



VIENNA MIGRATION GROUP

osce  
HELLAS2009GREECE



IOM International Organization for Migration

IN COOPERATION WITH THE GREEK CHAIRMANSHIP OF THE OSCE

## Panel Discussion

# “World Migration Report on Managing Labour Mobility in the Evolving Global Economy”

## Europe and its Neighbours: Perspectives of Origin and Destination Countries

**Tuesday, March 10, 2009**  
**2.30 – 5.00 p.m.**  
**OSCE Congress Centre**  
**Heldenplatz, 1010 Vienna**

The 14<sup>th</sup> Vienna Migration Group Panel Discussion was organized in cooperation with the Greek Chairmanship of the OSCE. The main purpose of the event was to present the World Migration Report 2008, and to have migration experts as well as representatives of migrant countries of origin and of destination in the wider European area comment on the accuracy and reality of the World Migration Report. Given that Migration and Managing Labour Mobility constitute an important issue for all states, we were most grateful to learn about each participating country's reactions to the report and its applicability to their immigration and emigration realities.

The Vienna Migration Group's introductory statement was given by the First Counsellor of the Permanent Mission of Greece to the OSCE, Mr. Ioannis Pediotis, on behalf of the Greek Chairmanship of the OSCE. He addressed all participants by stating that their chairmanship was most grateful to be the host of this VMG, as migration is currently one of the main topics of the Greek Chairmanship of the OSCE.

The Vienna Migration Group had the honour of welcoming the following panellists: Mr. Ryszard Cholewinski, Co-Editor of the World Migration Report 2008, from the Migration Policy, Research and Communications Department, IOM Headquarters; H.E. Ambassador Kairat Abdrakhmanov from the Permanent Mission of the Republic of Kazakhstan to the OSCE; Ms. Daria Gonciarova, speaking on behalf of H.E. Ambassador Victor Postolachi from the Permanent Mission of the Republic of Moldova to the International Organizations in Vienna; Mr. Panayotis Economou, First Counsellor at the Permanent Mission of the Hellenic Republic to the International Organizations in Vienna; Mr. Hassan Laaouaouda, First Counsellor at the Permanent Mission of the Kingdom of Morocco to the International Organizations in Vienna; Mr. Edward Geelen, Migration Management Advisor, International Centre for Migration Policy Development (ICMPD); and Ms. Nina Lindroos-Kopolo, Economic Advisor, Office of the Coordinator of OSCE Economic and Environmental Activities.

Pier Rossi-Longhi, Technical Liaison Officer of the International Organization for Migration, chaired the event. He thanked the Greek Chairmanship of the OSCE for hosting the event and opened the panel by giving a broad overview of the topic of that day.

**Managing Bureau of the VIENNA MIGRATION GROUP**  
IOM International Organization for Migration  
Nibelungengasse 13/4 – 1010 Vienna – Austria  
T: +43 1 585 33 22 19 F: +43 1 585 33 22 30 E: [vmg@iom.int](mailto:vmg@iom.int)  
[www.iomvienna.at](http://www.iomvienna.at)



VIENNA MIGRATION GROUP

osce  
HELLAS2009GREECE



IOM International Organization for Migration

IN COOPERATION WITH THE GREEK CHAIRMANSHIP OF THE OSCE

The first panellist to take the floor was Ryszard Cholewinski, who gave a presentation of the World Migration Report 2008 (WMR). The WMR is divided into two broad sections: the first comprises of contemporary patterns of mobility linked to economic purposes, and the second comprises of the working tool, also known as the inventory of policy elements, for the development of strategic responses.

According to Mr. Cholewinski, human mobility is one of the defining features of the present-day world and one of the many effects of globalization. This increase of human mobility can be seen as the result of the economic development and growth of countries in the free market system through the exchange of goods and services. One can therefore conclude that globalization generates human mobility. There exist patterns of this contemporary mobility because people seek to move for a variety of reasons including, but no limited to, family, social, business, and work.

Since the labour market dynamics are also increasingly operating across international borders, more countries have entered or are entering the world economy. This creates a level of interconnectedness and interdependence between countries, thus, the demand for increased labour mobility rises with it.

The World Migration Report 2008 further demonstrates the requirement of planned and predictable ways to match labour demand to labour supply. In this respect, policies and procedures need to be flexible and adaptable.

