.

At the same time there is a duplication of projects and a lack of coordination of activities on behalf of international entities and donors too. One example of conflict of interests and lack of coordination and cooperation is the case of the development of the ‘National Strategy for Migration and Asylum’ by the Bureau (today Department) for Migration and Asylum of the MIA, jointly with the ICMPD and the implementation of the “migration and development” block, prepared by the IOM as part of the global approach to migration.

2.4 Project evaluation and impact assessment practices

Interviews conducted in the framework of this research revealed that there are several gaps in the evaluation of policy interventions and their impact on beneficiaries. Project evaluation practices in the context of the Mobility Partnership and MISMEs are no exception here. There are also many challenges that need to be addressed by adopting several uniform and adequate evaluation criteria that complement each other.

According to the interviewed experts, evaluations are based on quantitative criteria that are easily comprehensible and that reflect the achievement of the project. These include the allocation of financial resources in accordance with project objectives; or the achievement of the quantitative results within the planned activities (measured by the number of beneficiaries, etc.). To address the qualitative aspects of implementation and the projects' impact, experts note the importance of the following qualitative criteria:

1. the duration of the project and its planned activities *vis-a-vis* the accomplished results after the end of the project and financing;
2. whether the project or policy intervention changed the behaviour or mentality of beneficiaries during and in the post-project period;
3. the intermediate and phase-by-phase monitoring of the project in accordance with planned goals and results;
4. involvement in the monitoring process of independent institutions and international experts, who are in a position to assess the quality of project implementation impartially;
5. establishing feedback from the real and potential beneficiaries of the project;
6. establishing parallel and complementary feedback from independent experts and from beneficiaries at each phase of monitoring;
7. the impact of the project on environment, consequences and the positive and multiplicative outcomes of the project beyond funding;
8. aspects of monitoring and evaluation and expertise feedback at each phase of the implementation should be included in the total cost of the project at the project-drafting stage and become a necessary component of any project; and, lastly
9. experts noted the role of the mass media and the importance of facilitating that the mass media address both the launch of the project (which is often the case), and also the completion of the project (which media does far more rarely). For this last point it is useful that the media address the analytical aspects of the project: whereas typically the media covers the beginning of projects without analytical input.

Experts also note that the assessment of projects (including those that contain MISMEs) are often descriptive in nature and do not tackle the quality parameters of project implementation. Evaluation is often performed at project completion, which makes it practically impossible to adjust the implementation process. It would be more rational, though difficult, to assess each phase/sub-stage of the project (the eighth criterion mentioned above) to allow adjustments in goals and objectives, and if needed, also in the sequence of implementation of project activities. Additionally, the evaluation of project sustainability is conducted six months after its implementation/completion. It would be better that this deadline was extended for two years, say, to allow for a more realistic assessment of the sustainability of the projects.

Furthermore, when evaluating the project, there appears a problem in cooperation with international organisations and the Moldovan government. Superficial questions of appearance often dominate; there is disinterest in proper analysis of the results; a lack of understanding that the intra-project evaluation is a learning phase and in-depth view can be developed on the qualitative and quantitative assessment parameters.

At the same time experts that were interviewed noted that donors often do not ask for an examination and evaluation of the project. Evaluation is carried out at the implementer's initiative. In these cases the qualitative criteria of evaluation are the indicators of the Migration Profile; whereas quantitative criteria are determined by experts who international organisations hire to carry out their assessments.

As will be evident, project (and MISMES) evaluation challenges need to be addressed. There is the need for seminars/trainings, the use of a common methodology, approaches and criteria of standards and assessment systems adopted by the EU and international organisations.

3. NATIONAL INVENTORY OF MISMES

For the purposes of this report, migrant support measures are defined as specific policy interventions implemented in migrant sending counties, targeting pre, during and post migration phases, and aimed at improving the labour market integration of migrant workers or improving their skills matching in both. Such policy interventions should mobilise specific budget resources to achieve labour market integration or skills utilisation, regardless of who funds or implements.

The report uses eleven MISMES models⁸ that were reviewed and classified by the MISMES Global Inventory (ETF 2015a). Annex 1 provides methodological information on how this country inventory and MISMES reviews were conducted (see also ETF 2015b). Substantial information was collected from the Moldovan authorities as well as relevant international organisations, donors and NGOs active in this field in Moldova. Annex 2 provides a detailed list of persons interviewed and institutions that replied the MISMES questionnaire.

An overview of all 124 implemented and ongoing projects within the context of Mobility Partnership, as reflected in the Scoreboard of the MFAEI and clarified through other sources (e.g. IOM archives), allowed the identification of 64 MISMES projects (51.6%) (see the Excel file on the web for an inventory of MISMES in Moldova: www.etf.europa.eu/web.nsf/pages/MISMES). Identified MISMES projects can be classified as in **TABLE 3.1** below.

TABLE 3.1 CLASSIFICATION OF THE MISMES PROJECTS BY MIGRATION PHASE

Migration phase	Number of projects	Percentage
Pre-migration	10	15.6
During-migration	0	-
Post-migration	31	48.4
Multi-dimensional	23	36.0
Total	64	100

Source: Scoreboard of the Mobility Partnership (<http://scoreboard.mfa.gov.md/projects>); IOM archives.

As seen in Table 3.1, most Moldovan MISMES projects deal with the “post-migration” phase, almost every second project; near to 40% of projects are “multi-phasial” and/or “multi-dimensional” MISMES. At the same time, there are relatively few “pre-migration” phase projects and a serious lack of projects dealing with the “during migration” phase.

TABLE 3.2 shows MISMES projects by funding source. Implementation of the absolute majority of the projects occurs on the basis of the financial support by the international/foreign actors (76.6%). Co-financing was noticed among only four projects (6.3%), whereas only one project was financed by the Moldovan part (1.5%). Ten projects (15.6%) have an undetermined (or unclear) source of funding.

⁸ The 11 models of MISMES that have been identified and analysed are the following: (1) international job matching and placement services; (2) pre-departure information, orientation and training; (3) professional skills development for migration; (4) facilitating access to labour market information and protection in destination countries; (5) programmes for capitalizing skills across borders; (6) assessment, certification, validation and recognition of migrants’ skills and qualifications; (7) return employment information platforms and call centres; (8) targeted entrepreneurship and income generating schemes for returnees; (9) assisted voluntary return and reintegration; (10) migration resource centres; and (11) migrant welfare funds.

TABLE 3.2 MISMES PROJECTS BY SOURCE OF FUNDING

Funding source	Number of projects	Percentage
International / foreign actors	49	76.6
International / national actors	4	6.3
National actors	1	1.5
Undetermined	10	15.6
Total	64	100

Source: Scoreboard of the Mobility Partnership (<http://scoreboard.mfa.gov.md/projects>); IOM archives.

The main proportion of the projects (more than a half) covers 2008-09, when the EU-Moldova Mobility Partnership Agreement was signed. About two thirds of projects in this period consisted of Assisted Voluntary Return and Reintegration (AVRR) of migrants. As **TABLE 3.3** shows, over time there is a decrease in the number of projects in the framework of Mobility Partnership.

TABLE 3.3 CLASSIFICATION OF THE MISMES PROJECTS BY START YEAR

Year of project launch	Number	Percentage
2008	18	28.1
2009	17	26.5
2010	7	10.9
2011	12	18.7
2012	5	7.8
2013	1	1.5
No date identified	4	6.2
Total	64	100

Source: Scoreboard of the Mobility Partnership (<http://scoreboard.mfa.gov.md/projects>); IOM archives.

The average length of the implemented MISMES projects is 23.7 months (i.e. just shy of two years). This is a good indicator of the lengths of projects, as it represents real opportunities for the successful implementation of the projects, obtaining the visible result, and the creation of prerequisites for its sustainability. Moreover, this time frame creates favourable conditions for the successful intra-project monitoring, and the evaluation of the efficiency of the project's implementation.

TABLE 3.4 below presents the inventory of MISMES, sorted by migration phase, in the numerical order corresponding to the Excel file available on the web⁹, where more information on each MISMES can be found.

⁹ www.etf.europa.eu/web.nsf/pages/MISMES

TABLE 3.4 LIST OF MISMES IDENTIFIED IN MOLDOVA BETWEEN 2000 AND 2014

No	Title of MISMES/project	Implementer
Pre-migration phase		
1	Addressing the Negative Effects of Migration on Minors and Families Left Behind	Italian Ministry of Labour and Social Policies, Moldovan (MLSPF), IOM
2	Circular migration projects which include support for the reintegration of returning migrants	Czech Republic (CZ), Moldova (MD)
3	Educational Programme in Moldova (pre-departure measures)	National Employment Agency (NEA), Greece
4	Facilitation of the Social Integration of Moldova Potential Migrants in Greece (Sep.-Nov. 2009)	IOM
5	IOM monitoring and reporting of the project Reconstruction and Opening of the Centre for Street Children (Speranța in Cahul)	Centre for Street Children “Speranta”
6	Pre-departure training – Information on legal migration and assistance for returning migrants	Ministry of Interior of Greece, IOM Greece, IOM Moldova
7	Prevention of Irregular Migration and Trafficking in Persons in the Transnistria Region (2009)	MLSPF, local NGOs
8	Strengthening Local Capacities to Prevent and Counteract Trafficking in Human Beings	MLSPF, MEY, MFAEI, local NGOS including Transnistria
9	Exchange of information on a systematic basis with Moldovan “focal points” about private employment agencies involved in labour mobility with Cyprus	Cyprus, Moldova (2009-10)
10	Website on legal migration (from 2010)	Greece, Moldova
During-migration phase		
	No separate MISMES for this phase. MISMES focusing on during-migration phase are part of multi-phase or multi-dimensional MISMES (see below)	
Post-migration phase		
11	Joint activities in the field of Prevention of Trafficking in Human Beings (THB)	Centre for Assistance and Protection (CAP)
12	Combating Trafficking in Human Beings in Ukraine and Moldova	IOM Ukraine, IOM Moldova, Governments of Ukraine and Moldova, Civil Society
13	Coordination of the Return and Reintegration Assistance for Voluntary Returnees to Moldova – Phase II	MLSPF
14	Direct Assistance to Victims of Trafficking in Moldova: Road towards Sustainability (2008 – national)	IOM Ukraine, IOM Belarus; La Strada Ukraine, Belarus, Moldova; OSCE Ukraine
15	Prevention of Irregular Migration and Trafficking in Persons in Transnistria	MLSPF, local NGOs
16	Prevention of trafficking in women, Moldova	Child Rights Information Centre
17	Proactive Prevention of Irregular Migration and Trafficking in Persons in Transnistria and Support to Moldovan Citizens Identified in Neighbouring Ukraine	MLSPF, local NGOs (Mar. 2011-Dec. 2011)
18	Programme Against Human Trafficking in Eastern and South-Eastern Europe 2009-11 (Phase II) – National Component	MLSPF, La Strada, Permanent Secretariat
19	Programme Against Human Trafficking in Eastern and South-Eastern Europe 2009-11 (Phase II) – Regional Component	IOM Ukraine, IOM Belarus; La Strada
20	Programme Against Human Trafficking in Eastern and South-Eastern Europe 2009-11 (Phase II) – Unallocated 2011 Component	MLSPF, Permanent Secretariat
21	Protection and empowerment of victims of human trafficking and domestic violence	UNDP, UNFPA, OSCE, MLSPF, La Strada
22	Protection of Victims of Trafficking in Moldova	MoH, MLSPF, MIA, NGOs and international organisations
23	Psychological and Medical Assistance for Victims and Potential Victims of Trafficking	CAP
24	Psychological Assistance for Victims and Potential Victims of Trafficking	CAP
25	Reintegration project for Moldovan migrants including awareness on remittances and financial literacy raising	MLSPF

No	Title of MISMES/project	Implementer
26	Rescue, return, rehabilitation and reintegration of (potential) victims of trafficking in Moldova	MLSPF (Dec. 2011-Dec. 2014)
27	SIDA regional 2007-08 (Local action and Direct Assistance to Victims of Trafficking)	NGOs, national and local law enforcement and social assistance institutions in Moldova, Albania, Bosnia and Herzegovina, Bulgaria, Kosovo, Macedonia, Montenegro, Romania, Serbia and Turkey
28	Support to Implementation of EC Readmission Agreements with Moldova, Russia and Ukraine: Assisted Voluntary Return and Reintegration (SIREADA)	European Commission (EC), IOM, MIA Moldova (July 2011-Feb 2013)
29	Support to Reintegration Mechanism in Moldova for Readmitted and Returned Moldovan Nationals (Note: co-funding to SIREADA Project above) (Jul. 2011-Jun. 2013)	IOM, MIA, NEA
30	Support to Reintegration Mechanism in Moldova for Readmitted and Returned Moldovan Nationals	IOM, MIA, NEA
31	Support implementation of the migration and development component of the EU-Moldova Mobility Partnership (2010-12)	IOM
32	Voluntary assisted return from Czech Republic for Moldovan Migrants	IOM
33	Anti-trafficking Work: Prevention and Protection Assistance for Victims of Trafficking and at-risk cases	CAP, local NGOs incl. Transnistrian region
34	Local Settlement of Refugees / Strengthening of the Asylum System in Moldova	UNHCR, Migration&Asylum Bureau, Business Advisory Centre, Law Centre of Advocates, "Salvati Copiii" Moldova, Society for Refugees, Charity Centre for Refugees, ULIM
35	Continuation of the implementation of a project on the vocational training reform (2006-09)	Sweden, Moldova
36	ETF Moldova Country Project 'promotion of recognition of skills and qualifications' (from 2012)	ETF, MLSPF, Ministry of Economy
37	Promotion of recognition of skills and qualifications (phase 1) (2009-11)	ETF, MEY
38	Promotion of recognition of skills and qualifications (phase 2) (2012-13)	ETF, MEY
39	Selection of Qualified Foreign Workforce: Information Campaign (2008)	NEA, Czech Government
40	Beyond Poverty Alleviation: Developing a Legal, Regulatory and Institutional Framework for Leveraging Migrant Remittances for Entrepreneurial Growth	IOM/ILO, Ministry of Economy, MEY, Chamber of Commerce, financial institutions
41	PARE 1+1 – Programme for Remittances Attraction in the Moldovan Economy (Oct. 2010-Oct. 2012)	Moldovan Small and Medium Sized Development Organisation (ODIMM)
Multi-phase or multi-dimensional MISMES		
42	Building Institutional Capacity of the Ministry of Foreign Affairs and European Integration (2009-15)	MFAEI, Bureau for Diaspora within the State Chancellery
43	Strengthening the Link between Migration and Development: Testing an Integrated Service Provider to Moldovan Migrants and their Communities	International Agency for Source Country Information (IASCI) - Austrian NGO
44	ILO-ICMPD Project "Elimination of human trafficking from Moldova and Ukraine through labour market based measures" (2011-14)	MLSPF, NEA, Statistical Bureau, employers and trade unions, MFAEI, MIA, Centre to Combat Trafficking in Persons, OSCE, IOM, Irish Aid, ILO, ICMPD
45	DEVINPRO Moldova 2009/10: Strengthening the link between migration and development through developing and testing replicable migration-related products and services for migrants and their communities	Centre of Sociological, Political and Psychological Analysis and Investigations (CIVIS)
46	IASCI-NEXUS Moldova "Strengthening the link between migration and development: testing an integrated service provider to Moldovan migrants and their communities" (2013-15)	IASCI-Austria, CIVIS-Moldova, Soros Foundation Romania (SFR) and Foundation for Social Inclusion and Cohesion (FICS) collaborating with three rayon and three municipalities in Cahul, Edinet and Ungheni

