



**Organization for Security and Co-operation in Europe
Economic and Environmental Forum**

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THE 17th MEETING OF THE OSCE ECONOMIC AND ENVIRONMENTAL FORUM

**MIGRATION MANAGEMENT AND ITS LINKAGES WITH ECONOMIC, SOCIAL AND
ENVIRONMENTAL POLICIES TO THE BENEFIT OF STABILITY AND SECURITY IN
THE OSCE REGION**

PART I - VIENNA, 19 - 20 JANUARY 2009

CONSOLIDATED SUMMARY

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723rd Plenary Meeting

PC Journal No. 723, Agenda item 4

DECISION No. 857
REGARDING THE TIME, VENUE, THEME, AGENDA AND
ORGANIZATIONAL MODALITIES FOR THE SEVENTEENTH
ECONOMIC AND ENVIRONMENTAL FORUM

19 and 20 January 2009 and 18 to 20 May 2009

The Permanent Council,

Pursuant to paragraphs 21 to 32 of Chapter VII of the Helsinki Document 1992, paragraph 20 of Chapter IX of the Budapest Document 1994, the OSCE Strategy Document for the Economic and Environmental Dimension of 2 December 2003, the Ministerial Council Decision No. 10/04 of 7 December 2004, the Ministerial Council Decision No. 2/05 on Migration of 6 December 2005, the Ministerial Council Decision No. 4/06 of 26 July 2006, the Permanent Council Decision No. 743 of 19 October 2006 and the Ministerial Statement on Migration (MC.DOC/6/06) of 5 December 2006,

Taking into account the closing statement by the Chairperson of the Sixteenth Meeting of the Economic and Environmental Forum,

Decides that:

1. The theme of the Seventeenth Economic and Environmental Forum will be “Migration management and its linkages with economic, social and environmental policies to the benefit of stability and security in the OSCE region”;
2. The Seventeenth Economic and Environmental Forum will be held over a period of five days, broken down as follows, and without setting a precedent for future Economic and Environmental Forums:
 - 2.1 On 19 and 20 January 2009 in Vienna;
 - 2.2 From 18 to 20 May 2009 in Athens;
3. The agendas of the two segments of the Forum would focus on the following topics: legal and illegal migration; the linkages and interaction between economic, social and environmental policies and migration; partnerships and inter-State co-operation in the area of

migration management, while overall paying due attention to the cross-dimensional aspects of migration;

4. Moreover, taking into account its tasks, the Economic and Environmental Forum will review the implementation of OSCE commitments in the economic and environmental dimension. The review, to be integrated in the second segment of the Economic and Environmental Forum, will address OSCE commitments related to migration and other relevant OSCE commitments referred to in the Ministerial Council Decision No. 2/05 on Migration of 6 December 2005;

5. Discussions of the Forum should benefit from input provided by other OSCE bodies and relevant meetings, including two preparatory conferences outside of Vienna, organized by the Office of the Co-ordinator of OSCE Economic and Environmental Activities under the guidance of the 2009 OSCE Chairmanship, and deliberations in various international organizations;

6. Moreover, taking into account its tasks, the Economic and Environmental Forum will discuss ongoing and future activities for the economic and environmental dimension, in particular the work in implementing the OSCE Strategy Document for the Economic and Environmental Dimension;

7. The participating States are encouraged to be represented at a high level, by senior officials responsible for shaping international economic and environmental policy in the OSCE area. Participation of representatives from the business and scientific communities as well as other relevant actors of civil society in their delegations would be welcome;

8. As in previous years, the format of the Economic and Environmental Forum should provide for the active involvement of relevant international organizations and encourage open discussions;

9. The following international organizations, international organs, regional groupings and conferences of States are invited to participate in the Seventeenth Economic and Environmental Forum:

Adriatic and Ionic Initiative; Asian Development Bank; Black Sea Economic Co-operation; Central European Initiative; Collective Security Treaty Organization; Commonwealth of Independent States; Council of Europe; Economic Co-operation Organization; Eurasian Economic Community; European Agency for the Management of Operational Cooperation at the External Borders; European Bank for Reconstruction and Development; European Environment Agency; European Investment Bank; Food and Agriculture Organization of the United Nations; International Centre for Migration Policy Development; International Committee of the Red Cross; International Labour Organization; International Fund for Agricultural Development; International Monetary Fund; International Organization for Migration; North Atlantic Treaty Organization; Organisation for Economic Co-operation and Development; Organization for Democracy and Economic Development — GUAM; Organization of the Islamic Conference; Secretariat of the United Nations Framework Convention on Climate Change; Shanghai Co-operation Organization; United Nations Conference on Trade and Development; United Nations Development Fund for Women; United Nations Development Programme; United Nations Educational, Scientific and Cultural Organization; United Nations Economic Commission for Europe; United Nations

Economic and Social Commission for Asia and the Pacific; United Nations Environment Programme; United Nations High Commissioner for Refugees; United Nations Human Settlement Programme; United Nations Industrial Development Organization; United Nations Office on Drugs and Crime; United Nations Population Fund; United Nations Secretariat of the Convention to Combat Desertification; United Nations Special Programme for the Economies of Central Asia; World Bank Group; World Customs Organization and other relevant organizations;

10. The Partners for Co-operation are invited to participate in the Seventeenth Economic and Environmental Forum;

11. Upon request by a delegation of an OSCE participating State, regional groupings or expert academics and business representatives may also be invited, as appropriate, to participate in the Seventeenth Economic and Environmental Forum;

12. Subject to the provisions contained in Chapter IV, paragraphs 15 and 16, of the Helsinki Document 1992, the representatives of non-governmental organizations with relevant experience in the area under discussion are also invited to participate in the Seventeenth Economic and Environmental Forum;

13. In line with the practices established over the past years with regard to meetings of the Economic and Environmental Forum and their preparatory process, the Chairperson of both segments of the Seventeenth Economic and Environmental Forum will present summary conclusions and policy recommendations drawn from the discussions. The Economic and Environmental Committee will further include the conclusions of the Chairperson and the reports of the rapporteurs in its discussions so that the Permanent Council can take the decisions required for appropriate policy translation and follow-up activities.



Organization for Security and Co-operation in Europe

Office of the Co-ordinator of OSCE
Economic and Environmental Activities

Vienna, 14 January 2009

The 17th OSCE Economic and Environmental Forum

Part 1 / Vienna, 19 - 20 January 2009

OSCE Congress Center, Hofburg, Heldenplatz, 1010 Vienna, Neuer Saal, 2nd Floor

“Migration management and its linkages with economic, social and environmental policies to the benefit of stability and security in the OSCE region”

ANNOTATED AGENDA

Monday, 19 January 2009

09.30 – 11.00 **Opening Session** (open to Press)

Moderator: Ambassador Mara Marinaki, Chairperson of the Permanent Council, Permanent Representative of Greece to the OSCE, OSCE Chairmanship

Rapporteur: Mr. Robert Mangham, Economic, Environmental and Regional Officer, OSCE Presence in Albania

Welcoming remarks

- **Mr. Theodoros Skylakakis**, Secretary General for International Economic Relations and Development Co-operation, Ministry of Foreign Affairs of Greece, OSCE Chairmanship
- **Ambassador Marc Perrin de Brichambaut**, OSCE Secretary General
- **Mr. Goran Svilanovic**, Co-ordinator of OSCE Economic and Environmental Activities

Keynote speakers

- Benefits from legal migration for countries of destination
 - **Mr. Petr Novak**, Head of Unit, Department for Asylum and Migration Policy, Ministry of Interior, Czech Republic / EU Presidency
- Benefits from legal migration for countries of origin
 - **Mr. Sergiu Sainciuc**, Deputy Minister of Economy and Trade of the Republic of Moldova
- The impact of global economic crisis on migration
 - **Mr. Nikolay Gusman**, President of Russlavlbank, Member of Public Council of Federal Migration Service, Russian Federation

Commentator: Ms. Michele Klein-Solomon, Director, Migration Policy, Research and Communication, International Organization for Migration (IOM), Geneva

Discussion

11.00 – 11.30 Coffee Break

11.30 – 13.00 **Session I – Prerequisites for effective migration policies**

Moderator: Mr. Ronald Wiman, Senior Social Development Advisor, Department for Development Policy, Ministry for Foreign Affairs, Finland

Rapporteur: Mr. Ryan Maccan, Migration Project Assistant, OCEEA/OSCE

Presentations followed by discussion

- Developing data collection and research tools for policy makers and the need for data harmonization
 - **Mr. Michel Poulain**, Catholic University of Louvain, Belgium
 - **Ms. Eva Biaudet**, Special Representative and Co-ordinator for Combating Trafficking in Human Beings, OSCE
- Assessment of labour market demand and supply and the linkages with migration policy responses
 - **Ms. Margit Kreuzhuber**, Delegate for Migration and Integration, Austrian Federal Economic Chamber
- Inter-agency co-operation at national level to manage both control and facilitation
 - **Mr. Alexandros Zavos**, President of the Hellenic Migration Policy Institute (IMEPO), Greece

Commentator: Mr. Pier Rossi-Longhi, Technical Co-operation Specialist for Europe and Central Asia, IOM Vienna

13.00 – 14.30 Lunch Break

13.00 - Special Event: Presentation of the Maps on Migration (from the “Atlas des Migrations” co-edited by La Vie - Le Monde), followed by discussion

Speaker: Mr. Remi Michel, Editor in Chief

(French/English/Russian interpretation provided)

Refreshments will be served, next to the Exhibition of the Migration Maps, in the Hofburg Cafeteria (2nd floor)

14.30 – 16.00

Session II – Interstate co-operation for temporary labour migration

Moderator: Mr. Goran Svilanovic, Co-ordinator of OSCE Economic and Environmental Activities

Rapporteur: Ms. Nina Lindroos-Kopolo, Economic Adviser, OCEEA/OSCE

Presentations followed by discussion

- Actions required by destination and origin countries to make circular migration, return and reintegration programmes work
 - **Mr. Kristof Tamas**, Seconded National Expert, Directorate-General Justice, Freedom and Security, European Commission
- Experience sharing on development and implementation of temporary labour migration programmes including circular migration in the OSCE area
 - **Ms. Christina Springfieldt**, Deputy Director General for Migration and Asylum, Ministry of Justice, Sweden
 - **Mr. Frithjof Zerger**, Deputy Head, Division of Migration, Foreigners' and Asylum Policy Affairs, Federal Ministry of the Interior, Germany
- Best practices exchange in regional and bilateral labour agreements related to circular migration, return and reintegration
 - **Mr. Ricardo Cordero**, Migration Management Services, IOM Geneva

Commentator: Mr. Abdelhamid El Jamri, Expert Consultant and Project Manager, Chairperson of the United Nations Committee on the Protection of the Rights of all Migrant Workers and Their Families

16.00 – 16.30

Coffee Break

16.30 – 18.00

Session III – Facilitation of legal migration

Moderator: Mr. Ibrahim Awad, Director, International Migration Programme, International Labour Organization (ILO)

Rapporteur: Ms. Kimberley Bulkley, Economic and Environmental Officer, OSCE Centre in Bishkek

Presentations followed by discussion

- Information on legal migration channels, requirements and other support services
 - **Mr. Tynychbek Tabyldiev**, State Secretary, State Committee on Migration and Employment, Kyrgyz Republic
 - **Mr. Nurdin Tynaev**, Director of the Network of Labour Migrants Assistance Centres, Kyrgyzstan
- Regulation of labour and employment agencies for effective policy implementation and promoting enhanced co-operation of labour and employment agencies (public and private, nationally and across borders) as well as of migrant information centres
 - **Mr. Nikolay Kurdyumov**, President of International Alliance "Labor Migration", Russian Federation

- Industrial development opportunities as circulation incentive for the high skilled - a Maghreb example
 - **Mr. Fabrizio Condorelli**, Industrial Promotion and Technology Branch, United Nations Industrial Development Organization (UNIDO)

Commentator: Mr. Kristof Tamas, Seconded National Expert, Directorate-General Justice, Freedom and Security, European Commission