With the migration of labour being the key to human mobility in the global economy, pre-eminence of asylum and irregular migration on policy agendas need to focus on the protection and humanitarian assistance of migrants.

In the countries of origin, the deployment of workers abroad and the human resource development need to be considered. It was further concluded that the main elements for an optimally functioning foreign employment policy, one needs to consider the regulation of private employment and recruitment agencies, the protection of workers, and the provision of support services.

The countries of destination, on the other hand, need to meet specific labour market needs and plan for the safety of migrant workers. Key policy issues confronting countries of destination include the assessment of the need for foreign labour, the design of foreign labour admission policies, the rights of migrant workers, and the economic and social integration of newcomers.

Another key issue that was brought up was the link between migration and development. According to the WMR guidelines, the best possible outcomes from international, regional and bilateral cooperation can be achieved by finding an international consensus on the relationship between migration and development.

**Managing Bureau of the VIENNA MIGRATION GROUP**  
IOM International Organization for Migration  
Nibelungengasse 13/4 – 1010 Vienna – Austria  
T: +43 1 585 33 22 19 F: +43 1 585 33 22 30 E: [vmg@iom.int](mailto:vmg@iom.int)  
[www.iomvienna.at](http://www.iomvienna.at)



VIENNA MIGRATION GROUP

osce  
HELLAS2009GREECE



IOM International Organization for Migration

IN COOPERATION WITH THE GREEK CHAIRMANSHIP OF THE OSCE

Other important issues in the field of migration include human rights and status of migrant workers, management of interface between migrants and the host community, the gender dimension of migration, and migrant health issues. Enhanced knowledge needs to be developed and exchanged in the areas of labour market trends, labour force profiles and labour migration trends. The World Migration Report recognises the capacity-building needs for developing countries in particular.

Needs have to be assessed, policies and legislations must be formulated, and labour migration and human resource development programmes must be improved. Finally, countries need to monitor and evaluate the outcomes of these new legislations and programs.

Mr. Cholewinski concluded by stating that mobility matters are an integral part of the global economy; they offer tools to address the current crisis and allow the opportunity to forge a new vision and a more collaborative approach to migration.

H.E. Ambassador Abdrakhmanov started his speech by thanking the organizers of the VMG and the IOM, as well as the OSCE Greek Chairmanship. The Ambassador began his review of the World Migration Report 2008 by stating that worldwide migration is recognized to be a key factor in the development of countries, and the growth of their economic and intellectual potential. In the coming decades the struggle to find highly qualified human capital can only grow, and this capital will increasingly come from migrant labour. However, each country only welcomes a minimal amount of legal migration. This leaves an ever increasing amount of illegal migrants to make a living outside of the governmental system, hindering their registration and control.

Ambassador Abdrakhmanov believes that the authors of the WMR08 managed to elucidate many of the trends and tendencies existing in global migration policies while pointing out issues that require closer attention by the world community. With this being said, the Ambassador pointed out that the WMR08 is neglecting some negative aspects brought up by the global financial crisis. Nevertheless, the report remains to be very relevant. In 2007 Kazakhstan was ranked as the world's ninth-biggest destination for labour migrants. With this being the case, the aim of Kazakhstan's migratory policy for 2007-2015 is to improve and develop new mechanisms for migration management. Furthermore, Kazakhstan hopes to reduce some of the negative consequences of migration by securing the country through reducing the number of illegal immigrants, reducing the labour migration quota, and enforcing selective migration.

Ambassador Abdrakhmanov continued his speech by noting that the most important aspect of labour migration is migrant remittances which can contribute to the reduction of poverty. In this way the Diaspora has an increasingly important role.

**Managing Bureau of the VIENNA MIGRATION GROUP**  
IOM International Organization for Migration  
Nibelungengasse 13/4 – 1010 Vienna – Austria  
T: +43 1 585 33 22 19 F: +43 1 585 33 22 30 E: [vmg@iom.int](mailto:vmg@iom.int)  
[www.iomvienna.at](http://www.iomvienna.at)

IN COOPERATION WITH THE GREEK CHAIRMANSHIP OF THE OSCE

However, migration can also make some seriously negative social and economic damage. For example, the often miserable existence migrants undergo seems to make them a vulnerable group to exploit. Furthermore, he stressed on the agreement between the Governments of Kazakhstan and Kyrgyzstan on labour and social protection of labour migrants engaged in border agriculture that was signed in 2003.