No	Title of MISMES/project	Implementer
47	Providing information on routes for legal migration to the EU, legal employment in the EU Member States, dangers and negative effects of illegal migration as well as return and reintegration, with active participation of EU Member States	DEG–Deutsche investitions und entwicklungs gesellschaft, www.deginvest.de and other European development finance institutions www.edfi.be/, Ministry of Economy
48	Socio-Economic Reintegration Assistance for Victims of Trafficking: vocational training and economic empowerment	NEA, local NGOs
49	Strengthen the development dimension of migration (Dec. 2009-Jun. 2013)	European Commission (EC)
50	Support for voluntary return projects	Germany, Moldova
51	Better managing the mobility of health professionals in Moldova (2011-14)	IOM, WHO, UNAIDS, Ministry of Health, NEA, State Medical and Pharmaceutical University, National College of Medicine and Pharmacy
52	Managing the Impact of Migration on the Healthcare System of Moldova	IOM, WHO, UNAIDS, Ministry of Health
53	Better Opportunities for Youth and Women (2004-11)	MLSPF, local public centers of social reintegration, NEA, IOM, private sector
54	Strengthening Moldova's capacity to manage labour and return migration within the framework of the EU Mobility Partnership (Targeted Initiative for Moldova – TIM)	Led by Swedish Public Employment Service in cooperation with NEA (Feb. 2009-Jan. 2012)
55	Support to Migration Management in Moldova with Emphasis on Labour Migration – Phase II (2009)	MLSPF
56	Support to migration management in Moldova with the emphasis on labour migration and reintegration – phase III in 2010	MLSPF
57	Effective Governance of Labour Migration and its Skill Dimensions	IOM, ILO, MLSPF, MEY, National Bureau of Statistics; National Confederations of Trade Unions and Employers' Organisations
58	Remittances Developing Moldovan Communities. Sustainable Use of Remittances by Generating Local Income in Moldova (Apr. 2011-Jun. 2013)	Hilfswerk Austria International, CONTACT Centre for National Assistance and Information of NGOs, remittance recipients and local communities in four target regions
59	Improving access to quality information and services for rural women and potential or returned migrants in Moldova (2010-13)	Sweden, UN Programme "Women's Economic Empowerment by Increasing Employability in Moldova", MLSPF, Ministry of Economy
60	Supporting activities aimed at preventing trafficking in persons, illegal migration and risks of summer work and travel program	MEY
61	Enhancing the Government of Moldova's Capacity in Diaspora Engagement	Bureau for Diaspora (State Chancellery), IOM
62	Consolidation of migration management capacities in Moldova (Targeted Initiative for Moldova – TIM) (Jul. 2012-Dec. 2015)	Swedish Public Employment Service and NEA, MLSPF, National Bureau of Statistics and other state public authorities, GIZ Centre for International Migration and Development
63	Implementation of the Bilateral Agreement on Labour Mobility Between Italy and Moldova (2011-14)	Italian Ministry of Labour and Social Policies, IOM
64	Making Migration in Moldova Work for Development (Jul. 2013-Jun. 2015)	ODIMM (Moldova), GIZ CIM, IOM

Source: Scoreboard of the Mobility Partnership (<http://scoreboard.mfa.gov.md/projects>); IOM archives.

See Excel file on the web (www.etf.europa.eu/web.nsf/pages/MISMES) for more detailed information per project and information source.

3.1 Pre-migration phase

As listed before, a total of 10 projects are identified in the pre-migration phase, but there are also some project components of the multi-dimensional MISMES which focus on pre-migration. **TABLE 3.5** below gives only a selection of such MISMES projects, including one from multi-dimensional with focus on pre-departure phase (MISMES No 63), with the same MISMES number as in Table 3.4 and in the Excel file on the web.

TABLE 3.5 SELECTED LIST OF PRE-MIGRATION MISMES PROJECTS

No	Title of project/MISMES		Implementer	Funding source
4	Facilitation of the Social Integration of Moldovan Potential Migrants in Greece		IOM	EC, Greece National Funds
Duration	Budget	Beneficiaries	Main activities	
Sep. 2009- Nov. 2009	€150,000	N/A	Informing relatives of actual and potential Moldovan migrants headed to Greece, and providing them with Greek language and culture lessons, aspects of integration and adaptation in the host society	
No	Title of project/MISMES		Implementer	Funding source
9	Exchange of information on a systematic basis with Moldovan “focal points” about private employment agencies involved in labour mobility with Cyprus		Moldova and Cyprus	Moldova and Cyprus
Duration	Budget	Beneficiaries	Main activities	
2009-10	N/A	N/A	Discussion and information exchange about the operation of private employment agencies in Cyprus and Moldova, relevant problems, licensing status	
No	Title of project/MISMES		Implementer	Funding source
10	Website on legal migration		Greece, Moldova	EU (DCI-MIGR/2010/229-492)
Duration	Budget	Beneficiaries	Main activities	
From 2010, ongoing	€1,884,376	Potential migrants	On-line information portal: legal migration ways to the EU, legal employment in the Member States, as well as about the risks of illegal migration	
No	Title of project/MISMES		Implementer	Funding source
63	Implementation of the Bilateral Agreement on labour mobility between Italy and Moldova		MLSPF, IOM, NEA	N/A
Duration	Budget	Beneficiaries	Main activities	
2011-14	€82,200	N/A	Informing potential migrants on legal migration ways to the EU and legal employment in Italy, as well as about the risks of illegal migration	

Job-search and recruitment services for potential migrants are primarily provided by private employment agencies in Moldova. Thus, even though MISMES by private employment agencies is not in the focus of this research, it is still important to discuss it to fully understand the Moldovan context. According to a study done by ILO (2013c), there are 20 private employment agencies in Moldova, and many such agencies in destination countries are also involved in their international job matching (**TABLE 3.6**). In accordance with Moldovan legislation, private employment agencies must play an active role, and provide brokerage/intermediary services (recruitment, selection, and professional training). In reality, they do not do so, because people (potential migrants) find the agencies themselves, thanks to their social networks.

TABLE 3.6 NUMBER OF PRIVATE EMPLOYMENT AGENCIES IN MOLDOVA AND DESTINATION COUNTRIES

Country	Number of agencies
Moldova	20
USA	20
Canada	3
Israel	12
Russia	2
Poland	9
Cyprus	3
Japan	2
United Arab Emirates	2
Turkey	2
Romania	5
Qatar	1
Italy	2
Belarus	1
Lithuania	1
Total	85

Source: ILO, 2013c

Job placement (e.g. compiling a database of jobs and providing a database of job seekers) is carried out in a truncated form: most often an agency focuses its activities on one patron, on one type of activity, which leads to instability in their activities and to scarcity of information about jobs. Candidate selection is often limited to CV screening. Thus, job candidates are offered jobs that require low qualifications. Occasionally job candidates are provided professional training before going abroad. Mediation as a form of negotiation with foreign employers is not actually carried out, for these employers peremptorily impose their own conditions. And foreign employers often do not pay private agencies for their intermediary services; rather it is the migrant workers who typically pay fees for job placement. In addition, migrant workers often pay their social guarantee contributions before leaving to work abroad (ILO 2013c).

The role of agencies in the employment of migrant workers is rather modest due to: a general lack of trust in these services; the lack of awareness of their activities; a weakness in attracting active employers; and gaps in the law. On that last point, it is more beneficial for an employment agency to operate without license and registration, in order not to spend finances on negotiations; coordination of intermediary services with foreign employers; and coordination of projects of individual contractors with the National Employment Agency (NEA); or on social guarantees, etc. Moreover, the fine paid by an employment agency that has no license is small, only USD 60 (ILO 2013c). This is why foreign partners are unwilling to cooperate with private employment agencies, and, instead, prefer collaborating with government agencies, in particular with the NEA.

Private employment agencies are monitored through their statistical reports, sent to the NEA, which reflects data concerning the number of persons and mediated employment abroad. During 2013, private employment agencies registered in Moldova signed 43 cooperation agreements with foreign employers from more than ten countries. Most cooperation agreements were signed with foreign employers from Israel – nineteen agreements. Also, there were signed agreements with employers

from six EU Member States: Lithuania, Poland, Netherlands, Czech Republic, Romania and Cyprus (MLSPF 2014c).

According to the relevant reports, private agencies have registered more than three thousand job seekers during the year: 50% represented women, 38% aged 16-29; and 63% rural inhabitants. About 700 persons (23%) of the total number of registered person got jobs abroad through the agencies, 90% of whom were women and 70% of whom from rural areas. Most were employed in Israel - 416 (59%) persons, followed by Poland with 116 (17%) persons (MLSPF 2014c). Given all this, legal employment opportunities abroad are needed for Moldovans. This should involve circular migration and temporary employment programs, especially within the EU Member States in the framework of the EU–Moldova Mobility Partnership.

While private employment agencies are active in Moldova, several job-matching services for potential migrants are offered by various international policy interventions. Targeted Initiative for Moldova (TIM) “Strengthening the Moldova Capacity to Manage Labour and Return Migration” (led by Swedish Public Employment Service, see in the multidimensional MISMES later), which host a number of projects in Moldova, has accumulated a great deal of experience in dealing with the NEA since 2009. Among other projects, which were implemented together with the NEA, we note “Implementation of the Bilateral Agreement on Labour Mobility between Italy and Moldova” (MISMES 63 by Italian Ministry of Labour and Social Policies, IOM, NEA). There are also projects that aim to improve the role and activity of private employment agencies, such as MISMES 9 “information exchange on a systematic basis with Moldovan ‘focal points’ about private employment agencies involved in labour mobility with Cyprus”.

Pre-departure information, orientation and/or training are widely represented in various projects given that before the Joint Declaration on the Mobility Partnership was signed, migration projects in Moldova focused on fighting human trafficking and irregular migration. Therefore, the implementers concentrated on informing people about the dangers of irregular migration and human trafficking in the field of employment. Sexual or criminal exploitation were important aspects of implementing projects on “Migration and Security.” After 2008 (or rather after 2010) the projects regarding “Migration and Development” began to dominate the total number of projects.

There have been some changes in the content of pre-departure information for potential migrants. In addition to warnings about the dangers and risks of irregular migration, the emphasis has also shifted to the pre-departure training of potential migrants in terms of: language, culture, traditions, history, politics and laws of the country; human rights and migrant protection mechanisms for regular/irregular migrants; and on the verification of professional skills and the professional training of potential migrants.

There were many projects implemented using this MISMES model, and this helped flag up certain problems related to the application of this MISMES model in the Moldovan context. The problems were the following: Potential migrants think concretely and pragmatically. For them, attending training courses before migration is only worthwhile in achieving their main goal, e.g. getting a job, visa abroad, etc. If this connection between training and their ultimate goal is not maintained, information learnt loses its significance and people ignore training schemes. For example, the organisers of the Greek project (MISMES 4) failed to achieve their goals for informing actual and potential Moldovan migrants heading to Greece, and thus were unable to provide them with Greek language lessons or lessons on culture, aspects of integration and adaptation in the host society. None has shown interest in the project. This was caused by the fact that the project was limited to information and training schemes, but it did not have any access to the real mechanisms of leaving, family reunification, adaptation and integration in Greece.

Lack of interest in pre-departure orientation and training is observed in other MISMES models too, such as Migrant Resource Centres (discussed later as part of multi-dimensional MISMES), providing pre-departure orientation for migrant workers. For example, during the implementation of the Hilfswerk Austria International project (MISMES 58) a problem was revealed – people did not want to participate in seminars. There was a danger of not reaching the intended number of pre-departure trainings. The project covered only 200 people instead of 400 as initially planned. Why people want to go abroad for work, but they do not want to participate in training courses, and they do not consider training as an asset in achieving their goals for going abroad? The project managers had to involve a local NGO partner “Contact”, who could mobilise the required number of participants.

