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Organization for Security and Co-operation in Europe

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

Vienna, 28 February 2005

To: All OSCE Delegations
Partners for Co-operation
Mediterranean Partners for Co-operation

Subject: Second Preparatory Seminar for the Thirteenth OSCE Economic Forum:
“Migration from an economic, environmental and security perspective”.

Attached herewith is the Consolidated Summary of the Second Preparatory Seminar for the Thirteenth OSCE Economic Forum: “Migration from an economic, environmental and security perspective”, which took place in Almaty, Kazakhstan, 24 – 25 January 2005.



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and Environmental Activities**

Vienna, 28 February 2005

CONSOLIDATED SUMMARY

**SECOND PREPARATORY SEMINAR FOR THE THIRTEENTH OSCE ECONOMIC FORUM:
MIGRATION FROM AN ECONOMIC, ENVIRONMENTAL AND SECURITY PERSPECTIVE**

ALMATY, KAZAKHSTAN, 24 -25 JANUARY 2005

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EXECUTIVE SUMMARY

Introduction

The Second Preparatory Seminar for the 13th OSCE Economic Forum was held on 24 – 25 January 2005 in Almaty, Kazakhstan. The topic of the seminar was “Migration from an economic, environmental and security perspective”.

This seminar was the second in a series of three preparatory seminars for the Thirteenth Economic Forum “Demographic Trends, Migration and Integrating Persons belonging to National Minorities: Ensuring Security and Sustainable Development in the OSCE area”, that will take place in Prague, within the period from 23 to 27 May 2005.

The First Preparatory Seminar was dedicated to the theme of “Demographic Prospects in the OSCE area: Economic and Security Implications”, and was organized in Trieste, Italy, on 8 - 9 November 2004.

The Third Preparatory Seminar will take place in Kyiv, Ukraine, on 10 - 11 March 2005 and will focus on “Integrating Persons belonging to National Minorities: Economic and Other Perspectives”.

The Almaty seminar was organised by the Slovenian Chairmanship of the OSCE and the Office of the Co-ordinator of OSCE Economic and Environmental Activities (OCEEA) in close co-operation with the Ministry of Foreign Affairs of Kazakhstan and the OSCE Center in Almaty.

The seminar was opened by **H.E. Mr. Rapol Zhoshybaev**, Deputy Minister of Foreign Affairs of the Republic of Kazakhstan, **H.E. Mr. Zhazbek Abdiyev**, Chairman of the Committee on migration of the Ministry of Labour and Social Protection of Population of the Republic of Kazakhstan, **H.E. Ambassador Dr. Boris Frlec**, Head of the OSCE Task Force, Ministry of Foreign Affairs of the Republic of Slovenia / OSCE Chairmanship, **H.E. Ambassador Ivar Vikki**, Head of the OSCE Center in Almaty, and **Mr. Marcin Swiecicki**, Co-ordinator of OSCE Economic and Environmental Activities, OSCE Secretariat.

Up to 200 participants, official representatives from 41 OSCE participating States, Partner for co-operation and Mediterranean partners for co-operation, the Council of Europe, ICMPD, IOM, the Stability Pact for South Eastern Europe, UNDP, UNESCO, UNHCR, UNCCD, World Bank, representatives from Non-Governmental Organizations, the Academic and Business Communities, 13 OSCE Field Offices, as well as representatives from OSCE HCNM and ODIHR, the OSCE Special Representative on Combating Trafficking in Human Beings and OSCE CPC attended the seminar and engaged in discussions.

30 speakers, experts from OSCE participating States, International Organisations, NGOs and academic community, presented their inside knowledge and their views thereby stimulating the discussion. Throughout the deliberations all the participants freely expressed their views and contributed to formulating concrete suggestions for further consideration by the OSCE Economic and Environmental Sub-Committee and the OSCE Economic Forum in Prague.

A Background Paper for the Second Preparatory Seminar for the Thirteenth OSCE Economic Forum “Migration from an economic, environmental and security perspective“, was circulated by the Office of the Coordinator of OSCE Economic and Environmental Activities to introduce the topic of the seminar (SEC.GAL/10/05/Rev. 3)

Numerous documents and presentations have been circulated at the seminar. A list of these documents is included as an annex (Annex 3) in the Consolidated Summary. The documents will be published on a CD-Rom available upon request from the OCEEA.

Structure of the Seminar

The seminar consisted of both opening and closing plenary sessions, one plenary session, 2 panel discussions, 2 working groups and 3 regional working sessions. The various sessions were dedicated to the following topics:

Panel Discussion 1: Migration and Security - potential and real security threats from migration in the OSCE area – how to address them and enhance co-operation;

Working Group A: Economic Migration – Impact on labour market structures, changes and policy responses;

Working Group B: Environmentally Induced Migration and Diverse Causes of Migration – Possible economic and security challenges;

Plenary Session: Management of Economic Migration - Good Practices and Case Studies;

Panel Discussion 2: Management of Economic Migration – Policy Issues and Recommendations;

Working Sessions - Management of Economic Migration: Working Session I: Migration within Central Asia and Eastern Europe; **Session II:** Immigration to the European Union from the OSCE area and **Session III:** Migration within and from South Eastern Europe.

Suggestions

This seminar has accomplished its main goal of putting forward useful suggestions for the OSCE and its participating States with regard to various aspects related to the topics under discussion.

The Rapporteurs' Reports section of the Consolidated Summary provides a complete picture of the discussions in each of the seminar's sessions and of the suggestions stemming from each session. It is envisaged that the Economic and Environmental Sub-Committee discusses these suggestions included in the Consolidated Summary, in order to streamline the preparatory process for the Forum.

For easy reference, a number of suggestions for the OSCE and its participating States, stemming from the seminar, have been grouped by thematic areas and are presented below.

DATA COLLECTION

- Help improve data collection on migration;
- Place a stronger focus on data-collection and data-interpretation programmes;
- Encourage the harmonization of data on migration and promote their exchange;
- Promote international co-operation and encourage information exchange on migration;

STATE REGISTER

- Assist in developing a state register/data base for people who are working in other countries; workers should be encouraged and invited to register in embassies/consulates; with registration they should get benefits and services;

RESEARCH

- Encourage research on costs and benefits of migration/migrant workers for immigration as well as emigration countries;
- Support research and activities to assist affected populations and to address and resolve environmental problems;
- Improve research of labour markets in order to improve quota systems or facilitate entry;
- Encourage the scientific community to work more closely with state institutions in order to predict the development of migration processes; based on such research, which could forecast tendencies in future years, it is possible to have a more efficient migration policy;
- Support developing more conceptual clarity regarding migration issues;

LEGISLATION AND POLICY MAKING

- Assist countries with transition economies in the development of migration policies which include co-ordinated activities in legal, financial, insurance and information exchange areas;
- Encourage the integration of migration policy within states' economic policies;
- Play a leading role in developing strategy proposals in collaboration with other international organisations, participating States etc;
- Encourage the adoption of incentives for legal employment to reduce irregular migration;
- Assist participating States in improving relevant environmental policy and programmes to address root causes of environmental migration, including activities creating synergies under the Rio conventions;
- OSCE Participating States should focus on the creation and/or improvement of (inter) national regulations on the legal status of environment-induced migrants;
- Countries of destination could consider allocating quotas for nationals of countries of origin while reserving the right to workforce selection;

LEGAL RIGHTS OF MIGRANTS

- Assist the modification of labour codes to include migrants' rights;
- Help promote the legal rights of migrants; put special emphasis on the rights and liberties of migrants; in this context, the work on vulnerable groups should be continued;
- Enhance the economic contribution of migrants through better access to the labour market;

ASYLUM-MIGRATION NEXUS

- Combating illegal migration, including smuggling and trafficking of persons, should not adversely affect the right of bona fide asylum seekers to physically accessing safety;
- Incorporate migration and refugee policy concerns in development, aid and investment policies;
- Promote public awareness programs to reduce xenophobia, discrimination and intolerance towards migrants, refugees and asylum seekers and create a favorable climate for integration;
- Emphasizing the need for and importance of reliable and compatible information and statistical systems on asylum-seekers, refugees, migrants and displaced persons, and strengthen co-operation in this field; strengthen co-operation with UNHCR and other organizations;

INFORMATION AND AWARENESS RAISING

- Set up an information network on migration;
- Create migration information points in countries of origin;
- Assist countries of origin to take a more active part in the education of labour migrants; such education/training should cover awareness raising, basic human rights and labour rights, and information about job opportunities in countries of destination;
- Improve and develop access to information for migrants in both source and destination countries;
- Support awareness raising on migration in receiving countries;
- Develop activities to help mitigate xenophobic and other negative phenomena related to migration and resettlement of migrants;
- Encourage public support of managing migration through awareness raising; Involve mass media in awareness raising activities;
- Relevant information should be provided for potential migrants about working and living conditions in the countries of destination; this could be done in co-operation with embassies/consulates of the concerned countries;
- Encourage and support the role of NGOs in addressing migrants' problems;

LEGALISATION REGARDING IRREGULAR MIGRANTS

- Assist in improving legal migration channels, which can reduce irregular migration;

- Assist in addressing irregular migration while encouraging participating States to replace exclusionary legal status of these vulnerable groups with access to education, health, and the right to legal redress;
- Facilitate the legalization of irregular migrants through: temporary contracts, joint applications by employers/employees, amnesties;
- Encourage the granting of an amnesty for irregular labour immigrants;

INFORMAL SECTORS/ECONOMY

- Raise awareness on the fact that demand for illegal labour (which causes irregular migration) is often caused by overregulation in developed economies;

ECONOMIC DEVELOPMENT IN SOURCE COUNTRIES

- Assistance in economic development and empowerment as well as in providing employment opportunities for local population in source countries can help prevent illegal migration and trafficking and should be strengthened;
- Help improve labour market policies in source countries, which would facilitate legal migration and assist workers abroad;
- Further encourage and support the economic empowerment of women;
- Providing assistance in capacity building in migration management;

RETURN, REMITTANCES

- Encourage the development of voluntary return programmes;
- Encourage the return of migrants and re-integration of returned migrants;
- Encourage the creation and development of a sound banking system;

OSCE AS A PLATFORM

- Serve as a discussion forum of security related aspects of migration and promote awareness raising, including through enhanced dialogue and co-operation with partners;
- Reinforce co-operation with the Council of Europe; e. g. through a common seminar with all their memberships on the EU “green paper” on migration;
- Establish migration monitoring groups to deal with the sources and effects of migration;
- Produce a handbook devoted to migration issues;
- Organize a workshop on best practices on migration and gender issues;
- Pursue its activities in the field of policing, border management and travel documents as well as in the areas of anti-trafficking and gender;
- Continue to promote good governance and sustainable development as key elements in addressing problems related to migration;
- Assist in the co-ordination of actors to avoid overlap and improve synergy of programmes assisting environmental migrants;

INTERNATIONAL MIGRATION CONVENTIONS AND AGREEMENTS

- Encourage the ratification and implementation of international conventions on migrants and migration;
- Promote good practices on the registration of foreigners and the implementation of international conventions;
- Encourage the implementation of existing national and international environmental rules and standards;
- Encourage the ratification of the Convention on Labour Migrants’ Rights;
- Participating States should develop bilateral/regional agreements in order to facilitate labour migration between countries or across the countries of the region, especially for neighbouring countries; benefits and services for returnees could also be discussed in these agreements; concluding readmission agreements between countries of origin and destination.

Annexes

A number of annexes - *Agenda, List of Participants and List of Distributed Documents* - have been attached to complete your picture of the Seminar in Almaty.

For further reading, please note that background documents from this seminar as well as further information on the Office of the Co-ordinator of OSCE Economic and Environmental Activities and the Economic Forum process can be found on the OSCE web site under www.osce.org/eea or requested at the Office of the Co-ordinator of OSCE Economic and Environmental Activities (gabriel.leonte@osce.org or andrea.gredler@osce.org).

WELCOMING ADDRESS

**by H.E. Mr. Rapol Zhoshybayev,
Deputy Minister of Foreign Affairs of the Republic of Kazakhstan**

Dear participants of the seminar,

I would like to welcome you to the hospitable land of Kazakhstan and thank you for finding time to take part in the OSCE preparatory seminar.