18.15 **Reception hosted by the CoEEA – “Winter Garden”, Hofburg**

Tuesday, 20 January 2009

09.30 – 11.00 **Session IV – Combating criminal networks involved in smuggling of migrants and illegal migration**

Moderator: Mr. Luis Paulo Gouveia, Immigration and Borders Service, Portugal
Rapporteur: Ms. Despina Touratzof, Economic Programme Officer, OCEEA/OSCE

Presentations followed by discussion

- Interstate and inter-agency co-operation and coordination frameworks
 - **Mr. Gottfried Zuercher**, Director General, International Centre for Migration Policy Development (ICMPD), Vienna
- Exchange of experience on good practices and effective policies in combating illegal migration and criminal networks
 - **Mr. Pellumb Nako**, Deputy General Director of State Police, Director of Border and Migration Department, Ministry of Interior, Albania
 - **Ms. Frances Ryan**, Serious Organized Crime Agency (SOCA), United Kingdom, Liaison Officer at Europol
- Joint cross-border investigation teams to dismantle facilitators' networks
 - **Mr. Patrik Engström**, Crimes against Persons Unit, Serious Crimes Department, Europol

Commentator: Ms. Riikka Puttonen, Drug Control and Crime Prevention Officer, Anti-Human Trafficking and Migrant Smuggling Unit, Governance, Human Security and Rule of Law Section, Division for Operations, UNODC, Vienna

11.00 - 11.30 Coffee Break

11.30 - 13.00 **Session V – Regional co-operation towards a comprehensive approach to migration**

Possible topics that could be addressed during the session

- Opportunities for closer intra- and inter-regional co-operation and coordination

- What can international and regional organizations do to facilitate faire, transparent and efficient administration of labour migration and address illegal migration
- What can the OSCE do to promote strengthened regional co-operation on migration issues

Moderator: Mr. Melih Ulueren, Deputy Director General for Migration, Asylum, and Visa Issues, Ministry of Foreign Affairs of Turkey

Rapporteur: Ms. Anna Platt, Migration Desk Officer, Migration Directorate, Foreign and Commonwealth Office, United Kingdom

Presentations followed by discussion

- **Mr. Tair Aimuhametovich Mansurov**, Secretary General of the Eurasian Economic Community (EurAsEC)
- **Mr. Alexander Vladychenko**, Director General for Social Cohesion, Secretariat to the European Committee on Migration, Council of Europe (CoE)
- **Mr. Jean-Christophe Peaucelle**, Technical Advisor, Ministry for Immigration, Integration, National Identity and Co-development, France
- **Mr. Cristian Badescu**, Director, EU Policies Department, Ministry of Foreign Affairs, Romania

Commentator: Ambassador Hans-Jochen Schmidt, Head of the OSCE Office in Minsk

13.00 – 14.30 Lunch Break

14.30 – 16.00 **Concluding Discussion – Follow-up to the Forum**

Moderator: Mr. Ioannis Pediotis, First Counsellor, Permanent Mission of Greece to the OSCE, OSCE Chairmanship

Rapporteur: Mr. Gabriel Leonte, Economic and Environmental Adviser, OCEEA/OSCE

- **Interventions, comments and suggestions by delegations and participants**
- **Concluding remarks** (open to Press)
- **Mr. Goran Svilanovic**, Co-ordinator of OSCE Economic and Environmental Activities
- **Ambassador Nikolaos Kalantzianos**, Head of the Greek OSCE Chairmanship Task Force, Ministry of Foreign Affairs of Greece

THE 17th MEETING OF THE OSCE ECONOMIC AND ENVIRONMENTAL FORUM

MIGRATION MANAGEMENT AND ITS LINKAGES WITH ECONOMIC, SOCIAL AND ENVIRONMENTAL POLICIES TO THE BENEFIT OF STABILITY AND SECURITY IN THE OSCE REGION

PART I - VIENNA, 19 - 20 JANUARY 2009

EXECUTIVE SUMMARY

Introduction

The theme of the 17th OSCE Economic and Environmental Forum is “Migration management and its linkages with economic, social and environmental policies to the benefit of stability and security in the OSCE region”.

The First Part of the 17th OSCE Economic and Environmental Forum was held on 19-20 January 2009 in Vienna. The meeting was organized in close co-operation by the Greek Chairmanship of the OSCE and the Office of the Co-ordinator of OSCE Economic and Environmental Activities (OCEEA). It followed the First Preparatory Conference, which took place in Prague on 16-17 October 2008. A Second Preparatory Conference will take place in Tirana on 16-17 March 2009. The Second Part of the Economic and Environmental Forum will be organized in Athens, on 18-20 May 2009.

Structure of the Forum

The Agenda of the First Part of the 17th Economic and Environmental Forum consisted of an opening session, five plenary sessions and a concluding discussion. The Forum was opened by **Mr. Theodoros Skylakakis**, Secretary General for International Economic Relations and Development Co-operation, Ministry of Foreign Affairs of Greece, OSCE Chairmanship. **Ambassador Marc Perrin de Brichambaut**, OSCE Secretary General, and **Mr. Goran Svilanovic**, Co-ordinator of OSCE Economic and Environmental Activities, also addressed the opening session.

The next sessions were dedicated to the following topics:

Session I	Prerequisites for effective migration policies
Session II	Interstate co-operation for temporary labour migration
Session III	Facilitation of legal migration
Session IV	Combating criminal networks involved in smuggling of migrants and illegal migration
Session V	Regional co-operation towards a comprehensive approach to migration
Concluding Discussion – Follow-up to the Forum	

During the Forum a Special Event was organized - Presentation of the Maps on Migration from the “*Atlas des Migrations*” co-edited by La Vie - Le Monde.

Over 250 participants, official representatives from OSCE participating States, International and Non-Governmental Organizations, the Business Community and the Academic Community, as well as OSCE Field Offices attended the Forum and engaged in discussions.

Expert keynote speakers presented their inside knowledge and their views, thereby stimulating the discussion. Throughout the deliberations, all the participants contributed to formulating concrete recommendations for further consideration by the OSCE Economic and Environmental Committee in Vienna and throughout the remaining part of the 17th OSCE Economic and Environmental Forum process.

Main conclusions and recommendations on the possible role for the OSCE

The Vienna Forum’s deliberations built upon the conclusions of the First Preparatory Conference (16-17 October 2008, Prague - SEC.GAL/216/08). To streamline the discussions, a Background Note was elaborated before the Forum, jointly by the International Organisation for Migration and the OSCE (EEF.GAL/3/09/Rev.1).

The main objective of the Forum was to contribute to defining a consensus on what the OSCE's role should be and to identifying follow-up areas in which the Organization could be engaged. In that connection, a number of recommendations for possible OSCE involvement were formulated.

The Forum reconfirmed the relevance of discussing the topic of migration, in particular given the current global economic situation, and indicated that the OSCE can bring added value in this field. In general, the OSCE contribution could consist in supporting and facilitating capacity building activities, as well as initiatives that could further strengthen regional and sub-regional co-operation in the area of migration management.

A comprehensive overview of the discussions and the recommendations stemming from the Forum’s sessions is presented in the ‘Rapporteurs’ Reports’ section. The Concluding Statements by Ambassador Nikolaos Kalantzianos, Head of the Greek OSCE Chairmanship Task Force, Ministry of Foreign Affairs of Greece, and by Mr. Goran Svilanovic, Co-ordinator of OSCE Economic and Environmental Activities, also provide an indication of the meeting’s outcome.

A number of key suggestions for possible OSCE action are presented below for easy reference.

The OSCE, together with partner organizations, could provide assistance to participating States for more effective migration policy implementation. A good example is the new IOM-OSCE project on “Development of Practical Training Material on Labour Migration Management”. This project builds upon existing experiences, namely the OSCE-IOM-ILO Handbook on Establishing Effective Labour Migration Policies.

The need for capacity building on issues such as pre-departure training, recognition of foreign qualifications, twinning arrangements between employment agencies, portability of pensions

and reintegration assistance was emphasized. This would also ensure successful implementation of circular migration programmes. The OSCE could develop activities in these areas.

The continued OSCE support for migrants' information centres in various countries is important. Such centres could further expand the range of services they provide to migrants. A special focus could be on the issue of gender and migration. At the regional level, networking between migrants' information centres and labour and employment agencies should be facilitated.

The importance of formulating migration policy based on reliable, timely and comprehensive data was stressed. At regional level data harmonization is needed. The OSCE and IOM could further develop their co-operation in assisting the participating States in this regard. The goal should be to facilitate improved data gathering, analysis and information sharing between countries of destination and origin.

The OSCE should encourage and promote synergy between destination, transit and origin countries to develop more flexible, coherent and comprehensive migration management policies.

The OSCE could facilitate sharing of experience on temporary labour migration programmes, including return and reintegration as well as integration aspects. The OSCE could provide a platform for countries to exchange information and knowledge on actions and changes needed in their regulatory framework to make circular migration programmes work effectively.

The OSCE could provide a platform for further discussion among its participating States and Partners for Co-operation on how to tackle smuggling of migrants by criminal networks utilizing the Organization's comprehensive security approach. The importance of effective management of borders and inter-agency as well as inter-governmental co-operation was emphasized. The links between the smuggling of migrants and money-laundering activities should also be further explored.

In the area of remittances, it was suggested that the OSCE could facilitate information exchange between governments on how to create better conditions and services. The OSCE could also facilitate capacity building and legislative reforms in the area of better utilization of remittances. In particular, activities improving financial literacy of migrants and their family members, focusing on women, should be considered.

In particular given the current economic situation, the link between migration and economic development was emphasized. The OSCE should raise awareness, try to mitigate the possible negative consequences of the economic downturn and help improve the capture of the positive effects of migration and remittances in origin countries.

The Forum also highlighted the need to further research and analyze the impact of environmental degradation and of climate change on migration. Based on the results, appropriate policy responses should be developed and implemented.

It was also concluded that in addressing migration issues the OSCE should work closely with other relevant organizations and support existing co-operation mechanisms.

Documents

During the Vienna Forum, numerous documents and presentations were circulated. They can be found on the OSCE Website/17th Economic and Environmental Forum:

http://www.osce.org/conferences/eef_2009_vienna.html?page=documents

Further information can also be requested to the Office of the Co-ordinator of OSCE Economic and Environmental Activities (gabriel.leonte@osce.org or andrea.gredler@osce.org).

Further information

on the activities of the Office of the Co-ordinator of OSCE Economic and Environmental Activities and the Economic and Environmental Forum process can as well be found on the OSCE Website: www.osce.org/eea.

WELCOMING REMARKS

Mr. Theodoros Skylakakis, Secretary General for International Economic Relations and Development Co-operation, Ministry of Foreign Affairs of Greece, OSCE Chairmanship

Ladies and Gentlemen,

On behalf of the Greek OSCE Chairmanship for 2009, it is a great pleasure to welcome you all to the meeting of the 17th Economic and Environmental Forum – Part I. This meeting is not only the first major OSCE gathering, following the inauguration of the Greek Chairmanship last week but it also marks an important step within the current Economic and Environmental Forum process. The relevance of the theme of the Forum was reemphasized by the discussions held at the First Preparatory Conference in Prague last October. I would like to stress, from the outset of my intervention, that our goal at this meeting is to build upon the conclusions reached in Prague, to define more clearly the role of the OSCE in addressing migration management related challenges and opportunities and to formulate recommendations for future actions.

The Greek Chairmanship is confident that, with your valuable help, this objective will be reached. We are encouraged by the strong interest in this theme, manifested by the high level of attendance in this meeting by the participating States and by the excellent co-operation and organizational support we have received from a number of partner international organizations which are present here today. In order to ensure the effective implementation of our jointly formulated recommendations and enable us to show practical results, the OSCE's capacity and institutional expertise should be effectively linked with other key actors in this field. Open dialogue and co-operation on all levels are key factors for success. In our attempt to further dialogue and regional co-operation to reach a more comprehensive approach to migration management we are not starting from scratch. As I mentioned before, the Preparatory Conference in Prague produced a valuable set of recommendations. We will of course continue to build upon the OSCE '*aquis*' and support activities that facilitate the exchange of expertise and good practices and can contribute to building further capacity to deal with future challenges related to international migration. We should also take into account existing regional, sub-regional and international frameworks dealing with migration management, e.g. the Global Forum on Migration and Development (the next one will as you know take place in Athens in this year) , the Budapest Process and the Barcelona Process. Furthermore, a number of organizations such as the International Organization for Migration (IOM), the International Labour Office (ILO), the International Centre for Migration Policy Development (ICMPD), the European Union, the Eurasian Economic Community and the Council of Europe (European Committee on Migration), as well as EUROPOL and UNODC are important contributors and partners.

