

#### Organization for Security and Co-operation in Europe

Office of the Secretary General Section for External Co-operation





2005 Mediterranean Seminar

"The Role of the OSCE and the Mediterranean Partners for Co-operation in Migration and Integration Policies."

Rabat, Morocco, 8 – 9 September 2005

**Consolidated Summary** 

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#### 1 General information

#### 1.1 Venue

The Seminar was held from 8 to 9 September 2005, at the Ministry of Foreign Affairs and Co-operation of Morocco.

#### 1.2 Participation\*)

- 1.2.1 Thirty-three OSCE participating States, including United Kingdom/EU and the European Commission took part in the Seminar.
- 1.2.2 All Mediterranean Partners for Co-operation (Algeria, Egypt, Israel, Jordan, Morocco, Tunisia) and three of the Partners for Co-operation in Asia (Japan, Korea, Thailand) were represented.
- 1.2.3 The OSCE Secretariat and OSCE Parliamentary Assembly were represented.
- 1.2.4 The following were also represented: African Development Bank, European Investment Bank, International Organization for Migration, League of Arab States, North Atlantic Treaty Organization, Shanghai Co-operation Organization, South Eastern Europe Co-operation Process, United Nations Educational, Scientific and Cultural Organization, United Nations High Commissioner for Refugees, United Nations Office on Drugs and Crime, United Nations Office at Geneva, United Nations Population Fund.
- 1.2.5 Representatives of non-governmental organizations (NGOs) were able to attend and contribute to the Seminar in accordance with the relevant OSCE provisions and practices.

#### 1.3 Timetable and Organizational Modalities

- 1.3.1 The Seminar began at 9:30 a.m. (opening ceremony) on 8 September 2005 and ended at 12:30 p.m. on 9 September 2005.
- 1.3.2 The Seminar was conducted in three sessions.
- 1.3.3 The opening session was chaired by Ambassador Janez Lenarčič, Permanent Representative of Slovenia to the OSCE, Chairman of the OSCE Permanent Council, and the closing session by Minister Pierre Chevalier, Special Envoy of the Belgian OSCE Chairmanship 2006.
- 1.3.4 Each session had a moderator and a rapporteur.
- 1.3.5 The working languages were English and French.
- 1.3.6 Arrangements were made for press coverage.
- 1.3.7 Other rules of procedure and working methods of the OSCE were applied, *mutatis mutandis*, to the Seminar.
- 1.3.8 The seating arrangement is shown in chapter 5.

<sup>\*)</sup> See chapter 4 - List of Participants

#### 1.4 Agenda

#### Thursday, 8 September 2005

9h15 – 10h30 Opening Ceremony.

Chairman: Ambassador Janez Lenarčič, Permanent Representative of

Slovenia to the OSCE, Chairman of the OSCE Permanent

Council.

Opening address by H.E. Ms. Nouzha Chekrouni, Minister Delegate in charge of Moroccan Residents Abroad.

Statement by Dr Dimitrij Rupel, Chairman-in-Office.

Statement by Mr Karel De Gucht, Minister of Foreign Affairs of Belgium.

Statement by Mr Marc Perrin de Brichambaut, Secretary General of the OSCE.

10h30 – 10h45 Coffee break.

#### 10h45 – 12h45 Session 1: The economic dimension of migration

Moderator: Mr Jawad El Himdi, Ambassador, Director for Consular

and Social Affairs, Ministry of Foreign Affairs of

Morocco.

Rapporteur: Mr. José Carlos Reis Arsénio, Permanent Representation

of Portugal to the OSCE.

## 10h45 – 11h40 Sub-theme 1: Migration as a factor of development of countries of origin and destination

Keynote speakers: (10 minutes each):

- Mr Jean-Pierre Bou, Principal Administrator, Directorate-General Justice, Freedom and Security, European Commission.
- Professor Mehdi Lahlou, Institut National des Statistiques et de l'Economie Appliquée (INSEA), Rabat, Morocco.

Subjects for discussion included issues such as:

- contribution of migration to promotion of investment in the countries of origin (including through remittances);
- role of migration policies in co-development;
- labour markets, competitiveness and economic migration.

Discussion (5 minutes maximum per intervention).

# 11h40 – 12h35 **Sub-theme 2: Partnership for management of migration and for control of illegal migration**

Keynote speaker (10 minutes): Mr. Gervais Apave, Director, Migration Policy and Research, International Organization for Migration (IOM).

Discussant (10 minutes): Ambassador Francesco Bascone, Head of the Permanent Mission of Italy to the OSCE.

Subjects for discussion included issues such as:

- co-operation in the fight against illegal migration;
- impact and management of transit migration;
- possible contributions of the OSCE to the alleviation of root causes of migration.

Discussion (5 minutes maximum per intervention).

Conclusion and remarks by the moderator.

12h45 – 15h00 Lunch hosted by the Secretary-General of the OSCE at the Tour Hassan hotel.

#### 15h00 - 17h30 Session 2: The human and cultural dimensions of migration

Moderator: Ambassador Yves Doutriaux, Head of the Permanent

Delegation of France to the OSCE.

Rapporteur: Mr Erling Skjonsberg, Deputy Permanent Representative,

of Norway to the OSCE.

## 15h00 – 16h00 Sub-theme 1: Rights and duties of migrants in the countries of destination and integration policies

Keynote speaker (10 minutes): Mrs. Leona Detiège, Honorary Mayor of the city of Antwerp, Belgium.

Subjects for discussion included issues such as:

- migration and integration (*citoyenneté*).
- policies for integration and inclusion.

Discussion (5 minutes maximum per intervention).

16h00 – 16h30 Coffee break.

#### 16h30 – 17h20 **Sub-theme 2: Social and cultural aspects of integration**

Keynote speaker (10 minutes): Mrs. Patricia Birkett, Director General Integration, Citizenship and Immigration, Canada.

Discussant (10 minutes): Ambassador Jivan Tabibian, Head of the Delegation of the Republic of Armenia to the OSCE.

Subjects for discussion included issues such as:

- measures aimed at assisting migrants to facilitate their integration;
- promotion of respect of cultural diversity and tolerance;
- programmes aimed at encouraging positive contributions of migrants in society.

Discussion (5 minutes maximum per intervention).

Conclusion and remarks by the moderator.

