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**REPORT**

**FOR THE GENERAL COMMITTEE ON ECONOMIC AFFAIRS,  
SCIENCE, TECHNOLOGY AND ENVIRONMENT**

*“Implementation of OSCE Commitments”*

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The number of clandestine migrants arriving on the Mediterranean and African coasts in 2006 is an illustration of the huge challenge confronting the OSCE Member States. Reflecting both economic globalization and the opening of geographical borders, the size of migratory flows has increased dramatically in the beginning of the 21st century. The figures speak for themselves – according to the United Nations, the number of international migrants increased from 155 million in 1990 to 191 million in 2005. Of these 191 million, 86 million seem to have migrated in search of work.

This report will address this phenomenon from the economic viewpoint and will therefore concentrate on the latter type of migration. It will refer neither to the right of asylum nor to integration policies.

## I. Migration in the OSCE area: one reality, different effects

### (A) **Table: migration**

A more detailed analysis of this migration reveals its heterogeneity.

#### *1- An unequal geographical distribution*

Migratory flows are distributed unequally: Europe is the main host continent; according to the United Nations, in 2005, 34% of all migrants chose Europe, whereas 23% headed to North America.

However, in terms of numbers, the United States, with 39 million foreigners, is the single country that hosts the largest number of migrants. It is followed by Russia, with about 12 million foreigners.

This geographical distribution is also subject to strong contrasts within the European continent.

The Baltic countries register more emigrants than immigrants. Ireland and Spain, on the other hand, having long been countries of emigration, have for the last decade become lands of immigration. According to the United Nations, Spain is now in tenth place, with around 5 million foreigners, among those countries hosting the largest number of migrants in 2005.

Among European Union countries, in third place is Germany with 10 million migrants in 2005. France is in fifth place, with 6.5 million.

#### *2- Gender balance*

On the other hand, the gender balance of these migrants is equal. Half are women. Women are increasingly migrating as the result of an individual decision, with a view to improving their lot, and no longer in order to join their families. It is a little known fact, which can be explained by the increasing demand for personal help or health staff in the developed countries.

### (B) **Multiple causes**

#### *1- Main economic causes*

The United Nations has estimated at 540 million the number of people in the world living on less than US\$1 a day. Numerous factors contribute to this poverty.

These include demographic disparity. Fertility rates, very high in the developing countries, generate an enormous migratory potential. This rate is 5.4 children per woman in Africa compared with 1.4 in Europe.

Changes in the natural environment and problems relating to the use of water resources are exacerbating the rural exodus.

In the countries of the South, the lack of water has increased, depriving inhabitants of drinking water and handicapping the farming sector.

In the OSCE area, problems tend instead to be related to uncontrolled management and pollution of this resource. In Ukraine and Azerbaijan, there has been a high level of irrigation increasing the salt levels in large regions.

Intensive farming in central and eastern Europe has led to a deterioration in the quality of water and increased soil erosion, making the consequences of floods worse.

Periods of drought or floods are becoming more and more recurrent and the difficulty in finding farmland has increased. In central Asia, the degradation of the environment, such as the drying up of the Aral Sea, have made it harder for crops to be irrigated.

This poverty is translated into high levels of unemployment and the need to migrate in order to find a job, to survive and to enable one's family and even one's village to live.

In the developed countries, immigration is caused by other factors, which are nonetheless economic; this may be an obligation to move within international companies or a desire for greater career prospects or higher wages.

For this reason migration evolves at the same time as labour markets.

## *2– Historical and political factors*

Hiding behind these economic causes are historical or political factors.

Political crises, wars followed by persecutions and massacres may force populations into exile. Following the war in the Balkans, numerous refugees were welcomed in Western Europe. The Albanians of former Yugoslavia migrated *en masse* to Greece and Italy.

The same is true of the Kurds or Afghans who take up exile in Europe, to give just two further examples.

The weight of the past may explain current migratory trends and the geographical origin of migrants in the host countries.

In Europe, it is the former colonies that supply the largest contingent of migrants. For example, in Portugal in 2003, according to the OECD, 20% of the foreign population was composed of Cape Verdean and Angolan nationals.