Ladies and Gentlemen,

In approaching the theme of this Forum, we should start our deliberations having in mind some, I believe, fundamental truths. The most important of these truths has to do with the coming increase of the world population. The current predictions amount to more than 2 billion people in the next four decades. Most of them in areas close to the OSCE regions. Are

all these people going to stay at home? The answer is not easy; it depends on many different factors. Economic development, climate change and both traditional and human security are the most important of these factors. What we can be certain of is that those that do move are going to pass through the existing migration routes. From east to west and from south to north, and both their transit and destination countries will mostly belong to the OSCE.

So we are going to need effective migration management that encourages legal migration and brings benefits to the economic and social development of both sending and receiving countries. Migration management improves the living conditions of millions of migrants and safeguards against potential security challenges, posed by illegal migration and criminal networks that perpetrate this phenomenon.

Effective migration management is however impossible without co-operation between States. If we try to avoid the problem by passing it through to our neighbours we all end up with the worst of the possible worlds. It is like trying to cool a number of hot potatoes by transferring them to each other. We all end up with our hands burned. It would be a lot better if we cooperate to cool them in a pot of cold water. But cooperation is not easy. Most times in the issue of migration states tend to follow a policy of myopic national interest, simply because they do not trust their neighbours enough.

In this regard, the OSCE as an organization, as well as the Economic and Environmental Forum process, provide a unique platform for continued dialogue on how to strengthen co-operation.

It is also evident that the global economic environment has severe impacts on migration patterns. Both in the long term and in the short run, especially in these times of global economic difficulties. So we should pay more attention to the economic root causes of migration, to the links between economic and migration policies, to the ways and means of maximizing the economic gains that migration could bring about when effectively managed to countries of origin and destination as well as to the migrants themselves. We should turn the financial crisis into an opportunity and work together to enhance the existing co-operation, promote best practices that have proven successful and possibly conceive new, innovative initiatives regarding migration policy and co-operation frameworks.

Finally, as I explained in Prague, the possible combination of climate change and slower growth could urge an even larger number of people to leave their countries and seek a safer environment, than previously estimated. Climate change induced droughts, floods, wildfires, extreme weather events and natural disasters are likely to further intensify pre-existing stresses in vulnerable regions, such as food insecurity, water scarcity, reduced agricultural production, unequal access to resources, breakout of epidemics and spreading of diseases. This sort of challenges may gradually lead to degradation of infrastructure, weakening of institutions and even put forward a threat to peace and security by compounding the propensity for violent conflict. As I mentioned in Prague, climate change is, by far, the most important environmental challenge for migratory movements in the next decades. Allow me to repeat that the wider Eurasian area might be heavily influenced, by possible, environmentally forced, migratory movements, in the years to come. This may happen, not only directly, as Central Asia and Southern Mediterranean are considered to be two of the most vulnerable regions, in terms of climate change impacts, but also indirectly, as climate change will continue to hit sub-Saharan Africa and South and Southeast Asia, where a lot of people are already moving, due to natural disasters . It is more than obvious, that if we pass

the “tipping point”, in terms of unpredictable and destructive climate change impacts, then we could expect massive migratory inflows, from these vulnerable regions, following already existing migratory routes, into the OSCE area. This is one of the reasons why the Greek Minister of Foreign Affairs, Ms. D. Bakoyannis, stated here in Vienna that the Greek Chairmanship will develop the idea of “Greening the OSCE,” in order to promote a more environmentally friendly Organization, by improving the every day practice of the Organization and providing for a promising new generation of environmental programs.

Among the tools that we must use, permit me finally to refer briefly to the opportunities provided by the development assistance policies. Not only in the traditional sense of facilitating economic development and thus limit the need for migration, but also by linking immigrants in the destination countries with development assistance to the countries of origin. This is a new field of development cooperation, which is highly expected to become crucial in the years to come. In Greece, having recognised this need, we are shaping such a program, in cooperation with the IOM. We intend to use our development assistance funds and remittances to co-finance projects in the countries of origin and promote social work and the creation of businesses together - and with the help- of our immigrants. Both in Africa and in selected OSCE countries.

Ladies and Gentlemen,

Before closing my intervention, I would like to express my special thanks and appreciation to all the speakers as well as moderators, commentators and rapporteurs who have accepted our invitation to participate in the Forum. Your contribution will be much appreciated. I would also like to take the opportunity to warmly thank the Co-ordinator of OSCE Economic and Environmental Activities, Mr. Svilanovic and his Office for their excellent work, their dedication and their support in helping us to organize this Forum. I am looking forward to a fruitful discussion during this Forum. Greece, having placed the environmental dimension high on the agenda of the 2009 OSCE Greek Chairmanship, will have the honour to welcome you all, ladies and gentlemen, in Athens on May 18-20 2009 for the second segment of the 17th Economic & Environmental Forum.

Thank you for your attention.

WELCOMING REMARKS

Ambassador Marc Perrin de Brichambaut, OSCE Secretary General

Excellencies,
Ladies and Gentlemen,
Distinguished participants,

On behalf of the OSCE Secretariat, it is a great pleasure to welcome all of you to Vienna for the First Part of the 17th Economic and Environmental Forum.

My first words are those of thanks to the Greek Chairmanship of the OSCE for their stewardship in the preparations for this meeting.

Last Thursday, we had the opportunity to hear the programme of the Greek Chairmanship, delivered at the Permanent Council by our CiO, H.E. Minister Dora Bakoyannis. We were all inspired by her statement.

Six months ago, at the initiative of Greece, the OSCE participating States decided that “Migration management and its linkages with economic, social and environmental policies to the benefit of stability and security in the OSCE region” would be the theme for the 17th Economic and Environmental Forum and a priority for the second dimension in 2009.

Since then, the Office of the Co-ordinator of OSCE Economic and Environmental Activities, in close co-operation with the Greek delegation and all the OSCE delegations, and with the support of partner organizations, such as the International Organization on Migration (IOM) and the International Labour Office (ILO), embarked on the preparatory process for the Forum. A first preparatory Conference was successfully organized in Prague in October 2008.

It is now time to take stock of what we have achieved so far.

Ladies and Gentlemen,

What are the prerequisites for effective migration policies? How may legal migration be facilitated? What are lessons learned from combating criminal networks involved in smuggling migrants? At the wider level, how can we enhance inter-State co-operation for temporary labour migration, and also deepen regional co-operation for a more comprehensive approach?

These are some of the questions that we will address today and tomorrow. I look forward to your thoughts and have high expectations for practical ideas.

We all know that migration raises a host of complex issues that are affected by a wide range of factors. It is important to note that the economic and environmental push and pull factors play a significant role in migration dynamics. Being able to assess and estimate these factors will ensure effective migration management in the long run. This is one of our common objectives.

Another objective is to reach for better management in migration policies across the OSCE area – including by enhancing co-operation between destination, transit, and origin countries, both bilaterally and at the regional level. One of our main goals should be to mitigate the negative aspects, while drawing on the benefits of migration.

The comprehensive, multi-dimensional approach OSCE to security is well suited to promote the principles of comprehensive, integrated migration policy and of enhanced regional co-operation on migration issues.

With this in mind, we should aim to ensure more consistency, continuity, and coherence in OSCE work in this area, especially as we can build upon the Ljubljana Ministerial Council Decision on Migration (December 2005) and the existing OSCE activities and achievements in this field.

In this context, I draw your attention to the Handbooks on *Establishing Effective Labour Migration Policies in Countries of Origin and Destination*, which the Office of the Co-ordinator of OSCE Economic and Environmental Activities developed in co-operation with the IOM and ILO in 2006 and 2007. These are good examples of innovative cooperation, as catalysed by the OSCE. Our thanks go once again to our partners.

One point must be made about the wider context.

We are witnessing today the impact of the global financial crisis which is causing uncertainty in the economies of rich and poor countries alike. Estimates of the ILO say that labour migrants will bear the brunt of the effects of the current crisis, particularly in the construction sector. Migrant remittances which are of a crucial importance to many families and to the economies of some of our participating States are likely to decrease significantly. As a result, the prospects of poverty may rise.

As experience shows, against the background of poverty and economic uncertainty, the potential for conflict may increase in such circumstances. This should add urgency to our discussion on international migration. Being able to react and adapt to changing realities while preserving our fundamental principles and commitments is a challenge, but it is also the only viable solution.

Ladies and Gentlemen,

I wish to express my gratitude to all guests and participants joining us here to take part in our deliberations. We are honoured by the presence of so many partners from international organizations, national agencies, the business and academic community and experts from across the OSCE area. This testifies to the importance of our subject. It is also a tribute to the unique role of the OSCE as a catalyst for networks of innovative international cooperation

I look forward to our exchange of ideas and good practices.

Thank you.

WELCOMING REMARKS

Mr. Goran Svilanovic, Co-ordinator of OSCE Economic and Environmental Activities

Excellencies,
Ladies and Gentlemen,
Distinguished participants,

I am pleased to join the previous speakers in welcoming you all to this first part of the 17th OSCE Economic and Environmental Forum on “Migration management and its linkages with economic, social and environmental policies to the benefit of stability and security in the OSCE region”.

It is a great pleasure to see that so many representatives from OSCE participating States, OSCE Partners for Co-operation, International Organizations, the private sector, as well as from the academia and NGOs have come to share their experience and expertise.

We have a very good reason to gather around the issue of migration. We are 6.7 billion people, children, woman and men, sharing the Planet Earth and the UN Population Division projects quick growth of human population. Projected net migration from developing to developed countries is expected to average 2.3 million persons annually. UN Population Fund claims that more than a half of humanity is living in the cities and “we are not ready for them”. Each one of them will want more water, more power, more wages, more oil... If their basic freedom and basic needs – food, housing, education, employment – are not met, they could be easily attracted to violence, civil unrest, and extremism.

Over the next two days, we will analyse the challenges and the opportunities of migration management in the OSCE area. Our main objective, during this part of the Forum, will be to identify the most realistic and suitable recommendations for future OSCE activities, taking on board the conclusions outlined at the First Preparatory Conference in Prague last October.

I would like to use this opportunity to thank our partner organizations the IOM, the ILO, the ICMPD, the European Commission and the Council of Europe for their valuable input s and support to the Forum process.

The Prague Preparatory Conference highlighted the role of the OSCE in stimulating political will and providing a platform for dialogue and co-operation in order to develop effective migration policies and practices. The OSCE, in co-operation with other partner organizations, could promote and facilitate the exchange of best practices as well as capacity-building activities.

Moreover, it focused on challenges related to improved migration management, namely improving the channels for legal migration and reducing illegal migration and combating corruption and organized criminal activities related to international migration. It certainly confirmed our belief that the OSCE has an important role to play in addressing migration management issues from its comprehensive security perspective.

One of the most relevant outcomes was the conclusion that economic benefits to both sending and receiving countries are far-reaching and they could be magnified if the migration policy is geared towards maximizing these benefits. Adopting the right policies is of key importance. Moreover, clearly defining and establishing institutional linkages and inter-agency cooperation on a national and regional level is indispensable.

We can no longer expect to enjoy peace and security, economic growth and human rights if we continue to ignore the key problems of our Era linked with the environment: energy supply and demand, climate change, energy, poverty and biodiversity loss. Issues such as environmentally induced migration, the link between migration and economic development, as well as social aspects and the rights of migrants were also touch upon, but will be further elaborated in the Second Preparatory Conference in Albania in March.

The Vienna Forum should facilitate a political debate on a number of the key issues identified in Prague.