Kazakhstan highly appreciates that Almaty has been chosen the venue for the second preparatory seminar to the OSCE's Thirteenth Economic Forum. I am sure that the decisions and results of this event will contribute to the efficient preparation of the yearly OSCE Economic Forum.

Dear participants,

The theme of the seminar is very topical today for all members of the Organization.

Migration issues in Central Asia, like in the whole world, form a complicated socio-economic problem. Various problems force people to leave the places of their permanent inhabitation, among them: political and economic instability, environmental problems, lack of social protection.

Everybody knows that in the beginning of the 1990s, regional changes of global character took place – namely, the Soviet Union ceased to exist. Many newly formed independent republics faced political crises accompanied by outbreaks of conflicts, including armed ones. The reasons for these conflicts differed in character, but they all caused a large outward flow of peaceful citizens suffering as a result of local wars.

The disintegration and stagnation of economy, unemployment and social problems also aggravated the problems of migration. These processes created prerequisites to the growth of migration of population – both internal and external.

Another main reason of migration are environmental problems. As an example, inhabitants of the Aral region and of the former Semipalatinsk nuclear testing site region have suffered especially intensely. Also, people leave places suffering from droughts, soil depletion and desertification.

Currently, one more negative aspect of illegal migration is present, namely, trafficking in human beings, especially women and children. Notwithstanding joint efforts by a number of states on fighting this phenomenon, it continues raising concerns of the international community. The Chairman in Office of the OSCE, H.E. Dimitrij Rupel, in his speech at the first meeting of the OSCE Permanent Council on 13 January 2005, when speaking about co-operation in the humanitarian sphere, marked the need to apply joint measures on counteraction to this particular threat.

In this connection, I hope that the OSCE seminar will allow one more time drawing attention of the international community and members of the Organization to the necessity of taking adequate measures for eliminating threats to their security originating from the existing of the phenomenon of illegal migration in some OSCE member states.

Dear seminar participants,

Channels of illegal traffic in human beings, going to Europe and further, spring from and pass through the territories of many states in the Asian region. So, it is very important to take account that the battle front with these threats is in Asia. In this connection, the OSCE can and should play its active role in solving problems of vulnerability. And we do not speak about creating in the region of a certain modification of a sanitary cordon between Europe and Asia; instead, we think of establishment in Central

Asia of a targeted preventive work of specialized OSCE structures on counteracting separate threats and challenges to security, including problems of illegal migration.

First of all, currently it is important and topical to expand OSCE activities in fighting common threats, mainly in the geographical zone of responsibility of this Organization, including Central Asia. OSCE participating States need to take joint efforts in setting up an efficient system of counteracting illegal traffic in human beings.

By doing this, Central Asia would become an OSCE outpost in counteracting global threats and challenges. At the same time, the OSCE could contribute considerably to securing a solid peace and stability in Central Asia. The role of the OSCE in the region should be more tangible and practical. We need a pragmatic approach in this issue.

I am sure that seminar participants will be able to exchange concrete opinions and suggestions on solutions of migration problems for the whole OSCE region. This will become one more step in practical implementation of joint efforts of our countries in achieving progress and prosperity of our peoples.

I wish you much useful and fruitful work during the seminar!

Thank you for your attention.

WELCOMING ADDRESS

**by H.E. Mr. Zhazbek Abdiyev
Chairman of the Committee on Migration
of the Ministry of Labor and Social Protection of Population
of the Republic of Kazakhstan**

Ladies and Gentlemen,
Participants of the seminar,

The Minister of Labor and Social Protection of Population of the Republic of Kazakhstan regrets that she could not take part in this dignified forum, and she has entrusted me with welcoming you and wishing you a successful work at the seminar.

Problems to be discussed at this forum are undoubtedly of a high importance.

The fast globalization of world public processes, in the first place, of migration ones, forces us to be more prompt in searching for answers to many issues: problem of refugees, illegal migration, including illegal labor migration, criminal migration, etc.

At the same time, the current situation necessitates that we introduce changes in the realization of migration policy in accordance with the requirements of modern conditions and international standards.

At the present time, an active work is being done on improvement of legislation regulating relations in the migration field.

That is why analysis of foreign experience in migration policy is very important to us especially today. The world experience could prompt us on appropriate solutions and caution against possible mistakes and delusions.

I am sure that the recommendations to be elaborated at this seminar will become another input to the development of more efficient migration regulating systems based on internationally recognized standards and world's best practices.

I believe that discussion of the problems that will be raised at today's seminar will prove useful and timely not only for Kazakhstan, but also for other countries where migration problems have become an important state priority and where an intensive development and renewal of institutional and legal basis of migration policy is taking place.

Thank you for your attention.

WELCOMING ADDRESS

by **H.E. Ambassador Dr. Boris Frlec,**
Head of the OSCE Task Force, Slovenia/OSCE Chairmanship

Thank you Mr. Chairman, Distinguished Deputy Minister,
Distinguished Colleagues, Ladies and Gentlemen,

I would like to express my appreciation and gratitude to the host country Kazakhstan, the Office of the Co-ordinator of OSCE Economic and Environmental Activities as well as the OSCE Center in Almaty for the excellent organization of the Second Preparatory Seminar for the Thirteenth OSCE Economic Forum. We furthermore appreciate precious assistance provided by International Organization for Migration and International Center for Migration Policy Development. I'm confident that this Preparatory Seminar will serve as an important opportunity in the further development of the traditionally rich OSCE migration discourse. It shall provide insight into most relevant migration issues of both general concern and of specific relevance to each of the OSCE regions.

Migration is driven by the natural instinct of people to move in order to seek new life and career opportunities and to increase their standard of living. But it is less the difference in income level and more the lack of opportunities which, apart from conflicts, make people leave their countries. It is a living phenomenon, a process in which migrants make significant economic contributions to societies both in countries of destination and in countries of origin.

Bearing in mind that migration will continue to grow, political will is needed to understand it as a solution, not as a problem. As migration is clearly a cross-dimensional issue, with strong bearing on security, economics and the human dimension, the OSCE represents one of the very natural choices for the discussion on the subject and related affirmative action in all three dimensions.

Mr. Chairman, Distinguished Deputy Minister,
Distinguished Colleagues, Ladies and Gentlemen,

As already highlighted in the very topical discussions and suggestions made at the First Preparatory Seminar in Trieste, migration as one of the 21st century ultimate strategic issues is far from being a zero-sum game. The demands of an increasingly globalizing and integrated world economy combined with rather gloomy demographic forecasts indicate that migration is to remain a key element of any future sustainable solution. Thus, large-scale economic migration in the OSCE area seems inevitable. The standard of living in many OSCE countries of destination would deteriorate significantly without migrants; some economic activities and entire industries would even seriously suffer without them.

However, for some OSCE countries of destination, a shrinking population does not represent the only challenge, and one which cannot be solved by immigration alone. Further, it appears that people in many OSCE countries of destination tend to accept the fact that their societies will depopulate and subsequently become less competitive, rather than embracing or agreeing to the inflow of migrants. Meanwhile, other OSCE participating States and OSCE areas are experiencing strong population growth, oversupply of labour and swift migratory pressures. The sum of these factors constitutes them as countries of origin.

Turning to some security aspects of migration, while acknowledging that some migrants are economically very successful in countries of destination, it should also be noted that the bulk of migrants have dangerous and difficult jobs others are not ready to take. Even more, significant numbers are not being employed, making them dependent on the welfare system of the country of destination. If the ultimate goal of any OSCE country of destination is migration-integration, concerted efforts should be made to bring these people into the fold of the legal labour market of countries of destination. Illegal migrants do not pay taxes but they often have access to public services, including health and education systems. There is, hopefully, a possible role for the OSCE to call upon countries of destination to act bravely and consider the option of giving work permits to all illegal migrants who can prove they have

jobs in the country. In so doing, illegal migrants would be co-opted and enabled to contribute fully to the welfare of the country of destination. It is of the utmost importance that the OSCE engage in providing channels for legal migration and assist in actions aimed at the reduction of irregular migration.

In migration-integration efforts, the socio-cultural dimension should not be underestimated either. Bearing in mind that the percentage of foreign-born legal residents in some OSCE countries of destination is as high as 35 to 40 per cent, we all need to become more multi-cultural. A volatile chemistry among natives and migrants must be cultivated in order to foster social and political stability. In this respect the OSCE could be active in providing a range of instruments and approaches to ease the integration of migrants.

Regular migration flows in the OSCE countries of destination are often managed in an overly bureaucratic manner. Subsequently, irregular migration is stimulated and the economic and social promise of legal immigration and integration cannot be realized. That is why the private sector too must have a word in the development of adequate migration management practices. Businesses are driven by growth and profit. If employers in countries of destination lack the personnel they need on the legal labour market, the gap is either filled by the illegal labour force or operations are moved elsewhere in the world to locations where cheaper labour is abundant.

Mr. Chairman, Distinguished Deputy Minister,
Distinguished Colleagues, Ladies and Gentlemen,

There exists a potentially beneficial relationship between migration and sustainable development. As a consequence of migration, not only countries of destination, but countries of origin too can gain. Countries of origin can benefit through reduction of unemployment, remittances and skills transfer. Migration policies of countries of origin, if properly designed, can therefore alleviate poverty and reduce unemployment.

On the other hand, the movement of skilled migrants from countries of origin to countries of destination can represent a significant loss for countries providing migrants. To offer certain compensation, countries of destination should, apart from granting development aid, consider investing more substantially in the educational systems of the countries of origin.

A possible role for the OSCE is to offer countries of origin training aimed at balancing the "brain-drain" and "brain-gain" effects among countries of origin and countries of destination. The OSCE could also help countries of origin in the development and implementation of targeted reintegration programmes enabling the return of emigrants who have acquired knowledge and capital abroad that can be harnessed to contribute to economic growth back home.

Remittances represent an important "push factor" for the purchasing power of the national economy of the country of origin. For this reason, one of the OSCE tasks could be to encourage their formal transfer. Specifically, the OSCE could provide some assistance in the development of standards for the international transfer of remittances in order to reduce high illegal transfer costs, avoid money laundering and remittances going to illegal activities.

Mr Chairman, Distinguished Deputy Minister,
Distinguished Colleagues, Ladies and Gentlemen,

No country in the OSCE region is, nor needs to be alone in facing the challenges of managing migration. Thirty years ago the Helsinki Final Act of the CSCE provided a solid starting point for the development of co-operation in migration management among the participating States. A wide array of the OSCE commitments relating to migration adopted since the Helsinki Final Act are enabling participating States to develop comprehensive, coherent, co-operative and co-ordinated partnership in managing migration within the OSCE. Further development of migration management best practices combined with improved legal frameworks should be seen as an essential part of nation-building and good governance in each and every OSCE participating State. In this context, the OSCE in co-operation with other relevant

international organizations may consider offering its support in drafting national migration laws in those participating States lacking adequate resources, infrastructure or expertise.

In the past decade, unprecedented progress has been made in respect to the free movement of people and the development of best migration management practices. There are now great expectations that the European Commission's forthcoming Green Paper on Legal Migration will present a vital further step forward in more effective migration management practices. Equally important are other regional initiatives, such as the Budapest Process, CIS Conference and the Intergovernmental Consultations. We also need to take full advantage of other global initiatives, including the Global Commission on International Migration, the Berne Initiative and International Labour Organisation. We rely on the expertise of International Organization for Migration, International Center for Migration Policy Development and UN High Commissioner for Refugees.

Through permanent change in their dynamics and character, migratory movements have been progressively challenging the OSCE participating States. In managing these truly important challenges, we need to act responsibly and find appropriate *modus operandi* for cooperation among existing agencies. If we are really concerned with constructing a more integrated and coherent migration management we should concentrate sincerely on the wiring and plumbing of the key actors in the field. Only in this way can we hope for effective synergies and the subsequent encouraging results. In this sense, the Chairmanship is convinced the Seminar will yield useful suggestions.

Thank you.

WELCOMING ADDRESS

by Ambassador Ivar Vikki
Head of the OSCE Centre in Almaty

Thank you Mr. Chairman,

On behalf of the OSCE Centre in Almaty, I would like to welcome you all to Almaty to explore and understand the theme of migration from an economic, environmental and security perspective.

I would like to take the opportunity to express my thanks to our gracious hosts, the Ministry of Foreign Affairs of Kazakhstan, represented here by Mr. Rapol Zhoshybaev, Deputy Minister of Foreign Affairs and Mr. Zhazbek Abdiyev, Chairman of the Committee on Migration. Their teams, led by Ms. Aliya Edilbayeva have been working around the clock lately to get the conference practicalities on track.