The dismantling of the Soviet Empire transformed states or regions that previously belonged to the Union of Soviet Socialist Republics (USSR) into sovereign states. This transformation led to an exodus of Russians. The World Bank estimates that the population in the Russian Federation increased by 3.7 million people following this phenomenon, i.e. since 1991. Nevertheless, according to the Federal Migration Service (FMS), 30 million Russians still live

abroad, 20 million in countries which formally belonged to the USSR. On the other hand, populations from Central Asia, who were living on Russian soil, have become migrants following the independence of their states.

Finally, in certain cases, migration takes place when common regional spaces are created. The European Union allows the free circulation within its frontiers of nationals of its Member States.

### **(C) Major effects on the economy**

The influence on the economy is considerable for the country of origin, the host country and the transit country alike.

#### *1- Effects on the country of origin*

The most negative impact for these countries is the brain drain. However, the economy of these countries benefits from the financial flows of remittances sent by the migrants.

##### **– Brain drain**

The departure of generations of men and women modifies the age pyramid in the countries of origin, which lose part of their human capital.

This loss is especially harmful when it concerns students or qualified workers who do not return to exercise their skills in their country. The health sector is particularly badly hit: according to WHO 23% of doctors and 20% of nurses trained in sub-Saharan Africa have now settled in the countries of the OECD. For example, Ethiopia, Ghana and Zambia have half of their doctors working abroad. In France, hospitals recruit large numbers of foreign doctors. In United Kingdom, nurses tend to be affected instead.

However, while jobs and infrastructures remain limited in their countries, it will be difficult to convince qualified students to return home to exercise their professions.

In the Balkans, Albania is one of the countries most effected by this exodus of students. There are now 25,000 Albanian students registered at foreign universities, most of whom never return to their countries.

The World Bank estimates that at least 15% of the Armenian and Georgian populations have emigrated for good, a large number of whom are students.

This phenomenon also exists within the European Union, in particular among the newest Member States. Slovakia is affected by the exodus of its managers towards neighbouring countries, such as the Czech Republic, Hungary and Austria or even countries farther away. This dramatic loss of 400,000 inhabitants reduces growth prospects and stalls foreign investment.

Poland also faces a dearth of qualified workers, in particular in the field of construction, and must recruit Ukrainian, Belarussian or Romanian labour to make up for the loss of workers towards Western Europe.

##### **– Sizable financial remittances**

The transfer of remittances by migrants to their country of origin is a veritable manna. According to the United Nations, \$232 billion were sent by migrants to their country of origin in 2005. According to the World Bank these transfers account for 20% of the GDP of Moldova and Bosnia-Herzegovina and 10% of Albania, Armenia and Tajikistan.

There is also a sizeable transfer of manufactured goods, often in the form of gifts.

Thus, the migrant enables his or her family's needs to be met from a distance.

The impact of these financial flows is far from negligible for the economy of these countries. They play an indirect part in raising the quality of life and have an influence on growth via consumption. They also enable countries' balances of payment to be improved.

## 2– *Effects on the host country*

The arrival *en masse* of people of different cultures and religions exacerbates xenophobic feelings. Migration is seen as a threat to the equilibrium of the host society. Moreover, in the face of persistent unemployment, migrants are seen as rivals on the labour market. Nevertheless, migration has positive effects in the host countries, either by offsetting the aging of the population or meeting the lack of workforces in certain economic sectors.

### – Rejuvenation of the population and increase in the active population

In certain developed countries, in particular in Europe, migration helps to offset the aging of the population and the decrease in the active population, which threaten the whole social apparatus and economic growth.

Last January, the World Bank again issued an alert concerning the lack of workforce hanging over the European Union; it would need to host 79 million migrants by the year 2050 in order to maintain its active population at current levels.