Kazakhstan wants to continue the cooperation on fighting the negative sides of migration such as human trafficking, drug trafficking, and money laundering during its chairmanship of the OSCE. To this end, there has been a great degree of cooperation between Kazakhstan and the OSCE on the matters of how to improve the migration management and policies in Kazakhstan as a destination country for migrants.

Freedom of movement is one of the founding commitments of the OSCE participating states.

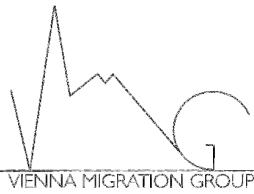
The Ambassador of Kazakhstan concluded by stating that labour migration can be a strong force for economic growth and human development, but it needs to be managed in a way that is beneficial for both the countries of origin and the countries of destination. In his view, the WMR gives a broad and comprehensive overview of this topic, but the region of Central Asia requires its own comprehensive approach.

H.E. Ambassador Postolachi would have been the next one to take to the floor but was, unfortunately, unable to attend the VMG meeting. Ms. Daria Gonciarova, first secretary of the Embassy of the Republic of Moldova read the message on his behalf. In Moldova, as a country of origin, there is a great need for further development of migration management strategies. Hence, Migration and Development is a big issue in Moldova. In addition, those who emigrate can contribute greatly to the development of their country of origin, for example through remittances.

Furthermore, the government of Moldova pays a lot of attention to labour migration due to labour being the main factor for emigration. This especially concerns medium skilled workers or workers from the social and cultural area.

In view of the European Integration, there exists an EU- Moldovan agreement concerning a European Integration in which Moldova is pro-active. In 2008, 15 EU member states agreed on a joint declaration of mobility partnerships. Depending on the report of the EC, a platform of cooperation should be established in 2009. However, Austria will not be one of these countries. It is necessary though to develop ways which facilitate legal migration and at the same time evaluate irregular migration.

At the moment, Moldova is in great need for capacity building. There is a regulation of migration flows between Moldova and countries like Portugal and Spain. What is needed for the further development of successful migration management to benefit both countries of origin and countries of destination is the establishment of comprehensive data.



VIENNA MIGRATION GROUP

osce  
HELLAS2009GREECE



IOM International Organization for Migration

IN COOPERATION WITH THE GREEK CHAIRMANSHIP OF THE OSCE

The statement on behalf of Moldova concludes by stating that this year, further steps that are planned to be taken by Moldova are the creation of facilities that enable the increase of information exchange amongst countries to strengthen the Diaspora and to support and create partnerships between Moldova and the main countries of destination. It is necessary to officially invest in these issues.

Mr. Hassan Laaouaouda was the third speaker to take to the floor. He began his presentation by pointing out that throughout the last century the international community has made monumental steps in liberalizing the flow of both capital and goods and services to spread and create wealth. This increased exchange of wealth means that the developed economies of the northern countries will continue to be a major 'pull factor' for migration. As birth rates drop and the populations' age in northern countries rises, migrant workers will be increasingly sought after.

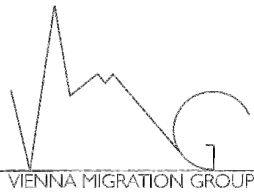
Mr. Laaouaouda compared the conclusions made in the WMR08 with the summary of Jacques Attali's report of January 2008, who predicted that France would need more migrants to reignite its economic growth or otherwise have to face a workforce crisis. Jacques Attali considered immigration as a wealth creator and a factor of growth. His idea of opening the labour market is not new, and was already popularized by M. Alain Juppe in 1999. There is a reluctance though, in recognizing the need not only for highly skilled migrants but also for the partially illegal work force found in informal economies around the world.

One of the solutions presented by Mr. Laaouaouda for both the needs of the countries of origin and the countries of destination is circular migration. Circular migration is when migrants are required to return home for a specific time period after working in the destination country. This ensures the involvement of the Diaspora in the development of the country of origin and avoids the brain drain.