Ladies and Gentlemen,

Let me now briefly refer to the substance and the proceedings of the First Part of the 17th Economic and Environmental Forum.

The first session will concentrate on the prerequisites for effective migration policies. Namely, we will be discussing issues related to the development of efficient assessment and evaluation tools and co-ordination mechanisms to better assess migration trends.

The second session will focus on interstate co-operation for temporary labour migration. The topics discussed here will address the management of circular migration programmes including return and reintegration, followed by country initiatives and experiences and a discussion on best practices in the drafting of regional and bilateral labour agreements.

The last session of today will deal with the facilitation of legal migration. Here we will be discussing issues related to various support services that can be provided to migrant workers such as information, legal and employment services. Also opportunities for stronger inter-agency and inter-state co-operation in this area could be discussed.

Tomorrow morning we will start with **session IV** which aims at identifying ways to enhance interstate and inter-agency co-operation to combat criminal networks involved in smuggling of migrants and illegal migration within existing frameworks. We also hope to hear presentations and interventions of good practices and effective policies in combating illegal migration and criminal networks.

The final session, **Session V**, on regional co-operation frameworks that promote a more comprehensive approach to migration, will address the opportunities for closer intra- and inter-regional co-operation, facilitation of fair, transparent and efficient administration of migration. The deliberations will identify how the OSCE could contribute to promoting co-operation in this area.

In the concluding discussion the floor is open to interventions, comments and suggestions from all delegations and participants on the follow-up to the Forum.

In closing, I would like to stress that the Forum process is one of the arenas in which my Office actively engages in migration management issues. One of the projects that my Office is implementing this year is the development of practical Guide on Gender-sensitive Labour Migration Policies for policy-makers and parliamentarians. A Seminar on Gender-sensitive Labour Migration Policies will be taking place in Brdo, Slovenia on 16-17 February, where the participants will be able to contribute to the content of the Guide as well as discuss the topic in more detail. All participating States and Partners for Co-operation countries are invited to this event.

I strongly encourage you to use these two days efficiently, to engage in a genuine free flowing and action oriented dialogue. We will take note of all the suggestions, and I am confident that by tomorrow evening, we will have made decisive progress in delineating our role, highlighted possible partnerships we could establish with other bilateral or multilateral institutions and managed to identify our own added value. As in previous years, the Forum recommendations will be translated into concrete action and activities aimed at providing solutions to some of the most pressing problems of our time.

I am looking forward to a productive and rewarding exchange of views.

Thank you.

CONCLUDING STATEMENT

Ambassador Nikolaos Kalantzianos, Head of the Greek OSCE Chairmanship Task Force, Ministry of Foreign Affairs of Greece

Excellencies,
Ladies and Gentlemen,

It is a great pleasure for me to undertake the task of presenting some concluding remarks concerning the First Part of the Seventeenth OSCE Economic and Environmental Forum, which was held here in Vienna under the Greek Chairmanship, as a sequel of its Preparatory Conference that took place in Prague, on the 16th and 17th October 2008.

The unfolding of the Seventeenth OSCE Economic and Environmental Forum as well as the discussions that followed strengthen our conviction that this Organization, through its comprehensive and cross-dimensional approach to security, can indeed bring added value in the field of migration.

As stated by the OSCE Secretary General at the beginning of this Forum, the multidimensional approach of OSCE to security does indeed contribute to the promotion of the principles of an integrated migration management policy and of an enhanced regional co-operation on migration issues. The cornerstone of the OSCE's efforts and initiatives is to stimulate the necessary political will among Participating States and to provide a platform for dialogue and co-operation on how to improve migration management to the overall benefit of stability and security within its wide geographical region. The First Part of the 17th EEF focused on improving channels for legal migration by developing more effective migration policies and long-term **strategies**.

The discussions conducted throughout the Forum underscored that effective migration management encourages legal migration and, consequently, brings benefits to the economic and social development of both origin and destination countries. Effective migration management also safeguards against potential security challenges posed by illegal migration and criminal networks that perpetrate this phenomenon. Therefore, we should encourage and promote **synergy** between destination, transit and origin countries to develop more **flexible, coherent and comprehensive migration management policies**. One of our main goals should be to mitigate the negative aspects, while drawing on the benefits of migration.

However, the implementation of such policies requires, first and foremost, the sophistication of data collection and processing tools for policy makers as well as data harmonization in all our countries in order to ensure compatibility and effectiveness of our joint efforts migration policy. Increase in terms of quality and quantity of the aforementioned data will certainly underpin our efforts in designing migration programmes, in determining labour market demand for migrant workers, in understanding the effects of remittances on development and in assessing the effectiveness of our border management measures. Thus, being able to trace labour market's supply and demand for various categories of migrants (highly skilled or low skilled) can facilitate the development of effective migration management policies.

The OSCE, in co-operation with other partner organizations, can promote and facilitate the exchange of best practices and sharing of experience on temporary labour migration

programmes and, more precisely, on circular migration, return and reintegration programmes as well as capacity-building activities in order to institute more effective implementation of migration management policies. Interstate co-operation through the exchange of best practices in **regional and bilateral labour agreements** related to circular migration, return and reintegration is considered to be a necessary tool in order to combat illegal migration.

We support the ideas expressed regarding the importance of developing support services for migrants and potential migrants that provide a wide range of pre-departure information regarding legal migration channels, employment opportunities and skills requirements, risks of trafficking in human beings as well as assistance upon return and need for reintegration. We found the services put in place by Kyrgyzstan an interesting model. This mechanism can be put into effect only through promoting enhanced co-operation of labour and employment agencies (public, national and across borders) as well as among migrant information centres.

Furthermore, the importance of effective management of borders and inter-agency as well as inter-governmental co-operation in order to combat criminal network involved in smuggling of migrants and illegal migration has been stressed. The OSCE should continue its engagement in this area, for example by facilitating sharing of experience and promoting international standards on building effective systems to fight and dismantle criminal networks. The links with money-laundering activities should also be explored.

In following up and implementing suggestions and recommendations made at the Forum, the OSCE field presences and in particular the Economic and Environmental Officers play a critical role. At this point, we welcome the organization of the **Annual Co-ordination Meeting for Economic and Environmental Officers (EEOs)** which will begin today after the closure of the First Part of the 17th Economic and Environmental Forum and will continue also tomorrow. This Meeting for the Economic and Environmental Officers (EEOs) will be an opportunity for us to be informed at first hand about economic and environmental issues and activities in Central Asia, South Caucasus and South-eastern and Eastern Europe.

Excellencies,
Ladies and Gentlemen,

As you all know, migration is intrinsically connected with the biggest challenges that the Participating States will have to confront; one of these challenges is the global financial/economic crisis which can severely affect both countries of origin and destination as well as migrants themselves.

In fact, as we have heard, the financial crisis is already affecting many labour migrants in our countries who are losing their jobs in sectors sensitive to economic fluctuations. These losses are also felt in their home countries through significant decreases in remittances. To try to mitigate, as much as possible, a rise in poverty and economic uncertainty and the potential for conflict, closer cooperation between our countries to find solutions that are mutually beneficial is essential.

Today, more than ever, with our economies starting to feel the impact of the global financial crisis in loss of jobs, it is important that the OSCE helps in raising awareness among the general public about the valuable economic and social contributions of migrants to both the host as well as the origin countries. This in order to avoid incidents of discrimination and

xenophobia in the destination countries as well as negative sentiments rising in the origin countries towards host countries.

Excellencies,
Ladies and Gentlemen,

We believe that the Vienna Forum has produced concrete results and recommendations giving in this way a strong impetus to the next phase of the 17th Economic and Environmental Forum process.

I am pleased to inform you that the Second Preparatory Conference will be held in **Tirana, Albania, on 16th and 17th March 2009**, where I warmly invite all of you to participate actively. I am very confident that Albania will organize the Conference neatly and in a most effective way.

During this Second Preparatory Conference -and building upon Prague's and Vienna's conclusions and recommendations- we will emphasize on the need to strengthen the linkages between migration and the economic, social and environmental policies so as to ensure stability and security in the OSCE region. In this context, the need for sound economic and environmental policies that encourage good governance, attract investment and ameliorate the business environment, which constitute the absolute prerequisites for creating new jobs, will be thoroughly elaborated and discussed.

Excellencies,
Ladies and Gentlemen,

Before concluding, I would like, first of all, to congratulate all keynote speakers whose presentations have triggered useful thoughts and recommendations, all the moderators for their efforts to stimulate a meaningful discussion as well as the rapporteurs and interpreters for their valuable contribution.

I am especially thankful to the Co-ordinator of OSCE Economic and Environmental Activities, Mr. Goran Svilanovic and his team for their dedication and support to the Greek Chairmanship throughout the preparations of the 17th Economic and Environmental Forum. I would like to seize the opportunity to congratulate him on the assumption of his duties and wish him every success in his very demanding task. Moreover, I would like to thank the OSCE Conference Services for the excellent organization of this event.

In addition, we acknowledge firmly the strong support that we received from a number of other international organizations as well as relevant partner organizations and stakeholders that helped us carry out this important task. We are looking forward to continuing this co-operation which has already proved to be successful, by producing concrete and useful results.

Last but not least, let me express my warmest thanks to all of you, representatives of the OSCE Participating States, Partners for Co-operation, the OSCE Secretariat and Field Presences, International Organizations, Non-governmental Organizations as well as academics and representatives of the business community.

Thank you for your attention.

CONCLUDING STATEMENT

Mr. Goran Svilanovic, Co-ordinator of OSCE Economic and Environmental Activities

Mr. Chairperson,
Ladies and Gentlemen,

After two days of intense and rewarding discussions, I am pleased to address the closing session of the first part of the 17th OSCE Economic and Environmental Forum. I will try to briefly summarize some of the main ideas raised during our meeting and to point out some follow-up areas in which I believe our Organization could be better engaged.

We are now midway through the current Economic and Environmental Forum process. The Prague Conference was a good start and its conclusions and recommendations were instrumental in preparing for the Vienna Forum.

In this context, I am also looking forward to the next step in this year's Forum process, namely the second preparatory Conference, on 16-17 March, in Tirana, where we will discuss, in more detail, issues related to the linkages between migration policy and other policy areas such as economic development, environment, education, social policies, etc. A Tentative Agenda for the Tirana Conference as well as the Logistical Modalities will be circulated soon.

At this point, after discussing at a political level, a number of ideas have emerged from the Vienna Conference. I and my Office are encouraged to continue working, together with our partners, to address migration issues in the OSCE region. We stand ready to develop activities and projects which could be presented and further discussed during the second part of the Economic and Environmental Forum taking place in Athens in May. We have in mind capacity building activities, as well as initiatives that could further strengthen regional and sub-regional co-operation in the area of migration management.

Ladies and Gentlemen,

The contribution of the OSCE to the economic and environmental dimension can, in general, cover the following aspects:

- raising awareness and exchanging information and best practices;
- strengthening co-operation and co-operative efforts;
- capacity building as a key for effective policy implementation.

However, we must ask ourselves "How do these apply to the theme of migration?"

First and foremost, I believe the Forum was very useful in raising awareness and promoting the exchange of information. We heard a number of examples of effective policies and initiatives. One such initiative, the Mobility Partnership between the Republic of Moldova and the EU, is a good example of how the principles of circular migration can be put in practice and of the respective commitments the origin and destination countries have to make.

Another initiative is the innovative, flexible, and industry driven approach to labor migration recently developed by Sweden. In my view, this could be considered as a best practice. The new labour immigration policy of Sweden simplifies the recruitment of foreign labour from third countries in all skill levels and across all sectors. Moreover, it grants migrants equal employment rights and obligations.

In the area of facilitating and improving legal migration, we consider the successful development of OSCE supported migrants' information centres in Tajikistan and Kyrgyzstan as highlights of our work. We believe they could further expand the range of services they provide to migrants by strengthening co-operation between labour and employment agencies both at home and abroad. At the regional level, networking between migrants' information centres and employment agencies should be facilitated. This would lead to better information and services for migrants while contributing to discouraging illegal migration.