Nonetheless this needs to be nuanced, since it does not take into account changes to retirement age and the implementation of pro-birth policies, which may help to limit the need for external populations. The European Commission estimated in 2002 that immigration alone could not stop or reverse this process but could help to fill in the gaps in the European labour market

### – A pool of labour

In view of the scarcity of workforces in certain sectors, migration is a solution. Numerous professions will face tensions in the coming decades, be it in traditional sectors such as construction or hotels, but also in research, the health professions and computer technicians. The arrival of migrant workers will help to meet those demands.

Moreover, in the developed countries the growing qualification of the active populations and the raising of the quality of life has reduced interest in unpleasant jobs, which are both low-qualified and poorly paid, but which nevertheless need to be filled.

### – A contribution to growth

In those States of the European Union that are registering a high growth rate, the arrival of migrant workers has contributed to their economic dynamism.

According to a study by the Bank of England published last December, the arrival of migrants from the new European Union countries, such as Poland or Slovakia, has had a positive impact on the British growth rate

The same goes for Spain, according to a report by economist Miguel Sebastián, who has estimated at 1.1 percentage points the contribution of the immigrant labour force to Spanish growth between 2001 and 2005, which amounted to an average rate of 3.1% during those years.

### 3– *Effects on the transit countries*

These have appeared over the past decade and have modified the binary pattern of developed countries (host countries) and developing countries (countries of origin). These countries are often countries of emigration and yet are now confronted with the problems of the host countries.

In the face of the restrictions imposed by the host countries, in order to accede to desirable countries those involved in trafficking in human beings have set up new routes, which cross the transit countries.

These countries are often overrun by mass inflows of populations which it must look after.

Malta is a significant example; since its accession to the European Union the small island country has become a stepping-stone to Europe. The country's detention centre is on the verge of explosion.

In Eastern Europe, Ukraine now faces flows of immigrants from Asia and the Middle East wishing to enter the European Union. Its border-guard service announced that the number of these migrants doubled in 2007 from 2000 to 5000 people. At the same time, Ukraine is also a country of emigration.

The countries of the Maghreb are invaded by the countries of the sub-Sahara. In the Libyan Arab Jamahiriya, a country with a small population, clandestine immigrants account for 25% of the population and are increasingly badly accepted by the inhabitants.

## II. Migration, a challenge: how to respond?

In an attempt to respond to this challenge, two types of migration policy are possible and may be even be applied together; either try to prevent and limit migration and opt for a security-based approach, or manage it as best as possible in order to optimize and favour partnership and dialogue

### **(A) Classical instruments limiting migratory flows**

Faced with the exasperation of public opinion and the rise of nationalist politics, firmness is the order of the day in most countries that host or transit migrations.

That is why the host countries are implementing classical instruments to attempt to halt flows either by increasing border-guards or by taking restrictive legal measures aimed at making access to their territory more difficult.

In this field, the priority aim is fighting irregular immigration.

Over the past 20 years illegal immigration has increased considerably. It affects all countries in the OSCE area.

In the European Union, Europol has estimated at at least 500,000 the number of clandestine immigrants arriving every year.

In Russia, it is Tajik and Uzbek nationals who arrive illegally in the Southern Ural. This country is also confronted by the mass arrival of Chinese immigrants, whose number is estimated at 300,000.

A total of 3 to 5 million clandestine immigrants, in other words, 5% to 7% of the active population, appear to be working in Russia.

In the United States of America, the number of foreigners illegally crossing the borders every year is estimated at between 500,000 and 850,000. Eight to twelve million clandestine immigrants are believed to be living on American territory.

#### *1– Increased surveillance*

This surveillance is translated into strengthened controls along borders and entries into the new territory.

##### – Strengthened control of borders

This fight has led to the building of tangible barriers. In the Spanish enclaves of Ceuta and Melilla in Morocco, a wall and barbed wire impede any attempt at incursion, so that the assaults by migrants in autumn 2005 are not repeated.

In the United States of America, the frontier with Mexico is difficult to control, which is why Congress voted the Defence Act calling for the construction of a wall 1,200km long by 2008, in order to stem the flow of clandestine immigrants. This project is currently up against financing problems.

In Kazakhstan, a barrier will be built to secure the frontier with Uzbekistan and to avoid infiltration.