In this regard, the Greek project **‘information on legal migration and assistance for returning migrants (MISMES 6)** and Italian project (MISMES 63) on informing migrants about the host country, language trainings and developing professional skills are of great interest. Underlining the positive aspects, associated with the pre-departure information, with language help, professional training on integration problems in Italian (or Greek) society, while at the same time, training for professional skills was carried out at the primary level, that was not associated with the acquisition of skills. The Moldovan side was not acquainted with the training curricula, the certification and was not informed about the professional skills that Moldovan citizens lacked. As a result, the Moldovan side could not contribute to providing/guaranteeing their professional rights and competences in the host country. At the same time, we emphasise that the Greek and Italian partners expressed their willingness to cooperate in the implementation of these projects but with state employment agencies, not private ones. This reflects a level of mistrust in terms of quality and transparency and undermined the sustainability of Moldovan private agencies working with Moldovan citizens going abroad.

Free courses continued in 2011-2014 in the framework of the Italy-Moldova bilateral agreement on labour migration schemes. With the purpose of conducting Italian courses, the Italian Ministry of Labour and Social Policies identified four employment companies in Italy (SIAS, ACLI, JoB, ETJKA), which conducted Italian courses for 294 persons from Moldova, beginning in April 2013. The courses were particularly aimed towards the possibility of employment of Moldovans in Italian companies or as self-employed workers in Italy. After graduating the courses, 205 persons successfully passed the exams and obtained the certificates of knowledge of Italian language at elementary level A1, recognised at the European level. Simultaneously, their names were introduced in the database of the Italian Ministry as potential candidates to be employed in Italy in terms of vacant jobs, which correspond to the classification and/or skills of the beneficiaries (MLSPF 2014c).

In the framework of the Moldova-Israel Agreement (signed 16 October 2012, entered into force 6 January 2013), 1349 candidates were selected by the territorial employment agencies. This framework, it might be noted, foresees the hiring of 1000 temporary workers qualified in construction with the following specialisations: wooden formwork, iron-concrete workers, floor and walls covering with tiles and plaster works. 214 persons have been employed in Israel since the approval of the agreement. Implementation of this agreement contributed to the protection of the rights of the Moldovan workers, in correspondence to the relevant Israeli laws and norms, including working and living conditions (MLSPF 2014a-c).

In this regard, the creation of the “website on legal migration” (MISMES 10), which started with the assistance of Greece in 2010 to “inform potential migrants about forms of legal migration to the EU and legal employment in the Member States, as well as about the risks of irregular migration, and assistance for returning migrants” is worth mentioning.

3.2 During-migration phase

Despite having 320,000 emigrants in the EU Member States, the number of MISMEMS focusing on Moldovan migrant workers abroad is very low: at least in terms of the MISMEMS identified for this study. Direct policy interventions targeting migrant workers abroad have been few even in the framework of the Mobility Partnership, despite the objective of stimulating legal labour migration and circular migration patterns between the EU and Moldova. Instead, most policy oriented activities have evolved on a bilateral basis between Moldova and EU Member States, focusing on the social rights of migrants.

Bilateral agreements for transfer of social rights in the countries of destination are not directly MISMEMS, at least in the terms of MISMEMS definition adopted for this study. However, they constitute the basis on which interaction and cooperation can and must be built between Moldova and the host countries of Moldovan labour migrants.

With regard to the transfer of social rights, Moldova signed agreements on social protection for Moldovan migrant workers with 11 EU countries between 2009 and 2014: Austria, Bulgaria, Italy, Luxembourg, Romania, Portugal, the Czech Republic, Estonia, Poland, Hungary and Lithuania. With CIS countries, Moldova signed multilateral agreements on guaranteeing the rights of CIS member-state citizens in the field of pensions (in 1992); and on cooperation in the field of labour migration and social protection of migrant workers (in 1994); and the Protocol on Amendments to the Agreement on Cooperation in the field of labour migration and the social protection of migrant workers (in 2005).

The role of bilateral agreements for MISMEMS is very important. It is well known that some Moldovan labour migrants, entering EU countries, attend training courses in the host country, even in such areas as home care for children or for sick and elderly people.¹⁰ The Skype and telephone surveys conducted in the framework of this MISMEMS study among Moldovan labour migrants in the EU (March-April 2014) showed that 41% of respondents received training in the host country, related both to language, and professional training.

It seems that these kinds of seminars and training schemes can be carried out more actively by Moldovan state structures, the Moldovan Diaspora and by non-governmental organisations. This will positively affect the migrants' attitude for Moldovan state institutions, and for the diaspora. But it will also shape the relationship of public institutions and non-governmental organisations of host countries with the Moldovan diaspora and Moldovan state institutions. This would be a real and working cross-border skills programme with all the promise that this holds.

¹⁰ Alexei, 61, a migrant worker in Spain (labour migration experience – 11 years in Germany, Greece, and Spain): "Arriving in Spain, I attended with my wife the courses for nursing care, including both physically and mentally sick people, even those who were dangerous to others. We got a diploma and started to work. First, we both got an old, mentally sick man. He was a rich man who practiced boxing. Under certain circumstances, he could beat [people] using his boxing, skilled knowledge. My wife was doing the housework and cooking. I cared for him, as a nurse. We didn't have any problems with him. But the other people who were around us faced some misunderstandings with him. He hit them and even inflicted injuries. Then, when he was in a normal state, however, he paid them good money. So we worked for a while, and then went and found an easier and well-paid job. My wife began to take care of an old lady, and I got a job as a night nurse to a fairly young woman (40-45 years), who was paralyzed. She had been in a car accident, was completely paralyzed, and did not speak. I communicated with her specifically. I asked her, she replied, lowering her eyelids ... The whole alphabet characters. So I have worked for half a year. It was a great time. I was well paid, fed, with very few problems. During the day another person looked after her. I worked only at night. Basically, my job consisted of turning her from one side to the other one and it happened once or twice a night. All the time I lived in her house. During the year, we went several times from Madrid for a month to the sea, or to a country estate. The people were very wealthy. She was taken care of by her mother and her daughter who paid for our services – me, and a day nurse, the cooker and the driver. When leaving Madrid, they fed us and we were paid 20 percent more. I left this family, because this woman died. I met my wife on Sundays. We didn't have our own house".

The information and awareness raising campaign for Moldovan migrants in Italy “Nobody is alone on Earth” offered Moldovan migrants comprehensive information. This information related to the legal, economic, social, psychological and cultural aspects of their stay in Italy; addressing their needs and concern and seeking concrete solutions to their problems.

3.3 Post-migration phase

As listed before, a total of 31 projects are identified in the post-migration phase, and **TABLE 3.7** below gives a selection of such MISMES projects, with the same numbers used in Table 3.4 and in the Excel file on the web.

TABLE 3.7 SELECTED LIST OF POST-MIGRATION MISMES PROJECTS

No	Title of project/MISMES		Implementer	Funding source
17	Proactive prevention of irregular migration and trafficking in Transnistria and support to Moldovan citizens identified in Neighbouring Ukraine		MLSPF, local NGOs	Germany (MFA)
Duration	Budget	Beneficiaries	Main activities	
Mar. 2011- Dec. 2011	€70,000	N/A	Economic and social reintegration of Moldovan citizens in Moldova; qualification assessment, retraining (VET), support for entrepreneurship. Assisting in job counselling and placement or/and arrangement of micro-business with the resources from returnee's reintegration budget	
No	Title of project/MISMES		Implementer	Funding source
26	Rescue, return, rehabilitation and reintegration of (potential) victims of trafficking in Moldova		MLSPF	Norway (MFA)
Duration	Budget	Beneficiaries	Main activities	
Dec. 2011. Dec. 2014	\$2,051,282 = €1,797,633	N/A	Economic and social rehabilitation and reintegration of victims; qualification assessment, retraining (VET), support for entrepreneurship; assisting in job counselling and placement or/and arrangement of micro-business with the resources available from returnee's reintegration budget	
No	Title of project/MISMES		Implementer	Funding source
28	Support to Implementation of EC Readmission Agreements with Moldova, Russia and Ukraine: Assisted Voluntary Return and Reintegration (SIREADA)		EC, IOM, MIA	EU, co-funded by Austrian Development Cooperation
Duration	Budget	Beneficiaries	Main activities	
Jul. 2011- Feb. 2013	€2,377,205	N/A	Sustainability of the services for migrants in the Migrants Accommodation Centre under the Bureau for Migration and Asylum upon the end of the project; qualification assessment, retraining (VET), support for entrepreneurship; assisting in job counselling and placement or/and arrangement of micro-business from returnee's reintegration budget	
No	Title of project/MISMES		Implementer	Funding source
29	Support to Reintegration Mechanism for Readmitted and Returned Moldovan Nationals (co-funding to SIREADA Project, MISMES 28)		IOM, MIA, NEA	Austrian Development Cooperation
Duration	Budget	Beneficiaries	Main activities	
Jul. 2011- Ju.e 2013	€100,000 (co-funding of SIREADA above)	50 returnees assisted (7 re-emigrated), 39 start-ups created, 31 of them alive	Economic and social reintegration of voluntarily returned migrants; qualification assessment, retraining (VET), support for entrepreneurship; assisting in job counselling and placement or/and arrangement of micro-business with the resources available from returnee's reintegration budget	

No	Title of project/MISMES		Implementer	Funding source
31	Supporting the implementation of the migration and development component of the EU-Moldova Mobility Partnership		OSMED, IOM	EU
Duration	Budget	Beneficiaries	Main activities	
2010-12	€1,999,734	101 grants, 540 persons trained	Trainings in business launch and development; support in income generating activities in home communities	
No	Title of project/MISMES		Implementer	Funding source
35	Continuation of the implementation of a project on the vocational training reform		Sweden, Moldova	N/A
Duration	Budget	Beneficiaries	Main activities	
2006-09	N/A	N/A	Focus on incentives regarding local job opportunities for Moldovan citizens and returnees and improving labour market matching, development of VET curricula for various professions, such as chefs, welders, etc.	
No	Title of project/MISMES		Implementer	Funding source
36	ETF Moldova Country Project "Promotion of recognition of skills and qualifications"		ETF, MLSPF, Ministry of Economy	N/A
Duration	Budget	Beneficiaries	Main activities	
From 2012	N/A	N/A	Development of technical solutions, methodologies for better quality VET and labour market; recognition of skills and qualifications, making the relations between skills, migration, and development more visible	
No	Title of project/MISMES		Implementer	Funding source
37	Promotion of recognition of skills and qualifications (phase 1)		ETF, MEY, MLSPF, NEA	N/A
Duration	Budget	Beneficiaries	Main activities	
2009-11	N/A	N/A	Support to methodology regarding the elaboration and re-examination of the occupational standards for blue-collar jobs; development of a national format of occupational standards as instrument for comparing and assessing competence of returning migrants	
No	Title of project/MISMES		Implementer	Funding source
38	Promotion of recognition of skills and qualifications (phase 2)		ETF, MEY, MLSPF, NEA	N/A
Duration	Budget	Beneficiaries	Main activities	
2012-13	N/A	N/A	Recognition of skills and qualifications; recognition of informal and non-formal learning of the returning migrants	
No	Title of project/MISMES		Implementer	Funding source
41	PARE 1+1 - he Moldovan Economy		Moldovan ODIMM	EU and Moldova
Duration	Budget	Beneficiaries	Main activities	
Oct. 2010- Oct. 2012	\$1,000,001 -2,500,000	370 people from 1157 candidates started new businesses	Qualification assessment, retraining (VET), support for entrepreneurship; assisting in job counselling and placement or/and arrangement of micro-business with the resources from returnee's reintegration budget	

Targeted entrepreneurship and income generating support for returnees. Only two pure MISMES projects emphasizing assistance to returnees to open or to develop their own business in the homeland have been implemented in Moldova.

The first is the programme PARE 1+1 (MISMES 41), the most successful pilot program for remittances' investment in the country's economy, financed as budget support by the EU and run by the Organisation for the Development of Small and Medium Enterprises in Moldova (ODIMM). The

programme was inspired by the positive experience of Mexico and other countries in supporting migrant workers and their families to invest money earned abroad in starting a business in the country of origin. PARE 1+1 is based on a co-share principle: the migrant and the State contribute an equal level of funding (USD 1 of migrant capital is met with USD 1 of public investment). However, the limit of public funding is set at MDL 200,000 (equivalent to USD 16,000 or EUR 11,000).¹¹ The total of grants is MDL 16.6 million, which favours some MDL 58.43 million of investment in the country. It is hoped that every Moldovan leu, allocated from “PARE 1+1”, will attract MDL 3.5 as investment in the national economy.

In 2011, 370 people out of 1,157 candidates (migrant workers or their close relatives) created or developed their own businesses. However, as a necessary condition for participation in the programme, future beneficiaries are required to participate in a training on business, management, accounting, fiscal procedures, etc. Around a third of participants (370 people) applied for the business start-up grant. The implementation of the PARE 1+1 programme meets the needs of migrant beneficiaries by becoming more transparent and fostering trust between programme partners (state and the individual-beneficiary).

The Hilfswerk Austria International Project (multi-dimensional MISMEs 58) is also based on the principle of 1+1, however, according to the project managers; it differs in several respects from PARE 1+1. For example, a candidate for funding within PARE 1+1 must prove his or her investments in their business, before they can pass through to evaluation. Just having money for investment does not make the person eligible for PARE 1+1: that money has to be invested in production. Only after proof of investment, is the business plan evaluated and the possibility of financing assessed. Instead, the Hilfswerk funding process was simplified and lacked detailed verifications and assessments.

The Programme managers of PARE 1+1 and the Hilfswerk Austria International projects have noted that the requirement for educational programmes was strengthened – where it was impossible to participate in grant competition on opening/developing businesses in Moldova without a training certificate of some kind. Moreover, participants who lost the opportunity for funding were awarded certificates that further allowed them to participate in other programmes.