Over the last two days the Forum has provided a number of examples and experiences, but it is the participating States who make their own policy choices. The OSCE stands ready to work together with participating States in co-operation with its partners to provide assistance and capacity building for more effective migration policy implementation. A good example is the new IOM-OSCE project on "Development of Practical Training Material on Labour Migration Management". Its aim is to improve mutual capacities of countries of origin, transit and destination to effectively manage labour migration.

In the area of remittances, it was suggested that the OSCE could facilitate information exchange between governments on how to create better conditions and services for remittance recipients that better capture the positive effects of remittances in countries of origin.

The Forum discussions also contributed to developing a common understanding on what are the main challenges that lay before us.

It was repeatedly emphasized that an effective and comprehensive migration management approach requires strong policy and legislation frameworks to facilitate legal migration and to provide a tough stance against illegal migration and other related criminal activities.

The Forum discussions reflected on the importance of formulating migration policy in a thoroughly, evidence-based manner starting at the national level with the collection of reliable, timely and comprehensive data. To that end, data bases for migration management at national level will in some cases have to be upgraded so as to facilitate the aggregation of data necessary to produce valid statistics. In parallel, it will be necessary to make sure that this national data collection is done in a harmonized manner between different countries of the OSCE region enabling thus regional comparability and yearly regional overviews on migration trends. Such yearly regional reports and forecasts will not only better enable national and regional policy makers but also improve information to the media and to the public at large, thus helping to dispel the negative stereotypes that often surround migration.

In practice, OSCE and IOM have begun discussing possible co-operation in assisting the participating States to upgrade their collection of data in a more harmonized manner, to enable the above process. In particular, this will require increased inter-agency co-operation at the national level followed by constructive inter-governmental co-operation in the area of

data sharing on migration. This is the fundamental basis for informed migration policy development between receiving and sending countries. OSCE and IOM stand ready to moderate this process.

A number of delegations and speakers highlighted that effective migration management should be seen in a wider context. Migration has root causes and has implications. Migration has linkages with security including human security, with economic development and with the environment. In particular, the impact of environmental degradation and of climate change on migration should be further analyzed and this will represent an important aspect at our next preparatory Conference.

One of the key messages I want to emphasize is that co-operation on migration issues can and should take place at a number of levels, within countries and between countries. Within countries, better coordination between various state agencies is needed. Inputs from the private sector is also vital to ensure a flexible migration model that promotes a high quality workforce which leads to innovation.

The co-operation involving origin, transit and destination countries may take various forms. Bilateral agreements could be concluded. Such co-operation could be expanded at regional level. Developing the dialogue between regions is equally important. We have listened to a number of positive regional co-operation examples such as the MARRI Initiative in South Eastern Europe or the co-operation in the Black Sea region, also involving the EU.

I would also like to stress that in particular for fighting criminal networks involved in smuggling and illegal migration regional co-operation is a must. Europol provide a very telling example in this regard. Criminal networks operate regionally and therefore the response can only be effective if it regional as well. The OSCE could provide a platform for further discussion among its participating States and Partners for Co-operation on how to tackle smuggling of migrants by criminal networks utilizing the Organization's comprehensive security approach.

Finally, I would like to refer to the co-operation between international organizations. The OSCE stand ready to develop synergies and further strengthen its co-operation with partner international and regional organizations such as IOM, ILO, CoE, ICMPD, UNIDO, EUROPOL, UNODC, EURASEC and others.

Ladies and Gentlemen,

Let me conclude by thanking all those who have worked hard behind the scene to make this Forum a success: the Greek Chairmanship, Conference Services, the Rapporteurs, the interpreters and the dedicated staff of my Office.

I would also like to express my thanks to the speakers, the commentators and moderators who stimulated and facilitated our discussions, as well as to all of you, representatives of delegations to the OSCE and guests from capitals. I want to salute all of you for your active participation, your comments and suggestions and for the ideas you put forward. They will all be reflected in the Forum's Consolidated Summary. We will take them into account when developing follow-up proposals. I am looking forward to working closely with you in that regard.

I would like to stress the importance I attach to the contribution of the OSCE Field Presences. I am glad that many Economic and Environmental Officers participated in the Forum. My Office is constantly in touch with them and I am looking forward to their follow-up ideas. Their knowledge and expertise is invaluable to us.

I wish you a good and safe trip home and I am looking forward to meeting you again soon.

THE 17th MEETING OF THE OSCE ECONOMIC AND ENVIRONMENTAL FORUM

MIGRATION MANAGEMENT AND ITS LINKAGES WITH ECONOMIC, SOCIAL AND ENVIRONMENTAL POLICIES TO THE BENEFIT OF STABILITY AND SECURITY IN THE OSCE REGION

PART I - VIENNA, 19 - 20 JANUARY 2009

REPORTS OF THE RAPPORTEURS

Opening Session

Moderator: **Ambassador Mara Marinaki**, Chairperson of the Permanent Council, Permanent Representative of Greece to the OSCE, OSCE Chairmanship

Rapporteur: **Mr. Robert Mangham**, Economic, Environmental and Regional Officer, OSCE Presence in Albania

Following the opening statements, the Moderator, **Ambassador Mara Marinaki**, introduced the keynote speakers.

Mr. Petr Novak, Head of Unit, Department for Asylum and Migration Policy, Ministry of Interior, Czech Republic / EU Presidency, addressed the issue of benefits of legal migration from countries of destination. He emphasized that immigration must be a managed process based upon policies offering a range of support to migrants, especially integration. Immigration is perceived as a means of mitigating the negative impact of Europe's demographic problems *e.g.* aging, but it was stressed that Europe's needs are not uniform across member States. The EU must utilise its existing human resource pool and mechanisms for inter-state labour exchanges. "Zero immigration" is not realistic for Europe and immigration brings globally recognised economic, social and cultural benefits. To achieve such benefits a common migration policy is needed. Minimum standards are necessary relating to destination country, and migrant worker, rights and responsibilities. A "Europe without borders" vision can only be achieved with certain prerequisites including: strong policy and legislation to aid legal migration; a tough stance against illegal migration and related activities; common asylum policy; and close collaboration between destination and source countries.

Mr. Sergiu Sainciuc, Deputy Minister of Economy and Trade of the Republic of Moldova, spoke about the benefits of legal migration from countries of origin. He highlighted the linkages of migration, security and economic development and stressed that managed migration, via appropriate international policy and supporting legislation, was the only option. This necessitates strong collaboration between the EU and countries of origin to address repercussions of the current economic crisis especially on remittances and managing unemployed migrant returnees from depressed sectors such as construction. Benefits of

migration for countries of origin were listed including increased household income, capital for SME investment, supplementary support to welfare systems and increased skill development. In the speaker's country, Moldova, some 40% of households receive remittance equating in 2007 to 1.5 billion USD nationally and 35% of GDP. Remittances are credited with lifting a significant part of the Moldovan population out of poverty during its transition phase. The speaker mentioned the need to strengthen linkages with the Diaspora and improve financial literacy and financial services.

Mr. Nikolay Gusman, President of Russlavbank, Member of the Public Council of the Federal Migration Service of the Russian Federation stated that 10 years ago Russlavbank initiated a project aimed at devising an alternative system for transferring and utilising remittances to that of Western Union. The bank was not familiar with its targeted clients (migrants) for devising an appropriate strategy. He stressed the need to ensure that facts not fiction informed policy formulation *i.e.* free of xenophobic fears. Remittance levels increased significantly from 2000 when better financial products and services were made available and client trust strengthened. Spotting trends were stressed as important *e.g.* where existing countries of origin are expected to become destination countries. Seasonal labour data was used to illustrate specific characteristics existing with different types of migration, and the need for devising appropriate policy. Migrant maps provide valuable insight into migration movements associated with specific countries and regions. All parties benefit when migration is facilitated by comprehensive policies offering full support - including language training, housing, social security, integration and re-integration. The speaker stressed that such policies were most effective when compiled in collaboration with all parties including the private sector.

The Commentator, **Ms. Michele Klein-Solomon**, Director, Migration Policy, Research and Communication, International Organization for Migration (IOM), summarized the key points from the keynote speakers' presentations and raised two questions for discussion:

- What can OSCE do to promote better data for policy development?
- What role can OSCE play in terms of capacity building to support better policy?

One representative, speaking on behalf of a group of delegations, emphasized that the EU supported the attention devoted to the migration theme citing specific areas in need of particular attention, including climate change and illegal migration. Appropriate policies needed collaboration between sending and receiving countries.

Another delegation emphasized the need for global approaches based upon sound data and studies that highlighted specificities in terms of scale and patterns of movements existing in different regions. The speaker stressed the importance of the private sector, NGOs and the Diaspora in policy planning for the devising of comprehensive migrant support packages.

Another delegate, also speaking on behalf of a group of countries, suggested possible support areas for the OSCE *i.e.* assistance with "best practice" exchanges on matters such as circular migration policy, and promoting enhanced coordination in the migration sector in collaboration with IOM, ILO and others.

One representative stressed the importance of focussing upon issues of gender in migration discussions and migration policy given the large percentage of women migrants. Attention was drawn to a forthcoming conference in Brdo, Slovenia, on 16/17 February 2009.

Another speaker emphasised that 20% of world migrants were in the USA, and that the figure was growing steadily. Migration policy was stressed to be a sensitive area but successful migration needed a two-way commitment on the part of the migrant and the host country. An area highlighted for OSCE attention was “re-integration”. Standards and best practices were also suggested. The speaker disputed that climate change was a significant push factor in migrant flow patterns claiming that economic opportunity provided the motivation to move. A definition was also requested of the term “demographic security”.

A further delegate raised the issue that many countries were transit countries for migrants and that their involvement in formulation of migration policy was important. The speaker raised the question of how this could be achieved practically.

Session I: Prerequisites for effective migration policies

Moderator: **Mr. Ronald Wiman**, Senior Social Development Advisor, Department for Development Policy, Ministry for Foreign Affairs, Finland

Rapporteur: **Mr. Ryan Maccan**, Migration Project Assistant, OCEEA/OSCE

The first speaker, **Mr. Michel Poulain** of the Catholic University of Louvain, Belgium, noted the primary function of collecting objective and reliable statistical data was to support policy development. This could only be accomplished if data collected was comparable, up-to-date and tailored to support specific policy developments. Noting passed efforts to collect data regarding migration, he pointed out that, in 2008, the European Parliament passed regulations to improve data collection at the EU level. However, Mr. Poulain noted that a great deal more needs to be done.

Mr. Poulain reiterated that for statistical data to be useful for policy makers it must be reliable. This required close co-operation between ministries and agencies and the national statistical institution. This close co-operation should produce up-to-date and appropriate data that would become an effective tool for policy makers. Equally important was dissemination of results to policy makers. This would ensure that collected data reaches policy makers in a timely manner.

The floor passed to **Ms. Eva Biaudet**, Special Representative and Co-ordinator for Combating Trafficking in Human Beings, OSCE. She pointed out there was an incomplete picture of migration because there was incomplete data. This undermines efforts of participating States to develop effective policies for migration management. She encouraged participating States to collect data at the national level and to create good co-operation between different national ministries and agencies. Also, she called for political will and national ownership regarding data collection, which she believes would create better regional co-operation.

She went on to say that the office of National Rapporteur on Trafficking or its nation equivalent was an important structure that could serve as focal point for data collecting as well as data distribution. However, for this to occur, it needed to be stressed that these mechanisms needed the legal authorization to gather data, be independent, have ability as well as the access to information and be able to promote the exchange of information at a

regional level. These could be accomplished through regular meeting with other national rapporteurs counterparts while fulfilling the task of reporting, reviewing and making recommendation.

Ms. Margit Kreuzhuber, Delegate for Migration and Integration, Austrian Federal Economic Chamber, stressed the valuable role the private sector in creating a flexible and innovated model to attracting legal migration. Noting the demographics of Austria as well as the whole European Union were changing, Austria was taking the steps to attract a high quality workforce that was innovative as well as competitive. The Government, working hand-in-hand with the industry, created lists of in-demand occupations as well as took the flexible option to encourage that those with highly demanded skill could have access to the market. This flexible, co-operative and forward-looking model requires a transparent point-system with criteria based on inputs from all stakeholders. This approach should also serve as a path for better integration.