This campaign against clandestine migrants also relies on improved surveillance. In the United States of America, along the Mexican and Canadian borders, a network of watch-towers equipped with cameras and movement detectors will be set up.

Following enlargement, the frontiers of the European Union moved east and southwards, and the control of external borders is more important than ever, especially in an area of free circulation of persons.

Initially, in order to bring about an integrated management of external frontiers, the European Commission proposed setting up a European border-guard corps. This project was soon aborted since it came up against certain Member States wishing to preserve their own prerogative in that area.

Instead, a European agency called Frontex (European Agency for the Management of Operational Cooperation at the External Borders) was set up on 26 October 2004. With its offices in Warsaw, it has been operational since 2005 and is responsible for coordinating cooperation among the Members of the European Union in order to control external borders, and to carry out risk analysis. It is also called on to help train national

border-guards and to provide members with the necessary support to organize joint return operations.

Nevertheless, its prerogatives are limited since responsibility for the control and surveillance of external borders still lies with the Member States. Moreover, its financial and personnel resources are, for the time being, limited since its budget comes to around €16 million in 2006 and will rise to €22 million in 2007.

Frontex underwent a baptism of fire this summer when it intervened off the coast of the Canary Islands, where it continues to organize surveillance patrols. In February last, it launched a new initiative. Experts on frontier management were deployed at the major European airports to fight against the arrival of clandestine immigrants from Latin America.

– Strict control of entry

These controls are carried out within regional spaces and at the entrance point to each country.

In order to achieve surveillance within the European Union, Europe is gradually introducing biometric data, which are more difficult to falsify, into all documents relating to residence, visas and passports. A system of information on visas (SIV) was set up to exchange all information on clandestine migratory movements. A common database makes it easier to control residence documents and asylum requests within the Schengen area.

In North America, both Canada and the United States have set up information share systems on the identity of persons crossing borders and requesting visas (multiple border strategy).

In France, the Law of 26 November 2003 relating to immigration controls makes entry conditions more rigorous. A file of fingerprints and photographs has been created on the basis of visas and border controls.

In the Russian Federation, the Law on the legal status of foreigners, adopted on 25 July 2002 and amended on 30 June 2006, sets up a restricted legal framework for those entering Russian territory in order to regulate immigration and clandestine labour. In order to enter and stay in Russia, all foreigners must have a migration card which contains information about their identity and reason for their staying in the country. A database is due to be centralized; it will keep track of all of these entries in order to set up a national system of migration surveillance.

2– *Restrictive legal instruments*

At the same time, States are adapting their legal instruments in order to fight those who are involved in the trafficking of immigrants, clandestine labour and facilitating expulsion.

– Fighting criminal networks

This fight relies on actions undertaken at a multilateral level.

In 2000, the United Nations adopted a Protocol against the Smuggling of Migrants by Land, Sea and Air, to which 89 States are party. It was ratified by France in 2002. This



text, which complements national measures, aims at repressing criminal networks that earn money out of clandestine immigration.

All countries applying this protocol must include three offences in their penal codes: smuggling migrants, the production of false documents and assistance to illegal stays.

International Labour Organization (ILO) Convention No. 143 provides for cooperation among the signatory States to punish those responsible for trafficking in labour and employers of illegal immigrants.

In France, the Law of 26 November 2003 relating to immigration controls stiffened sanctions against those involved in illegal trafficking who now risk up to 10 years in prison and €750,000 in fines. Any foreigner arrested risks up to one year imprisonment and may be expelled.

– Fighting clandestine labour

Irregular immigration and the illegal employment of foreigners are linked. Unscrupulous employers may prefer to hire clandestine emigrants since they may be less demanding when it comes to working conditions, will not belong to a trade union and may accept a lower salary, since it will not be declared to the tax services. Clandestine labour therefore represents a major profit and also distorts the rules of competition. The European Commission has studied the impact of undeclared labour within the European Union; it represents 1.5% of GDP in Austria, 16% in Hungary, 18% in Latvia and 20% in Greece.

An EU directive is being prepared to set minima for maximum sentences for heads of companies employing clandestine workers.