20h00

Dinner hosted by H.E. Ms. Nouzha Chekrouni, Minister Delegate in charge of Moroccan Residents Abroad, at the Villa d'Hôtes.

#### Friday, 9 September 2005

# 9h30 – 11h30 Session 3: Current issues related to the OSCE Mediterranean partnership

Moderator: Ambassador Ramzy Ezzeldin Ramzy, Embassy of Egypt

in Vienna.

Rapporteur: Mrs. Kristina Miskowiak Beckvard, Permanent

Delegation of Denmark to the OSCE.

Keynote speaker (10 minutes):

- Mr Marc Perrin de Brichambaut, OSCE Secretary General.

Discussant (10 minutes):

- Ambassador Dan Ashbel, Embassy of Israel in Vienna: "The OSCE partnership in comparison with other organizations with a Mediterranean dimension, e.g. the EU Barcelona Process".

Subjects for discussion included issues such as:

- reform of the OSCE and its implications for the Mediterranean partnership.
- follow-up to the report on the implementation of Permanent Council Decision 571.

Discussion (5 minutes maximum per intervention).

Conclusion and remarks by the moderator.

11h15 – 11h30 Coffee break.

#### 11h30 – 12h30 Concluding session

Chairman: Minister Pierre Chevalier, Special Envoy for the Belgian OSCE Chairmanship 2006.

Reports by session rapporteurs. Discussion.

Concluding statement by Ambassador Omar Zniber, Permanent Representation of the Kingdom of Morocco in Vienna.

12h30 End of Seminar.

15:00 Optional Programme – Trip to Fez

#### 2 Summary of the opening ceremony

#### Report by Fabrizio Scarpa, Senior External Co-operation Officer, OSCE Secretariat

The opening session was chaired by Amb. Janez Lenarčič, Chairman of the OSCE Permanent Council, and was addressed by H.E. Ms. Nouzha Chekrouni, Minister Delegate in Charge of Moroccans Residents Abroad, Dr. Dimitrij Rupel, Chairman-in-Office, Mr Karel De Gucht, Minister of Foreign Affairs of Belgium, and Mr. Marc Perrin de Brichambaut, Secretary General of the OSCE.

The Seminar was opened by Ms. Chekrouni, who recalled the OSCE's important role in fostering peace and security during the cold war, and in promoting the principles of democracy, freedom and tolerance. Morocco had made it a priority to foster its relations with the Euro-Mediterranean region, not only in view of geographical proximity and common values, but also of the existing common challenges, including migration and integration.

Ms. Chekrouni stressed the importance of co-development. An increasing development gap had led to increased migratory trends, illegal trafficking and trafficking in human beings, posing significant challenges to stability. She proposed three main threads for reflection: firstly, the need to stress the positive aspects of migration as a natural phenomenon and a factor in development and stability; secondly, the need to address questions of identity and the related phenomena of racism, xenophobia and anti-Semitism; thirdly, the need for measures favouring the integration of migrants, which was related to issues such as education, accommodation and healthcare. Ms. Chekrouni also exhorted countries that had not done so to ratify the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.

Morocco had recently taken a series of measures aimed at improving its institutional capacity for dealing with migration issues, in particular in the fight against illegal migration and trafficking in human beings. It had also significantly stepped up its co-operation with its European neighbours through a permanent joint working group. Illegal migration, however, was a complex phenomenon that required law enforcement as well as preventative measures. In this respect, dialogue needed to be extended to sub-Saharan countries, which today represented a major source of migration.

The Chairman-in-Office thanked the Government of Morocco for its initiative in hosting the Seminar and for its hospitality. He stressed that the OSCE stretched not only from Vancouver to Vladivostok, but also from the Arctic to the Mediterranean. All in the OSCE were affected by what flowed across the Mediterranean – ideas, goods, people – and all had an interest in security in the OSCE area. He stated that the OSCE partnership process played the role of a bridge linking Europe, North Africa and the Middle East.

Dr. Rupel welcomed the fact that partnership was becoming more pragmatic, and referred to the discussion at this year's Economic Forum in which it was stated that migration presented challenges for the countries of origin and the countries of destination, that affected security, social cohesion, human rights and economic development. The issue of migration and integration was a priority for the Slovenian Chairmanship as a classic comprehensive security issue, with links to border security and management, tolerance and non-discrimination, national minorities, trafficking, and the economic and environmental dimension. The Chairman-in-Office expressed the hope that migration and integration would be accorded

more long-term attention by the OSCE. Movement was becoming easier, but was also presenting new challenges. There was a need to manage the process of migration, and to control illegal migration. States needed help to meet the challenge of integrating diversity. Handled properly, migration could be beneficial to all, but handled poorly, it could be the source of tensions, disparities, prejudice, racism, populism and even violence. It was therefore as big a challenge west of Vienna as in the eastern part of the OSCE area.

The Chairman-in-Office also referred to the process of reform of the OSCE and the forthcoming high-level consultations to be held in Vienna the following week, to be followed by expert-level discussions to prepare for the Ministerial Council, and encouraged OSCE's partners to put forward their views.

In concluding, Dr. Rupel expressed strong support for the OSCE's activities with adjacent regions. He believed that the OSCE had a great deal to offer, whether it was expertise in policing, anti-trafficking, counter-terrorism, confidence- and security-building measures, peace-building, democratization, or preventing ethnic conflict. This expertise should be put at the service of OSCE's partners, and others who subscribed to the OSCE's values.

Mr. De Gucht thanked the Moroccan Government for the hospitality and the excellent organization of the Seminar, and expressed satisfaction at the level and quality of participation. He stressed that the theme of the Seminar had been chosen in line with the priorities identified by the Slovenian Chairmanship. The issue of migration and integration was most topical for the OSCE participating and partner States alike. According to EUROSTAT, in 2003 over 2 million migrants had settled in the EU, mostly from other European regions, but also from North and sub-Saharan Africa, and Asia.

Mr. De Gucht also noted that some traditional countries of origin in the Maghreb, the Balkans and Central Asia had become countries of transit and even destination. Thus, the challenges facing participating and partner States were similar. Migration had significant repercussions for the countries of origin and destination alike, all too often leading to tragedies and new forms of slavery. Too many people were lured into seeking their fortunes through illegal migration, only to end up in inhuman situations in the hands of organized criminals and human traffickers.