The hope is that migration strategies like circular migration can cut back on the number of illegal migrants, who are especially vulnerable to smugglers and traffickers. Morocco in particular must deal with the migration from Sub-Saharan Africa as it remains a popular country of transit, being on the border of Europe. Morocco understands that it cannot face the illegal migration networks alone. It is necessary for all countries involved to cooperate.

With this being the case, Morocco has adopted a strategy making the fight against traffickers and smuggling networks a priority for governmental action. At the legislative level, the Kingdom of Morocco adopted a set of new laws on migration, which entered into force in November 2003. These, and future laws, need to take measures to simplify legal migration. At the same time, these laws must coincide with national interests, and must be in accordance with a majority of the initiatives that strengthen the links between migration and development. This national and international cooperation through honest and open dialogue, needs to be reinforced.

**Managing Bureau of the VIENNA MIGRATION GROUP**  
IOM International Organization for Migration  
Nibelungengasse 13/4 – 1010 Vienna – Austria  
T: +43 1 585 33 22 19 F: +43 1 585 33 22 30 E: [vmg@iom.int](mailto:vmg@iom.int)  
[www.iomvienna.at](http://www.iomvienna.at)



VIENNA MIGRATION GROUP

osce  
HELLAS2009GREECE



IOM International Organization for Migration

IN COOPERATION WITH THE GREEK CHAIRMANSHIP OF THE OSCE

Mr. Laaouaouda concluded his speech saying that more flexible labour migration policies need to be ratified in order to sustain developed economies, meet the growing needs of destination countries, and discourage illegal migration through smuggling or trafficking.

Mr. Economou, from the Embassy of Greece began his speech explaining the policies of Greece concerning migration and labour mobility. Since international and domestic labour is constantly changing, Greece's policy on migration is constantly being reviewed. Its policies are based on 'rational planning' for the entry of immigrants based on their special skills, and the law ensures safe working conditions for foreigners who come to Greece. It also sets rules for the protection of human trafficking victims and unaccompanied minors.

With its geographical location, Greece faces intensive pressure from immigrants because it is one of the main gateways to the European Union. This makes it necessary for Greece to combine an efficient border control with a cross-border cooperation between themselves and many other countries. For example, they collaborate closely with FRONTEX on their European Union borders.

Greece also participates in a Regional Cooperation Platform with the Black Sea region aiming at migration management and strengthening the stability and development in this region. Greece has also signed Mobility Partnership agreements with Moldova and Georgia.

A planned matching of labour demand with labour supply in orderly ways remains a priority for them. The instruments developed to ensure this are Migration Missions, Cooperation Platforms, Circular Migration and Mobility Partnerships, which can hopefully create appropriate means to maximise the benefits coming from migration and to minimise some of migrations negative impacts.

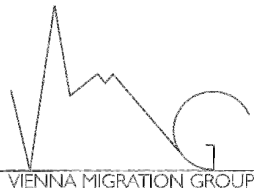
In conclusion, Mr. Economou pointed out that the Global Forum on Migration and Development is to be held in Athens next November and will be an opportunity to continue the dialogue on migration while negotiating the best practices amongst the participating countries.

Mr. Edward Geelen, started his speech as a migration expert by referring to the fact that we are in the deepest economic crisis since the thirties, and stated that this is bound to have a big influence on migration matters.

Mr. Geelen pointed out that policy makers need to consider how the economic crisis and the decrease in job availabilities will impact legal and irregular migration. Mr. Geelen continued by giving his insight on some of the different possible effects the economic crisis might have on migratory flows.

**Managing Bureau of the VIENNA MIGRATION GROUP**  
IOM International Organization for Migration  
Nibelungengasse 13/4 – 1010 Vienna – Austria  
T: +43 1 585 33 22 19 F: +43 1 585 33 22 30 E: [vmg@iom.int](mailto:vmg@iom.int)  
[www.iomvienna.at](http://www.iomvienna.at)





VIENNA MIGRATION GROUP

osce  
HELLAS2009GREECE



IOM International Organization for Migration

IN COOPERATION WITH THE GREEK CHAIRMANSHIP OF THE OSCE

One possibility is that migration might increase as jobs become increasingly scarce, and people will be forced to initiate the journey towards the richer economies. The grey economy in Europe might grow; jobs might shift more and more from the legal to the illegal sector, with migrants remaining the most willing group to take up these jobs. That is to say that the share of illegal foreign employment might even increase, to the detriment of the economy. The problem with this is that illegal employment threatens legal employment, especially during an economic crisis. The resulting rise in unemployment reduces the public acceptance of immigrants further.