Let me also warmly welcome Ambassador Boris Frlec, representing the OSCE Chairman-in-Office and Mr. Marcin Swiecicki, Co-ordinator of the OSCE Economic and Environmental Activities.

Migration encompassed all three dimensions of security dealt with by the OSCE – politico-military, economic and environmental and the human dimension. To provide support for our participating states on this issue is paramount to the OSCE's aims of fostering security and promoting co-operation. And the Centre is ready to support the Kazakh government in updating legislation related to migration and developing relevant policies.

Concerning the Centre activities within the field of migration, the Centre together with our partners has worked on issues related to the resettlement and empowerment of *Oralman* Kazakh repatriates, especially supporting *Oralman* women in seeking a sustainable outcome through establishment of small business ventures, especially in handicraft in 2003. In 2004, the Centre assisted in the establishment of a legal advisory centre for *Oralman* women, and in this way the Centre has targeted two key areas: vulnerable women and establishment of small, sustainable businesses.

With this brief overview of our activities on migration issues, I wish all participants a fruitful and rewarding seminar.

Thank you for your attention.

WELCOMING ADDRESS

by Mr. Marcin Swiecicki,
Coordinator of OSCE Economic and Environmental Activities

Excellencies,
Ladies and Gentlemen,

Migration is one of the **oldest** human phenomena. Ever since our distant ancestors explored the earth, so **still today**, more people than ever before in human history are on the move. Migration is higher than ever on the international political agenda as well as on national agenda in many countries. It is becoming an issue in national election campaigns almost everywhere. Immigration is high on the EU agenda.

I want to emphasize that free movement of people has been on the OSCE agenda ever since the adoption of the Helsinki Final Act, in 1975. It constitutes an integral part of our core values. Two OSCE institutions, ODIHR, and High Commissioner on National Minorities tackle issues linked to migration mainly from a human rights and legal perspectives. In 2003 at the Ministerial Council at Maastricht OSCE adopted the Action Plan on Combating Trafficking in Human Beings. I want to use this opportunity and welcome here Dr. Helga Konrad, OSCE Special Representative on Combating Trafficking in Human Beings. But it is the Slovenian Chairmanship of the OSCE that placed migration at the centre of the OSCE economic agenda by choosing the topic of migration as one of key issues of this year's Economic Forum.

Indeed, economic development plays a large part in explaining migration from the **'pull' side** (as well as the push side). Discrepancies in living standards continue to persist among OSCE participating States. The promise of a **better** life in a **richer** country - for themselves and their children - has long been the primary aspiration of many a migrant.

In some cases, however, migrants may not **voluntarily** leave their home country- rather than being pushed out by economic factor, they are pushed out by political factors. Environmental degradation as well as environmental disasters can also provoke mass exodus.

International law has evolved steadily in this area, setting up **standards** for treatment of refugees, asylum applicants and, more generally, the **rights of aliens** in a host country.

Migrants, however, are **often not welcome** in countries. They may be subjected to xenophobia, because they may be perceived as a threat to the homogeneity of the cultural identity of a country. Often this results in a lack of **integration** into local communities. As a consequence migrants choose to work on the **black market** and thus do not contribute to tax revenue.

In more extreme cases, migrants may be involved in **criminal activities** such as drug trafficking or money laundering. Each of these factors aggravates the others, producing a spiral of distrust in the relationship between the migrant communities and their hosts.

This stands in contrast to the **opportunities** migrants may gain from living elsewhere. Besides being exposed to a new culture and lifestyle - from which both sides may stand to benefit - families in poorer regions can profit from the remittances sent back home. In some cases, close to **10% of a country's GDP** may come from remittances. Numerous OSCE countries have benefited themselves from migrants. The USA is a country largely built on the foundations of migrants, Germany invited many so called 'Gastarbeiters' during the 1960's to help the reconstruction effort and so on.

Population trends in many European countries show shrinking labour force. In coming decades the number of contributors to pension funds, health insurance, investment funds will decline whereas the number of those who draw from those funds will grow dramatically. Immigration may help to keep the

balance but, paradoxically enough, many of these countries are in fact becoming more restrictive when it comes to letting in migrants, rather than less restrictive.

Countries experiencing an ageing and declining population can benefit from an inflow of skilled migrants to make up for lost productive capabilities. On the other hand this scenario raises a question about the phenomenon of **brain drain**.

Ladies and Gentlemen,

I hope the following days will highlight some of the problems surrounding migration, but also offer us insights into solutions.

We are not entering the virgin land. I welcome here representatives of the international organisations that specialize in the migration problematic: IOM, ILO, ICMPD, as well as other organisations and numerous NGOs. I strongly believe that the OSCE, in co-operation with such specialized organizations, can bring added value in addressing the issue of migration.

Migration is a developmental force that needs to be managed in a way that both countries of origin and host countries, as well as the migrants themselves, can benefit from this age-old phenomenon without endangering economic or environmental security.

Ladies and Gentlemen,

My Office has prepared a background note which I hope you have all received. We tried to assemble, based on IOM and UN inputs and in consultation with Slovenian academics, an overview of migration issues in OSCE States. I hope that you will find useful the result of our work.

Suggestions and recommendations presented at this seminar will be further discussed at the Economic and Environmental Subcommittee in Vienna and at the Economic Forum, which will be held in Prague on 23-27 May of this year.

I extend my appreciation and **special** thanks to our speakers and panelists for taking the time to share their knowledge and experience with us.

I would like to express again my gratitude to **The Kazakh Government, the Slovenian Chairmanship and the OSCE Center in Almaty** for their support in organizing this event.

Dear Colleagues,

I wish all of us a successful seminar.

RAPORTEURS' REPORTS

PANEL DISCUSSION I : Migration and Security - potential and real security threats from migration in the OSCE area – how to address them and enhance co-operation.

Moderator : Ms. Katherine Brucker, United States Mission to the OSCE

Rapporteur : Mr. Armand Pupols, Mission Programme Officer, Conflict Prevention Centre, OSCE Secretariat

At the beginning of the session the panellists presented their view on the topic under discussion. Then a lively debate started, involving both the panellists and the other participants.

Ms. Susan Martin, Migration Expert, Georgetown University Washington, stressed the strong connection between security and migration. Many people are leaving their home countries because of insecurity. Migration is often linked with criminal operations such as people smuggling and this affects the security situation in countries of destination. At the same time it is necessary to mention that migration could contribute to security. The income which is generated abroad is returned to poorer regions contributing thus to more social stability.

Mr. Jochen Blaschke, Berlin Institute for Comparative Social Research, mentioned the complexity of issues concerning migration and the difficulty in analysing and forecasting developments in migration processes. He mentioned that one of the main reasons for this was related with statistics. In most of the cases statistics of different sources and countries are not comparable. Migration requires clear concepts which, for example, make distinction between smuggling and trafficking. It is necessary to have structured and synchronised information on migration in order to manage migration processes.

Mr. Gottfried Zuercher, Director General, ICMPD, posed the question of whether migration is linked to security threats and whether it is possible to use migration control instruments to address such threats. According to him terrorism does not have a direct link to migration, but trafficking, smuggling, organised crime, extremism and racism do have. He proposed an integration policy as an instrument to address these threats.

Mr. Talaybek Kydyrov, Director, Regional Center for Migration and Refugee Issues, Kyrgyzstan, mentioned that migration could lead to ethnic conflicts and problems among states in certain regions. He stated that the very complicated process of migrant registration was one of the key areas which should be addressed, and proposed more closer co-operation among international organisations on this matter. He proposed that best practices on migration in the OSCE area should be promoted, and that a regional conference on registration within the CIS States and in the Baltic States should be considered. Mr. Kydyrov also proposed to create a position of regional co-ordinator on migration issues in Central Asia.

Mr. Michael Tschanz, Chief of Mission, IOM Mission in Kazakhstan, stressed the importance of addressing freedom of movement by the OSCE because it is now possible to see Cold War type borders in many places in Central Asia. He mentioned the necessity of developing legal migration options. Very often people are crossing borders legally in order to work illegally.

Ms. Kip-Barnard, Associate Professor, Middle East Technical University, Ankara, mentioned that it is necessary to work on migration and security. Migration has become a prominent political issue and often there is a clash between migration controls and democratic values. Balance in this case was stressed as being very important and it was suggested to involve more non-governmental organisations in issues related to migration.

Ms. Brenda Shaffer, Research Director, Caspian Studies Program, Harvard University, underlined the positive aspects of migration, such as bridging cultures and the broadening of experiences. She also stressed the necessity to pay more attention to internally displaced persons who very often have even less rights than refugees.

Mr. Gordon Johnson, Deputy Resident Representative, UNDP, Almaty, pointed out that migration is only a symptom of other processes such as environmental disasters, the deterioration of physical security, and economic problems. He specifically pointed to the Aral Sea and Semipalatinsk in Kazakhstan as environmental disasters which had forced many people to migrate. According to Mr. Johnson it is necessary to pay attention to sustainable development in order to address migration.

A number of participants returned to the issue of the linkages between migration and security raised by key speakers. It was suggested that the OSCE could look into this issue in more depth and provide recommendations on how best to balance migration control and democratic freedoms. It was mentioned that in many cases it is necessary to work with populations and to explain to them the necessity of some migration control measures, but at the same time stress that these control measures must be efficient and targeted towards potential security threats with minimal effects on the general population.

It was mentioned that illegal migration has a tendency of criminalisation. The necessity of states to follow legal frameworks which are comprehensive, in order to combat criminally controlled illegal migration was stressed. It was also underlined that migrants are subject to protection under international laws.

Several issues related to countries of destination were commented upon. During the discussion the role of informal economies was raised by participants. It was agreed that informal economies in countries of destination support irregular migration. Very often people arrive in the country as regular migrants and then become irregular ones. Many countries of destination orient their policies towards marginalisation of migrants instead of their integration. Public opinion views migration as a dangerous tendency.

Vulnerability of migrants in countries of destination was highlighted and it was noted that in many cases the presence of migrants on the territory of a country of destination is already a crime itself. It was noted that often sanctions are much higher for immigrants compared to the local population and a number of participants stressed that the OSCE and other international organisation should address these problems in a stronger manner.

The difference between trafficking and migration was also mentioned. It was pointed out that trafficking is impossible to deal with at borders, because in countries of destination criminal organisations control all stages of the trafficking process. The necessity for greater co-ordination between law enforcement agencies was stressed by several participants.

Participants agreed that it is necessary to promote good governance, political rights and sustainable development, all of which could lead to more efficiently managed migration processes.

Key Suggestions for Possible OSCE Action

- The OSCE and other international organisations could urge different governmental and non-governmental organisations to create comparable data on migration and promote exchanges of such information among states; more conceptual clarity regarding migration issues should also be promoted.
- The OSCE could promote best practices regarding the registration of foreigners. A regional conference on registration of foreigners in the CIS countries and the Baltic States would be useful.
- The OSCE in strong co-operation with state institutions could work on reduction of informal sectors of economy which promotes illegal migration.
- The OSCE could have more activities related to integration of migrants. These activities could include different kind of trainings on labour legislation, legal rights of migrants, basic business skills. The OSCE could also promote human rights of migrants.
- The OSCE could encourage non-governmental organisation to take a more active role in addressing problems of migrants.
- The OSCE could promote sustainable development as a key element in addressing problems related to migration.

WORKING GROUP A : Economic Migration – Impact on labour market structures, changes and policy responses (SESSIONS 1 AND 2)

Moderator : Ambassador Mette Kongsheim, Permanent Representative of Norway to the OSCE
Rapporteur : Ms. Natia Natsvlishvili, Economic and Environmental Assistant, OSCE Mission to Georgia

Sessions 1 and 2 of Working Group A underlined the fundamental economic aspects of labour migration. Discussion focused on the impact of migration on economic growth, productivity, wages, employment, social security, among others. Case studies of migration situation in Russia, Belarus, Ukraine and Moldova were presented to participants. The gender component of migration was especially highlighted.