The EU-funded project “supporting the implementation of the migration and development component of the EU-Moldova Mobility Partnership” (MISMEs 31) was part of the programme on the economic empowerment of rural youth and women and ended in 2012. It was comprised of a free training course in launching businesses and development (540 persons trained) and was followed by a grant award which had the aim of reducing the pressure on pursuing (illegal) migration through supporting income generating activities in home communities. 101 persons have benefited from the grants. The identified and selected beneficiaries were chosen on a competitive basis and received in-kind grants of up to EUR 2,000 in terms of equipment.

Most business ideas were related to the agricultural sector (growing vegetables, animals breeding, cereal growing), fewer dealt with the service sector (photocopying and photo services, accounting, cleaning, painting, hairdressing). Moreover, the young people were monitored, consulted on various issues in business running and were referred to other existing programmes to develop their businesses. One of the most important principles in awarding the grant was the condition for the beneficiary to act as a legal person on the basis of any legal organisational form of enterprise (patent, individual enterprise, farmer household, ltd). Due to this, young people were encouraged and taught to be responsible towards the fiscal and social systems, the latter having a beneficial effect in terms of

¹¹ The Grant program requires that every Leu invested by the participants is supplemented by the State with another Leu, but not more than MDL 200,000 for a business. MDL – Moldovan leu (national currency).

pensions in later years. The programme was implemented by the OSMED in partnership with the IOM Mission to Moldova.

Implementation of projects with MISMES components occurs in line with the actions of the Moldovan Government. The Action Plan on supporting the reintegration of returning migrants for 2014-2016 (approved by Governmental Decision no. 339 from 20 May 2014), sets out concrete objectives and actions to be implemented by the state in order to support a given category of persons. The activities mainly refer to reviewing/amending legal framework, strengthening capacity for employment agencies, providing training for return migrants, consultancy for business and entrepreneurial activity for returned migrants.

Recognition of qualifications and certification of skills is also relevant for the recognition of non-formal and informal skills, acquired by Moldovan labour migrants abroad (Antonov et al 2012).

With the purpose of improving quality and adapting the secondary vocational education and training to the needs of the labour market, several projects were implemented: the Project “Vocational school as the source of education and training for the water and sanitation sector”, financed by the Austrian Development Cooperation, implemented by the Institute of Training Professional Capacities (2010-2013); Project “Activity of training in entrepreneurship and employment” (MEEETA-II), financed by the International Foundation Liechtenstein Development Service, implemented by the Winrock Moldova, (2009-2013); Regional project of the ETF “Continuous training in the East European countries” (2011-2013)¹²; CONSEPT Project “Consolidation of Technical Professional Education in Moldova”, supported by the International Foundation Liechtenstein Development Service, (2008-2014); ADA Project, implemented by the “Austrian Organisation Kulturkontakt” (2004-2013); Project “InWEnt” Memorandum signed between the Koblenz Chamber of Craftsmen and Moldova Chamber of Commerce and Industry (2007-2013); “efficient management of labour migration and skills” by ILO.

The projects facilitate the reforms run by the Ministries of Education, Labour and other public authorities in Moldova and proved that the experience, accumulated in these projects, is beneficial both in consolidation of cooperation between national and international actors in the field and for the realization of structural reforms of various systems.

Thus, particularly, with learning being honed towards labour market relevant competences, on the basis of the National Framework of Qualifications and Occupational Standards, the Ministries of Education and Labour elaborated a number of normative acts, starting with the new Code of Education, Governmental Decisions (e.g. on occupational standards) and Concepts (e.g. Concept of the System of Validation of Non-formal and Informal Learning in the Republic of Moldova), etc.

All of them fit in the long-term development strategy, National Development Strategy “Moldova 2020”, where it calls for the “adjustment of the educational system to the demands of the labour markets, so as to increase labour force productivity and the employment rate in the economy”. This is important for the implementation of agreements signed with EU Member States, for the recognition of diplomas, academic degrees, qualifications and competences. In December 2011 the Government approved Decision no.952 *Methodology regarding elaboration and re-examination of the occupational standards for blue-collar jobs (revised in 2014)*. This was developed with the methodological support of the ETF in the framework of the EU–Moldova Mobility Partnership and the TIM project (MLSPF 2014a).

¹² The ETF has implemented a number of projects in Moldova: ‘promotion of recognition of skills and qualifications – development of the Moldovan labour market’ (2009-11, 2012-13), ETF Moldova Country Project development of the Moldovan labour market (from 2012). These projects were implemented with Moldovan partners – ministries of Education and Labour, National Employment Agency, etc.

The Sectoral Committee for professional training (economic sectors partnerships for training), are involved in occupational standards development as well as in identification of need for skilled workers in their economic sectors. They are involved in providing proposals for the integration of the educational training system with labour market needs.

The National Council for Occupational Standards and Certification of Professional Competencies represents a platform of social dialogue and is composed of: the representatives of the central public administration; businessmen; the employers' association and the trade union. It aims at promotion of permanent cooperation dialogue concerning the promotion of state policy in the elaboration of occupational standards, professional training and it continues the professional training of qualified and competitive staff for the national economy. It also offers assessment and certification of professional skills in blue-collar jobs, in accordance with labour market requirements.

One of the ETF purposes has been to provide support to the Ministry of Education in their developments for the Lifelong Learning Strategy for 2020. The recent ETF studies of "*demand assessment of continuous vocational training in the agro-food and construction sectors*" are evidences concerning the necessity for Moldovan society as a whole to consider the subject of lifelong learning in a systematic and coherent way. Additionally, the Ministries of Education and Labour provide a last review of the regulation and guidelines for developing vocational qualifications from the occupational standards. Coordination between ETF and TIM facilitated the capacity development for elaboration of occupational standards.

Assisted Voluntary Return and Reintegration (AVRR) programmes have grown quite popular with a number of projects: MISMES 29 "support to reintegration for readmitted and returned Moldovan nationals"; MISMES 26 "rescue, return, rehabilitation and reintegration of (potential) victims of trafficking"; MISMES 17 "proactive prevention of irregular migration and trafficking in Transnistria and support to Moldovan citizens identified in neighbouring Ukraine" and many others. In the early phase (prior to 2010) the main goal of AVRR was to combat human trafficking and irregular migration, informing people about the dangers of irregular migration and trafficking. Furthermore, a great deal of not most attention was given over to the rehabilitation of victims of human-trafficking, their retraining, and the evaluation of their professional skills. This was seen as a way of helping with successful employment in Moldova and discouraging departure for employment abroad.

After the shift of Moldova's migration policy emphasis from migration-security to migration-development nexus, the role of AVRR projects – which aim to bring migrants back home, reintegrate them, and help them open businesses locally – has increased. The main financier and/or implementer of AVRR is IOM and its partners. On a national scale, the programme is implemented by governmental structures (mostly by the Moldovan NEA) and NGOs. In order to help migrants reintegrate, they are given medical and socio-psychological support; migrants can sign up for business-management training; are provided grants for VET and learning (professional orientation and preparing).

The government does not, however, have the resources to continue supporting return migrants after the project's end. This is why national structures do not organise promoting campaigns that are based on the AVRR. Experience with AVRR projects has shown that people do not trust law enforcement agencies with information regarding projects. But when the Moldovan NEA took up project promotion, the number of interested people increased. Business grants are the most attractive component of AVRR projects. A good example is "support to reintegration for readmitted and returned Moldovan nationals" project (MISMES 29). Over July 2011-June 2013, 50 returnees benefitted from the

programme (seven re-emigrated) and 39 start-up businesses were either supported or created (31 of which continued to function during monitoring).¹³

Another example is MISMES 28, “support to implementation of EC Readmission Agreements with Moldova, Russia and Ukraine: facilitation of Assisted Voluntary Return and Reintegration (SIREADA)” 2011-2013, financed by the EU and co-funded by Austrian Development Cooperation. Among the main directions of activity was the sustainability of the services for migrants within the Migrants Accommodation Centre under Bureau for Migration and Asylum upon the end of the SIREADA Project. There was a range of measures proposed in line with the objectives of the National Strategy on Migration and Asylum (2011-2020). These have been taken by the Bureau for Migration and Asylum in accordance with the Government budget¹⁴.

3.4 Multi-dimensional MISMES

As listed before, a total of 23 projects are identified as multi-dimensional MISMES. **TABLE 3.8** below gives a selection of such MISMES projects, with the same MISMES number as in Table 3.4 and in the Excel file on the web.

TABLE 3.8 SELECTED LIST OF MULTI-DIMENSIONAL MISMES PROJECTS

No	Title of project/MISMES		Implementer	Funding
42	Building Institutional Capacity of the Ministry of Foreign Affairs and European Integration (MFAEI)		MFAEI, Bureau for Diaspora	UNDP, co-funded by Norway and Turkey (TIKA)
Duration	Budget	Beneficiaries	Main activities	
2009-15	\$100,000 = €87,622	Over 27,000	Access to outgoing free of charge assistance and information to Moldovan nationals on consular affairs issues, call centres	
No	Title of project/MISMES		Implementer	Funding
44	ILO-ICMPD Project “Elimination of Human Trafficking from Moldova and Ukraine through labour market based measures”		MLSPF, NEA, Statistical Bureau, employers and trade unions, MFAEI, MIA, Centre to Combat Trafficking in Persons, OSCE, IOM, ILO, ICMPD	EC AENEAS, Irish Aid, ILO
Duration	Budget	Beneficiaries	Main activities	
2011-14	€935,763	N/A	Development of six occupational standards for blue-collar jobs; protection of migrants’ rights with Italian trade unions; increase opportunities for economic reintegration for migrants	
No	Title of project/MISMES		Implementer	Funding
46	IASCI-NEXUS Moldova “Strengthening the link between migration and development: testing an integrated service provider to Moldovan migrants and their communities”		Austrian NGO IASCI and Moldovan counterparts, CIVIS-Moldova, SFR and FICS-Romania, 3 rayon and 3 municipalities in Cahul, Edinet, Ungheni	EU AENEAS, co-funded by Swiss SDC
Duration	Budget	Beneficiaries	Main activities	
Mid 2012- Mid 2015 (36 months)	CHF 3,604,000 = €3,441,800	N/A	Fostering links between migration and development at the local level, qualification assessment, retraining (VET), support for entrepreneurship; assisting in job counselling and placement or/and arrangement of micro-business with the resources from returnee reintegration budget; migrant resource centre, call-centre, on-line shop	

¹³ Interview with G. Cretu, 2014.

¹⁴ www.iom.md/attachments/110_report_avrr_en.pdf

No	Title of project/MISMES		Implementer	Funding
47	Providing information on routes for legal migration to the EU, legal employment in the EU Member States, dangers and negative effects of illegal migration as well as return and reintegration, with active participation of interested Member States		Deutsche Investitions- und Entwicklungs-gesellschaft (DEG) and European development finance institutions, Ministry of Economy	National budget, local private sponsors
Duration	Budget	Beneficiaries	Main activities	
No info	N/A	N/A	Informing potential migrants about forms of legal migration to the EU and legal employment in the Member States, as well as about the risks of illegal migration, and assistance for returning migrants	
No	Title of project/MISMES		Implementer	Funding
49	Strengthen the development dimension of migration		EC	EC ENPI 2008
Duration	Budget	Beneficiaries	Main activities	
Dec. 2009-Jun. 2013	€1,999,734	N/A	Strengthening the link of the Moldovan communities abroad with their home-country and promoting co-development projects; developing and implementing innovative temporary and permanent return and reintegration programs, initiatives of economic empowerment for youth and women; implementing activities targeting family members left behind by migrants, taking into account their vulnerability	
No	Title of project/MISMES		Implementer	Funding
51	Better managing the mobility of health professionals in Moldova		IOM, WHO, UNAIDS, Ministry of Health, NEA, State Medical and Pharmaceutical University, National College of Medicine and Pharmacy	EU AENEAS
Duration	Budget	Beneficiaries	Main activities	
2011-14	€2,000,000	N/A	Bilateral Agreements between Moldova and destination countries on job placement, migrant rights, social security, decent work; adjustment of training curricula to correspond to EU requirements for easier recognition of qualifications of health workers migrated to the EU, development of retraining courses, including e-learning tools for reintegration of returning health professionals	
No	Title of project/MISMES		Implementer	Funding
53	Better Opportunities for Youth & for Women		MLSPF, local public social reintegration centres, NEA, IOM, private sector	USAID, Soros Foundation, Romania
Duration	Budget	Beneficiaries	Main activities	
2004-11	\$5,192,000 = €4,550,507	N/A	Building capacity to negotiate and manage rights based labour migration schemes, including bilateral agreements on social protection; qualification assessment, retraining (VET), support for entrepreneurship; assisting in job counselling and placement or/and arrangement of micro-business from returnee's reintegration budget	
No	Title of project/MISMES		Implementer	Funding
54	Strengthening Moldova's Capacity to Manage Labour and Return Migration within the framework of the EU Mobility Partnership (Targeted Initiative Moldova – TIM)		Swedish Public Employment Service, in cooperation with NEA Moldova	EU, with Italy and Cyprus
Duration	Budget	Beneficiaries	Main activities	
Feb. 2009-Jan. 2012	€3,000,000	N/A	Qualification assessment, retraining (VET), support for entrepreneurship; assisting in job cancelling and placement or/and arrangement of micro-business with the resources available from returnee's reintegration budget	

No	Title of project/MISMES		Implementer	Funding source
58	Remittances Developing Moldovan Communities: Sustainable Use of Remittances by Generating Local Income in Moldova		Hilfswerk Austria International, CONTACT; local communities in four target regions	EC
Duration	Budget	Beneficiaries	Main activities	
Apr. 2011-Jun. 2013	€502,249	N/A	Economic and social reintegration of voluntarily returned and potential migrants; qualification assessment, retraining (VET), support for entrepreneurship; assisting in job counselling and placement or/and arrangement of micro-business with the resources from returnee's reintegration budget, open Migrant Resource Centre; trainings for youth and potential migrants	
No	Title of project/MISMES		Implementer	Funding source
59	Improving access to quality information and services for rural women and potential or returned migrants in Moldova		Sweden, UN Programme "Women's Economic Empowerment through Increasing Employability", MLSPF, Economy Ministry	Sweden, with overall budget programme budget of \$2.9 million
Duration	Budget	Beneficiaries	Main activities	
2010-13	\$2,900,000 = €2,544,752	rural women, potential and returned migrants	Improving access to quality information and services, strengthening the capacities of key partners for implementation of policies which promote and protect women's and return migrants' rights to employment and social protection	
No	Title of project/MISMES		Implementer	Funding source
62	Consolidation of migration management capacities in Moldova (Targeted Initiative Moldova – TIM)		Swedish Public Employment Service, NEA, MLSPF, National Bureau of Statistics, GIZ CIM Centre	EU
Duration	Budget	Beneficiaries	Main activities	
Jul. 2012-Dec. 2015	€2,000,000	N/A	Informing potential migrants legal migration ways to the EU and legal employment in the Member States, risks of illegal migration and assistance for returning migrants; information on legal migration procedures and opportunities, working and living in the EU; programmes for returnees and pre-departure trainings to better match their experience with international and national labour market demand	
No	Title of project/MISMES		Implementer	Funding source
64	Making Migration in Moldova Work for Development		ODIMM (Moldova), GIZ CIM, IOM	EU
Duration	Budget	Beneficiaries	Main activities	
Jul. 2013-Jun. 2015	€2,000,000	1,850 consultations, 11 training courses, 185 migrant trainees (30% women); 220 registers of entrepreneurship; 91 grants provided (33% women)	Promoting circular migration schemes (CIM) and skills retention and return; enhancing diaspora's positive contribution to Moldova's socio-economic development through partnership with the Government; job placement and intermediation with private and public employment agencies from Moldova and the EU, with the specific focus on skill matching.	