The final speaker, **Mr. Alexandros Zavos**, President of the Hellenic Migration Policy Institute (IMEPO), Greece, called for the more and better dialogue between origin and host countries. This dialogue should encourage origin countries to fight illegal migration while promoting social development and legal methods of migration. Noting the large number of illegal migrants in many countries and recognizing their contribution to a country's economy, undocumented migrants were nevertheless perceived negatively by many people. This could lead to social conflicts. He encouraged origin countries to take a more active role in safeguarding their borders and promoting legal migration while destination countries could promote more social development. Moreover, the EU should co-operate with diaspora groups to support the development of networks that would support the return of migrants to their countries of origin. In closing, Mr. Zavos called for a fresh approach to European policies towards migration that should include an international outlook.

The Commentator, **Mr. Pier Rossi-Longhi**, Technical Co-operation Specialist for Europe and Central Asia, IOM Vienna, noted two major themes had emerged from session: need for more reliable and comparable statistical data and the importance of capacity building.

The availability of better data would assist policy makers in identifying common elements. This would also support better intergovernmental co-operation. The second theme, capacity building, would help provide for the better use of data and better understanding how objective and reliable data creates better and more effective migration policies as well as the foundation on which regional co-operation could be based. These two elements would spur policy development that was more-long term in nature. Equally important was the need to combat the negative perceptions of migration.

During the general discussion, one delegation noted how struck it was by the weakness of statistical data and the inconsistencies of data gathering. Moreover, the same delegation called for more data regarding the links between climate change and migration.

Session II: Interstate co-operation for temporary labour migration

Moderator: **Mr. Goran Svilanovic**, Co-ordinator of OSCE Economic and Environmental Activities

Rapporteur: **Ms. Nina Lindroos-Kopolo**, Economic Adviser, OCEEA/OSCE

Mr. Kristof Tamas, Seconded National Expert, Directorate-General Justice, Freedom and Security, European Commission started the session by introducing the circular migration concept, the EU position towards circular migration and some key elements in effective implementation of circular migration programmes. He said that temporary labour migration today is three times larger than permanent labour migration according to a 2008 OECD study and the circular migration concept is a one response to deal with the increased (labour) migration flows. Mr. Tamas underlined the gains from circular migration to governments (capital and skills), migrants (income and new skills) and employers (flexible workforce). He also said that that the concept has now been firmly established within the EU policy framework, however he acknowledged that much still needs to be done on the legislative side both on Community and national levels. The circular migration concept has already been taken into account in the Blue Card Directive as well as in many new generation bilateral temporary labour agreements, for example between Spain and Colombia.

The speaker then discussed the issues that Governments need to take into account to ensure effective circular migration programmes. He outlined 5 particular areas: comprehensive policies and stakeholder co-operation; improved data, research and evaluation; enabling legislative framework; pilot projects; and capacity building. In particular, more analytical studies on circular migration and return experiences of destination as well as origin countries are needed in order to establish the effects.

Finally, he emphasized the need for capacity building in partner countries such as pre-departure training, recognition of foreign qualifications, twinning arrangements between employment agencies, portability of pensions and reintegration assistance.

In the following presentation given by **Ms. Christina Springfeldt**, Deputy Director General for Migration and Asylum, Ministry of Justice of Sweden, the Forum participants learnt more about the new Swedish rules to meet the employers' demand for foreign labour. The basis for the regulatory reforms stems from Swedish labour shortages. Swedish employers cannot find enough workers from Sweden and other EU countries to fill the demand for labour which may stifle the country's economic growth. Therefore, the government decided to open up for recruitment of third country nationals. To make the system as effective as possible, the Swedish employers are the ones deciding on their foreign labour needs. However, the employers have to offer workers from third countries the same employment and wage conditions that they would to a Swedish worker doing the same job in order to avoid wage or social dumping. What is new and interesting as well is that the new rules apply to all sectors and all skill levels. Furthermore, the principal migrant worker is allowed to bring his/her family to Sweden and the spouse is allowed to work. These new temporary work permits can be replaced by permanent residency in 4 years.

Regarding the circular migration concept, Ms. Springfeldt said that Sweden was interested in learning more about the positive development impacts it may have. In this context she pointed out the need for more data on countries' circular migration experiences including development effects and necessary legislative frameworks.

Mr. Frithjof Zerger, Deputy Head, Division of Migration, Foreigners' and Asylum Policy Affairs, Federal Ministry of the Interior of Germany, discussed challenges and opportunities of circular migration. In general he was supportive of the concept of circular migration.

Currently Germany only allows limited migration. There are three main labour immigration permits: permit for unskilled or low skilled which is granted for the maximum of 6 months and does not entitle the migrant to permanent residency; permit for medium skilled with an occupational education (e.g. IT specialists, researchers, teachers, professional athletes, academics) which can be granted on temporary or permanent basis; and finally permit for highly skilled which entitles the holder to permanent residency. The latter category is only granted to a limited number of leading executives, scientist, professors etc. with a minimum yearly income of Euro 63 000.

Mr. Zerger then turned to discussing the circular migration concept in more detail. He raised some important questions such as what should the target group be for the circular migration programmes, what should be the maximum time frame, what legal rights should circular migrants have as some may stay as long as 4 years in a country, should the permits allow the migrant worker to change employer to minimize possible exploitation and how should return be ensured. He also underlined that when designing circular migration programmes care should be taken to avoid supporting brain drain or compensatory payments should be provided to the origin country.

He then raised the critical question of return in circular migration programmes. To make return more attractive to temporary labour migrants, he underlined the importance of closer co-operation between destination and origin countries to work out financial benefits or requiring that certain deposits are made by the migrant which is only paid back upon return. He went on to stress the importance of origin countries building up capacity and developing the economy to provide more job opportunities for their citizens and returning migrants. He underlined that destination countries can help origin countries in building capacity through well targeted co-development programmes.

Mr. Ricardo Cordero, Senior Expert on Labour and Facilitated Migration, Migration Management Services of IOM Geneva, discussed some best-practices in regional and bilateral labour agreements (BLAs). He said that the main purpose for BLAs is economic, political and developmental. Especially political will is an important determinant in how far the partner countries are interested in developing the agreements. BLAs have the possibility of helping to organize labour migration movements; however, so far they have only covered a small number of the total labour migrants. Therefore, he did not see BLAs as solutions to irregular migration. As a good practice example he mentioned the BLA between Spain and Colombia on seasonal agricultural work in Spain. The agreement includes a return clause which rewards Colombian workers who within 1 month from end of contract report back to the Spanish Embassy in Colombia. They have the chance to work again the next season in Spain while those who fail this deadline will not be given a permit for the next year. He ended by stressing the importance to negotiate agreements that take the interest of both parties into consideration including the employers and the migrant workers.

The Commentator, **Mr. Abdelhamid El Jamri**, Chairperson of the United Nations Committee on the Protection of the Rights of all Migrant Workers and Their Families said that circular migration is a compromise between policy-makers who try to reduce migration flows and employers who would like to increase it. He stressed the importance of allowing migrants to return to their home countries without them losing their residence permits as this would in his opinion strengthen the effectiveness of circular migration programmes. He also highlighted the issue of circular migration programmes attracting needed high skilled workers in origin countries and the need for ethical recruitment schemes. He also said that many

origin countries lack the capacities to assess which elements should be included in circular migration programme that is to their benefit as well as what is required from them to make such programmes transparent, fair and effective. In this connection he underlined the importance of capacity building activities. He also asked how pension rights can be ascertained if a circular migrant worker works in a multiple of countries for shorter time periods.

During the general discussion one delegation noted that the economic downturn will have an impact on migrant workers in their country as fewer jobs will be available in construction and seasonal work. There will be an increased need for return and this will put on test the viability of circular migration. He also said that there need to be more cost-benefit analysis of circular migration. He made mention of the *Compendium of Good Practice Policy Elements in Bilateral Temporary Labour Arrangements* developed by the IOM, ILO and OSCE under Spanish and Moroccan leadership as a helpful tool to learn about which different components such agreements could cover.

Another delegation said that the Forum had not discussed remittance policy and how it could be developed to benefit origin countries even more. He said that governments could provide a favourable environment for remittances by encouraging the financial sector to improve its financial infrastructure and services to migrants and remittance recipients. Furthermore, he said that programmes improving the financial literacy of migrants and their family members, focusing on women, should be considered. He considered that the OSCE could have an added value especially in the field of capacity building and promoting legislative reforms to facilitate even better utilization of remittances.

Another delegation gave its support to the new Swedish labour immigration rules that allow migrant workers to be accompanied by their family members, and hoped that this policy would be reflected in other countries as well.

Session III: Facilitation of legal migration

Moderator: **Mr. Ibrahim Awad**, Director, International Migration Programme, International Labour Organization (ILO)

Rapporteur: **Ms. Kimberley Bulkley**, Economic and Environmental Officer, OSCE Centre in Bishkek

The Moderator, **Mr. Ibrahim Awad**, Director, International Migration Programme, International Labour Organization (ILO), emphasized the importance of a balanced approach to labour migration and the need to further improve the existing legal opportunities for labour migrants, and the services they might need, in line with the existing international frameworks and best practices. He then gave the floor to the speakers.

Mr. Tynychbek Tabyldiev, State Secretary, State Committee on Migration and Employment, Kyrgyzstan, started by saying that one out of four families in Kyrgyzstan was involved in migration. Migration is therefore a priority for the State, especially the management of foreign labour migration, enhancing its positive impacts, and the introduction of improved training of experts. Negative aspects were the loss of labour force and experts and loss of population from border regions. Remittances from abroad make up a significant

part of the State budget. Many families subsist of these remittances. The main migration destination countries are Kazakhstan and the Russian Federation. Much of the migration is seasonal; citizens are recruited for construction and farming, agricultural production, etc.

Europe and South Korea are also destinations. Mr. Tabyldiev gave the example of MoUs governing the employment of Kyrgyz citizens in South Korea. Employment is done through employment agencies licensed by the Government through an interagency committee which grants the license. Foreign citizens from China, Russia and Kazakhstan work as well in Kyrgyzstan. They are allowed to work under employment contracts.

The speaker said that recently legislation has been improved and Kyrgyzstan has institutional mechanisms for managing migration. A State Committee on Migration and Employment exists and the Parliament has their own committee. Kyrgyz Missions abroad are also involved in labour migration issues.

Mr. Nurdin Tynaev, Director of the Network of Labour Migrants Assistance Centres, Kyrgyzstan, stated that since 1991, when the Kyrgyz Republic declared itself an independent State, the outflow of migrants continued to increase due in particular to the poor economic situation. A preferred destination has been the Russian Federation due to a common shared language, and visa free regime, as well as the availability of jobs. There is a greater need now for closer co-operation between Governments and NGOs. A remittance policy is also desperately needed as the total amount remitted last year was 1.5 billion USD. Migrants use remittance money mainly for subsisting. The resources are not used for economic development of the country. International organizations and NGOs as well as the Government are all undertaking steps to stimulate the population to more effectively utilize these resources. OSCE, IOM, ILO and civil society organizations are drafting programs and projects to address these issues.

Migration policies had both positive and negative results. In a number of remote areas of Kyrgyzstan depopulation is occurring where labour resources are not present. This causes a lot of stress on family members left behind and social economic problems often led to the collapse of the family.

There is a need for multilateral and comprehensive co-operation between sending and receiving countries. In addition, sending countries must develop policies that take care of returning migrations. Recipient countries often do not provide the necessary benefits in the form of pension contribution and other taxes, yet the migrant paid into those systems while working overseas; when he returns home he has no access to those services.

Mr. Nikolay Kurdyumov, President of International alliance “Labour Migration”, Russian Federation, said there were five to twelve million foreign workers in the Russian Federation. The structure of migration inflow from CIS countries is lead by Tajikistan, while from non CIS countries the inflow is lead by China and Turkey. Most migrants are unskilled workers. Very few migrant workers enter Russia and then seek assistance from employment agencies. They have a position already or they are illegal migrants.