WORKING GROUP A - SESSION 1

Ms. Gudrun Biffl focused on labour migration trends and the impact of those trends on the economies of source and destination countries. It was mentioned that migration, in general, affects the productive structures of the economies in source countries. Due to its influence on supply and demand, it may affect economic growth, income distribution, productivity, technological progress and the labour market. However, it is hardly possible to separate the impact of migration from other factors which have an influence on countries' economies. The legal status of migrants in a given country may also well determine the impact. Migration may serve as an effective driving force for economic development, but at the same time it will necessarily exert a certain pressure on the national labour market opportunities. Therefore, a careful analysis is required in deciding on migration policies, taking care to look at the balance between economic efficiency and social justice.

Ms. Irina Ivakhniuk presented an analysis of international labour migration seen from a Russian point of view. The presentation detailed the impact of migration on Russian economy and outlined the important opportunities for the State to extract maximum benefits from this process. Russia has recently become a destination country. Migrants increasingly penetrate Russian labour market in certain segments such as construction, trade and industry. Illegal migration constitutes a serious issue also in Russia, as a direct consequence of numerous legislative obstacles for official migration. As Russia expects that her need for labor migrants will grow, the necessity for a defined migration policy becomes increasingly pressing. It is of utmost importance that the authorities seriously consider the potential offered by international labor migration and utilizes this resource as an extra impetus for economic development of the country.

Mr. Ivan Smykovsky presented an overview of population migration in Belarus. In the early years of transition the country served as a destination country due to relative political and economic stability. However, the situation has changed recently, as labour outflow has intensified mainly towards Russia. Belarus is also being used as a transit country by illegal migrants traveling towards Western Europe. In view of the demographic development in the country, migration can provide Belarus with much needed labour resources. Therefore, considering the challenges and opportunities offered by migration, Belarus has adopted a concept of State regulation of migration. The concept is to help the country to effectively manage the various migration processes as the migration trend will increase further with the globalization processes. To this aim, a need for an integrated and coherent international information system was underlined in the presentation.

Mr. Yaroslav Yurtsaba presented the results of labour market assessments in Ukraine conducted in 2004. The study aimed at identifying the root causes for migration as well as increased incidents of trafficking, through examining labour market deficiencies in the country. However, it was stressed that while migration was totally different from human trafficking, some of the same root causes could be distinguished. Relevant recommendations were elaborated as a result of examining the labour market and job opportunities for the most vulnerable groups and regions in the country. The study has emphasized the need for economic empowerment. Training and vocational programs targeting particular economic needs were also mentioned as especially useful, along with educational initiatives.

An engaged and fruitful **discussion** followed these presentations. The discussion raised a number of important issues and underlined several priorities for possible OSCE action. Delegates discussed the challenges posed by irregular migration, management of wanted and needed migration, how to stimulate legal migration and strengthen the integration into the labour market of third country nationals. It was accepted that migration is a social and economic phenomenon in the OSCE region, with positive as well as negative potential that participating States cannot afford to ignore. But more knowledge of the various aspects is needed to develop the best policies in order to reap the benefits – both for countries of origin as well as for countries of destination.

For the receiving countries labour migration may confer a number of economic benefits, including ensuring a certain degree of demographic stability. Migration will therefore contribute to sustained economic growth. At the same time delegates noted the disturbingly high unemployment rate among migrants, as well as a high rate of employment of skilled migrants in low skill sectors.

It was also acknowledged that in sending countries the impact from migration can be serious, in particular when skilled workers are leaving. At the same time pressure on social systems is alleviated and the remittances are an important asset.

The issue of illegal economic migration was given due attention. Illegal migration has generally been a consequence of rigid regulations in destination countries. Illegal migrants are typically engaged in the informal sectors of economy. This situation does not necessarily have only a negative impact as they may fill a vacuum where work is needed. Amnesty for illegal migrants could be a possible mean for legalizing the work force and reducing the informal economy size in countries.

A deficient implementation of existing national legislation and international conventions was mentioned as an impediment for applying migration management strategies and protecting migrants' rights. For example, migrant rights are not usually protected by countries' labour codes.

The discussion has underlined a direct link between poverty and labour migration. Therefore economic empowering of the population via supporting development of the SME sector could relieve the tension for massive migration.

As a conclusion, it has been stressed that migration is inevitable and proper management of migration will benefit economic growth in both source and destination countries. The OSCE can play a role in assisting participating States in their efforts to better manage migration to their own benefit.

WORKING GROUP A - SESSION 2

Ms. Helga Konrad focused on female migration patterns and risks faced by illegall migrant women for being lured into trafficking. Women migration has significantly increased recently and even outpaced male migration. The trend is noteworthy, as female migrants are doubly disadvantaged in the labor market – as migrants and as women. The existing disadvantages have made women highly vulnerable for trafficking. Moreover, sometimes countries unconsciously increase trafficking risk by applying overly strict regulations, thus providing impetus for illegal migration. Since the major reason for female migration is economic hardship, economic empowering might protect them from potential problems. Economic empowerment should include equal education and job opportunities for women, access to labour market and combating job discrimination, and last but not least, increasing public investment to protect most vulnerable groups in the society.

Ms. Galina Vitkovskaya presented the results of a study conducted in 3 regions in Russia on the effects of migration on Russian society. The study has revealed that migrant work is demanded in specific sectors of Russian economy, such as construction and trade. Furthermore, the economy is becoming divided between migrant and non-migrant sectors. Even though the impact of migrants on Russian economy is generally positive, the public hardly realizes this. The general attitude towards migrants is largely negative, which requires raising public awareness of the positive sides of migration in Russia. In this regard, co-operation with mass media and the general public via lectures, training, and campaigning

might be important to emphasize positive consequences of migration. Significant attention should be devoted to illegal migrants, as they are the most disadvantaged groups. To promote effective migration and protect migrants' rights legalization of illegal migrants might serve as a useful instrument.

Mr. Valeriu Certan presented the experience of Moldova in managing migration flows. Moldova has become a source country during the last decade, most migrants going to Russia. To manage migration processes, Moldova has adopted a relevant legislation. However, it needs to be further developed to meet contemporary requirements. Moldova has attempted to create effective institutions to address the problem and recently created a Department of Migration to deal with migration flows. Moldova's experience has shown that it is of utmost importance to increase co-operation among countries, in particular in exchanging of information and data, as well as in harmonization of information, by providing standards.

Following **discussion** has focused on numerous issues. In particular the issue of female migration attracted a due attention. Besides high risk for trafficking, female migration has a number of direct negative consequences, such as the negative impact on children who are left with older relatives in the best of circumstances. Therefore the need for economic empowerment of women becomes especially important. Feminization of poverty was also pointed out: women are often left behind to care for the family because the men have migrated in search of job opportunities. This is often increasing the risk that these women are being forced into various forms of trafficking.

On the positive side, it was stressed that in a number of instances female migration itself has become a means for economic empowerment such as serving as a source of remittances and small investments from migrants.

It was pointed out that the increased scale of migration requires a special emphasis on integration strategies. Moreover, migrants from different backgrounds may require different approaches. These all necessitate in-depth international involvement, co-operation and co-ordination among countries. Follow up meetings for deepening international dialogue on migration issues, sharing countries' experiences and challenges could play a positive role in elaborating proper migration policies. In this regard providing information about immigration policies, labour market rules and regulations, work permits etc. in receiving countries was called for.

It was reiterated several times that migration can be a resource for economic and social development. Therefore it is especially important to apply proper strategies towards migration flows in both source and destination countries. Migration is a security issue in a broader sense and as such needs the focus of the OSCE.

Key Suggestions for Possible OSCE Action

- Improve and develop access to information for migrants in source and destination countries;
- Promote international co-operation and encourage information exchange on migration;
- Support awareness raising on migration in receiving countries;
- Encourage the ratification and implementation of international conventions on migration;
- Assist the modification of labour codes to include migrants' rights;
- Help improve data collection on migration and encourage the harmonisation of the data;
- Encourage the granting of an amnesty for illegal immigrants;
- Continue follow up on the OSCE gender and anti-trafficking action plans;
- Further encourage the empowerment of women and most vulnerable groups;
- Organise a workshop on best practices on migration and gender issues.

WORKING GROUP B - SESSIONS 1 AND 2

SESSION 1 : Environmentally Induced Migration

SESSION 2 : Diverse Causes of Migration –Possible economic and security challenges

Moderator : Mr. Mitja Žagar, Director and Associate Professor, Institute for Ethnic Studies, Ljubljana, Slovenia

Rapporteur : Mr. David Swalley, Economic and Environmental Officer, OSCE Office in Baku

SESSION 1 : Environmentally Induced Migration

In this session we heard reports on environmentally induced migration as it pertains to climate change, environmental degradation and migration.

Ms. Heather Salfrank presented the case study of environmentally induced migration and displacement in Central Asia. While the driving forces behind migration are complex and not easily divisible, research over the past decade has shown that environmental issues play an increasing role in migration decisions. While displacement of populations may be a result of a direct environmental degradation or destruction, international organizations often overlook that migration is also caused by the loss of livelihood and rise in poverty as a result of underlying environmental issues. In Central Asia, this important connection between environmental issues and economic and security questions are illustrated by natural and manmade disasters in the Kyrgyz Republic (landslides, mudslides in village communities), Uzbekistan (receding Aral Sea, droughts), and Kazakhstan (desertification, Aral Sea, nuclear radiation in Semipalatinsk). National governments and international organizations are increasingly called upon to respond to migration and economic revitalization occurring from these environmental events.

Ms. Dina Bulesheva described the necessity and results of the migration of local inhabitants from Karakalpakstan (Uzbekistan) to Kazakhstan as a direct result of the massive deterioration of the Aral Sea during the Soviet period. As a result, hundreds of thousands of Aral Sea residents have been forced to migrate to Kazakhstan in the past decades as a result of lack of economic opportunities, salinization of arable lands, and lack of potable water. This uprooting of local populations has serious repercussions for security as ethnic tensions rise and employment opportunities are scarce. In addition, local and national governments have been unable to cope with this environmentally induced migration.

Mr. Saulius Smalys discussed the case of Tajikistan where aggressive practices of cotton cultivation, use of pesticides and fertilizers, and deforestation have induced large swaths of the rural population to emigrate to overcrowded Tajik cities and Russia. While migration is clearly a result of environmental factors, governments and international organizations alike neither recognize the root causes nor support the displacement of people or solutions to the environmental problems. The solution lies at the political level where governments and international organizations must address these issues by creating new energy sources, develop reforestation programs, and train local populations in new economic practices.

Mr. Goodspeed Kopolo also observed that there is a need to focus on long-term policies that decrease the stress on the environment and alleviate the problem of migration. In this regard, Mr. Kopolo noted that such institutional infrastructure and funding mechanisms now exist for redressing environmental stress through the emergence of the carbon market. By implementing small-scale carbon-offset projects such as reforestation in developing countries, participating states can implement projects which simultaneously protect and develop natural resources while creating economic opportunities for local populations facing the prospect of migration.

Following these presentations, **discussion** among the members of the working group mostly focused on the role that national governments and international organizations should play in mitigating the root causes of environmentally-induced migration. Several participants noted that national governments and international organizations often employ ineffective sectoral approaches and ignore more comprehensive approaches to the resolution of these problems. As an illustration, one discussant noted that while governments and international donors have spent large financial resources on the projects involving the

restoration of the Aral Sea, very little progress has been actually made in addressing the root causes behind the Aral Sea's deterioration.

Other discussants noted that national governments rarely involve or encourage public participation into the resolution of environmental problems. In addition, international organizations rarely involve or fund NGOs or other citizen groups in helping to address the root causes of these environmental problems. Governments and international organizations should increase participation of local populations and their access to information in order to address these problems.

Specific Areas for Possible OSCE Action

- The OSCE should support research and activities to assist affected populations and to address and resolve environmental problems in a way that does not produce new environmental problems.
- Participating States of the OSCE should focus on the creation and/or improvement of national and international regulations regarding the legal status of environment-induced migrants.
- The OSCE should assist Participating States improve the work of their governments and state authorities in developing relevant environmental policy and programs.
- The OSCE should provide funding or help direct external international funding to programs to protect limited national and local resources.
- The OSCE should assist in the co-ordination of all actors to avoid overlap and improve synergy of environmental programs.
- The OSCE should encourage the implementation of existing environmental regulations and standards in OSCE Participating States such as the Rio Conventions.