Pre-return and return employment information platforms play an important role among the mechanisms for implementing the reintegration of migrants in the national labour market. In particular, this refers to the Targeted Initiative for Moldova (TIM), MISMES 54, implemented by the Swedish Employment Service. The TIM idea was discussed as far back as 1999. In 2006, the idea finally turned into an initiative, and was supported by the Swedish SIDA in 2008. Starting in 2009, TIM was implemented in projects run during 2009-11 and 2012-14. The main goal of those projects was to

support the institutional capabilities of the Moldovan Ministry of Labour and National Employment Agency (NEA)¹⁵ to manage labour migration. In order to provide NEA sustainability, a Call Centre and a Job Export Centre were created within the NEA. NEA employees were taught to find potential jobs for potential migrant workers on job placement websites relating to the EU and assists returnees through business-initiatives and business management training.

NEA also strives to collaborate with the Moldovan diaspora in Italy, Germany, Spain, Portugal, and other countries. With this in mind, job fairs have been organised in Milan, Padua, Berlin, etc., where the situation of the Moldovan labour market was analysed. NEA employees and Moldovan businessmen took part in the meetings with Moldovan labour migrants. However, Moldovan labour migrants are still sceptical about the investment potential in Moldova.

TIM has promoted the idea of a social dialogue between Moldovan governmental structures, businesses and labour unions; with the development of a unified collaboration agreement. This is important both for the national labour market, and for the promotion of social dialogues and EU standards in Moldova. Social dialogue plays an important part in successful project realisation. The Social Dialogue Platform for Moldova was signed 3 June 2014 between the Ministry of Labour, the National Confederation of Trade Unions and the National Confederation of Employers. The document represents the agreed statements and commitments in the areas of collective bargaining/agreements, wage formation, labour dispute resolution and capacity building for organisations.

Another example is MISMES 59 “better access to quality information and services for rural women and potential or returned migrants in Moldova” (2010-2013). The implementers (UN Women Programme “Women’s Economic Empowerment through Increasing Employability”, MLSPF, etc.) have continued these activities through the Joint Information and Services Bureaus (JISB). They have done so in districts adjacent to Nistru River expected to attract population, especially women and the most vulnerable from Transnistria to receive services and information in different areas. By now there are already 21 JISB active.

Another priority for the policies in the field of labour migration is the need for correct information about employment opportunities in the country and abroad. In 2013 citizens were informed about the possibility of employment, as well as about the meaning of protection in the case of unemployment, which were accomplished through: the territorial employment agencies; the Labour Market Informational Centre, Call-Centre, located in the premises of employment agency of Chisinau municipality and the electronic information resources of the NEA (site and portal).

The ODIMM and IMM portal’s web-page has continued its activity, publishing information about emigrants and their businesses in Moldova. The web-page is continuously updated with news, events, and useful information for entrepreneurs and for those people who are eager to launch a business in the country.

MISMES 64 “Making Migration in Moldova Work for Development” has started in July 2013 and is still continuing in 2015 implemented by CIM. Within this programme, the following actions took place during 2013: 1,850 consultations (in the office, by phone and email) were offered and 11 training courses were organised, in which 185 labour migrants participated, of which 30% were women; 220 applications to participate in the programme were registered: 91 of 220 participation request have been made; 91 contracts of financing in the form of grants were signed, and 33% were signed for financing businesses by women.

Migrant Resource Centres have been created within various projects. Examples of migration resource centres include: NEA centre, TIM projects, a project of Hilfswerk Austria International; as well

¹⁵ MISMES Questionnaire filled by the Swedish Public Employment Agency, Interview with Per Lindberg (TIM).

as the **Online Service Centre** established within the IASCI-Nexus project “strengthening the link between migration and development: testing an integrated service provider to Moldovan migrants and their communities” (2013-2015).¹⁶ IASCI-Nexus Moldova (MISMES 46) is funded by EU and Swiss SDC, implemented by Austrian NGO IASCI and Moldovan counterparts, fosters links between migration and development at the local level, by developing capacity and systematic collaboration among national, local authorities, civil society, private sector stakeholders.

IASCI-Nexus is a prototype of an integrated and durable provider of migration services. It offers practical solutions to help Moldovan migrants/ diaspora achieve their goals through a platform that enables conversation and builds community. In doing so, IASCI-Nexus directly supports the personal, social and economic development opportunities of migration. The project aims to provide relevant, timely and evidence-based information and consultancy services about migrant interests and their needs for its network of private and public sector partners; to assist partner-clients to deliver high quality advice, goods and services to migrants (IASCI-Nexus n.d.). It involves combining one-stop-shops in the four pilot areas – Cahul, Edineț, Ungheni and Chisinau – and an online service centre. The online portal provides migrants/ diaspora the products and services they need with a user-friendly interface (**TABLE 3.9**).

TABLE 3.9 PRODUCTS/SERVICES OFFERED BY IASCI-NEXUS ONLINE SERVICE CENTRE (ONE-STOP-SHOP)

Potential migrants	Current migrants	Returning migrants
information on visa regimes and employment conditions in popular countries of destination	savings, insurance, pension investment and related products designed to match changing objectives of migrants	wealth management and personal financial planning
recruitment services in regions of high migration	access to social media and self-help	return and reintegration assistance
preparation of job resumes	long-term high interest savings products and bonds	business start-up training and on-going support
pre-departure language and multi-cultural training	education on saving accounts and funds	business registration support
personal financial planning, financial literacy and training programmes	transferable pension plans	finance for SME development
savings, insurance, pension and related products designed to match personal objectives and migration cycle	personal and SME credit facilities; e.g., transnational home loans	business development services
travel services / products	remittance transfer services	
personal advertisements	communication capacities	
social networking services	investment services (for migrants wishing to support a business in their home community)	
	professional development opportunities	
	recruitment services (place of return)	
	travel services / products	

Source: Table borrowed from the Nexus-Moldova project summary provided by its implementation team

¹⁶ For more information, see <http://iasci.info/v2/what-we-do/nexus-moldova/> (English), and <http://nexusnet.md/rom/parteneri-si-donatori> (Moldovan)

It should be noted that the inventory have come across the use of a multi-dimensional MISMES within the IASCI-Nexus project, relevant for all migration phases. It is like an online store, which proposes a wide array of products and services to migrants, in order to engage and maintain the active participation of significant service providers from government, private and civil society sectors. Topics such as: the risks of illegal migration; the advantages and opportunities of legal migration; assistance in return – are all covered by the contribution of different projects organised by the Swedish Public Employment Service and NEA, and the German CIM centre. Following the end of MISMES 54 project **“strengthening Moldova’s capacity to manage labour and return migration” (2009-12) implemented by the Swedish Public Employment Service**, a follow-up project MISMES 62 **“consolidation of migration management capacities in Moldova- information on legal migration and assistance for returning migrants” (2012-15)** has been implemented.

The **Call Centre** was created as part of MISMES 42 “building the institutional capacity of the Ministry of Foreign Affairs and European Integration”. It was implemented by the United Nations Development Program (UNDP) in Moldova, with financial support from Norway and the Turkish Cooperation and Coordination Agency (TIKA). It was launched in December 2009 and is still continuing¹⁷. The Call Centre¹⁸ was designed to assist and inform Moldovan citizens within the country and abroad, as well as Moldovan labour migrants with a special interest in the rights of citizens and migrant workers. The Centre has received in 2013 4,346 calls from Moldova and abroad (588 appeals from 53 countries).

TABLE 3.10 NUMBER OF CALLS RECEIVED BY THE CALL CENTRE OF MFAEI, 2013

Period/month	Total number of calls
January	303
February	292
March	311
April	438
May	360
June	388
July	473
August	426
September	462
October	461
November	432
Total	4,346

Source: Information obtained from the questionnaire survey sent to the Ministry of Foreign Affairs and European Integration in Moldova

Similar Call Centres were opened with the financial support of the EU and implemented by the Swedish Public Employment Service and NEA; Information Centre in Moldovan Embassies and Consulate Offices (decision of the MFAEI). The main problem of such centres is the lack of permanent and adequate financing with consequent problems in terms of functionality and sustainability. Furthermore, there are issues coming from migrants’ and beneficiaries’ feedback; and the issue with

¹⁷ Information obtained from the questionnaire survey sent to the Ministry of Foreign Affairs.

¹⁸ www.mfa.gov.md/centrul-apel/

the quality of information provided by the Centre. Moreover, not everyone is aware that the centre exists or the services that it offers.

4. MISMES CASE STUDY: SUSTAINABLE USE OF REMITTANCES BY GENERATING LOCAL INCOME

In addition to the general mapping of MISMES in Moldova, conducted in the framework of this study, one MISMES was chosen as a case-study to gain insight into: implementation dynamics, impact on beneficiaries, challenges and success factors. The selected MISMES 58, '*Remittances Developing Moldovan Communities - Sustainable Use of Remittances by Generating Local Income*', was the Migrant Resource Centre created and its services provided to the local communities within the project. The case study has relied on many materials prepared and published by Hilfswerk Austria International within the project¹⁹.

A focus group with project beneficiaries was conducted; where five of the seven grantees participated in the focus group (all names of beneficiaries have been concealed). Additionally, interviews were conducted with representatives of the project management (the representative of Hilfswerk Austria International) and the Director of the National Centre for Assistance and Information of NGOs "CONTACT", the representatives of the Resource Centre, created within the project and a representative of the Regional Development Agency (Orhei), who also participated in the project.

The choice of the Hilfswerk project does not mean, by any means, that it was the "best" MISMES. Nevertheless, this project was chosen for several reasons. First, this project is multifaceted, which allows more information on its implementation and the solutions of goals and objectives. Second, this project has a distinct multi-dimensional component that highlights a diverse implementation process. Third, the project has been widely publicized in the Moldovan media, meaning impact on public opinion in Moldova and in the regions (Telenești, Șoldănești, Orhei and Rezina), in particular where it was implemented. Fourth, the project is completed, which allows us to examine MISMES impact on the socio-cultural and economic context, demonstrating sustainability.

4.1 Description of the project (MISMES 58)

The project was implemented by implemented by Hilfswerk Austria International (main implementing entity), in collaboration with the National Centre for Support and Information of NGOs of Moldova, "Contact". The area of implementation was four regions of Moldova (Telenesti, Șoldanesti, Orhei and Rezina) between April 2011 and January 2014 (with 6-months extension). The objective of the project was to facilitate the economic and social integration of Moldovan return migrants. Nevertheless, the project's activities targeted both potential and return migrants.

Main activities included training of potential and returning migrants in starting or developing their own business; grants competition for opening or developing business; publication and distribution of the guidebook "Entrepreneurship Guide for Everyone" (in Romanian); opening the Orhei Resource Center; organisation of seminars to raise awareness and information campaigns to encourage and support small and medium-sized businesses; and a regional study on difficulties and the volume of remittances received and spent by the population.²⁰

Project results: 400 migrant workers or recipients of remittances were trained in opening and developing their own business; as a result of the small grants competition 7 beneficiaries (migrant workers or beneficiaries of remittances/potential migrants received financial support to open or to

¹⁹ These can be summarised as follows: Moșneaga and Batrinescu (2013), Vladicescu and Gadarag (2013), Catișev and Jumiga (2013), Voicu (2013), Film: the effective use of remittances – community welfare catalyst (2013).

²⁰ www.hilfswerk-austria.md/rom/migratie/, last accessed 16 August 2014.

develop their own business, and six of seven beneficiaries of the project were migrant workers who had returned from Russia and the EU; at least fifteen new jobs were created; a Resource Center was created and continues to operate; 500 remittance receivers were consulted about their experience of opening or developing their own business; a project web-page was created; ten seminars and information campaigns were organised; four roundtables for the dissemination of good practices were held; a regional study on remittances was conducted; and a publication *Entrepreneurship Guide for Everyone* was produced.

How did potential beneficiaries learn about the project and its MISMES components?

Research shows that potential beneficiaries were often not aware of relevant MISMES (ETF 2013). This is why we considered it important to find out where and how beneficiaries got the information on the MISMES projects.