Mr. Kurdyumov underscored that a number of services are needed, in particular social protection and guarantees for employers that the migrant possesses the necessary skills to do the job.

Currently, NGOs provide assistance for migrants in finding employment. There are over 4000 agencies in Russia assisting Russians working abroad. The interests of employers are in line with these agencies. The speakers stressed that, based on past experience, developing a network of assistance agencies is important and there is a need to harmonize common standards, legal practices, strengthen the private/public partnership and establish technical standards. There is an urgent need to establish working groups under the aegis of international organizations to facilitate the process of harmonizing these practices.

Mr. Fabrizio Condorelli, Industrial Promotion and Technology Branch, United National Industrial Development Organization (UNIDO), started his presentation by referring to his organization's approach in the area of migration policy. UNIDO is mainly concerned with the issue of brain drain. UNIDO wants to shift from "brain drain to "brain gain" in order to protect the intellectual capacity of the country. He exemplified with a project from Tunisia. Presently, the organization works to try to attract these "brains" back to their home country by providing assistance to technology parks. The technology parks provide an integrated set of services so that returning "brains" don't need to invest in facilities. The common facilities may provide the returning migrant with a laboratory, internal/external networking, and opportunities to build upon their experience accumulated while abroad. An analysis was conducted to determine who the returning migrants were, where they came from, what they had studied, and what steps could be taken to develop closer ties with those countries.

Concluding, he said that the high rate of unemployment for highly skilled persons in the developing world means that technology parks are a possible solution to this problem.

The Commentator, **Mr. Kristof Tamas**, Seconded National Expert, Directorate-General Justice, Freedom and Security, European Commission, thanked the presenters and summed up his impressions. He emphasized that, as the speakers from the Kyrgyz Republic and Russian Federation had also pointed out, regulated migration is essential for migrants' rights to be protected.

He said that the European Commission was working on an immigration portal on which opportunities for third countries citizens to work in the European Union would be posted. He said that migration information centres exist in Malta and in the Balkans and they are part of the government structure. Access to benefits in destination countries is a key issue and there was a need to increase transparency concerning the legal frameworks in destination countries. Pensions and other entitlements need to be portable for migrants.

Mr. Tamas also stressed that co-operation between source and destination countries has to be enhanced. Networks are important in order to provide consistency in the services provided.

Referring to the main points raised by UNIDO on how to properly manage human capital, he summarized them as follows:

- retention of brains is integrally lined to democracy, human rights, and rule of law; the quality of life in a country has a huge effect on retaining labour;
- countries should develop policies to recruit their own talent and attract them back;
- ethical guidelines for that recruitment and policies to facilitate the return and reintegration of migrants are essential.

Session IV: Combating criminal networks involved in smuggling of migrants and illegal migration

Moderator: Mr. Luis Paulo Gouveia, Immigration and Borders Service, Portugal
Rapporteur: Ms. Despina Touratzof, Economic Programme Officer, OCEEA/OSCE

In his opening remarks, the Moderator, **Mr. Luis Paulo Gouveia**, pointed out that the combat against criminal networks of smuggling of migrants is a constituent part of any migration policy often taking the form of a serious crime. And this happens especially when it is committed under degrading circumstances or when lives are threatened. He referred to the close link between smuggling and Trafficking in Human Beings even though the realities are different. The importance of international co-operation was especially highlighted.

Mr. Gottfried Zuercher, Director General, International Centre for Migration Policy Development (ICMPD), pointed out that the topic of smuggling of migrants and the involvement of criminal networks is not quite a new one. Despite the involvement of the international community since years, the way these networks function is not yet clear. Sometimes there is the perception that the criminals belong to well organized international gangs but this idea has never been confirmed. Smuggling is rather a business of a network of people occasionally interlinked.

The speaker made a distinction between combating illegal migration and criminal networks of smuggling. Combating illegal migration is a broader concept where one has to examine push and pull factors rather than the illegality of the action; combating criminal networks which facilitate cross border movement is a narrower concept, more linked to law enforcement co-operation. On the level of interstate co-operation in relation to irregular migration, it was stressed that about 20 years ago there was no international co-operation and law enforcement authorities were looking only at one direction, when people were entering the country; but nowadays not only immigration but also emigration is looked at. Co-operation between border authorities is crucial in this respect as well as securing information exchange and developing organizations with an overall system of early warning.

Turning to the aspect of interagency co-operation there is a development in terms of legislation, since in many countries smuggling of people constitutes no longer an administrative but a criminal offence. However, problems still exist due to the fact that there are limits in the judicial system and judicial and law enforcement authorities can not cope with this phenomenon easily, especially when one looks at the asylum systems. Co-operation between Migration, Police and Border Guard authorities is also not evident. Developing coordination frameworks and harmonizing legislation are important aspects to be further developed. The Palermo Protocol provides the basis for common legislation. The need to establish common practices and to develop supporting institutions was stressed and FRONTEX was brought up as a successful example on a European level in this respect.

Mr. Pellumb Nako, Deputy General Director of State Police, Director of Border and Migration Department, Ministry of Interior of Albania, presented the basic objectives of the national strategy and the relevant Action Plan of Albania on Integrated Border Management.

A series of best practices examples was also presented as part of the effort to effectively fight illegal migration and smuggling. Co-operation was stressed as one of the most essential components of the strategy which is developed in intra-agency, inter-agency and international level.

The speaker gave a brief overview of the procedures related to the co-operation between Border and Migration Police and the Customs Service. In 2008 after a detailed risk assessment, 7 cases were identified. On an international level, he brought up as representative examples the relevant Co-operation Agreements with police and border control authorities of FYROM and Montenegro which include risk analysis, meetings at all levels and integrated border crossing points. As a result of the implementation of these Agreements, police forces of Albania and FYROM proceeded in the identification and monitoring of high risk areas in terms of crime and trans border offences. Similar activities were followed with Montenegro. Special reference was also made to the already established co-operation with Greece on trans-border crime. This includes, among others, meetings at different levels, an information exchange system, and risk analysis which enable them to identify high crime risk areas. As a result of 16 joint operations this year in the Albanian-Greek border, 1245 citizens have been detained attempting to illegally cross the border and 11 citizens have been criminally proceeded for assisting illegal border crossing. The speaker insisted on the importance of the informatization of borders and the integration of systems used by the authorities which contribute to the better dissemination of information and the improvement of the security situation.

Ms. Frances Ryan, Serious Organized Crime Agency (SOCA), UK, Liaison Officer at Europol, gave an overview of the involvement of SOCA in dismantling criminal networks and presented best practices from the law enforcement perspective. SOCA has officers with a background from police, immigration and customs and focuses on the serious and organized aspects of criminal networks. In terms of organized immigration crime, it follows a holistic approach and relies on co-operation with other agencies, government departments and NGOs. In terms of developing the intelligence picture, SOCA is responsible for national coordination, taking information from across the UK but also from other international partners. A main priority when running investigations is to target the finances and disrupt the business elements of the criminal groups. In this respect they look at remittances and other forms of money transfers such as underground banking systems.

The close co-operation with the public and private sector was also highlighted. The speaker gave examples of case studies and lessons learnt from working across the spectrum. In a case of smuggling of Iraqi people, the importance of managing cross border co-operation and joint investigations as well as information sharing especially with EUROPOL, was highlighted as the best way to identify the criminals. With other European countries holding in parallel investigations, they ended up in 75 arrests across Europe. In another case of smuggling of Indian nationals in the UK, where different techniques were used, the importance of working with international partners in dismantling the networks was highlighted as an asset. By looking holistically it is not only the investigations and operations that lead to a prosecution but also the sharing of evidence and knowledge which enables the relevant authorities to adapt to the sophisticated methods followed by the criminal networks.

Mr. Patrik Engström, Crimes against Persons Unit, Serious Crimes Department, Europol, gave an overview of the functions and the involvement of EUROPOL in the fight against organized crime as well as the assistance provided to the law enforcement authorities on pan-

European level. The main task is to handle criminal intelligence and to provide operational and strategic support in several mandated crime areas, among which illegal migration and Trafficking in Human Beings. The efforts though, as pointed out, do not target illegal migrants but smugglers and organized networks involved in smuggling of migrants. The speaker emphasized on the role of Europol as information facilitator. In this respect the Europol Liaisons Officers were mentioned as cornerstones of the information exchange system. Operational support is provided on demand and can also be provided on the spot and includes, among others, Analysis Work Files, the use of the Information System of Europol as well as the use, on request, of Joint Investigation Teams which can play substantial role in a cross border investigation. Other means of support provided to the law enforcement authorities of the EU Member States include strategic reports and crime analysis as well as technical support for investigations and operations carried out within the EU. On the basis of Agreements close co-operation is established with several third countries and international Organizations.

The speaker presented a successful case on a pan European perspective, the Operation Bagdad, where an EU wide criminal network was identified, with Sweden as primary destination country. The efforts ended up in 77 arrests in 9 countries. Steady flow of intelligence into the analysis system, parallel investigations run in several member countries, the multilateral collection of intelligence as well as the importance of soft intelligence were highlighted as key success factors, with the observation that, migrants, depending on how they are treated, can become a valuable source of substantial information.

The Commentator, **Ms. Riika Puttonen**, Drug Control and Crime Prevention Officer, Anti-Human Trafficking and Migrant Smuggling Unit, Governance, Human Security and Rule of Law Section, Division for Operations, UNODC, stressed, as the key message of the discussions, that the focus is on those who organize illegal movements and not on the individuals who cross the borders illegally. In supporting this observation as well as the main points brought up by the speakers, she made extensive references to the relevant provisions of the Migrants Smuggling Protocol as well as the UN Convention against Transnational Organized Crime, which is supplemented by the Protocol. She highlighted that, according to the Smuggling Protocol, migrants shall not become liable to criminal prosecution but it is left up to the Member States to decide what they want to do regarding border crossing. Visa smuggling is also to be criminalized since the Protocol requires the criminalization of enabling the smuggling of migrants. In summing up the rest of the key points, reference was made to the different types of smuggling operations and to the importance to act on the basis of intelligence and co-operation at every level. The need to tackle money flows and to use the provisions on extradition and Mutual Legal Assistance was particularly stressed.

During the discussion, a delegation presented the national strategy and practices implemented in combating illegal migration from the perspective of a country of origin. Special reference was made to the benefits and the engagement of the country in relation to the readmission Agreements. Despite the concerns that may be caused, these Agreements bring legal clarity and contribute to the enhancement of co-operation between authorities. However, in order to be considered as an efficient tool they have to be complemented by other measures of preventive nature. Awareness campaigns on the labour conditions as well as on the procedures of entry and residence in the destination countries were mentioned as a priority in this respect. The successful introduction of reintegration projects for the returned citizens was also mentioned as part of the preventive policy of the country to fight against illegal migration “recycling”. There are also merits in creating better opportunities for legal

labour migration, by lowering for example the restrictions which apply in the labour markets in order to provide better access to the foreigners. Reference was made to the establishment of a web portal as one of the latest initiatives undertaken by the country in an effort to provide comprehensive guidance to the nationals who want to return.

Another delegation gave a brief overview of the country's approach on preventing and combating THB from the perspective of a country of origin, transit and destination. A series of initiatives brought up reflected its active involvement on a national and international level.

One delegation pointed out that illegal migration in his country requires high level of organization. Efforts should go further than data collection and capacity building. The representative also stated that it would have welcomed more participation from the Mediterranean Partners given the common interests shared among the countries of the region related to the theme of the Forum. He also wondered whether trends in illegal migration were in the phase of changing since his country faced the phenomenon of winter migration. There is a possibility that money deriving from smuggling is channelled to other criminal activities. One hypothesis suggested by a speaker, as an explanation to the winter migration phenomenon, was that enforced border management in the region pushes criminal networks to use different ways and seasons to pursue their goals.

Another participant presented concrete steps concerning Anti Trafficking Strategy. In relation to the prevention of illegal migration he stressed the readiness to have readmission agreements signed with European countries and the fact that, with the support of the European Commission, the visa liberalization process is about to be finalized.