SESSION 2 : Diverse Causes of Migration –Possible economic and security challenges

Mr. Jochen Blaschke discussed how a country's stability and security depend to a degree on how countries manage border-related issues and the flexibility of migrant-receiving states. This process has been complicated by the de-formalization of the economy following the collapse of the Soviet Union. As a result, one can view trafficking concerns and the rise of organized crime as impediments to the security of states as well as to the resolution of migration issues.

Ms. Brenda Shaffer focused her presentation on the ongoing mediation headed by the OSCE Minsk Group about the resolution of conflict over Nagorno Karabakh between Azerbaijan and Armenia. Ms. Shaffer stated that the OSCE should focus on this one particular issue as it presents a clear danger to additional migration and forced relocation should mediation fail in resolving this conflict.

Mr. Narsimha Rao described many of the issues faced by UNHCR in assisting displaced migrants and asylum seekers in Central Asia. In their experience, migration can cause negative opinions of migrants and increase xenophobic patterns of receiving local populations if the process is not managed delicately by national governments and international organizations. Countries receiving migrants and asylum seekers have limited resources and this creates limitations on the ability to resettle migrants and develop economic opportunities.

Mr. Bart Laan stressed that immigration and border policy should be a cornerstone of countries' efforts to deal with migration. Citing the experience of the Stability Pact for South Eastern Europe in bringing new countries into the EU framework, Mr. Laan stated that a lack of control of irregular migration puts its own citizens at risk to terrorism and illegal economic activity. Due to the lack of legal status, excluding migrants from legal rights, education, health, and legal redress, these vulnerable population groups occasionally adopt illegal livelihoods to sustain themselves. As eradication of irregular migration is in every state's best interests, strong efforts should be made to set up migration data systems and implement effective state policy in this regard.

Specific Areas for Possible OSCE Action

- The OSCE should focus on data-collection and data-interpretation programs to assist participating States to create and improve migration policy. The OSCE should emphasize the need for and importance of a reliable and compatible information and statistical system on migrants (including illegal immigration), asylum seekers, refugees and IDPs and promote co-operation in relation to the registration and documentation of such groups.
- The OSCE should establish migration monitoring groups with the participation of all relevant national and international actors to discover the sources and effects of migration.
- The OSCE should play a leading role in co-ordination and collaboration of other international organizations, participating States, NGOs, and academic institutions in developing strategy proposals.
- The OSCE and its participating States could implement programs to help mitigate xenophobic, discrimination, intolerance and other negative phenomena related to the migration and resettlement of migrants, refugees, and other displaced persons. Awareness raising programs and other activities leading to a favourable climate and a respectful attitude toward migrants and refugees could be considered.
- The OSCE should assist in programs to eradicate irregular migration while encouraging its participating States to replace exclusionary legal status of these vulnerable groups with access to education, health, and the right to legal redress. Combating illegal migration, including smuggling and trafficking, should not adversely affect the rights of bona fide asylum seekers to physically access safety. The management of migratory and refugee flows should be carried out in a way that upholds protection principles according to international obligations, including the principle of non –refoulement.
- The OSCE should advocate the incorporation of migration and refugee policy concerns in development, aid and investment policies in order to enhance human security and the protection of human rights and prevent potential instability.
- Participating States should develop safeguards for the protection of intercepted persons in need of international protection, regardless of whether interception is undertaken outside States' territory and regardless of whether the interception is undertaken by non-State actors.

PLENARY SESSION - Management of Economic Migration – Good Practices and Case Studies

Moderator: Mr. Andreas Halbach, Regional Representative, IOM Vienna

Rapporteur: Mr. Pier Rossi-Longhi, Regional Program Officer, IOM Vienna

In this session we heard reports on good practices and cases studies on the management of economic migration from Canada, Spain, Italy, Azerbaijan, Tajikistan and from the European Commission. The Chair started by pointing out that 3% of the world population are migrants. He then continued by dividing the OSCE region “Migration spaces” as North America, the EU & SAp, and the former Soviet Union.

Mr. Brian Casey, Immigration Program Manager, Canadian Embassy in Moscow, outlined the necessity of public support in order to successfully manage migration. Canada has a layered approach of migration policy involving visa-free entry for nationals of highly developed countries, visa screen for nationals of all other countries, temporary labour migration framework agreements and work permits for temporary workers, as well as immigrants selected to fill permanent labour needs and who become fully integrated members of society. Immigrants to Canada are predominantly economic migrants (50 to 60%). Canada has developed a complete integration model facing the major integration issues and challenges.

Ms. Luisa Casado, Senior Advisor for International Affairs, Spanish Ministry of Labour and Social Affairs, highlighted the dramatic change for Spain from an emigration to an immigration country in the last 10-15 years. She described the actions taken by the Spanish Administration in order to face the challenge of managing labour migration to maximize its positive effects: Organic law on rights and liberties of aliens in Spain and their social integration; signature of bilateral agreements for labour immigration between Spain and other countries offering temporary contracts or stable contracts and administered by a mixed committee; Immigrant voluntary return from Spain.

Ms. Frederique Rychener, Directorate General for Employment of the European Commission, explained that immigration is becoming more and more relevant for EU economies and societies. She then described the evolution of the EU immigration policy from Tampere (1999) to the Green Paper on a EU approach to managing economic migration (January 2005). Increased immigration is not the solution to Europe’s demographic problems but could limit its structural effects. There is also a need to improve integration while recognising that the EU’s GDP has risen by an average of 7% thanks to labour migration.

Mr. Luigi Swich, Italian Ministry of Interior, explained that Italy is mainly a transit country for illegal migrants on their way to other European countries therefore illegal migration is a European problem. A good legal migration policy may be the most effective instrument to combat irregular migration. Bilateral and multilateral agreements with origin/transit countries (including privileged migration quotas) are essential for governing the phenomenon. Italy promotes regularisation by allowing employers and foreign workers to make joint applications. Italy also promotes aid to development of the origin/transit countries, as these countries are impoverished of human resources.

Mr. Rauf Tagiyev, Ministry of Labour and Social Protection, Azerbaijan, insisted on the necessity to increase positive results of economic migration through state policy aimed at enhancing migration management at national level, increasing exchange of information between countries of origin and countries of destination. The signature of readmission agreements and the identification of quotas for economic migrants in countries of origin were also identified as useful instruments.

Mr. Bahridin Jabborov, Deputy Head of the Department of Employment and Social Protection, Executive Office of the President of Tajikistan, described the steps taken to a regulatory process of migration in Tajikistan since 1998. Tajikistan also co-operates with the Russian Ministry of Labour in order to regulate migration (mandatory medical insurance, etc). The Government is furthermore envisaging the resettlement from environmentally degraded areas but needs some financial assistance in order to build a unified body to deal with migration policies.

Key Suggestions for Possible OSCE Action

- Legal migration channels reduce irregular migration but call also for the improvement of “integration” in the countries of destination.
- Public support in managing migration is necessary and therefore the need for receiving societies to “accept migration as a necessity”.
- The migrants need to have access to the labour market so as to enhance the economic contribution of migration in the macro-economy.
- It is also important to improve the studies of labour markets to better define quotas or other entry facilitation, in order to attract skilled workers, who could fill existing gaps in the labour market of the country of destination. Countries of destination should consider allocating quotas for national of countries of origin, while reserving the right of workforce selection.
- The legalization of the status of economic migrants should be facilitated, for example by developing temporary contracts/ stay permits, joint applications from illegal migrants and employers or by involving local authorities.
- Concluding readmission agreements between countries of origin and destination should also be envisaged.
- A further suggestion is to maintain a comprehensive approach between humanitarian and economic migration.
- Origin country policy must support security of migrants in the countries of destination.
- The OSCE could facilitate sharing of information and maintaining regular information exchange between countries of origin and countries of destination on migrants’ needs and other migration related issues.
- The OSCE could facilitate the creation of migrant information centres in the countries of origin.
- The OSCE could consider producing a handbook devoted to migration issues and policies.
- The OSCE could urge states to create voluntary return options in the state budget of destination countries.
- Technical assistance aimed at increasing employment opportunities of local population in source countries as well as assistance in providing capacity building in migration management should be envisaged.
- In order to ensure continuity, it is essential to involve NGOs and different political parties in the revision of national migration legislation.

PANEL DISCUSSION II - Management of Economic Migration - Policy Issues and Recommendations

Moderator: Mr. Rasto Ovin, Professor, Dean of the Faculty of Economics and Business, University of Maribor, Slovenia

Rapporteur: Mr. Pier Rossi-Longhi, Regional Program Officer, IOM Vienna

Ms. Gudrun Biffl, Professor of economics, Austrian Institute for Economic Research, presented the economic aspects of labour migration in countries and areas of destination. She highlighted the importance of controlling migration in order to maximise the economic advantage. It is possible to reduce illegal migration and the informal sector by sanctioning clandestine work, since work opportunities are often the root cause for illegal migration. Integration measures have to be developed in order to reduce the potential for social tensions and enable social cohesion, particularly in housing and education. The graphs presented physically prove the contribution of foreign labour to the GDP of many EU member states.

Ms. Maria Ochoa Llido, Head of Migration and Roma Department, Council of Europe, described the major challenges of migration: demography, social cohesion, human rights and economic development. Integration of migrants is the pillar of social cohesion and receiving societies should not continue to get used to breaches in human rights in this sector. The Council of Europe has a special Migration Agency for the implementation of a “migration strategy” proposed by the European Committee on Migration, especially focused on the promotion of dialogue and cooperation on migration issues with countries of origin and transit countries.

Ms. Irina Ivakhniuk, Deputy Director of the Department of Population, Faculty of Economics, Moscow State University “Lomonosov”, explained that it is counter productive to limit migration because then the illegal flow of migrants in fact then increases. In fact then both employers and employees would try to avoid regulations. Migration policy must be linked to economic policy. In order to reduce irregular migration, smuggling should be combated but not migration. There is also a need to change the employment market and its acceptance of foreign labour.

Mr. Andreas Halbach, Regional Representative, IOM Vienna, urged the necessity to ratify the Convention on labour migrants by receiving countries. For the countries of origin, it is important to sign labour migration agreements and to better manage (“harness”) the flows of remittances and of human capital. The destination countries should increase the receptivity of the host society and increase demographic trends awareness, as well as the capacity to attract investors. Sending and receiving countries should both improve their institutional capacity to deal with accelerated mobility (inter-ministerial co-operation and exchange of data).

Ms. Nadzeya Zhukava, Migration Officer, ODIHR, demanded a simplification of entry and visa regulations, as well as an improvement in sharing of data. She also recommended improving the cross border bilateral agreements by including a clause on the protection of migrant workers. More programmes on tolerance should be developed.

Ms. Galina Vitkovskaya, Labour Migration Expert, IOM Moscow, presented some suggestions addressed to the countries of destination. She suggested improving and strengthening the legal provisions for tolerance, the process of legalization, co-operation with mass media, provisions on tolerance in bilateral agreements. The combat against migrant exploitation should be increased. The countries of destination should ratify the existing international agreements.

Mr. Piyasiri Wickramasekara, International Migration Programme, International Labour Office, ILO Geneva was not present but his remarks on key issues in relation to management of “labour migration” were distributed (2PS13EFPanDis2/3).

A number of issues were also raised during the **general discussion** that followed. Remittances should be facilitated and assistance should be provided to migrants by an “institution” or information centre in order to encourage them to work legally. The states should identify under what circumstances temporary/permanent residence permits should be put in place. Employers in countries of destination

should be given incentives to employ migrants legally while countries of origin should develop more precise labour export regulations. Migrants should receive the same social conditions for the same type of employment. Furthermore, participants pointed out that remittances were usually mainly used for consumption rather than for development.

Key Suggestions for Possible OSCE Action

Suggestions for the receiving countries:

- Migration policy must be integrated within the State economic policy. Control must be exercised to maximise economic advantages but control should not be excessive, otherwise it would have the effect of encouraging illegal migration.
- Social cohesion is necessary. In particular, as regards employment, different social conditions for the same job is a dangerous path.
- In order to reduce irregular migration and ensure human rights, policy must seek to reduce the informal sector and thus incentives must be given for legal employment.
- Society should not get used to breaches in human rights versus migrants but should rather be encouraged to value diversity.
- The receiving States should be encouraged to ratify the Convention of Labour Migrants' Rights.
- The receiving countries should increase their programmes to promote tolerance and diversity and encourage awareness rising - also in co-operation with mass media. They should also encourage and promote the process of legalization.