A concerted effort was needed to end the flow of illegal trafficking, but also to develop a common approach to addressing the causes of migration. New impulses were needed to accelerate economic development and poverty reduction, and to promote good governance, democratization and the fight against corruption. On the other hand, well-managed migration was a source of economic, social and cultural progress. Mr. De Gucht also recalled the conclusions of the 1999 Tampere European Council calling for a comprehensive and multidimensional approach to migration by the EU, in a partnership with third countries aimed at promoting co-development.

Remittances from abroad now amounted to double the aid received from developed countries, with Mediterranean countries among the main beneficiaries. What was needed was joint reflection about how to optimize the use of these funds and facilitating their transfers back home. Mr. De Gucht also called for a reflection on how to encourage highly-educated migrants to return to their country of origin, in what he defined as a brain gain. As for integration, it was a challenge requiring particular attention. Good integration policies had to

address the feeling of isolation and disaffection among migrants, which in turn was a source of instability and extremism.

The Secretary General also thanked the host country for its excellent hospitality, and stated that the main theme of the Seminar, migration and integration, was a concern common to both shores of the Mediterranean. He recalled the words of the Helsinki Final Act, which affirmed the close link between European and Mediterranean security, noting that 2005 was also the thirtieth anniversary of the OSCE's Mediterranean dialogue. The fact that it was the third time in a row that the OSCE Mediterranean Seminar had been hosted by a Mediterranean Partner, and the first by a country of the Maghreb, demonstrated the strong commitment to a further deepening of the OSCE's Mediterranean dialogue. It was also an indication of a growing trans-Mediterranean consensus on shared security interests and concerns, as well as of a widening of the zone of common values and principles.

Terrorism, migration, social and cultural integration, and finding ways of maintaining security while respecting human rights were major political issues in the Mediterranean region, the OSCE area, and around the world. Thus, there was a need to work together to exchange ideas and information, and provide mutual assistance.

The Secretary General also stressed the cross-dimensional character of migration, which had economic, environmental, cultural as well as security implications which needed to be addressed. The Mediterranean Seminar offered an excellent forum for discussing these issues with the involvement of countries of origin, transit and destination. One of the goals should be to identify possible areas for follow-up, and the Secretariat would fully support this process.

In concluding, Mr. Perrin de Brichambaut expressed his hope for a dynamic and fruitful exchange between both sides of the Mediterranean.

#### 3 Reports by session rapporteurs

#### 3.1 Session One: The economic dimension of migration

#### Report by José Carlos Reis Arsénio, Permanent Representation of Portugal to the OSCE

Session I concentrated on the theme of the economic dimension of migration, and discussion was divided into two sub-themes. The first sub-theme was migration as a factor in the development of countries of origin and destination, whereas the second focused on partnership for management of migration and control of illegal migration.

During discussion on the sub-theme of migration as a factor in the development of countries of origin and destination, participants were made aware by the keynote speakers of the various ways in which migration might become a helpful factor for the economies of host countries and a development factor for countries of origin. Participants were given an account of the various ways in which migrants could contribute to the development of their own countries in the long term. For instance, remittances are an important source of income for families but also contribute to improving the local economy. A share of remittances could also be used for productive investments, education and health. The speakers also showed that migration, rather than creating a negative brain drain, can allow qualified migrants to become more useful to their country while working abroad. The migrants and their descendants can become development and lobby agents contributing to changes in mentality and improvements in governance, and in turn make their countries of origin more economically attractive. It was noted that many countries of origin had become aware of the positive effects of migration and had developed policies to benefit from them, such as establishing relations with the migrant communities abroad, creating systems to incentivize remittances and investments, and providing citizens living abroad the right to vote and obtain dual citizenship. On the other hand, examples were given of how host countries could benefit from the influx of migrants who make up for shortages of active population in many economic sectors and increase capacity for producing greater wealth.

Speakers also highlighted areas in which problems persisted. One of the keynote speakers gave an analysis of the situation in Morocco to demonstrate that the flow of qualified migrants can also cause vast problems in the countries of origin, which in many cases are deprived of their most qualified active citizens. On the other hand, migration was seen by many in the host countries as a disturbing issue linked to social degradation. To combat these problems, the speaker said the positive aspects of migration ought to be highlighted more frequently, and foreign investment was needed particularly in those regions where emigration was most likely to take place. In this perspective, relations between Morocco and the European Union should take into account the balancing out between the positive and negative consequences of migration. The Maghreb should be regarded by the EU as a development region. One of the keynote speakers presented the European Union's accomplishments in certain areas such as remittance flows and the integration of migrants. On the basis of two recent European Commission documents - the Green Paper on an EU Approach to Managing Economic Migration and the Communication on Migration and Development – he also elaborated on achievements the EU intended to bring about concerning the mobilization of voluntary migrants. The OSCE could play a useful and specific role by enabling those countries where international migration is a recent phenomenon to benefit from the

experiences already gained by others, in particular countries from southern Europe. Another aspect that was highlighted by the speakers was the importance of investigating how migration and development can contribute to the objectives of the OSCE with regard to security.

During the discussion of this sub-theme many participants pointed out the need for stronger and more coherent policies in the field of migration and mentioned the important role that international organizations were able to play in this process. It was recognized that behind the failure of certain policies lay the inability of governments to promote, ratify and implement certain conventions and principles agreed upon at international level, thus making it possible for problems such as lack of integration to remain unsolved. The eradication of the negative perception of migration was also identified as a goal for governments to work towards.

Advantages of migration such as remittance flows needed to be handled more adequately, to ensure that they provide an effective contribution to the development process. The European Investment Bank could have an important role in formalizing remittance flows and creating the necessary structures in order to improve their effectiveness. The example of Moroccans working in Spain, who send approximately 300 million Euros annually in remittances, was used to illustrate how migrants can be important to the economy of their country of origin. The Czech Republic, Ireland and Spain shared their experience of becoming countries of destination after having been countries of origin, demonstrating how the flow of migrants can become an important asset to their economies but at the same time may create social and labour problems.