In France, employing a foreigner without a work permit is a crime and the penalties are far from symbolic since the head of the company concerned risks up to five years in prison and a €15,000 fine per foreigner.

The national commission for the fight against illegal labour indicated that the number of incidents notified doubled in 2006.

– Facilitating expulsions

Foreigners who enter the territory of a country should be expelled.

This is a more delicate point. In fact most clandestine immigrants have no documentation and, even when their nationality has been determined, expulsion to the country of origin is only possible if an agreement of readmission has been concluded - that alone will make it possible for travel documents to be issued. Moreover, transferring the person to the country of origin is costly. In 2005, the European Commission earmarked €15 million to support common actions of repatriation including joint charter flights between Member States of the European Union. Finally, human problems may not be ignored: the expulsion of irregular immigrants who have long been living in a given country arise especially when they are families with children and this may cause major difficulties.

All of these constraints explain why it is difficult for States to carry out mass expulsions and why they are often tempted to resort to regularization campaigns instead.

The Federal Migration Service in the Russian Federation (SFM) announced that it expelled 100,000 clandestine immigrants between January and September 2006, mainly Uzbeks and Tajiks.

### *3– Increased cooperation*

The fight against irregular immigration only makes sense if it is carried out in cooperation with the countries of origin and transit. That is why the host countries are developing bilateral agreements and encouraging cooperation between police and customs forces.

#### – Specific bilateral agreements

On 23 September 2006 France signed with Senegal an agreement on the joint management of migratory flows. Both parties made a commitment to organize migration between the two countries. To counter irregular immigration, Senegal must repatriate its clandestine nationals whereas France will help it patrol its coastlines. Legal immigration is organized so as to avoid the brain drain: France is committed to facilitating the circulation of students, business people, artists and sports people. One section is dedicated to co-development so that the Senegalese diaspora in France will invest in Senegal.

Spain has concluded a number of bilateral agreements, in particular with countries of Latin America (Dominican Republic, Columbia, Ecuador) but also with Morocco, Romania and Poland.

Italy has granted preferential immigration quotas to those countries which have signed readmission agreements with them.

#### – Improved cooperation between police forces

Cooperation with the countries of origin is necessary. In February 2004 the European Union created a network of liaison officers. They are detached to countries with high emigration levels and are responsible for analysing clandestine migratory flows and their operational means (routes, criminal networks) in order to help the host country prevent them.

## **(B) New approaches to managing and optimising migration**

Against the background of freedom of trade and globalization, it is difficult to encourage the circulation of goods without encouraging the mobility of persons. Migration must become a factor of development, which means that it must be adapted to economic conditions, both conjunctural and structural.

In order to do this, new approaches may be explored, such as guiding migratory flows and developing partnerships with countries of origin or transit.

### *1– Guiding the flows*

#### – *Returning to the bilateral management of migration*

After the War, in the face of an explosion of economic growth, States set up employment programmes mostly destined for unqualified workers.

The United States of America, the Bracero Programme made it possible to recruit almost 5 million Mexican workers between 1942 and 1966.

In Europe, France and Germany encouraged the arrival of workers from the Maghreb and Southern Europe with the purpose of eventually sending those immigrants back to their original countries.

Following the oil shock and economic recession, these policies were brought to a halt. In the 21st century, the decision to emigrate is mostly an individual initiative.

To meet the needs of all parties, it is important to be able to guide these flows. The return to bilateral management can help and the bilateral agreements mentioned above usually provide for two main types of measure: the recruitment of qualified workers and the selection of workers by category.

– Selecting workers by category

Priority is given to the recruitment of qualified workers.

A point system – the table of points being established according to the country's needs – is currently being operated in the United States of America and Canada in order to allow for the recruitment of qualified workers.

In Germany, the new Law of 9 July 2004 encourages the installation of highly qualified workers who can be given a permanent resident's permit. As for independent workers investing €1 million and creating at least 10 jobs, they can obtain a temporary resident's permit.

At the same time, the migration policy is tailored according to a country's needs.