Suggestions for the sending countries:

- Labour market export policies should be encouraged in order to better direct flows. The sending countries should develop an institution to facilitate legal emigration and assist workers abroad.
- Remittance users should be given incentive for development use of transfers rather than pure consumption.
- The sending countries should encourage return of human capital with reintegration support into the labour market.

WORKING SESSION I : Migration within Central Asia and Eastern Europe

Moderator : Ms. Irina Molodikova, Director of Migration seminar program, CEU, Budapest

Rapporteur : Mr. Armand Pupols, Mission Programme Officer, Conflict Prevention Center, OSCE Secretariat

At the beginning of the discussion participants from the Central Asian states were asked to share their views on the development of migration in the region.

In order to handle migration processes in Central Asia delegates from this region mentioned the necessity to work in the following areas: banking, insurance, legal framework and information systems.

It was stressed several times that states in Central Asia are very different. The region has countries of origin and countries of destination and that labour migration increased significantly within last decade and will continue to increase. According to one of the speakers every sixth person in Uzbekistan earns money outside the country. Most of them invest this money back in their home country. Very often labour migrants suffer from human rights abuses, and therefore the rights of labour migrants is one of the key issues in Central Asia, which international organisations including the OSCE should make every effort to address.

It was suggested to develop intergovernmental agencies which could deal with both victims and perpetrators involved in trafficking. According to participants it is necessary to start with bilateral co-ordination which could then lead to a broader framework of co-operation. It is necessary to come up with one single strategy on migration in Central Asia. This strategy should also incorporate human rights. Central Asia need joint projects on migration that include scientific research. It was suggested that the OSCE could develop a concept paper on migration.

It was suggested that more attention should be paid to recruitment agencies dealing with job opportunities abroad. These agencies need more guidance from the governments on how they could clamp down on human trafficking groups and also get involved in awareness raising campaigns.

It was said that half of the working population of Kyrgyzstan were labour migrants. It was also mentioned that Kyrgyzstan is doing a lot in terms of migration. The country has a law on external migration, a law on refugees, and several Presidential decrees on the issue. The country is open to both foreign investment and labour migrants. Kyrgyzstan has quotas regarding the amount of foreign workers allowed in the country, but so far has never used them.

Regarding external labour migration Kyrgyzstan has several agreements with different regions in Russia. At least seven informational centres, mainly run by Kyrgyz nationals, are operating on the territory of Russia. The main task of these information centres is to provide assistance to labour migrants from Kyrgyzstan. It was suggested that such information centres should be promoted by the OSCE as best practices.

Several speakers stressed the necessity to distinguish ecological migration from all other forms of migration, because ecological migrants, compared to economic migrants, don't have any other choice but to leave places where ecological disasters took place. It was suggested that the OSCE has to draw the attention of the international community to this issue.

Participants suggested that more scientific research should be conducted in the field of migration. Proper research would help to forecast developments in migration processes and would allow states to plan accordingly.

The importance of Russia in migration processes in the CIS region was mentioned. If Russian economic growth continues Russia will need more and more labour migrants from Central Asia and the other CIS regions. It was mentioned that Russia became a country of destination for labour immigrants relatively recently compared to Western Europe, and therefore its migration policy has scope for development.

It was also mentioned that many labour migrants don't want to legalise their status, even if the registration procedures are simplified. It is therefore necessary to educate and to inform those who are going to work in Russia on their legal rights and responsibilities in both Russia and countries of origin.

Participants agreed that since some countries in the CIS region were becoming countries of destination it would be good to exchange experience with Western European states on how to most efficiently handle labour migration and labour migrants. They also proposed to create a working group on migration in Central Asia.

Key Suggestions for Possible OSCE Action

- The OSCE could assist countries with transition economies in the creation of migration policies which include co-ordinated activities in legal, financial, insurance and information exchange areas.
- The OSCE could assist countries of origin to take more active part in the education of labour migrants. Such education covers awareness raising, basic human and labour rights and information about job opportunities in countries of destination.
- The OSCE could encourage scientific community to work more closely with state institutions in order to predict the development of migration processes. Based on such research, which could forecast tendencies in future years, it is possible to have a more efficient migration policy.

WORKING SESSION II : Immigration to the European Union from the OSCE Area

Moderator : Mr. Eero Vuohola, OSCE and Council of Europe Unit, Directorate General for the External Relations of the European Commission

Rapporteur: Jörn Beißert, Permanent Mission of the Federal Republic of Germany to the OSCE

The working session provided a forum to further analyse aspects of immigration into the European Union which had already been raised in the plenary sessions and the panel discussions.

There was agreement among the participants that the member states of the European Union needed a co-ordinated and holistic approach to deal with the phenomenon of migration. Member states should develop an immigration system, which encompassed a diverse range of factors including social welfare, education and housing. In this context, many participants stressed the importance of socio-economic integration of migrants into the societies of the receiving countries. It was recommended that the member states of the European Union harmonize their policies in the field of migration.

There was general agreement that the human rights of migrants should be at the centre of any immigration policy. The member states should strive at preventing discrimination of migrants. In order to achieve this, it was vital to foster cultural dialogue and to acquaint the local populations with the cultures of the migrant populations.

Furthermore, in order to prevent the exclusion of migrants, the recognition of certificates and similar skill credentials was of significant importance. The dialogue with trade unions who often pursue anti-migration policies in order to protect their members was vital.

The participants agreed that, in general, immigration had a positive net effect on the receiving countries. In this context, several participants explicitly criticized policies which aimed at attracting highly skilled migrants, e. g. in the information technology sector. Some participants expressed their support for schemes through which countries attracting highly skilled migrants would compensate countries of origin which suffered from brain drain. It was argued that the OSCE might be able to play a role in educational exchange and the training of professionals. Other participants underlined that the effects of migration were much more complex. In many cases, countries of origin were also benefiting from emigration, e. g. through remittances, access to foreign technologies and skills and a reduced pressure on their own labour markets.

Regarding the role of the OSCE the participants developed the following **suggestions**:

- The OSCE should continue to serve as a discussion forum of security related aspects of migration.
- It should contribute to awareness raising.
- It should attach special emphasis to the rights and liberties of migrants. This aspect should also be addressed in its work with vulnerable groups.
- Similarly to its approach to trafficking in human beings, the OSCE should develop clear recommendations for its participating States in the field of migration.
- The OSCE should continue to pursue and develop its activities in the fields of policing, border management and travel document security.
- It should reinforce its co-operation with other international organizations in the field of migration.
- In particular, the OSCE and the Council of Europe could conduct a common consultation with all their memberships on the “green paper” on migration of the European Union.
- Given the role of many partner countries as countries of origin, the OSCE should intensify its co-operation with its partner countries in the field of migration.

WORKING SESSION III : Migration within and from South Eastern Europe

Moderator : Mr. Bart Laan, Expert, Migration Issues, Stability Pact / MARRI

Rapporteur : Mr. Danielius Pivoriunas, Economic and Environmental Advisor, OSCE Mission to Bosnia and Herzegovina

Participants of the session included: representatives of Albania, Bosnia and Herzegovina, Serbia and Montenegro, academia and staff of the OSCE Missions in SEE. In the session participants discussed several issues related to migration from and within South East Europe, named the problems and related issues, shared information about practice and procedures applied.

Mr. A. Ibrahimagic, Deputy Director for International Relations of the State Employment Agency presented the situation in BiH, focusing on the experience of post war situation where extensive returnee problems exist. In BiH there are 3 different labour laws dividing labour market into three different spaces; lack of state legislation creates unfavourable conditions for people to get jobs in other entities and also to get appropriate social security benefits. The Government of BiH is planning for 2005 to draft a state law on employment.

In the past few years, all employment agencies from SEE (Albania, Bosnia and Herzegovina, Macedonia, Serbia and Montenegro, Croatia and Slovenia) have put a lot of effort to facilitate labour migration across the borders within the region. Regular meetings are stimulating better communication and exchange of information on recent developments among the counterparts in the region. SEE employment agencies are planning to sign co-operation agreement among agencies in March 2005.

It was noted that migration is a natural process and it is not possible to stop it. There should be appropriate measures introduced to soften adaptation and integration process of migrants in countries of destination.

Governments of BiH and Italy decided to implement a joint project under INTERREG 3 framework, on migration of 4000 workers over the next three coming years. The project is aiming to facilitate job seekers from BiH to get legal employment in Italy.

Ms. Etleva Dyrmyshi, from the Ministry of labour and Social Affairs of Albania, raised the issue of social and medical protection of migrant workers in countries of destination and establishment of relations with home country. She stressed that very often home countries are not providing any

information to migrants and when they need some documents from their home country, they even have to travel back home. Therefore, it would be very important to establish a register or data bank in the embassies/consulates in order to know people residing in that country. She also informed that Albania has recently developed a strategy for reintegration of former migrants into the socio-economic environment of the country. Ms. Dyrmyshi suggested that states could develop a register of potential migrants that would allow providing better and more comprehensive, focused information about socio-economic situation in countries of destination. Albania's representatives also informed about 10M project funded by Italian Government, aiming to offer working permits in Italy for Albanian nationals.

Participants noted the lack of co-operation and framework for youth employment and migration in SEE, which is a real obstacle to stop illegal migration. Non existent legislation and lack of structure for legal migration is an obstacle to legalise migration in SEE.

SEE countries should put effort to harmonize their legislation and national employment standards according to EU standards.

In order to stabilize labour migration, source countries should develop reintegration of migrants into national system and in the meantime to facilitate their return. In this way both countries (source and destination) would benefit from migrant workers.

Among important tasks for the states should be training of young people in professions that will be in high demand in near future, as well as to develop an employment schemes for returnees.

Participants also noted that several countries in the region are parties to UN Convention Concerning Migrations in Abusive Conditions and the Promotion of Equality of Opportunity and Treatment of Migrant Workers adopted on 4 June 1975. One of the requirements of the Convention is that states provide information to potential migrant workers about socio-economic situation in country of destination. This requirement of the Convention has not been fully implemented in the region.

Key Suggestions for Possible OSCE Action

- Considering extensive migration flows in the OSCE area, relevant information should be provided for potential migrants about working and life conditions in the countries of destination. This could be done in co-operation with embassies/consulates of relevant countries.
- OSCE and its participating States should consider developing training programs for youth and students about possible jobs and skills required in the future.
- The OSCE participating States should develop bilateral/regional agreements in order to facilitate labor migration across the countries of the region, especially for neighboring countries. Benefits and services for returnees could be discussed in these agreements.
- Development of state register/data base for people who are working in other countries/migrant workers should be encouraged. Migrant workers should be invited to register in embassies/consulates and with registration they should get some benefits and services (passports, election services etc.).

CLOSING STATEMENT

**by H.E. Ambassador Dr Boris Frlec,
Head of the OSCE Task Force, Slovenia/OSCE Chairmanship**

Thank you Mr. Chairman, Ladies and Gentlemen,

The two days of constructive discussions, the high number of participants and the interest expressed in the topic “Migration from an Economic, Environmental and Security Perspective” confirmed the relevance and importance of the topic of the Second Preparatory Seminar for the Thirteenth OSCE Economic Forum.

The phenomenon of migration is very complex. Among other causes, migration primarily stems from poverty, political conflicts and ecological catastrophes. However, migration can also be an instrument of career-building and social advancement. Given the fact that migration is an unavoidable necessity, efforts should be made to recognise it as a valuable resource. If properly managed, migration can enhance security and sustainable development.

To achieve this goal, people and governments alike should be educated on the issue of migration. For that reason, national networks for the expertise on migration need to be developed and sharing successful practices on migration management among the OSCE participating States should be facilitated. Prospective migrants should be provided with realistic information on opportunities for work or employment in countries of destination. In this context, information dissemination, if possibly in information centres located in countries of origin, has to be designed in a manner that would protect migrants from potential abuses. To develop a responsive attitude, not only migrants but also citizens and politicians, both in countries of origin and destination, must have access to comprehensive information on the complexity and the wide-array of consequences of migration.

Furthermore, we have to improve the existing legal frameworks and instruments and overcome the gap between existing legal standards and current migration practices in the OSCE participating States. Needless to say, adherence to international conventions on migration is a prerequisite.