The legalization of migrants, stronger co-operation amongst the Mediterranean countries as foreseen under the Barcelona Process, and more effective contributions from international organizations such as the OSCE were considered important factors. It was also suggested that OSCE participating States and Mediterranean partners should introduce legal measures to combat discrimination against migrants in the labour markets and at the workplace, while also facilitating equal access to job opportunities, vocational training and language courses. It was suggested that the OSCE and its institutions should intensify their efforts to assist the participating States and the Mediterranean partners to establish activities and projects aimed at fostering co-operation between countries of origin and destination, and should devise strategies to realize migration's potential benefits to economic development. Human and environmental factors also needed to be taken into consideration as possible causes of migration. It was noted that the OSCE, through the Economic Forum, was working towards minimizing the negative aspects of migration and that good governance played a major role in bringing migration policies properly into effect.

During the discussion on the sub-theme of partnership for management of migration and for control of illegal migration, the keynote speaker highlighted the need to deal with migration from a comprehensive point of view. Globalization brought increased mobility, requiring a comprehensive migration management system capable of discouraging irregular movements. As an international phenomenon, illegal migration required a response based on international co-operation on the promotion of dialogue and partnership among countries. Partnerships should be established between governments, international organizations and NGOs, also involving the private sector and civil society. The management of migration should take into account all aspects of the movement of people, including the associated political, human rights and development issues.

During the discussion, it was argued that co-operation in the fight against illegal migration was not only in the interest of the receiving side. It prevented the increase of organized crime in the countries of origin and transit, reduced the suffering and exploitation associated with the illegal crossing of land and sea borders, and created more space for the absorption of legal migrants. An uncontrolled flow of illegal immigrants was bound to stir up anxieties and even xenophobic tendencies.

On this issue participants were given the example of the situation in Italy, and what Italy had been doing to deal with illegal immigration both at the internal and international level. The new immigration law opened up new possibilities for foreigners with fixed-term working contracts to enter the country legally, and at the same time set up new bodies and policies for integration, the protection of trafficked persons, border control, and the establishment of bilateral agreements with transit countries. During the Italian Presidency of the EU important steps were taken in the area of illegal migration, such as a more intense co-operation with the countries of origin or transit, the creation of the EU Border Agency (EBA), the establishment of common rules for repatriation, and the joint patrolling of Mediterranean sea-lanes.

In the ensuing discussion, calls were once again made for migration to be seen in its positive aspects. The essential factors for creating successful migration policies advantageous to the countries of origin and destination alike included adopting a comprehensive approach to migration, and working in partnership with full respect for international obligations and human rights. Dialogue between parties should lead to concrete proposals and results, such the as capacity-building for asylum and migration analysis. Any effective migration management system should contain provisions for the protection of *bona fide* asylum-seekers and refugees, within mixed flows; this would require, in particular, co-operation, partnership and dialogue between European and North African countries. While there was a need to respect the rights of migrants and deal with illegal migration in accordance with international standards, the obligations of the migrants themselves to the host countries also needed to be taken into consideration. Illegal migrants could not be above the law and should respect local laws and local integration processes.

Further aspects considered included the development of the countries of origin, the need for greater co-operation in the area of border control, the problems of transit migration, and the ratification and implementation of all relevant international instruments, and measures aimed at preventing and monitoring irregular migration and at retuning irregular migrants to their countries of origin.

In his concluding remarks, the moderator noted that the session had enabled participants to pool their ideas on the issue of migration, and that it was important to come up with well-concerted policies instead of unilateral policies that would be negative for the southern Mediterranean countries. Ultimately, it was most important to make constructive proposals which would make the movement of people a positive and beneficial phenomenon.

#### 3.2 Session Two: The human and cultural dimensions of migration

#### Report by Erling Skjonsberg, Deputy Permanent Representative of Norway to the OSCE

The session was moderated by Ambassador Yves Doutriaux, Head of the Permanent delegation of France to the OSCE.

## Sub-theme 1: Rights and duties of migrants in the countries of destination and integration policies

The keynote speaker, Mrs. Leona Detiège, honorary Mayor of the city of Antwerp, Belgium, shared her experiences on integration. Due to the large influx of immigrants over preceding decades, resulting in some 160 different nationalities in Antwerp, several problems had been encountered. In certain areas the presence of illegal migrants and young prostitutes had required specific measures. Second and third generation immigrants were confronted with discrimination regarding employment and housing, and also at the social and cultural level. Globalization meant that events in other countries such as the terrorist attacks on 11 September 2001 and the murder of Theo van Gogh could lead to tensions locally. Mrs. Detiège underscored the importance of the gender perspective on integration, as some women were affected by discriminatory legislation in their country of origin. She furthermore underlined the importance of helping young migrants to avoid dropping out of school and the labour market. In this context she underlined the importance of language education. Mrs. Detiège concluded by saying that Belgium was a country open to migrants from different cultures. A fundamental priority was the fight against racism and anti-Semitism; another was women's emancipation. Immigrants often did not participate sufficiently in their new societies. Furthermore unemployment and poverty were often "coloured", and children of foreign origin had the highest rate of poor living conditions. Good legislation was crucial for integration, but a lot depended on the attitude both of the authorities and of the individual immigrants. It was crucial to solve all these problems and eradicate intolerance, and to avoid attitudes of the "we against them" or "them against us" type.

During the discussion the following aspects were touched upon:

- Within the framework of its European Neighbourhood Policy, the EU had concluded a Country Action Plan with Morocco. The plan was based on many of the same principles and values as those upheld within the OSCE, including democracy, the rule of law, good governance and market economy. The priorities of the plan included legislative reform, human rights, co-operation in the fight against terrorism, the establishment of a favourable climate for foreign direct investments, management of migration flows, the fight against illegal migration, border control, future co-operation with Europol, the fight against trafficking in human beings and drugs, and the fight against money-laundering and organized crime. Many of these priorities were directly or indirectly linked to migration.
- Dialogue between countries of origin and countries of destination was crucial. The "5+5" group of countries in North Africa and southern Europe was an important forum for such dialogue.