Focus groups with project beneficiaries, interviews with representatives of the Resource Center, revealed that a number of beneficiaries learned about the project from the media (local television and local newspapers). Others were informed about the project and its services from the local/regional authorities. Also information about the project was given by relatives who had heard about it from the media and local television. The internet was also named as a source of information, where on the website of Hilfswerk Austria International general information was posted about the project, the planned activities and the conditions of participants' selection. Thus, potential beneficiaries learned about the project and its MISMES components through different information systems, including Internet, social networks, etc.

The selection of participants: To participate in the grant competition it was necessary to meet a number of conditions: to be a citizen of Moldova; to be a migrant or a relative of first or second degree, namely the recipient of remittances; to be in the correct age cohort (20 to 45 years old); to be willing to start or develop a business; and to be able to document that the applicant was a migrant worker/recipient of remittances. It seems that such a broad interpretation of persons eligible to participate in the grant competition is productive, because it has provided a link between migrants at home and abroad, and relatives living at home. In this case, it has ensured the presence (even if not physical) of migrants in the country, in the local community, helping to maintain and strengthen their ties with the country. They have not lost the opportunity to return home.

Grant applicants were selected for training on: preparing a business plan; organisation and business management; accounting, etc. 33 persons applied for participation in the training (including eight women) from the four project regions. Training was carried out by qualified experts in business and management. According to focus group participants, the training curricula had an applied focus, and could be useful for opening and managing their own business. The training materials were prepared by project organisers and were also addressed in published materials intended for those who plan or who have already opened their own business. Importantly, participation in the training scheme was mandatory and a precondition for participation in the grants competition and funding. Without participation in the competition a business start-up grant was impossible. After the training sessions, eighteen people applied for the competition, presenting their business plans.

To ensure the fairness of the competition, and the transparency of the selection of winning business plans, a video camera was installed that recorded the procedure and time for document submission to the competition. As is acknowledged by the project managers, this procedure was justified because there were attempts by individual competitors to use VIP-persons (particularly, Moldovan members of Parliament) to influence the decision. However, the numerous phone calls from the deputies did not have the desired effect and the participant who hoped to be among the beneficiaries of the project, did not, in the end, dare to present a business plan to participate in the tender.

Project organisers received well-reasoned and substantiated business plans that definitely deserved a positive decision. After agreeing with project donors, it was decided to extend the number of beneficiaries. Instead of five, seven business start-up grants were awarded. At the same time, the total funding of for all business start-ups was set at EUR 100,000, whereas beneficiaries were awarded from ten to fifteen thousand Euros of start-up grants each. At the same time, the implementers applied the co-share principle which was adopted, too, by the PARE 1+1 project, for each dollar (euro) of migrant capital the project invested a dollar (euro). Additionally, persons with strong business proposals who were not awarded funding were issued certificates of participation in the project to acknowledge the learning/training and other forms of involvement to project participants.

It might be interesting to note that the managers of PARE 1+1 programme had also earlier come to this conclusion and presented similar certificates to participants to allow more simplified procedures in their future participation in the tender for the financing of projects. The knowledge and experience gained in the project was not left unattended, but institutionalized as an important step in the further development of both the grant applicant and their business plans.

Range of businesses established based on the MISMEMS: Focus group discussions revealed that grant beneficiaries created businesses in the following spheres: wood and metal (manufacture of doors, gates, fences, wells and other frameworks); vulcanization and repair of vehicles; beekeeping, rabbits, etc. It should be noted that the majority of beneficiaries did not have expertise in their given area: the exception was the beneficiary who had opened a business in the woodworking and metal sector in which he had experience. Return migrants, though often have good general manual skills, even if not to a high level in an individual sector: indeed, Moldovan migrants recall the peasant universalism of traditional societies where everyone must be capable of doing every kind of manual job to a certain degree. Therefore, industrial (urban) and post-industrial labour activities are not in demand for the programme beneficiaries (324 people) when opening their own business. People focus on those activities for which they have definite ideas, knowledge and experience. And this is not limited to this project. Our interview with programme staff PARE 1+1 demonstrates this too.

At the same time, we note that, for some beneficiaries, experience and knowledge gained during labour migration abroad played a positive role, such as in the case of Mr S who studied at business-college in the UK but not only this since all participants recall a change in their own attitude towards work and responsibilities. Experts from Hilfswerk Austrian International noted that if the migrant worker worked abroad in a business organisation, they were more motivated to apply for a business grant. They also had perhaps better chances of success. It goes without saying that not everyone is business-minded.

4.2 Impact of the MISMEMS project

Migrant Resource Centre and its sustainability: The establishment of the Migrant Resource Centre, which is a multi-dimensional and self-sustaining MISMEMS model, was a major achievement. Striving to provide the Centre with self-sustainability, project managers made it an active part of the Territorial Agency for Rural Development (Orhei city), during the primary stages of its activity. After the project was completed, it shifted from being a “Migrant Resource Centre” to become just a “Resource Centre”. In this way the range of issues addressed, the opportunities for applying for funds were enlarged. The strategy seemed to be successful as the Centre became self-sustainable in the end.

The director of the centre told us about the challenges that the centre had to face. At the time, they had very few visitors, most of which only came to ask for grants or money. At most, the Centre only had five visitors a month, so they had to shift their focus to attract more people. Furthermore, striving to avoid the challenges of transition, and after the funding from Hilfswerk Austria International project ended, they started looking for alternative financial sources. Now they get funds from diverse donors, such as USAID.

Impact of trainings: Interviews with the **team of the** Hilfswerk Austria International, and also their project beneficiaries revealed that many participants used the training courses to get jobs locally. So training did not guarantee a business grant, but it did help them with employment.

Sustainability of business start-ups: Speaking with focus group participants, we found that if they did not participate in this project, they would have gone abroad. Today, after starting their business, the attitude toward labour migration has changed. Respondents have stated that they have no desire to go abroad. They are willing to go abroad for other purposes: to establish business contacts, to participate in training courses and seminars. However, they do not want to go as migrant workers.

Project management representatives noted that post-project monitoring and evaluation indicate the sustainability of businesses that were created during project implementation. The business of beneficiary Mr S who has a beekeeping business, stands out among his fellow beneficiaries for his success. For others the situation is stable. Visiting the vulcanization workshop of the beneficiary Mr E we noted the hangars, which he acquired and the greenhouses for growing vegetables. He plans to buy land and expand his production, and put it on an industrial basis. Beneficiary Mr V (working with wood and metal) is planning to expand his business by applying for a grant program PARE 1+1. There are two possible explanations that characterize the impact of this MISMES project on beneficiaries in an equally positive way. The first possible explanation is that beneficiary Mr V cannot yet “stand on his own two feet” with his business, and is trying to increase his business capacity with the help of the PARE 1+1 financial grant, which is MDL 200 000. The second possible explanation is that he is already “standing on his own two feet”, but wants to expand his enterprise by trying to utilize *the* available venues, including other funding options. Beneficiaries Mr R-1 (construction business) and Mr R-2 (breeding rabbits) are also considering extensions. From the material point of view, their business, after the completion of project financing would continue to develop.

Socialization of beneficiaries in entrepreneurial culture: The MISMES project also changed the plans of beneficiaries. They want to stay at home and develop their business. Despite challenges in the development of businesses, emigration is not a panacea for them, in contrast to those who see it as the best solution for Moldovan problems.

Project implementers emphasized that a lot of people visited the Resource Centre for different reasons. Some had money, but they did not know what and how to invest. Others came because they wanted to get money. When they were asked to justify what the money was needed for, then, it was found that people did not have any ideas. There were also those who had ideas and wanted to implement it, but who had no money. The overall project, and the training courses, have also given beneficiaries a business mentality: now beneficiaries not only have ideas and money, but also think and know exactly how and what to do to make money. And that is one of the multiplicative effects of the project.

Second, beneficiaries became independent, self-assured, confident and informed people, forward-looking, radiating confidence and optimism. And this optimism is changing those who come into contact with them. According to the representatives of the Resource Center, the psychological changes were observed particularly in beneficiary Mr R-2, the beekeeper. Instead of an indecisive, insecure young man, today he gives advice and teaches other people who are taking their first steps in business. In his village, he became a respected man, a leader, who is valued and listened to.

Third, for beneficiaries business became not only an instrument of survival, but also a vocation. In this respect, the most illustrative example comes from beneficiary Mr S the beekeeper, who, as he says, “cannot sleep at night because in his head there are constantly schemes, options for expanding the business.” His business today is expanding and has already gone abroad. He has established business relations, signing contracts with foreign business representatives on supplying Moldovan honey in the United Kingdom and Sweden.

Fourth, these beneficiaries became true entrepreneurs. However, they not only improved their own conditions, but through their businesses, they created jobs for other people. Fifth, beneficiaries began to realize the value of information: they acknowledged that they constantly turn to the internet for information on specific issues related to the operation of their businesses. For example, Mr R-2 searched for methods for treating rabbit diseases: "I am not a specialist in veterinary medicine, but from the internet I know more than our veterinarian about the disease treatment of rabbits. He comes to me and asks for advice, consults on these issues", said Mr R-2, who is one of the project beneficiary, and cultivates industrial scale rabbit meat.

Sixth, by meeting with beneficiaries we also discovered the adoption of social remittances, i.e. practices that beneficiaries borrowed from their workplaces abroad (during migrants) and that they have adopted in their businesses upon return to Moldova.

In this respect, the example of beneficiary Mr E (the workshop on vulcanization wheels) is particularly interesting. In order to encourage employees to come to their work and to increase hospitality for his clients, beneficiary Mr E established a coffee machine at his workshop. For employees who come to work a little earlier (15 minutes) and start serving customers, he gives free coffee. Instead, clients use tokens for coffee, and the coffee cost is included in the fee for services provided to clients. This makes clients feel welcome and interested.

And it seems that all these observations reveal the qualitative impact of the project, its continuation and sustainability. The businesses of beneficiaries may fail: success is never assured. But the people who constituted themselves would not give up and lose. They overcame the difficulties, because they know how to cope with challenges and they know what they can do. And furthermore, they know that having done it once, they will be able to do it again.

5. MAIN CONCLUSIONS AND RECOMMENDATIONS

Given the increased labour migration across the globe, research on migrant support measures have been largely neglected by the migration research community. As a result, there has been limited information and data available on such interventions and policy measures to support migrants before, during and after migration process. This study makes first such contribution by mapping migrant support measures from employment and skills perspective (MISMES) between 2000 and 2014 in Moldova and attempts to review their results.

A number of conclusions were drawn from the research presented here. Moldova, as an implementer of a Mobility Partnership with the EU, has many projects that involve MISMES; this inventory identified 64. The majority of the MISMES is focused on the post-migration phase with multi-dimensional MISMES a close second. In the primary stages of the Mobility Partnership implementation, projects (and MISMES within these projects) focused on combating irregular migration, human trafficking and irregular migration, not to mention "Migration and Safety". Now, with the transition to a global approach to migration - Migration and Development – the MISMES spectrum used in Moldova has been updated.

Increasing institutional capacity, trust and collaboration

The use of MISMES at all stages of migration leads to increased trust and collaboration among migration actors. It is also global in migration terms, and creates a unity of migration policies not only nationally, but also regionally and globally.

Implementation of MISMES projects serves the consolidation of the institutional potential of cooperation between national and international actors. State authorities, participating in project implementation, largely implement the strategy of taking and ensuring structural decisions. This contributes to the creation of a necessary institutional and legal framework for the active involvement of local national actors, above all, in rural areas.

A more balanced implementation of MISMES can be achieved

The importance and value of the Mobility Partnership should be self-evident. At the same time, we would like to note that the balance of the pillars of the Mobility Partnership is a challenge. More initiatives in the field of legal and circular migration are needed. There should be more projects, oriented and focused on migrants themselves.

Analyses of implemented MISMES projects in Moldova shows a disproportionate distribution of MISMES projects by migration phase: There is lack of MISMES projects, aimed at the period "during migration". At the same time, there is also a deficit of MISMES projects, directed towards development with a check on skills, related to "pre-migration" and "post-migration" periods and for return migrants. Also better balance from a geographical perspective is important. Most of the job offers concentrate in Moldova's capital Chisinau, whereas most of the labour force is located in rural areas. More attention needs to be given to projects that focus on these areas.

Coordination and sustainability

The issues related to the duplication of projects, the multiplicity and randomness of financially small and short-term projects, which are not able to ensure coherence and subsequence of the MISMES, also became apparent. Duplication was especially evident at the time when AVRR were dominant models and migration policy was linked to the concept of security. But with the shift to the migration-development nexus there is less duplication and some "soft power" coordination is evident between donors and implementing actors. First of all, this fact relates to the first stage of implementation of

Mobility Partnership projects, where the AVRRO component dominates. This is caused by the efficiency of cooperation and training of multiple national and international actors, involved in implementation of MISMES projects.

The problem of sustainability of MISMES projects exists. The existing criteria of project evaluation, implementation, monitoring, post-project development and consolidation of the results demonstrate a lack of efficiency and sustainability. The lack of sustainability is also linked with insufficient consideration for the socio-cultural and material-financial context in the country. The low level of wages, the slight opportunities for the launch and the realization of a business in comparison with destination countries leads to difficulties. After the accomplishment of the project, beneficiaries prefer to emigrate again. Effectively, the MISMES effect is limited by the gained skills and experience of participation in the projects, which, in the best case, will be implemented in the host country.

The MISMES approach should be an emphasized, key part in each of the projects that are implemented in the framework of the Mobility Partnership. In this regard, the coordination of actions both with donor-partners, international organisations, and with national and international partners, which are involved in the projects' implementation, is necessary and should be improved. Moreover, coordination should be embedded and addressed for the project's evaluation, sustainability and efficiency levels. Also, the projects should be agreed upon between national and international partners on the basis of a flexible and mutually beneficial cooperation model, eliminating/minimising duplication, as well as strengthening the transparency of project implementation and evaluation. When developing ideas and proposals for projects, it is important to pay attention to integrated approaches and the holistic nature of the migration process. In addition, the fact that funding most commonly is external, often contributes to low sustainability.