In order to provide for fair decision-making on migration management, we shall encourage the harmonisation and exchange of migration policy experience, good practices, research results and statistical data. In this respect, co-operation among the OSCE participating States is crucial.

Mr. Chairman, Ladies and Gentlemen,

The fact remains that at present, in countries of destination, the attitude towards receptiveness of migrants is rather one of marginalization than of integration. If freedom of movement is an important human right, we have to strive for the integration of migrants. In this context, more activities related to their integration, such as training in labour legislation, exploration of market access opportunities and promoting the rights of migrants, are required. At the same time, efforts should be invested into the gradual creation of an environment that would facilitate adaptation to the increasing cultural diversity and the integration of migrants.

One of the questions that we need to address effectively is whether countries of destination are ready and able to reduce their informal economies. As we have learned, informal economies grow faster and are more dynamic than formal economies. Due to the difficulties in the process of reduction of informal economies, the numbers of illegal migrants are not decreasing. Ironically, the persistence and growth of informal economies, which often are on the brink of the existing legislation, if not on the brink of criminality, enable even higher levels of remittances to flow back home. While the legality of remittances in this case is questionable, they still can be useful for achieving sustainable development in countries of origin.

In the context of terrorism, illegal migration, but also migration in general, has often been automatically put into the framework of criminality. We shall avoid such generalisation. However, we need to be aware that the worst terrorist attack in Europe was perpetrated by legal immigrants, which has contributed to a negative attitude of the public. This is a sensitive issue that demands a very careful elaboration.

There is a link between the environment, the economy and security. Natural and man-made disasters, combined with other unfavourable conditions can deplete people of their basic prospects and force them to seek new life opportunities elsewhere. In this respect, activities to assist the affected population on a long term basis and to resolve environmental problems should be supported. There is also an urgent need to stimulate and assist sustainable development in countries of origin.

Mr. Chairman, Ladies and Gentlemen,

I would like to use this opportunity to convey my sincere appreciation to the government of Kazakhstan for hosting this important event. My gratitude goes to the Co-ordinator of the OSCE Economic and Environmental Activities, Mr. Swiecicki. and his dedicated team for all the assistance provided in the course of preparation and realisation of the seminar. The contribution of the OSCE Center in Almaty was also instrumental for the successful organisation of the event. It has to be stressed that the contribution of International Organization for Migration and International Center for Migration Policy Development was essential in designing the agenda of the seminar.

Furthermore, let me extend my gratitude to the speakers, moderators and rapporteurs as well as to the participants who contributed considerably to the success of the event. My sincere thanks to you all.

The cycle of this year's preparatory seminars will continue in Kyiv, Ukraine on 10 - 11 March 2005 where the Third Preparatory Seminar on Integrating Persons belonging to National Minorities will take place. Let me take this opportunity and invite you to attend this final event before the Thirteenth OSCE Economic Forum on "Demographic Trends, Migration and Integrating Persons Belonging to National Minorities: Ensuring Security and Sustainable Development in the OSCE Area". The high level Forum will be held in Prague within the period from 23 to 27 May 2005.

Thank you.

CLOSING STATEMENT

**by Mr. Marcin Swiecicki,
Coordinator of OSCE Economic and Environmental Activities**

Your Excellencies,
Distinguished Colleagues and Guests,
Ladies and Gentlemen,

Before closing the seminar, I would also like to give you a brief appreciation from my side. There are a number of common denominators which could be found in the plenary, panel and working sessions, whether they were dealing with economic or environmental aspects of migration.

One of the lessons learned is that proper dissemination of information to potential migrants can help to avoid disappointments and other negative consequences of migration and can thus ensure that decisions taken on migration are informed decision. Disseminating the results of research will help to fight the widespread stereotype that there is a strong correlation between immigrations and criminality. Usually immigration contributes to the economic development of a specific country but sometimes it represents a burden for social welfare systems. Researchers could elaborate on these two aspects of immigration in order to get more realistic perspective on them. Although we have learned that illicit migration may sometimes prevent social outburst, an uncontested fact is that legal immigration is serving better both receiving and sending countries, and can be beneficial for the migrants themselves. Therefore, the promotion of successful bilateral and other agreements of managed migration is of key importance. Presentations of new immigration policies in Canada, Italy and Spain testified to the potential gains resulting from appropriate legislation.

With regard to concrete action to be taken by the OSCE, close co-operation with other actors and organizations who have a longstanding experience in this regard, such as IOM, is crucial. The EU Commission presented the "Green Paper" and invited to a general debate. I welcome the proposal by the representative of the Council of Europe to organize together with the OSCE a debate on the European Commission "Green Paper" with the participation of non EU member states and I will submit this proposal to the Economic and Environmental Sub-committee.

I would also like to highlight the role of field presences which have been recognized as crucial for the implementation of the OSCE mandate. Field presences are a key tool for the Organization in order to enhance its conflict prevention and early warning capacity in the economic and environmental dimension.

I would like to thank the Government of Kazakhstan for graciously offering to host this seminar and for having given us the opportunity not only to discuss these most important issues in perfect conditions, but also for allowing us to discover the vibrant city of Almaty and the splendour of its surrounding mountains. I want to express my appreciation to the Kazakh team that assisted us in organizing this seminar.

I would also like to thank the Slovenian Chairmanship of the OSCE, represented at this table by Ambassador Frlec and his team; in particular Ms. Blazka Kepic, whose input and dedication have led this seminar to a full success. Our local OSCE office under the leadership of Ambassador Vikki has been doing a tremendous job, in particular our EEO Larissa Neufeld. I would also like to thank the IOM for their input and advice while setting up the agenda and for being with us today.

All this would of course not have been possible without all the participants in the event, and I would like to thank all of you for your invaluable support and contribution. I would especially like to thank our moderators, rapporteurs and lead speakers for engaging all of us in most stimulating discussions.

The contributions from the OSCE Missions, as well as from the NGOs have confronted us with realities in the field and I thank them for that. I am especially thankful to the team of my office, to whom a great deal of the success of this seminar has to be attributed, and I would in particular like to thank Gabriel

Leonte and Andrea Gredler for their invaluable support and dedication. And last, but not least, I would like to thank our translators for their excellent work and patience.

Excellencies, ladies and gentlemen, it was an honour and a great pleasure to be with all of you here in Almaty. As Ambassador Frlec pointed out, our next seminar will take place in Kiev and I hope that a number of you will be able to join us there, before we meet in Prague in May.

Thank you and I wish all of you a safe journey to your home country.



Organization for Security and Co-operation in Europe

The Secretariat

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

Almaty, 24 January 2005

Thirteenth OSCE Economic Forum

“Demographic Trends, Migration and Integrating Persons belonging to National Minorities:
Ensuring Security and Sustainable Development in the OSCE area”

**Second Preparatory Seminar for the 13th OSCE Economic Forum
Migration from an economic, environmental and security perspective
Almaty, Kazakhstan, 24-25 January 2005**

ANNOTATED AGENDA

Monday, 24 January 2005

09.00 – 10.30 **Opening plenary session** (open to Press)

Welcoming remarks by:

- **H.E. Mr. Rapol Zhoshybaev**, Deputy Minister of Foreign Affairs of the Republic of Kazakhstan
- **H.E. Mr. Zhazbek Abdiyev**, Chairman of the Committee on migration of the Ministry of Labour and Social Protection of Population of the Republic of Kazakhstan
- **H.E. Ambassador Dr. Boris Frlec**, Head of the OSCE Task Force, Ministry of Foreign Affairs of the Republic of Slovenia / OSCE Chairmanship
- **H.E. Ambassador Ivar Vikki**, Head of the OSCE Center in Almaty
- **Mr. Marcin Swiecicki**, Co-coordinator of OSCE Economic and Environmental Activities, OSCE Secretariat

10.30 – 11.00 *Coffee break*

11.00 – 13.00 **Panel Discussion 1: Migration and Security - potential and real security threats from migration in the OSCE area – how to address them and enhance co-operation.**

- Impact on security from trans-national and cross-border migration and non-integration (*irregular flows, terrorism, smuggling etc.*)
- Impact on security/stability from national (internal) labour migration - migration from rural to urban areas
- Role of civil society in addressing migration

Moderator: Ms. Katherine Brucker, United States Mission to the OSCE

Rapporteur: Mr. Armand Pupols, Mission Programme Officer, Conflict Prevention Center,
OSCE Secretariat

Panel participants:

- **Ms. Susan Martin**, Migration Expert, Georgetown University Washington, USA
- **Mr. Michael Tschanz**, Chief of Mission, IOM Mission in Kazakhstan
- **Mr. Gottfried Zuercher**, Director General, ICMPD
- **Mr. Jochen Blaschke**, Berlin Institute for Comparative Social Research, Germany
- **Mr. Talaybek Kydyrov**, Director, Regional Center for Migration and Refugee Issues, Kyrgyzstan
- **Ms. Fulya Kip-Barnard**, Associate Professor, Middle East Technical University, Ankara, Turkey
- **Ms. Brenda Shaffer**, Research Director, Caspian Studies Program, Harvard University, US
- **Mr. Gordon Johnson**, Deputy Resident Representative, UNDP, Almaty

13.00 – 14.30

Lunch break

Working Groups A and B meet in parallel

14.30 – 16.00

Working Group A: Economic Migration – Impact on labour market structures, changes and policy responses

- Economic aspects of labour migration in countries and areas of destination (*impact on economic growth, productivity, wages, employment, and tax collection; demographic needs; need for temporary vs. permanent labour; need for skilled vs. unskilled labour etc.*)
- Economic aspects of labour migration in countries of origin (*brain drain/regain and skills transfer; remittances and investments; reintegration etc.*)

Moderator: Ambassador Mette Kongshem, Permanent Representative of Norway to the OSCE

Rapporteur: Ms. Natia Natsvlishvili, Economic and Environmental Assistant, OSCE
Mission to Georgia

Speakers:

- **Ms. Gudrun Biffl**, Professor of economics, Austrian Institute for Economic Research
- **Ms. Irina Ivakhniuk**, Senior Researcher, Deputy Director of the Department of Population, Faculty of Economics, Moscow State University “Lomonosov”, Russian Federation
- **Mr. Ivan Smykovsky**, Senior Advisor, Department of Employment and Population, Ministry of Labor and Social Protection of the Republic of Belarus
- **Mr. Yaroslav Yurtsaba**, SME Development Advisor, Office of OSCE Project Co-ordinator in Ukraine

14.30 – 16.30

Working Group B: Environmentally Induced Migration

- Climate change, environmental degradation and migration
- Examples from the region
- Convention synergies – opportunities for change

Moderator: Mr. Mitja Žagar, Director and Associate Professor, Institute for Ethnic Studies, Ljubljana, Slovenia

Rapporteur: Mr. David Swalley, Economic and Environmental Officer, OSCE Office in Baku

Speakers:

- **Ms. Heather Salfrank**, IOM Technical Cooperation Centre for Europe and Central Asia
- **Ms. Dina Bulesheva**, NGO “Support for Ecological Migrants”, Almaty, Kazakhstan
- **Mr. Goodspeed Kopolo**, Secretariat of the UN Convention for Combating Desertification
- **Mr. Saulius Smalys**, Environmental Officer, OSCE Center in Dushanbe

16.00 – 16.30 *Coffee break (WG A)*

16.30 – 17.00 *Coffee break (WG B)*

16.30 – 18.00 **Working Groups A: Economic Migration – Impact on labour market structures, changes and policy responses – continued**

- What are the most pressing challenges posed by irregular migration?
- Gender and Migration (*Feminization of Poverty and Migration; Trafficking in Human Beings and impact on underserved population groups; impact on the Youth*)

Moderator: Ambassador Mette Kongshem, Permanent Representative of Norway to the OSCE

Rapporteur: Ms. Natia Natsvlishvili, Economic and Environmental Assistant, OSCE Mission to Georgia,

Speakers:

- **Ms. Helga Konrad**, OSCE Special Representative on Combating Trafficking in Human Beings
- **Ms. Galina Vitkovskaya**, Labour migration expert, IOM Moscow
- **Mr. Valeriu Certan**, Head, Analytic Information Unit, Migration Department, Moldova

17.00 – 18.00 **Working Group B: Diverse Causes of Migration – Possible economic and security challenges**

- Different causes of migration, including forced migration
- Migration and management of demographic imbalance

Moderator: Mr. Mitja Žagar, Director and Associate Professor, Institute for Ethnic Studies, Ljubljana, Slovenia

Rapporteur: Mr. David Swalley, Economic and Environmental Officer, OSCE Office in Baku

Speakers:

- **Mr. Jochen Blaschke**, Berliner Institut für Vergleichende Sozialforschung, Germany
- **Ms. Brenda Shaffer**, Research Director, Caspian Studies Program, Harvard University, US
- **Mr. Narsimha Rao**, Officer, UNHCR Protection Office, Almaty, Kazakhstan
- **Mr. Bart Laan**, Expert, Migration Issues, Stability Pact / MARRI

19.30 RECEPTION HOSTED BY THE MINISTRY OF FOREIGN AFFAIRS OF THE REPUBLIC OF KAZAKHSTAN (Hotel Dostyk - 36, Kurmangazy Street)

Tuesday, 25 January 2005

09.00 – 11.00 **Plenary Session: Management of Economic Migration - Good Practices and Case Studies**

- Migration regimes and Admission policies – policy developments, case studies, sharing of experiences and successful policies
- National experiences and institutional development in source and destination countries
- Integration of migrants – experiences and effective practices to date
- Bilateral, regional and global governance of migration, case studies
- How to manage migration to maximize the positive effects?