- Several speakers were of the opinion that the general public and decision-makers often had an excessively negative perception of migration, which could in turn influence migration policy.
- The host country was responsible for providing the infrastructure for integration, whereas the immigrant had to show willingness to participate in the new society.
- Many participants pointed to education, especially with respect to the local language as being crucial for integration.
- The rights and duties of immigrants depended on whether they were legal or illegal immigrants illegal immigrants would only enjoy the benefit of their fundamental rights. One participant remarked that few studies and little research had been conducted on the rights of migrants.
- For the countries of destination it was crucial that all immigrants abide by the law.
- Some speakers said it was possible to observe disinformation and wrong perceptions that linked terrorism and migration. Furthermore, insufficient attention was paid to the positive contributions of migration. Some participants commented that fear of terrorism had led to increased border control and other restrictive measures.
- There was a link between migration and human trafficking. Instead of protecting victims of trafficking, the authorities in many countries of destination tended to send them back to their countries of origin as soon as possible. However studies showed that some 50 per cent of the returnees became migrants again.
- One speaker called for countries of destination to evaluate their integration policies on the basis of verifiable indicators.
- Several speakers mentioned that citizenship, which might be regarded as the ultimate state of integration, indicating commitment both on behalf of the individual and on behalf of the country of destination was a factor of great importance. Participating States' policies differed in this respect. In some countries the required time of residence was three years, in others at least seven years.

#### 3.3 Sub-theme 2: Social and cultural aspects of integration.

The keynote speaker Mrs. Patricia Birkett, Director General of Integration, Citizenship and Immigration, Canada, gave a very thorough presentation of her country's immigration policy. At the outset she stated that social capital had instrumental economic value. In this context, building inclusive societies and integrating migrants was both important and beneficial. Effective immigrant integration was critical to social cohesion in Canada, and a key objective. Ideas for social inclusion were developed for and targeted at particular communities. In 1988 Canada became the first country to pass a multicultural Act. Partnerships between different levels of government, and between the private and voluntary sectors, were also important for integration. The Canadian Government placed emphasis on communication with leaders of Islam and other religions. Integration was a two-way street that required adjustments both from the authorities and the immigrants. Canada had in general a positive attitude to migrants, welcoming new hands and minds that would contribute to prosperity. In summing up, Mrs. Birkett stated that the goal was that immigrants should be actively involved in every aspect of life in Canadian society: economic, social, cultural and political. Integration should be regarded as an ongoing process. There had to be recognition of cultural diversity and incorporation of differences. Communities should be built on mutual respect. Acquisition of citizenship could be regarded as an ultimate goal,

involving the assumption of full Canadian rights and responsibilities. Many immigrants acquired citizenship after only three years of residency.

The discussant, Ambassador Jivan Tabibian, Head of the Delegation of the Republic of Armenia to the OSCE, brought his rich personal experience to elaborating on the concept of cultural "métissage" (cross-fertilization). According to Mr. Tabibian, migrants should be free to choose or not to choose between the culture of their country of origin and that of their new country of residence. In the process of integration the migrant should not feel compelled to renounce his/her cultural identity, and if he/she chose to blend the two, should be given the opportunity to do so. However, implementing this freedom required commitment on the part of the countries of residence to promoting education for migrants in order to facilitate their integration. Special efforts should be made to create better awareness and conditions for reciprocal exchange between the two or more cultures and thus enrich the culture of country of residence. The countries of emigration and immigration would be mutually enriched thanks to the cultural diversity ensured by the migrants. Ambassador Tabibian concluded by suggesting a list of works which could line the shelves of the integrated migrant's ideal library.

During the discussion the following points were stressed:

- Emigration/immigration can be a win-win situation both for the country of origin and the country of destination. In order to achieve this, dialogue between countries of origin and countries of destination has to be improved.
- The media should be encouraged to play a constructive role. The media must not contribute to building stereotypes or negative attitudes, but must also focus on the positive aspects of migration.
- Migration was a continuous process that started in the countries of origin. Integration could be more successful if preparations started at the pre-migration stage.
- Brain-drain in the countries of origin can be a negative aspect of migration.
- The question of the rights of emigrants in their home countries, for instance the right to vote, is an important one.
- Many participants underlined the need for the countries of destination to build societies that can integrate immigrants better. Barriers to integration must be removed.
- Migrants had a responsibility to abide by the law, pay taxes and to try to contribute positively to the societies they live in.
- Religion was an important aspect of integration. Austria referred to its longstanding experience with the integration of Muslims.
- Trade unions in the countries of destination should provide advice to immigrants and see to it that they are not exploited in the labour market.
- Women constitute half of all migrants. Attention should be paid to their special needs, and also to their often under-utilized potential to contribute positively to the society.
- The concept of integration implied partnership between the immigrant and the country of destination. In some countries such as France there was a partnership contract between the government and each immigrant stating the latter's rights and obligations.
- Several speakers underlined the importance of sharing best practices. It was suggested
  that the OSCE could help identify and distribute experiences from "best practices" of
  integration in the OSCE area.
- Tolerance was a key to integration. The OSCE did important work in this area, including the work of the ODIHR and the three personal representatives of the Chairmanship.



## 3.4 Session Three: Current issues related to the OSCE Mediterranean partnership

## Report by Kristina Miskowiak Beckvard, First Secretary, Delegation of Denmark to the OSCE, IAEA and CTBTO

The third session, on current issues related to the OSCE Mediterranean partnership, was moderated by Ambassador Ramzy of Egypt. Focus areas in this session were the implications of OSCE reform for the Mediterranean Partnership, and follow-up to the relevant provisions of the OSCE Strategy to Address Threats to Security and Stability in the Twenty-First Century, Permanent Council Decision 571, and the Härkönen Report on the implementation of Decision 571. There was general agreement on the desirability and necessity of enhancing the OSCE Mediterranean partnership, and there was considerable convergence of views between the speakers and in the ensuing debate. From this common point of departure, speakers made a wealth of observations and proposals in a rich discussion from which the following should be highlighted.

OSCE Secretary General Marc Perrin de Brichambaut referred to the international context of change, including the enlargement of the EU and NATO, and regional developments. The OSCE could be of assistance both as a forum for transparent discussions and management of change and as a normative framework for relations between States and individuals. Changes had also led the OSCE to redefine its strategic vision and to improve its effectiveness. If one looked at the historic success of the OSCE, it was clear that the involvement of civil society and its role in furthering the goals had been important. The OSCE should have a place in public opinion. This point of public ownership was underlined by several speakers.