Session V: Regional co-operation towards a comprehensive approach to migration

Moderator: **Mr. Melih Ulueren**, Deputy Director General for Migration, Asylum, and Visa Issues, Ministry of Foreign Affairs of Turkey

Rapporteur: **Ms. Anna Platt**, Migration Desk Officer, Migration Directorate, Foreign and Commonwealth Office, United Kingdom

Mr. Melih Ulueren, the Moderator, started the discussion by emphasising that migration is and remains a huge problem and challenge. There are no quick fixes. Migration, if properly managed, would bring a win-win situation for all, including the migrants. However, the root causes of poverty etc. needed to be addressed. Additionally, States cannot act alone. In order to tackle illegal migration, co-operation between States and within regional organisations was needed. We must therefore seek international solutions for what is a shared problem.

In the context of the Forum's discussion, some questions must be asked – “what is the OSCE's competitive advantage?” and “where should it avoid duplication?”. Mr. Ulueren suggested that the OSCE should look for synergies and one area where it could be particularly effective is in helping to stimulate political will in order to develop effective policies.

Mr. Tair Aimuhametovich Mansurov, Secretary General of the Euraisan Economic Community (EURASEC), noted that the problems associated with migration have become strategic in nature. There has been an upset in the balance of socio economic structures coupled with changes in the value system. He noted that this subject was a particularly topical one for member states of the EURASEC. He gave the example of Russia which was second to the US in terms of the number of migrants relative to the overall population size.

In 2004 the EURASEC adopted a number of priorities to ensure controlled measures and to increase labour mobility. It was necessary to ensure the rights of labour migrants and one way they were doing this was through setting up an intergovernmental database on migrant workers. However it was important to emphasise that for any policy to be successful, it would need to be complemented by an effective integration policy.

The Community's main purpose is to ensure economic integration. As a result of the free trade zone, between 2002 and 2008 trade increased by 4 ½ times. A customs union is due to be set up in 2009 establishing one single outside border. It is hoped that the impact of this will be to help resolve some of the challenges associated with migration. The members of EURASEC were also looking to address issues of energy security. A multilateral approach would only be achieved by close regional co-operation and by the effective co-operation of governments and international institutions. Mr. Mansurov said that the Community was open to co-operation with the OSCE in Vienna and in the field and emphasised that it was through joint efforts that palpable results would be achieved.

Mr. Alexander Vladychenko, Director General for Social Cohesion, Secretary to the European Committee on Migration, Council of Europe, began by drawing attention to the long lasting co-operation between the OSCE and the Council of Europe. Migration remains a major challenge especially in a time of global financial crisis. It was important to note that there was no easy or quick solution. As the Greek Foreign Minister had said, migration is a security issue thus bringing it firmly within the OSCE's remit. He drew the attention to the two sides of migration: the positive one - contributing to development, and the negative - giving rise to organized immigration crime. Mr. Vladychenko stated that no country could manage migration without genuine and effective co-operation

The Council of Europe believes in dialogue that enables migrants to benefit from core rights. He emphasized that it was important to have respect for the dignity of persons and that they should not to be treated as criminals. This was not to say that they were encouraging irregular migration but rather that Governments must understand that irregular migrants are human beings. In this regard careful distinctions should be made between traffickers, smugglers and migrants.

An integrated approach to managing migration was discussed recently at a Council of Europe conference where it was underlined that to enhance the benefits, countries should be more proactive. The impact on social cohesion was to be developed in a thematic report to be published soon. They had also put in place a mechanism for the analysis of economic movements with a view to informing policy making. As such, the Council of Europe invited member States to pursue an integrated approach at the national and international level. This could be achieved through increased dialogue and co-operation. At national level policy coherence was essential together with local, regional and national cohesion. Governments should also seek to involve civil society.

Mr. Vladychenko. concluded by saying that the day the OSCE starts discussions on European security, migration should be high on the agenda. In this regard, the Council of Europe stands ready to share its experience and knowledge.

Mr. Jean Christophe Peaucelle, Head of European Affairs, Ministry for Immigration, Integration, National Identity and Co-development, France, highlighted how the European Union has probably moved furthest ahead in a number of areas by building amongst States a set of common rules and practices. The EU has introduced new rules and practical areas of co-operation including the Schengen system which means that Europe is locating its border outside the airport area. Central to this is the EU Global Approach to Migration which confirms the conviction that migration issues should be dealt with in a comprehensive and simultaneous manner. Mr. Peaucelle remarked that it does not make sense to act unilaterally and that such issues can only be dealt with in partnership. In the context of this doctrine the EU has adopted the Pact on Immigration and Asylum, a political text which is comprehensive in its coverage.

Mr. Peaucelle went on to focus on legal migration which he stated is the least integrated area in the EU and the one where member States retain their national authority. He felt that this was a good way of illustrating how the EU is working collaboratively under the global approach. Even when a member State retains authority it enters into a commitment to exercise it in such a manner that it bears in mind the interests of partners and other states. Regularisation, which most member States have done on a large scale, has acted like a vacuum and sucked in new arrivals, in turn impacting on other members. Whilst this is part of States' national authority, the Pact says they must bear in mind the interests of their partners.

The text of the Pact also pays tribute to the positive aspects of migration. As the moderator said, it can be a win-win situation. The receiving country needs migrants for economic development and that was why efforts to combat illegal migration come second. The Pact also intends to convey that successful immigration rests on the concept of double acceptance. Migrants should not be a victim of criminal groups but should rather act on their free will. However it must too be a positive decision of the host country. This is itself an area of national competence and should remain so.

Mr. Peaucelle went on to say that another important issue for States to bear in mind is integration. Under the Pact, unless they already have one, member States would be developing an ambitious integration policy. Under the French Presidency a conference on integration was held where participating States exchanged views on best practice and successes and failures.

Mr. Peaucelle continued by outlining some key obstacles when it comes to addressing migration challenges. These can be summarized as:

- identifying where responsibility lies for implementing legislative changes;
- irregular migration as the enemy of legitimate migration causing upheaval in the labour market and being a source of exploitation;
- brain drain – possibility of using the carte bleu directive to halt the flow of qualified labour if it is causing a skills loss in the country of origin;
- the economic downturn – there is the possibility that over the next couple of years States will need to adjust migration flows; however this is not the right time to abandon our principles, he said.

Mr. Cristian Badescu, Director, EU Policies Department, Ministry of Foreign Affairs of Romania, focused on the co-operation in the Black Sea region which is taking shape in the form of a “Co-operation Platform”. He felt that the role of regional organisations is to increase confidence in dealing with migration phenomena and that, as other speakers had noted, effective management can only be sustained by partnership whether this be through Co-operation Platforms, Mobility Partnerships etc.

In the Black Sea region, such initiatives have had a strong impact both locally and regionally. The region faces complex challenges as a source, destination and transit route. With increasing flows of illegal migrants from Africa it has become important to consider illegal migration flows through the area. With Romania and Bulgaria now being part of the EU external border, new instruments for better management could be introduced.

Through the Black Sea Co-operation Platform the EU’s global approach is being extended to the South and South-Eastern region. Its main objective is to lay the foundation for increased and permanent dialogue between States in region so as to encourage joint efforts in managing migration flows. This has stemmed from the conviction that migration cannot be tackled by individual measures but rather by common efforts. It also intends to bring the realities of the Black Sea region to the attention of EU institutions. Projects within the platform would benefit from EU funding and links would be made to use already existing expertise within applicable international organizations such as IOM, UNHCR, ICMPD etc.

Ambassador Hans-Jochen Schmidt, Head of the OSCE Office Minsk, as Commentator, expressed doubts that there would be win-win situation in the near future. He said that it had been interesting to hear experts outline how two regional organizations tackle the issue. In particular it showed how national competencies could be reconciled with the development of a coordinated approach to tackling migration.

He reflected that in terms of defining what added value the OSCE could bring to the debate, it was up to participants to come up with concrete questions. He felt that the OSCE could act as a catalyst but it is important to bear in mind the number of organizations already participating and feeding into the dialogue in this area.

During the debate, one participant highlighted that its country had developed a strategy based on a holistic and integrated approach and emphasized the importance of co-operation in the fight against illegal migration. They felt that a security based approach has its limitations. They thanked the Greek Chairmanship for holding this meeting.

One NGO representative drew attention to protection issues and highlighted the protracted refugee situations around the world.

Another participant gave the example of how today with the inauguration of Barack Obama, a son of a migrant was to become a President. They also emphasized the importance of the European Pact and drew attention to a stability pact they were operating. This used similar tools to the present forum and worked on the basis of shared best practice and exchange of information. Readmission agreements have been forged and implemented and they were pleased to be working with organisations such as the IOM and UNHCR to drive forward their migration strategies.

Another participant refuted the argument put forward by the NGO stating it was not relevant to the Forum.

Finally one participant saw a role for the OSCE as a useful forum for the exchange of information and as a tool to foster increased regional co-operation. He was less convinced of the need for data collection. As several other speakers had raised the question of brain drain, he inquired if that could be further discussed in a future session during the Forum process. When discussing this subject it was important also to look at the concept of brain gain. In the EU a code of conduct for recruitment was being developed. Circular migration policies were also being developed to enable migrants to gain skills and then return home.

Concluding Discussion – Follow-up to the Forum

Moderator: **Mr. Ioannis Peditis**, First Counsellor, Permanent Mission of Greece to the OSCE, OSCE Chairmanship

Rapporteur: **Mr. Gabriel Leonte**, Economic and Environmental Adviser, OCEEA/OSCE

The Chair opened the session and highlighted its main objective – to identify, based on the discussions in the previous sessions, the most valuable and viable follow-up recommendations for the OSCE. He encouraged the participants to actively engage in this discussion aiming at identifying specific and concrete suggestions on what the OSCE can do to promote more effective migration management in its region and to strengthen regional co-operation on migration issues.

A group of delegations expressed its appreciation for the open exchange of views between countries of origin, transit and destination and highlighted the link between migration management and the OSCE comprehensive concept of security. It stated that the OSCE should build synergies and work together with other organizations such as IOM, ILO, ICMPD, CoE, Europol etc. Such co-operation would facilitate addressing the challenges of migration. It took note of the comments and suggestions made during the meeting and looked forward to the Chairmanship's and CoEEA's concrete conclusions and ideas on possible future activities. It also encouraged the field operations to make follow-up proposals and hoped that all the participating States would act as well. Concluding, it looked forward to continuing the discussions in the framework of the Economic and Environmental Committee as well as at the upcoming preparatory Conference in Tirana and the second part of the Forum in Athens.

A delegation emphasized the importance of a positive migration balance, as migration was and should remain a mutually beneficial process. In the context of increasing demand for qualified migrants, it saw a possible follow-up area in working towards a better system leading to improving migrants' skills. It also noted that implementing migration policies participating States were not always fully utilizing the potential of employment services. In that regard, there is a need for intensified co-operation at bilateral and regional levels.

Another delegation stressed the importance of integration and said it would welcome a more thorough discussion on this topic. Integration and acceptance are preconditions for future

migration and for achieving positive results. This delegation expressed its commitment to these principles and presented some recent legislative development and other measures its country had been undertaking with the goal of aiding migrants' integration (including teaching of language, culture and state organization).

The Chairman of the Second Committee of the OSCE Parliamentary Assembly referred to the two 'pillars' of the OSCE, the inter-Governmental and the Parliamentary ones, and their interaction in dealing with migration related issues. Migration is a positive phenomenon when it is the result of the free will of people, and not when determined by economic, security or environmental threats. Countries needed to develop and implement new policies, i.e. linking migration with economic development in countries of origin, promoting the right of every person to choose his/her way of life, supporting integration. The Parliamentary Assembly could contribute in this process and could also work with Governments to identify the right policies and develop a balanced, effective and future oriented approach to migration management that would enhance security and promote development.

At the end of this session Mr. Goran Svilanovic, Co-ordinator of OSCE Economic and Environmental Activities and Ambassador Nikolaos Kalantzianos, Head of the Greek OSCE Chairmanship Task Force, Ministry of Foreign Affairs of Greece, delivered their concluding remarks.