Moderator: Mr. Andreas Halbach, Regional Representative, IOM Vienna

Rapporteur: Mr. Pier Rossi-Longhi, Regional Program Officer, IOM Vienna

Speakers:

- Mr. Brian Casey, Immigration Program Manager, Canadian Embassy in Moscow
- Ms. Luisa Casado, Senior Advisor for International Affairs, Task Force to the Directorate General for Immigration, Ministry of Labour and Social Affairs, Spain
- Ms. Frederique Rychener, Directorate General for Employment of the European Commission
- Mr. Luigi Swich, Ministry of Interior, Italy
- Mr. Rauf Tagiyev, Head of department of migration, Ministry of Labour and Social Protection, Azerbaijan
- Mr. Bahriddin Jabborov, Deputy Head of the Department of Employment and Social Protection, Executive Office of the President of Tajikistan

11.00 – 11.30 *Coffee break*

11.30 – 12.30 **Panel Discussion 2: Management of Economic Migration – Policy Issues and Recommendations**

Moderator: Mr. Rasto Ovin, Professor, Dean of the Faculty of Economics and Business, University of Maribor, Slovenia

Rapporteur: Mr. Pier Rossi-Longhi, Regional Program Officer, IOM Vienna

Panel participants:

- Ms. Gudrun Biffl, Professor of economics, Austrian Institute for Economic Research
- Ms. Maria Ochoa Llido, Head of Migration and Roma Department, Directorate General III – Social Cohesion, Council of Europe
- Ms. Irina Ivakhniuk, Senior Researcher, Deputy Director of the Department of Population, Faculty of Economics, Moscow State University “Lomonosov”, Russian Federation
- Mr. Andreas Halbach, Regional Representative, IOM Vienna
- Ms. Nadzeya Zhukava, Migration Officer, ODIHR
- Ms. Galina Vitkovskaya, Labour migration expert, IOM Moscow

12.30 – 14.00 *Lunch break*

14.00 – 16.30

Management of Economic Migration – Working Sessions

- Division into three Working Sessions to discuss what OSCE can do to enhance the institutional capacity to address migration issues and the co-operation between countries of origin and destination, including facilitation of bilateral/regional agreements on labour movement:

- **Working Session I:** **Migration within Central Asia and Eastern Europe**

Moderator: Ms. Irina Molodikova, Director of Migration seminar program, CEU, Budapest

Rapporteur: Mr. Armand Pupols, Mission Programme Officer, Conflict Prevention Center, OSCE Secretariat

- **Working Session II:** **Immigration to the European Union from the OSCE area**

Moderator: Mr. Eero Vuohula, OSCE and Council of Europe Unit, Directorate General for External Relations of the European Commission

Rapporteur: Mr. Jörn Beisert, Permanent Mission of the federal Republic of Germany to the OSCE

- **Working Session III:** **Migration within and from South Eastern Europe**

Moderator: Mr. Bart Laan, Expert, Migration Issues, Stability Pact / MARRI

Rapporteur: Mr. Danielius Pivoriunas, Economic and Environmental Advisor, OSCE Mission to Bosnia and Herzegovina

- General discussion

16.30 – 17.00

Coffee break

17.00

Closing Session (open to Press)

Presentation of the preliminary conclusions and suggestions for action

- **Ms. Blažka Kepic**, Counsellor, Permanent Mission of the Republic of Slovenia to the OSCE / OSCE Chairmanship

Closing remarks

- **H.E. Ambassador Dr. Boris Frlec**, Head of the OSCE Task Force, Ministry of Foreign Affairs of the Republic of Slovenia / OSCE Chairmanship
- **H.E. Ambassador Ivar Vikki**, Head of the OSCE Center in Almaty
- **Mr. Marcin Swiecicki**, Co-coordinator of OSCE Economic and Environmental Activities, OSCE Secretariat

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LOG OF CONTRIBUTIONS
FOR THE SECOND PREPARATORY SEMINAR FOR THE 13TH OSCE ECONOMIC FORUM
ALMATY, 24-25 JANUARY 2005

2PS13EFOpening/1	Welcoming remarks, Rapil Zhoshybaev , Deputy Minister of Foreign Affairs, Kazakhstan
2PS13EFOpening/2	Welcoming remarks, H.E. Mr. Zhazbek Adbiyev , Chairman of the Committee on Migration of the Ministry of Labour and Social Protection of Population of the Republic of Kazakhstan
2PS13EFOpening/3	Welcoming Remarks, Boris Frlec , Head of OSCE Task Force, Slovenian Ministry of Foreign Affairs, OSCE Slovenian Chairmanship
2PS13EFOpening/4	Welcoming Remarks, Ambassador Ivar Vikki , Head of OSCE Center in Almaty
2PS13EFOpening/5	Welcoming Remarks, Marcin Swiecicki , Co-ordinator of OSCE Economic and Environmental Activities, OSCE Secretariat
2PS13EFClosing/1	Preliminary Conclusions and Suggestions, Ms. Blazka Kepec , Permanent Mission of the Republic of Slovenia to the OSCE, Slovenian
2PS13EFClosing/2	Closing Remarks, Boris Frlec , Head of OSCE Task Force, Slovenian Ministry of Foreign Affairs, OSCE Slovenian Chairmanship
2PS13EFClosing/3	Closing Remarks, Marcin Swiecicki , Co-ordinator of OSCE Economic and Environmental Activities, OSCE Secretariat

Working Group A: Economic Migration

2PS13EFWorkGroupA/1	“Economic aspects of labour migration in countries and areas of destination”, Gudrun Biffl , Professor of Economics, Austrian Institute for Economic Research
2PS13EFWorkGroupA/2	"Economic Aspects of Labour Migration in Countries of Destination: Case of Russia", Irina Ivakhniuk , Senior Researcher, Moscow State University “Lomonosov”, Russian Federation
2PS13EFWorkGroupA/3	“ Labour Migration to Russia; Labour Market Formation", Irina Ivakhniuk , Senior Researcher, Moscow State University “Lomonosov”, Russian Federation (Russian)
2PS13EFWorkGroupA/4	Ivan Smykovsky , Ministry of Labour and Social Protection of the Republic of Belarus, Department of Employment and Population (Russian)
2PS13EFWorkGroupA/5	“Reducing Human Trafficking Through Improvement of Labor Market Conditions. Labor Market Assessment in Ukraine”, Manuel Núñez Economist OSCE Project Coordinator in Ukraine and Yaroslav Yurtsaba , SME Development Advisor, Office of OSCE Project Co-ordinator in Ukraine
2PS13EFWorkGroupA/6	“ Gender and Migration” Helga Konrad , OSCE Special Representative on Combating Trafficking

Working Group B: Environmentally Induced Migration/Diverse Causes of Migration

2PS13EFWorkGroupB/1	"Environmentally Induced Migration and Displacement in Central Asia" Heather Salfrank , IOM Technical Cooperation Center for Europe and Central Asia
2PS13EFWorkGroupB/2	“Ecological migration of ethnic Kazakhs from Uzbekistan to Kazakhstan” Dina Bulesheva , NGO “Support for ecological Migrants”, Kazakhstan (Russian)
2PS13EFWorkGroupB/3	Presentation by Goodspeed Kopolo , Secretariat of the Convention to Combat Desertification/UNCCD
2PS13EFWorkGroupB/4	Presentation by Jochen Blaschke , Berliner Institut für Vergleichende Sozialforschung, Germany
2PS13EFWorkGroupB/5	UNHCR’s recommendations on the asylum-migration nexus, under Working Group B: Diverse Causes of Migration

Plenary Session: Management of Economic Migration

2PS13EFPlenSes/1	"Migration Management – The Canadian Experience", Brian Casey , Immigration Program Manager, Canadian Embassy Moscow
2PS13EFPlenSes/2	"Migration from an economic, environmental and security perspective", Luisa Casado , Senior Advisor for International Affairs, Ministry of Labour and Social Affairs, Spain
2PS13EFPlenSes/3	"The EU approach to migration and integration ", Frederique Rychener , Directorate General for Employment, European Commission
2PS13EFPlenSes/4	"The Italian Experience on Immigration", Luigi Swich , Ministry of Interior, Italy
2PS13EFPlenSes/5	Rauf Tagiyev , Head of Department of Migration, Ministry of Labour and Social Protection, Azerbaijan
2PS13EFPlenSes/6	Bahriddin Jaborov , Deputy Head of Department of Employment and Social Protection, Executive Office of the President of Tajikistan

Panel Discussion 2: Management of Economic Migration

2PS13EFPanDis2/1	Rapporteur's report
2PS13EFPanDis2/2	Migration activities of the Council of Europe, Migration Division, Council of Europe
2PS13EFPanDis2/3	ILO Remarks by Dr. Piyasiri Wickramasekara , Senior Migration Specialist, International Migration Programme, ILO

GENERAL DOCUMENTS

2PS13EFGeneral 1	Annotated Agenda (English, Russian)
2PS13EFGeneral 2	Draft List of participants
2PS13EFGeneral 3	Logistic Information
SEC.GAL/10/05/Rev.3	Background Paper: OSCE/ Office of the Coordinator of OSCE Economic and Environmental Activities
2PS13EFGeneral 5	Ecological and economic factors of migration from Karakalpakstan
2PS13EFGeneral 6	Presentation of the Public Association „Rural and Social Initiative”, Republic of Moldova
2PS13EFGeneral 7	Economic and Environmental Activities, NEWSLETTER (1/2005)
2PS13EFGeneral 8	Carbon offsetting, Climate Change, Desertification, Biodiversity and Security- a Synergies Project, UNCCD
2PS13EFGeneral 9	A fair deal for migrant workers in a global economy - ILO Action Plan
2PS13EFGeneral 10	Managing Transitions – Governance for decent work, ILO Report of the Director General, Volume II, 7 th European Regional Meeting, Budapest, February 2005
2PS13EFGeneral 11	ILO Resolution concerning a fair deal for migrant workers in a global economy, extracted from the Report of the Committee on Migrant Workers, International Labour Conference, Ninety-second Session, Geneva, 2004
2PS13EFGeneral 12	Remarks on the Employers' Views on the link between Trade and Migration, WTO, World Bank, IOM Seminar on Trade and Migration, by Ellen G. Yost, Partner, Fragomen, Del Rey, Bernsen & Loewy, LLP, U.S.-based international business immigrant law firm, Geneva, Oct. 2004
2PS13EFGeneral 13	Green Paper on an EU approach to Managing Economic Migration
2PS13EFGeneral 14	The OSCE Area beyond 2020: Three Dimensional Challenges, by Anis H. Bajrektarevic
2PS13EFGeneral 15	Impact of Internal Migration on the operation of the economy in Albania, INSTAT-Institute of Statistics, Albania
2PS13EFGeneral 16	Illegal migration and trafficking of women/the case of Bosnia and Herzegovina, by M.Sc. Alma Pobric, Sarajevo University
2PS13EFGeneral 17	Migration in Bosnia and Herzegovina from 1992 to 2004 as result of economic transition and internal conflict, by M. Sc. Asim Ibrahimagic, Bosnia and Herzegovina Agency for Labour and Employment