The Secretary General emphasized that the OSCE partnership had been deepened. Doors had been opened to involvement in OSCE bodies and OSCE events, including side events. The process of implementing Decision 571 had provided all with suggestions and opportunities for deepening the partnership. Dialogue had reached a crucial phase; it was now time to engage in activities, and it was also up to Partners to take this up. With a view to financing activities, the Secretary General proposed that States consider the possibility of creating a partnership fund to be financed through voluntary contributions from partner and participating States. The proposal found great resonance in subsequent interventions – one speaker added that funds could in fact already be made available through the regular budget. Further proposals by the Secretary General included using the Mediterranean Seminar as a platform for selecting the focus for the following year and the annual Seminar rotation amongst the Mediterranean Partners and for the use of the Contact Group with a view to reaching agreement on a concrete outcome in the form of an action plan or a declaration – all this accompanied by concrete activities. The Secretary General emphasized that the partnership was gradually becoming more operational, and reference was made, *inter alia*, to the election-related activities in Afghanistan and the Palestinian Territories, to partners' witnessing of simulations of CSBMs and to the Parliamentary Assembly's own activities with the partners. It was suggested that those responsible might consider ways to increase the participation of partners in OSCE election observation activities and their domestic capacity for implementing election standards.

Ambassador Ramzy focused on the OSCE reform process and how to integrate the Mediterranean dimension into it. He was among those who had noted the very brief reference to partners in the Report of the Panel of Eminent Persons, a point echoed in the ensuing discussion. The mandate had been to provide a strategic vision for the OSCE in the twentyfirst century, and while the Panel had stressed the need to prevent the emergence of new dividing lines in Europe and Eurasia, it had neglected the Mediterranean aspect. He hoped that the forthcoming High Level Consultations would take the issue into account. It was important to note that out of the 11 designated priority areas in the Panel's report, 6 were directly relevant to Mediterranean partners. The implication was that the recommendations could not be fully implemented without the active participation of partners. These areas were: arms control and CSBMs, terrorism, extremism and organized crime, border management, regional economic co-operation, promotion of tolerance and non-discrimination, and trafficking in human beings, drugs and weapons. It was also not to be forgotten that migration/integration was an important subject in this context, given the challenges posed by demographic change and the ageing of the population. Here, migration could provide solutions.

Ambassador Ashbel of Israel emphasized that just as the building of mutual understanding and confidence had been at the heart of the Helsinki process, it was also at the heart of the partnership activities. The OSCE could help bring countries closer, and could foster further dialogue between societies which still lacked a common language. Multilateral organizations such as NATO, the EU and the OSCE shared similar aims, although the means they used might differ. It was important to note that the CSCE was the first body to understand and state, as early as 1975, that security should be considered in the broader context of world security and was closely linked with security in the Mediterranean area as a whole. The word CBMs had been invented for the Helsinki process but was now a part of all the frameworks mentioned. In relation to the Mediterranean dimension of the EU and NATO, however, concrete plans, projects and programmes had now been developed that were visible on the ground, and funds had been allocated. In the OSCE context, starting with Härkönen report, a number of proposals had been highlighted.

Several speakers echoed these calls for concrete action and projects to be undertaken at the initiative of partner or participating States. In this context reference was made to an informal workshop held in March in Istanbul with the participation of civil society on the OSCE experience as a source of possible inspiration. Speakers suggested that partners could increase their involvement with the OSCE by making their own joint proposals to the Organization on possible projects, related to such matters as human trafficking, freedom of the press, tolerance and migration. Further suggestions included visits to OSCE institutions or field missions, secondment of election observers, and concrete measures for the domestic advancement of human dimension goals. All this needed work, time and effort on the part of both partner and participating States, and all were encouraged to give serious thought to projects and other activities that would serve to enhance co-operation and/or meet specific needs.

It was suggested that the Secretariat establish contacts with the European Commission regarding the Mediterranean dimension, not least with a view to mobilizing support. A speaker asked participants to consider whether it would be useful to arrange a meeting of the Euro-Med group with the OSCE and its Mediterranean Partners. Speakers underlined the importance of better follow-up and better preparation of Mediterranean Seminars. A speaker suggested that topics for future seminars could again include migration or tolerance, anti-

Semitism and islamophobia. Reference was made to the potential enlargement of the group, in particular the application from the Palestinian Authority, as also mentioned by the Secretary General, and there was also the question of possible Lebanese partnership.

In relation to the OSCE reform process, the hope was generally expressed that the ideas of the Seminar be taken up in Vienna. It was hoped that discussions in the High Level Consultations could rectify the lack of elaboration on the partnership issue in the reform discussion. Given the fact that migration could become a major common field of activity and could be used to reinvigorate the Mediterranean partnership, one speaker proposed that a task force on migration be established with a well-set agenda and well-judged timing, with mixed and equal participation of participating and partner States, with a multi-dimensional agenda, and with such tasks as identifying areas of comparative advantage, defining capacity, identifying obstacles and avoiding duplication. Projects should be initiated and the appropriate decisions should be taken.

#### 4 Summary of the closing session

#### Report by Fabrizio Scarpa, Senior External Co-operation Officer, OSCE Secretariat

Following the report by the three rapporteurs, Minister Pierre Chevalier, Special Envoy for the Belgian OSCE Chairmanship 2006, summarized the main achievements and conclusions of the Seminar. The richness of the debate had been further evidence of the good state of health of the OSCE Mediterranean dialogue. The high number of suggestions and recommendations made during the Seminar showed the willingness of the participants to move forward both in their thinking and their follow-up, and to keep working at the matter in the future.

Minister Chevalier highlighted some of the issues on which the OSCE and its partner States had been found to share common ground, and which were included in the document called "Recommendations suggestions", which had been distributed by Belgium (see chapter 5 below).

Firstly, participants had expressed a shared objective of balanced economic and social development through best practices with regards to such matters as Diasporas, financial remittances, training and investment. The voluntary adoption of OSCE norms, principles and commitments could also help to minimize the factors that encourage emigration.

Secondly, support was expressed for the shared objective of jointly combating illegal migration and applying efforts to ensure the return of irregular migrants. Trafficking in human beings required special attention and the OSCE could use its experience to help put an end to this scourge.

Participants also expressed their determination to counter the exclusion, disengagement and cultural alienation of migrants in their countries of destination. The active involvement of migrants (up to and including acquiring citizenship), the media, integration policies, respect for cultural identity and consultation mechanisms were important in this context. During the Seminar, new concepts were put forward, such as pre-migration training, appropriate facilities to make it easier for migrants to adapt, and "integration contracts".