The potential of the Mobility Partnership

The Mobility Partnership opens new horizons of cooperation between the EU and Moldova. Today, this cooperation is still extremely limited. Moldova implements certain MISMES measures that are not sufficiently effective. Within the host countries the role of origin country (Moldova) in migrant training, migrant information services is not visible: nor is it particularly asked for, either by migrants or by host governments. Accordingly, the migrant gets some help from relatives, fellows and the civil society of host countries, primarily churches, but non from the State.

Using the Mobility Partnership (in terms of the joint actions of host and origin countries, targeting the whole migration cycle) has already given certain results in the formation of a joint cooperation framework: i.e. the signing of bilateral agreements in the field of the legal and social protection of migrant workers in the host countries. It seems that, on the basis of these agreements, there are new opportunities for the expansion of the state's participation in the migrant learning process, with assistance from the Moldovan diaspora. Bilateral agreements have a direct and specific interest for all partners. By strengthening trust and cooperation between the host and origin states, it is possible to strengthen the link between the diaspora, migrants and migrant countries of origin and destination. There appear real opportunities for the joint implementation of migration policies both for host countries and for migrant exit. And first of all, it refers to the implementation of a joint migration policy in terms of training and information.

Gradually shifting focus from security to development

If, previously, the focus of migration policy was on security, then since the signing of the Mobility Partnership, the migration policy of Moldova shifted to development, and to the use of migration for the sustainable development of the country. The application of MISMES, in the context of the migration-development nexus, has shown its effectiveness and legitimacy. And in this respect it is necessary to further develop such EU programmes and projects in Moldova.

In addition, based on the feedback received, and by identifying the needs and aspirations of Moldovan migrant workers, it is important and necessary to create structures and to help institutionalize the Moldovan migrant community in Moldova: i.e. to facilitate the creation of migrants' associations in Moldova and a unified Moldovan Migration Centre that would work together with the Moldovan Diaspora, the Moldovan authorities and specialized structures (in the field of migration management). Today this is still lacking from Moldovan migration policy.

Utilizing the experience of the migrants

The implementation of these projects has not only attracted migrant capital and the return of Moldovan labour migrants. According to the results of the thirteen national sociological studies, conducted 2008-2014, up to 26% of Moldovan labour migrants are in Moldova at any one time, even in periods of massive international labour migration. Undoubtedly, they are in Moldova for different reasons. However, Moldovan migration policies tend to underestimate the human potential here. And these are people who have experience in labour migration, who have acquired certain skills, qualifications, and who have earned money abroad. They learned new languages and cultural values, not to mention labour discipline. This potential can and should be tapped.

The practice shows that “know how” is the main problem that hinders Moldovan return migrants' full and effective realisation and adaptation in the Moldovan labour market. Migrants often have a certain amount of money, ideas and a desire to open their own business; to be self-employed or to work for their relatives, and more generally, for their community; to create new jobs and to develop their home region. But they do not know how to open businesses and are afraid of failing and losing their money. Hence, MISMES acquires a special role and importance in providing education to return migrants. Thus, when pursuing migration policy and the use of MISMES, the motivation and interests of current and potential migrants should be taken into account; training should be diversified to address the socio-psychological, socio-economic, budgetary/fiscal, political and legal aspects of the initiation and development of business in a more balanced way.

More emphasis on the skills dimension

Although the focus of implemented projects have shifted more towards the development nexus, there is still a need for an enhanced emphasis on the skills dimension. Curricula for training courses in business and management, tax policy, law in the context of continuing learning programmes should be developed and updated to meet the needs for persons interested in business. These should range from beginner to more advanced levels.

MISMES concepts should also be integrated into Moldovan migration policy and implemented in the framework of national migration policy. For example, attendance at pre-departure training courses should be more easily accessible and promoted as an important component of labour migration, reinforced by migration policy. This would support the participation of Moldovan migrants in such training courses. Finally the recognition of non-formal and informal skills and their certification should be an important component of the migration policy of Moldova, consistent with the EU principles and standards.

Access to information

The problem of information awareness and transparency in projects is also salient. The inadequacy and disproportion of “information for ordinary user” vs. “information for donors, international and national actors” ultimately, leads to the indifference, isolation from information and an increase in mistrust from Moldovans and particularly Moldovan migrant workers. More transparency and fullness of information about the projects in the context of the Mobility Partnership is required and their accessibility for ordinary users.

In the context of the growing globalisation and internationalisation of modern life, more attention should be paid to the Resource and Call Centres and information web-platforms that help improve the technical possibilities of disseminating information, expanding people's individual and informal access to information based on the diversity of migrants' needs and professional orientation/qualifications.

ANNEXES

Annex 1. Methodology for the country case studies

The MISMES Project (migrant support measures from employment and skills perspective) was launched in 2014 by the European Training Foundation to provide evidence-based, policy-oriented inputs to guide the EU dialogue on migration with the neighbourhood countries and jointly implemented with the Migration Policy Centre of the European University Institute. It maps the range of migrant support measures from a skills and employment perspective with the aim of assessing 1) their cost-effectiveness and 2) their impact on labour migration process outcomes.

For the purposes of this study, MISMES is defined 'specific policy interventions implemented in sending countries in pre, during and post-migration periods, aimed at (i) improving the labour market integration of migrant workers (by facilitating labour mobility and job matching, as well as access to labour market information and the protection of migrant workers' rights), and/or (ii) reducing the underutilization of skills of individual migrant workers and improving skills-matching more generally'. This excludes general policy measures and regulations such as bilateral agreements, international conventions on the recognition of qualifications and social security agreements.

Main MISMES models identified and analysed in the Global Inventory (ETF 2015a):

- international job matching and placement services;
- pre-departure information, orientation and training;
- professional skills development for migration;
- facilitating access to labour market information and protection in destination countries;
- capitalising skills across borders (including diaspora);
- validation and recognition of migrants' skills and qualifications;
- pre-return and return employment information platforms and call centres;
- targeted entrepreneurship and income generating schemes for returnees;
- assisted voluntary return and reintegration (AVRR) programmes;
- migration resource centres (MRC); and
- migrant welfare funds.

Main outputs of the MISMES project:

- **A Global Inventory** aimed to develop a typology of migrant support measures from an employment and skills perspective, categorizing them in terms of migration phase (before, during, after migration or multidimensional MISMES), objectives and stakeholders (migrants, funding and implementing institutions, NGOs, state bodies) (ETF 2015a). The Global Inventory tried to identify factors of success and common denominators, including contextual factors that may affect the impact of MISMES, and map the challenges in implementing each category of migrant-support measures.
- **Five country case studies** aimed to review MISMES in five countries of the EU Neighbourhood (full studies for Moldova, Georgia, Morocco, Tunisia and desk studies for Armenia). The country case studies tried to draw lessons for the optimisation of their Mobility Partnerships with the EU

from employment and skills perspective and carried out following a common methodology and structure (for more information on MISMES Methodological Note, see ETF 2015b).

Stages in developing the country case studies (see ETF 2015b):

- **Methodological workshop:** Held at the Migration Policy Centre in Florence (13-14 March 2014), it aimed to discuss the preliminary findings of the MISMES Global Inventory and to agree on the methodological approach to the country case studies on the basis of country concept notes presented by the country case study authors.
- **Desk research:** Comprehensive desk research to map implemented policy interventions based on secondary data sources (academic literature, policy studies, project leaflets, internet sources from international organisations, governmental agencies and other implementers, project evaluations, Scoreboard information within the Mobility Partnership, etc.). Based on this research and the primary sources described below, each country case study compiled a MISMES inventory in respective country from the year 2000 to year 2014.
- **MISMES Questionnaire:** A standardized electronic questionnaire (see MISMES Methodological Note, ETF 2015b) was circulated among all identified implementers in each country study to supplement the desk research. In the preparation of this report, besides the extensive desk research conducted for the mapping of migration support measures by phase of migration (before, during, and post), fourteen electronic questionnaires were circulated among: representatives of international organisations involved with MISMES; and the Moldovan governmental institutions that implemented MISMES projects in the framework of the EU-Moldova Mobility Partnership. Five questionnaires were received back in the preliminary phase of the study as listed in Annex 2.
- **Field missions and in-depth interviews:** Country mission was held by the team of country authors and ETF experts March-May 2014. In the framework of the mission, a series of face-to-face meetings with implementers, policy-makers and stakeholders were held to gain additional insight into implementation dynamics and various policy measures. Also a focus group on one particular MISMES was organised. Complementarily, country author conducted additional (nine) interviews with representatives of the government of Moldova and international organisations specialising in the management of international labour migration. A survey (questionnaire) was also carried out among 82 labour migrants in the European Union.
- **Case studies:** For an in-depth understanding of implementation challenges and success factors of a particular MISMES, the project implemented by Hilfswerk Austria International, in collaboration with the National Centre for Support and Information of NGO's "Contact", was chosen for in-depth analysis. The case study has relied on materials prepared and published by Hilfswerk Austria International within the project (MISMES 58). A focus group with five beneficiaries (return migrants) of the Project was organised, four in-depth interviews were conducted with the project implementers: the head of Territorial Agency for Rural Development in Orhei city; with the executive director of the Resource Centre that was opened within the project; with the project manager from the Hilfswerk Austria International; and the representative of the NGO "Contact", which participated according to the partnership principles of the project. All data are used in a summarised format, anonymously to not reveal the identity of the respondents.
- **Final Technical Workshop:** The MISMES team of the Migration Policy Centre, the ETF migration team and relevant country managers and a number of public officers from the countries of the study came together at the ETF in Turin on 29-30 September 2014 to discuss the draft country case studies and the findings of the MISMES Global Inventory.

Annex 2. List of interviewees and institutions that received the MISMES questionnaire

Persons interviewed

- Anatol Bucatca, director of the Resource Centre, Orhei district, and Natalia Donica, officer
- Igor Coroli, project director at the Hilswerk Austria
- Valerian Tabirta, project officer at Hilswerk Austria
- Serghei Neicovcen, “Contact” NGO Centre
- Nina Pungă, Ministry of Labour, Social Protection and Family, officer
- Olga Poalelungi, Head of the Department for Migration and Asylum by the Ministry of Internal Affairs of the Republic of Moldova, Tatiana Ciumas and Olesea Cotoman, officers
- Liuba Valcov, Program Director at the Bureau on Relations with Diaspora, and Ghenadie Slobodeniuc and Natalia Voizian, officers
- Raisa Dogaru, officer at the National Agency for Employment
- Yulia Iabanji, General Director, Organisation for Development of Enterprises’ Sector of Small and Middle Business, Programme PARE 1+1
- Elena Madan, officer at the Operations Section, European Delegation in Moldova
- Per Lindberg, Project Director, Targeted Initiative for Moldova (TIM) “Strengthening the Moldova Capacity to Manage Labour and Return Migration”
- Vlad Lungu, Project Coordinator, Targeted Initiative for Moldova (TIM) “Strengthening the Moldova Capacity to Manage Labour and Return Migration”
- Diana Hincu, program officer, ICMPD-Moldova
- Ghenadie Cretu, Labour Migration Program Coordinator, IOM – Moldova

Institutions that received the MISMES questionnaire

- Ministry of Foreign Affairs and European Integration (MFAEI)
- Ministry of Labour, Social Protection and Family (MLSPF)
- National Employment Agency of Moldova (NEA)
- Ministry of Education and Youth (MEY)
- Targeted Initiative for Moldova (TIM), “Strengthening the Moldova Capacity to Manage Labour and Return Migration”
- ODIMM (Organisation for Development of Enterprises’ Sector of Small and Middle Business)
- Ministry of Economy
- CARITAS - Czech Republic (Moldova)
- International Agency for Source Country Information
- “xpert Grup’
- Chamber of Commerce and Industry of Moldova
- ICMPD-Moldova
- Institute for Education Sciences and Republican Centre for VET Development
- Delegation of the European Union

ABBREVIATIONS AND ACRONYMS

ANOFM	Agenția Națională Pentru Ocuparea Forței de Muncă (see NEA)
AVRR	Assisted Voluntary Return and Reintegration Programme
CAP	Centre for Assistance and Protection
CIM	GIZ Centre for International Migration and Development
CIS	Commonwealth of Independent States
CIVIS	Centre of Sociological, Political and Psychological Analysis and Investigations
CNPM	National Confederation of Employers of Moldova
CNSM	National Trade Union Confederation of Moldova
CONTACT	Centre for National Assistance and Information of NGOs
DEG	Deutsche Investitions und Entwicklungsgesellschaft
EaP	Eastern Partnership
EC	European Commission
EDFI	European Development Finance Institutions
ETF	European Training Foundation
EU	European Union
EUBAM	European Union Border Assistance Mission to Moldova and Ukraine
EUR	Euro
FICS	Foundation for Social Inclusion and Cohesion (FICS-Romania)
GAMM	Global Approach to Migration and Mobility
GIZ	Deutsche Gesellschaft für International Zusammenarbeit
IASCI	International Agency for Source Country Information
ICMPD	International Centre for Migration Policy Development
IOM	International Organisation for Migration
ILO	International Labour Organisation
IPP	Institute of Public Policies
MDL	Moldovan leu
MEY	Ministry of Education and Youth
MFAEI	Ministry of Foreign Affairs and European Integration
MIA-BMA	Ministry of Internal Affairs – Bureau for Migration and Asylum
MLSPF	Ministry of Labour, Social Protection and Family
MISMES	Migrant Support Measures from an Employment and Skills Perspective
MP	Mobility Partnership Agreement
NEA	National Employment Agency of Moldova (see ANOFM)
ODIMM	Organisation for Small and Medium Enterprises Sector Development
OSMED	Organisation for Small and Medium Enterprises Development
OSCE	Organisation for Security and Cooperation in Europe
PARE	Moldovan Programme for Remittances Attraction in the Economy
PNAFT	National Economic Empowerment Programme for Youth