Control measures are needed, and thus, organizations like FRONTEX become important.

Also, according to Mr. Geelen, countries need to exert better control over their domestic labour markets. For example, more control and sanctions need to be created in order to protect against those that traffic human beings.

On top of this, legal migration needs to be made more attractive. One way to do this is to increase the protection and rights of both migrant workers and their assets. Working towards this could have a very positive impact on irregular migration.

Mr. Geelen concluded his speech by stating that stronger efforts need to be made in the field of integration in order to avoid migrants being pushed into illegal employment from a lack of skills, and he pointed out that migration is an international phenomenon that requires international solutions.

Ms. Lindroos-Kopolo was the last speaker to take to the floor. In her view, the new World Migration Report fits right into the current international dialogue on how to find more effective solutions to labour migration management and supporting more effective approaches and responses to labour migration by showing the increase in human mobility. Migration management is already part of most countries' agendas, including the member countries of the OSCE. Effective solutions can only be found through increased inter-state cooperation and partnerships.

Important for the Report's direction is its definition of "management" in the field of migration, which can be seen as follows: a) migration management as a planned and thoughtful approach to policy development and a careful selection and implementation of policy responses and b) how it defines its overall objective to help countries achieve policy approaches that can better match labour demands and supply in a more comprehensive, safe, humane and orderly way.

These aspects of the report are in-line with the work that the Office of the Coordinator of OSCE Economic and Environmental Activities. The OSCE Slovenian chairmanship made this one of their priorities by emphasizing

**Managing Bureau of the VIENNA MIGRATION GROUP**  
IOM International Organization for Migration  
Nibelungengasse 13/4 – 1010 Vienna – Austria  
T: +43 1 585 33 22 19 F: +43 1 585 33 22 30 E: [vmg@iom.int](mailto:vmg@iom.int)  
[www.iomvienna.at](http://www.iomvienna.at)



VIENNA MIGRATION GROUP

osce  
HELLAS2009GREECE



IOM International Organization for Migration

IN COOPERATION WITH THE GREEK CHAIRMANSHIP OF THE OSCE

that economic migration, if well-managed, brings significant economic benefits to the migrants as well as to the economic and social development of both countries of destination and origin.

Since 2005, the OSCE has emphasized on the comprehensive approach to migration management; an increased exchange of information and experience of good practice. Here, the Labour Migration Handbooks, which have also been used for compiling the WMR have been developed and serve as concrete tools to promote this approach.

The OSCE Greek Chairmanship also suggested “Migration management and its linkages with economic, social and environmental policies to benefit stability and security in the OSCE region” as a priority topic.

Ms. Lindroos-Kopolo continued her statement in highlighting some of the recommendations from the 17<sup>th</sup> Forum in Vienna on how to reduce irregular migration and better combat criminal networks dealing with smuggling of migrants and trafficking of human beings. Reliable, timely, comprehensive and harmonised data on a regional level is important in this field. Furthermore, capacity building activities as well as initiatives are needed to strengthen regional and sub-regional cooperations in the area of migration management. The 17<sup>th</sup> Forum also stressed the fact of awareness-raising amongst policy-makers to consider the gender aspect. The OSCE, for example, has already prepared a Guide on Gender-Sensitive Labour Migration Policies planned to be launched in May 2009 in Athens.

Ms Lindroos-Kopolo concluded by complimenting the WMR and prophesized that it will certainly be referred to many times in the future.

The audience was then invited to contribute to these statements and discussions. All in all, despite missing some updated data and information on possible impacts of the current financial crisis, it was concluded that the World Migration Report 2008 serves as a great tool for organizations as well as countries of origin and of destination, in understanding the issues of labour migration in more depth, as well as to contribute to the international dialogue needed on this important issue.

**Managing Bureau of the VIENNA MIGRATION GROUP**  
IOM International Organization for Migration  
Nibelungengasse 13/4 – 1010 Vienna – Austria  
T: +43 1 585 33 22 19 F: +43 1 585 33 22 30 E: [vmg@iom.int](mailto:vmg@iom.int)  
[www.iomvienna.at](http://www.iomvienna.at)