Furthermore, the participating States and the bodies and institutions of the OSCE should seek open co-operation with the Mediterranean Partners, with a view to promoting successful migration and the integration of the migrants in the spirit of enrichment.

Minister Chevalier also expressed support for the idea of holding meetings of experts and officials from capitals to follow up on the work conducted in Rabat.

With regard to the third session, and referring to the Secretary General's support for strengthening the Mediterranean partnership, Minister Chevalier stressed that it could be increased considerably if all sides were willing. He also noted Ambassador Ashbel's emphasis on the fact that each organization "discovers" the southern shore of the Mediterranean in its own way. To this task, the OSCE brought its experience in the area of dialogue, and the argument that genuine security was to be found in relations based on trust and in co-operation.

Minister Chevalier noted the progress achieved in the Mediterranean partnership in 2004 under the leadership of Slovenia. He also referred to Permanent Council Decision No. 571, adopted under the Bulgarian Chairmanship, which had opened new horizons, and expressed confidence that in 2006 Spain, itself a Mediterranean country, would be well equipped to lend an ear to the needs and the aspirations of the region.

In conclusion, he expressed sincere and deep gratitude to the Ministry of Foreign Affairs of Morocco for their generous welcome, and to the Ambassador of Morocco in Vienna, who had played a special role in making the Seminar a success.

In his concluding statement, Ambassador Omar Zniber, Permanent Representation of the Kingdom of Morocco in Vienna, thanked all participants for their contribution to what had been a successful Seminar and for their valuable and constructive proposals for improving co-operation between the OSCE and its Mediterranean Partners on issues related to migration and integration. He also expressed his support for continued follow-up on the Seminar's recommendations, with a view to the Ljubljana Ministerial Council, as well as in 2006.

# 5 Recommendations and Suggestions of the 2005 Mediterranean Seminar

Prepared by the Belgian delegation

1. The economic dimension of migration

Sub-theme 1: migration as a factor of development of countries of origin and destination

Migration can have a more positive impact on development when certain conditions prevail, both in the countries of origin and in the countries of destination. Ideally, the objective is balanced and sustainable economic and social development in all these countries.

The OSCE could play a supporting role as a platform for the exchange of good practices among both participating States and Partners for Co-operation in such areas as:

- building relations with diasporas, as a resource for development;
- optimal use of remittances in order to stimulate economic development in the countries of origin, e.g. financing of micro-enterprises and basic infrastructure;
- promotion of brain gain / stemming of brain drain, which hampers the economic development of countries of origin;
- encouragement of economic development in geographical areas prone to suffer from emigration, through, *inter alia*, promotion of investments in micro-enterprises, basic infrastructure etc;
- sharing of experiences between countries, in particular those that have longstanding experience with the phenomenon of migration and that have already developed a coherent approach to the relationship between migration and development.

The OSCE encourages countries of origin to implement OSCE norms, principles and commitments, in particular in the economic and environmental, and human dimensions in order to reduce factors that lead to migration.

These norms, principles and commitments, which include among others good governance, allow for a climate of trust and confidence necessary for economic development as well as for security and stability. Close co-operation and understanding between government and civil society in the countries of origin as well as in the countries of destination would be beneficial in this respect. Progress in the countries of origin can be beneficial to the stability and security of the participating States and the Mediterranean Partners for Co-operation.

Sub-theme 2: partnership for management of migration and for control of illegal migration

Globalization brings with it growing mobility. There is clearly a need for comprehensive migration management to manage this mobility and discourage irregular movement.

All countries, both participating States and Mediterranean Partners for Co-operation, are increasingly facing challenges of illegal migration, including transit migration. Mutually beneficial co-operation and true partnerships between countries of origin, transit and destination are essential in the fight against illegal migration. They include measures of prevention as well as of control, and of return to the country of origin of irregular migrants.

Efforts are already being undertaken in these areas, and have proven their usefulness. Continued determination is required.

The OSCE could play a role in capacity-building and training in these areas (comparable to the training of border guards), and in promoting exchange of expertise.

A number of particularly exploitative forms of irregular migration such as smuggling and trafficking of human beings require special attention to ensure the protection of victims of these practices.

#### 2. The human and cultural dimension of migration

<u>Sub-theme 1: rights and duties of migrants in the countries of destination, and integration</u> policies

Sustainable social acceptance of migration in the countries of destination is of key importance for harmonious societies. The exclusion, disengagement, and cultural alienation of migrants in their countries of destination and of origin leads to tensions between host and migrant populations. Exclusion of migrants within these societies can be avoided by pursuing community cohesion, promoting tolerance, and combating discrimination, not least in the labour market. The role of education should be stressed. It goes without saying that migrants should fully respect the laws and regulations of their countries of destination, in the same way as the citizens in those countries do.

The active involvement of migrants in their host countries is essential for integration, with the acquisition of citizenship being the expression of the durable link between a migrant and his/her host country.

The media should be encouraged not to focus exclusively on the problematic sides of migration, but should also focus on its positive aspects in order to stem xenophobia among the population. The media should be invited to make efforts to reflect the cultural and ethnic diversity of the societies in which they operate.

Countries of destination should realize that it is in their own interest to develop integration policies. Respect for diversity means respect for the cultural identity and origin of immigrants, a human right to which they are entitled. At the same time, however, respect for the cultural identity of migrants is best achieved if they themselves contribute actively to society in their host countries. Consultative mechanisms between migrants and their host countries could usefully contribute to this end.

As a mechanism to foster integration, some countries use an "integration agreement" between individual migrants and their host countries, which refers to their respective rights, duties and expectations.

#### Sub-theme 2: social and cultural aspects of integration

Migration is a continuous process that already starts within the countries of origin. Integration will be more successful if preparations start at the pre-migration stage.

Integration is a two-way street. The importance of networks of social relations providing access to resources and support is to be emphasized (social capital).

It is appropriate for countries of destination to create structures that deal with legal migrants, with a view to making them feel welcome, to helping them and, more generally, to ensuring a smoother process of integration (starting with the "pre-migration" phase, accompanying the arrival of migrants, and dealing with the process of adjustment, integration and training).

Special priority needs to be given to language training, as knowledge of the language of the host country greatly enhances the integration of migrants in their new societies.