SCRM	State Chancellery of the Republic of Moldova
SDC	Swiss Agency for Development and Cooperation
SFR	Soros Foundation Romania
SIMP	EU-funded project “Supporting the implementation of the migration and development component of the EU-Moldova Mobility Partnership”
TIKA	Turkish Cooperation and Coordination Agency
TIM	Targeted Initiative for Moldova
TRQN	Temporary Return of Qualified Nationals
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
UNFPA	United Nations Population Funds
UNHCR	United Nations High Commissioner for Refugees
USD	US dollar
USAID	United States Agency for International Development
VET	Vocational education and training
WHO	World Health Organisation

REFERENCES

- Antonov, V., Ciurea, C. and Frunzaru, V. (2012), *Recognition of prior learning (RPL) for returning migrants in Moldova: realities and trends*, IDIS „Viitorul”, Chisinau. Last accessed 12 May 2014 at: <http://viitorul.org/doc.php?l=ro&idc=299&id=4045&t=/STUDII-IDIS/Social/Recunoasterea-invatarii-anterioare-RPL-pentru-migrantii-intorsi-in-Moldova-realitati-si-tendinte>
- Buracek, E. (2012), *Mobility Partnerships in a third country perspective: The case of EU-Moldova Migration cooperation*, FIERI, LAB-MIG-GOV Project Working Paper, Last accessed 4 July 2014 at: www.labmiggov.eu/wp-content/uploads/2012/05/paper_Ecaterina-Buracek.pdf
- Catişev, E. and Jumiga, D. (2013), *Entrepreneurship guide for everyone*, Hilfswerk Austria International, Policolor, “Elaina Consulting” Chisinau, prepared for ILO Chisinau, ILO_CIVIS_MigrationandEducation_EN_draft.pdf
- Cheianu-Andrei, D. (2013), *Mapping of the Moldovan Diaspora in Italy, Portugal, France and the United Kingdom*, IOM Chisinau. Last accessed 14 January 2014 at: http://iom.md/attachments/110_raportfinaleng.pdf
- Cirlig, V. and Mosneaga, V. (2012), *Migration Movements between Moldova and the EU: Policies and Numbers*, ICMPD Research Paper drafted within the framework of the “Building Training and Analytical Capacities on Migration in Moldova and Georgia (GOVAC)” project, Internship to ICMPD, September 2011 Vienna, OstWest Media
- Croitoru, D. and Voicu, R. (2013), *Managing and investing remittances and initiating and planning own business: Methodological and didactic guidelines*, Hilfswerk Austria International, National Assistance and Information Centre for Non-governmental organisations in Moldova – CONTACT Chisinau, Policolor
- Di Bartolomeo, A. and Bonfanti, S. (2014), *Calling into Question the Link between Educational Achievement and Migrant Background*, EUI Working Paper, Robert Schuman Centre for Advanced Studies, Migration Policy Centre, RSCAS 2014/44, April 2014
- EMP Moldova (2013), *Extended Migration Profile of Moldova (2007-2012)*, English version available at IOM: http://publications.iom.int/bookstore/free/285_migration_2007-2012_EN.pdf, Romanian version [*Profilul Migrațional Extins al Republicii Moldova (2008-2012)*, Raport analitic – Ministerul Afacerilor Interne al Republicii Moldova, Biroul Migrație și Azil], available at: http://mai.gov.md/sites/default/files/document/attachments/raportul_analitic_al_pme_2008-2013.pdf last accessed 15 January 2014
- ETF (European Training Foundation) (2013), Collyer, M., Bardak, U., Jansova, E. and Kärkkäinen, O., *Migration and Skills in Armenia, Georgia and Morocco: Comparing the Survey Results*, ETF, Turin. Last accessed 3 August 2015 at: www.etf.europa.eu/web.nsf/pages/Migration_and_skills_Armenia_Georgia_Morocco
- ETF (European Training Foundation) (2014), Bardak, U., ‘Migration and Skills Development Agenda in Partner Countries’, ETF Position Paper, ETF, Turin
- ETF (European Training Foundation) (2015a), *Migrant Support Measures from an Employment and Skills Perspective (MISMES): Global Inventory with a Focus on Countries of Origin*, ETF, Turin
- ETF (European Training Foundation) (2015b), *Migrant Support Measures from an Employment and Skills Perspective (MISMES): Methodological Note for the Country Studies*, ETF, Turin.
- European Commission (2005), *Migration and development: some concrete orientations*, COM(2005) 390, Brussels
- European Commission (2007), *Circular migration and Mobility Partnerships between the EU and third countries*, COM(2007) 248 final, Brussels
- European Commission (2009), *Mobility Partnerships as a tool for the global approach to migration*, Commission staff working document, SEC(2009) 1240, Brussels

European Commission (2011a), *The Global Approach to Migration and Mobility*, COM(2011) 743 final, Brussels

European Commission (2011b), *Migration and development*, Commission staff working paper, SEC(2011) 1353 final, Brussels

European Commission (2014), *the European Union–Republic of Moldova Mobility Partnership 2008-2011: Evaluation Report*, 10 January 2012. Last accessed 3 March 2014 at: www.mfa.gov.md/img/docs/eu-moldova-mobility-partnership-evaluation.pdf

Film (2013), *the effective use of remittances – community welfare catalyst*, Policolor, Chisinau, 2013

Government Decision No1009 of 26 December 2011 *regarding the approval of the Action plan for 2011-2015 regarding the Implementation of the National Strategy in the field of Migration and Asylum (2011-2020)*, Monitorul Oficial (Official Gazette) No1-6/1, 6 January 2012. Last accessed 23 April 2014 at: <http://lex.justice.md/viewdoc.php?action=view&view=doc&id=341743&lang=1>

IASCI-Nexus (n.d.), 'Strengthening the Link between Migration and Development: Testing an Integrated Service Provider to Moldovan Migrants and their Communities', NEXUS Moldova Summary received with the circulated questionnaire

ILO (2013a), Sintov, R. and Cojocaru, N., *Assessment of Links between Education, Training and Labour Migration in Moldova*, ILO Decent Work Technical Support Team and Country Office for Central and Eastern Europe, Budapest ILO office, <http://yandex.ru/yandsearch?text=assessment%20between%20education%2C%20formation%20and%20migration&lr=10313&csg=2568%2C44357%2C53%2C148%2C0%2C1%2C0>

ILO (2013b), Popa, A., Kolyshko, R., Popova, N. and Panzica, F., *Research and Analysis of Vacancies and Skills Needs in the European Union, in the Republic of Moldova and Ukraine*, ILO Decent Work Technical Support Team and Country Office for Central and Eastern Europe, Budapest ILO office, www.ilo.org/budapest/what-we-do/publications/lang--en/index.htm

ILO (2013c), Vaculovschi, D., Lipcanu, O., Popova, N. and Panzica, F., *Private employment agencies in the Republic of Moldova*, ILO Chisinau

MFAEI (2009), *Information Newsletter: Mobility Partnership European Union-Moldova* [Buletin informațional *Parteneriatul de Mobilitate Moldova-Uniunea Europeană*], Ministry of Foreign Affairs and European Integration, Edition No 1 March 2009, p. 3. Last accessed 9 June 2014 at: www.mfa.gov.md/img/docs/BI_MP_nr1_md_final.pdf,

MFAEI (2010), *Information Newsletter: Mobility Partnership European Union-Moldova* [Buletin informațional *Parteneriatul de Mobilitate Moldova - Uniunea Europeană*], Ministry of Foreign Affairs and European Integration, Edition No 2 May 2010, p. 8. Last accessed 9 June 2014 at: www.mfa.gov.md/img/docs/buletin-parteneriat-mobilitate-21_05_2010-ro.pdf

MFAEI (2011a), *Information Newsletter: Mobility Partnership European Union-Moldova* [Buletin informațional *Parteneriatul de Mobilitate Moldova – Uniunea Europeană*], Ministry of Foreign Affairs and European Integration, Edition No 3 January 2011, p. 8. Last accessed 9 June 2014 at: www.mfa.gov.md/img/docs/buletin-parteneriat-mobilitate-III-eng.pdf

MFAEI (2011b), *Information Newsletter: Mobility Partnership European Union-Moldova* [Buletin informațional *Parteneriatul de Mobilitate Moldova – Uniunea Europeană*], Ministry of Foreign Affairs and European Integration, Edition No 4 November 2011, p. 12. Last accessed 9 June 2014 at: www.mfa.gov.md/img/docs/buletin-parteneriat-mobilitate-IV-rom.pdf

MFAEI (2012a), *Information Newsletter: Mobility Partnership European Union-Moldova* [Buletin informațional *Parteneriatul de Mobilitate Moldova - Uniunea Europeană*], Ministry of Foreign Affairs and European Integration, Edition No 5 May 2012, p. 15. Last accessed 9 June 2014 at: www.mfa.gov.md/img/docs/buletin-parteneriat-mobilitate-V-rom.pdf

MFAEI (2012b), *Information Newsletter: Mobility Partnership European Union-Moldova* [Buletin informațional *Parteneriatul de Mobilitate Moldova – Uniunea Europeană*], Ministry of Foreign Affairs and European Integration, Edition No 6 November 2012, p. 16. Last accessed 9 June 2014 at: www.mfa.gov.md/img/docs/buletin-parteneriat-mobilitate-VI-rom.pdf

- MFAEI (2013a), *Information Newsletter: Mobility Partnership European Union-Moldova* [Buletin informațional *Parteneriatul de Mobilitate Moldova – Uniunea Europeană*], Ministry of Foreign Affairs and European Integration, Edition No 7 May 2013, p. 24. Last accessed 9 June 2014 at: www.mfa.gov.md/img/docs/buletin-parteneriat-mobilitate-VI-rom.pdf
- MFAEI (2013b), *Information Newsletter: Mobility Partnership European Union-Moldova* [Buletin informațional *Parteneriatul de Mobilitate Moldova – Uniunea Europeană*], Ministry of Foreign Affairs and European Integration, Edition No8 December 2013, p. 28. Last accessed 9 June 2014 at: www.mfa.gov.md/img/docs/bulletin-information_8_ro.pdf
- MLSPF (2014a), Raport cu privire la realizarea, în perioada anilor 2008-2013, a Convenției Organizației Internaționale a Muncii No 142/1975 “Privind orientarea profesională și pregătirea profesională în domeniul valorificării resurselor umane, Ministry of Labour, Social Protection and Family [Ministerul Muncii, Protecției Sociale și Familiei] Chisinau
- MLSPF (2014b), Raport Social Anual 2013, Ministry of Labour, Social Protection and Family [Ministerul Muncii, Protecției Sociale și Familiei], Chisinau
- MLSPF (2014c), Raport Anual 2013, National Employment Agency [Agenția Națională pentru Ocuparea Forței de Muncă], Ministry of Labour, Social Protection and Family, Chisinau
- Moraru, V., Moșneaga, V. and Rusnac, Gh. (2012), *Pendulum of Migration*, Sirius Typography, Chisinau
- Moșneaga, V. and Bătrînescu, V. (2013), *Research regarding the influence of migration towards community's development: sociological research report: in the vision of the households from the former Orhei county*, Hilfswerk Austria International, Center of Sociological Investigations and Marketing Research “CBS–AXA” Policolor, Chișinău
- Moșneaga, V. (2012), *The socio-political impact of labour migration in Moldova*, CARIM-East Research Report RR 2012/17, European University Institute, www.carim-east.eu/media/CARIM-East-2012-RU-17.pdf
- Moșneaga, V., Țurcan, V. and Rusnac, Gh. (2004), *The specific of labour migration and the features of its regulation in the European countries CIS (from the experience of Republic of Moldova)*, MOLDOSCOPIE (Problems of political analysis), No 2 (XXVI), USM, pp. 102-121, Chisinau, <http://usm.md/cercetare/reviste/moldoscopie/>
- ODIMM (2014), *Success stories. PARE 1+1. Programme on attraction of remittances into economy. Together we create the future home!*, Organisation for Small and Medium Enterprises Sector Development, Ministry of Economy, Chisinau
- Prohntchi, V. and Lupusor, A. (2013), *Options for harnessing emigrants' remittances and savings for the development of the Republic of Moldova*, Chisinau IOM / UNDP, available at: http://iom.md/attachments/110_Options%20for%20harnessing%20emigrants%20EN.pdf
- Vladicescu, N. and Gadarag, A. (2013), *Qualitative survey: Contribution of remittances to the development of small and medium enterprises: Case studies*, Hilfswerk Austria International-Center of Sociological Investigations and Marketing Research “CBS–AXA” Policolor, Chisinau
- Voicu, R. (2013), *Managing and investing remittances and initiating and planning own business: methodological and didactic guidelines*, Hilfswerk Austria International, National Assistance and Information Centre for Non-governmental organisations in Moldova – CONTACT, Policolor, Chisinau
- Vremiș, M., Craievschi-Toartă, V., Burdelnii, E., Herm, A. and Poulain, M. (2012), *Extended Migration Profile of the Republic of Moldova 2005-2010*, IOM Moldova, Chisinau
- World Bank and ETF (European Training Foundation) (2010), *Migration and Skills: The Experience of Migrant Workers from Albania, Egypt, Moldova, and Tunisia*, World Bank, Washington, DC. Last accessed 3 August 2015 at: <http://issuu.com/World.Bank.Publications/docs/9780821380796>



CONTACT US

Further information can be found on the ETF website:

www.etf.europa.eu

For any additional information please contact:

European Training Foundation

Communication Department

Viale Settimio Severo 65

I - 10133 Torino

E: info@etf.europa.eu

T: +39 011 6302222

F: +39 011 6302200