The successful integration of migrants could also contribute to the cultural richness of the societies in which they are to live.

#### 3. Guiding principles for an OSCE role in migration and integration

The OSCE, as a regional security organization, should take into account how the issues of migration and integration relate to security and stability. Also, the protection of the security and rights of the individual – as an element of the OSCE's security concept – should be further enhanced through OSCE partnership efforts.

The OSCE should strive at setting up alliances with other international organizations that deal with migration. A role for the OSCE in migration and integration should be built on the principles of added value, of avoiding duplication with the work of other international organizations, and of creating synergies and multiplier effects.

The OSCE is an appropriate forum for the facilitation of a regular dialogue and co-operation between countries of origin, countries of transit, and countries of destination on migration and integration issues in order to identify best practices in different areas. This could be done through meetings of experts and/or policy-makers from capitals in specific areas, such as the preparation and implementation of migration legislation and strategies for integration. Such efforts could also develop into concrete co-operation on capacity-building. Discussions could furthermore benefit from the participation of civil society, including experts from academic institutions and NGOs, for example in informal workshops organized in partner States, as was recommended in the 2003 Mediterranean Seminar in Aqaba. Such activities could be financed through voluntary contributions from participating States and partner States, possibly through a partnership fund as proposed at the Seminar.

OSCE institutions such as the ODIHR and the High Commissioner on National Minorities (HCNM), as well as the Special Representative on Combating Trafficking in Human Beings should be involved in these issues.

In view of the fact that a lot of (sometimes illegal) migration involves persons belonging to minority groups, due attention should be given by the HCNM to these issues in the OSCE participating States, with a view to reducing minority-related factors leading to migration (such as discrimination of certain groups, lack of their economic integration, and so on.). The HCNM could formulate recommendations tailored to the specific situation of persons belonging to national minorities in countries of origin.

The ODIHR and other OSCE institutions could look at the possibility of offering expertise to partner countries, which should also be encouraged to set up similar instruments.

Within an overall OSCE approach, the Special Representative on Combating Trafficking in Human Beings is called upon to continue efforts in addressing the smuggling and trafficking of human beings, one of the most exploitative forms of irregular migration.

The OSCE could participate as an observer in relevant forums such as the Vienna and Brussels Conferences, which discuss migration issues with the European Neighbourhood countries.

The OSCE could, on the basis of agreements with other relevant organizations, disseminate among its members pertinent material in languages accessible to its members (e.g. handbooks on migration, on human trafficking and so on.).

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Mr. Abdelhamid El-Jamri	Expert		
United Nations Po	opulation Fund (UNFPA)		
Mr. Georges Georgi	UNFPA Representative in Morocco		
Inti	ERPRETERS		
Ms. Samira Abdel Sayed			
Ms. Anne-Marie Greis			
Ms. Alix Sehr Stewart			
Ms. Yannick Quero			

### 7 List of documents

No.	Author	Document	Language
001	OSCE Secretariat	Annotated agenda	English
001 Rev.1	OSCE Secretariat	Annotated agenda, revised version	English
002	OSCE Secretariat	List of participants as of 7 September 2005	English
002 Rev.1	OSCE Secretariat	List of participants as of 9 September 2005	English
003	Nouzha Chekrouni, Minister Delegate in charge of Moroccan Residents Abroad, Morocco	Opening statement	French
004	Dr. Dimitrij Rupel, Minister of Foreign Affairs of Slovenia, OSCE Chairman-in-Office	Opening statement	English
005	Karel De Gucht, Minister of Foreign Affairs of Belgium	Opening statement	French
006	Cancelled		
007	Austria	Position paper: The Austrian policy on migration and integration	English
008	Jean-Pierre Bou, Principal Administrator, DG JLS, European Commission	Migration as a factor of development for countries of origin and of destination	English
009	European Commission	COM(2005) 390 final – Migration et développement: des orientations concrètes	French
010	European Commission	COM(2005) 390 final – Migration and Development: Some concrete orientations	English
011	Spanish Ambassador to the OSCE	Statement	Spanish
012	Ministry of Refugee, Immigration and Integration Affairs, Denmark	Partnership for management of migration and for control of illegal migration – Danish points of view	English
013	Chérif Oualid, Deputy Director, MFA of Algeria	Intervention	French
014	Patricia Birkett, Acting Director General Integration Branch, Canada	Immigrant and Refugee Integration "The Canadian Way"	English
015	Heinrich Böll Foundation (distributed at the request of the Denmark)	Meeting report- International workshop: "OSCE experience in promoting cooperative security: An inspiration for the Mediterranean and Beyond?"	English
016	Delegation of Germany	New minorities – Position paper	English
017	European Investment Bank	Envois de fonds des travailleurs immigrés originaires des pays partenaires méditerranées	French
018	Ambassador Dan Ashbel, Israel	Intervention: The OSCE partnership and the Mediterranean dimension of the EU and NATO	English
019	Belgium	Proposal – Recommendations and suggestions of the 2005 Mediterranean Seminar	English
019 Rev.1	Belgium	Above document, revised	English
020	UNHCR Office in Rabat	Response to IOM statement	English
021	Ambassador Julie Finley, United States Mission to the OSCE	Statement of OSCE Mediterranean Partnership	English

### 8 Seating arrangement

Opening Ceremony MFA of Belgium	Sessions	Norway Netherlands Poland Portugal Romania Russian Federation Serbia and Montenegro Slovakia Slovenia / OSCE Chairmanship Spec. Rep. on Comb. Trafficking in HB Switzerland Czech Republic Turkey Ukraine Japan Korea Thailand OSCE Parliamentary Assembly CEEA OSCE Secretary General	Malta Italy
Minister Delegate	Keynote speakers		Ireland Hungary Greece
Morocco Chairman	Rapporteur Moderator		EC UK/EU
OSCE CIO	OSCE Secretariat		France Finland Spain
OSCE SG			Denmark
		Algeria Egypt Israel Jordan Morocco Tunisia Albania Germany USA Armenia Austria Belgium / OSCE Troika Bulgaria / OSCE Troika Canada Cyprus Croatia	
		African Development Bank European Investment Bank International Organization for Migration League of Arab States North Atlantic Treaty Organization Shanghai Co-operation Organization South-Eastern Europe Co-operation Process UNESCO UNDCC UNODC UNODC UNODC	