In France, the Law of 26 July 2006, on immigration and integration, states that a report will be submitted to parliament every year in which quantitative objectives will be fixed, adapted according to the needs of the economy. It must indicate the number and nature of different visas and resident's permits to be delivered, bearing in mind the prospects of growth, labour market needs and the demographic situation.

Spain has set up a so-called cataloguing system in order to adapt migratory flows as best as possible to the employment situation. At the local level (Autonomous Communities) the employment services publish lists of vacancies that cannot be filled by the local workforce.

In Russia, a new policy was started by Ordinance in November 2006; the foreign labour force is submitted to an annual quota by the SFM in consultation with the country of origin. The main objective is to limit foreign labour on the market; the SFM must set up a database on regional labour needs by activity sector. Another aim is to share the labour force fairly across the whole territory.

– *Taking into account family migration*

At the same time family immigration is being addressed in order to refocus it on labour immigration.

The European countries are bound by international conventions in which family reunion and the right for the foreigner to lead a normal family life are fundamental rights. Without calling these principles into question many countries have adopted new more restrictive measures.

As a general rule regrouping is limited to the close family members, minor children, usually under 16 years old and the spouse. It is subjected to a permanent resident's permit and real care for the family (decent housing and income from work).

In France, the duration of settlement before any request can be made has been lengthened and the conditions are linked to the possibility of providing the family with appropriate housing and sufficient resources coming from work.

In Denmark regrouping is examined on a case-by-case basis. Spouses must be at least 24 years old and have ties in Denmark. The person requesting must have a resident's permit for an unlimited duration for a least three years, a permit which can only be obtained after a stay of seven years, and must present banking guarantees.

Similarly, marriages between Danish national and foreigners are now more tightly controlled. Avoiding null and void marriages, which enable people to acquire nationality, and fighting the use of forced marriages, are objectives which are broadly shared.

In France the legal marriage age has been increased, consent must be verified and identity is controlled.

In the United Kingdom and the Netherlands specific provisions regulate these marriages. The future spouses must produce an attestation from the immigration services.

– *Encouraging a harmonized European policy*

The European Union is the region of the OSCE where the issue of migration is the most sensitive because the free circulation of workers is inscribed in the European texts. Control is now carried out at the external frontiers for those States belonging to the Schengen area. This means that any regularization of foreigners and restrictions of entry into the territory of a given State have a knock-on effect for all other Member States.

For this reason, while legal immigration policy must be the responsibility of the States, which must conserve a margin of manoeuvre in accordance with the situation of their employment market and their ability to host foreigners, harmonized management and specialized cooperation between the States are necessary.

In the sensitive area of legal immigration, the rule of unanimity remains at the European Council, which limits the scope of any action. Only controls at external frontiers, asylum and illegal immigration are subjected to qualified majority voting.

2– *Developing partnership with the countries of origin and transit*

Controlling migratory flows in the best possible way also requires partnerships.

Several conferences have been held, e.g. in Morocco and Senegal, to promote harmonized action between the countries of origin, countries of transit and host countries.

In Rabat, at the Euro-African Conference held in July 2006, a plan of action was adopted which combines measures in favour of developing countries of origin, programmes to facilitate legal immigration and free circulation and increased cooperation to put a stop to irregular immigration.

– *Developing common controls*

Controls must be carried out at source and the populations must be better informed of the realities and dangers of exile. On the other hand, the host countries train the police forces and provide them with specialized equipment.

Front-line European countries such as Spain and Italy are cooperating with their Mediterranean neighbours.

Cooperation between Spain and Morocco is exemplary. In November 2003, a standing joint migratory group was set up and it carried out sea, air and land patrols. This cooperation is bearing fruit – it is now more difficult for networks of those involved in human trafficking to allow clandestine immigrants to cross Morocco, which is why they have now set up a new route via the Canary Islands.

In the same order of thinking the Italian authorities signed a cooperation agreement with the Libyan Arab Jamahiriya in order to improve the control of their frontiers and prevent the arrival of clandestine immigrants from Africa. Surveillance equipment has been provided to the Libyan police officers in charge of the mission. Italy will help to construct three host centres in the Libyan Arab Jamahiriya.

– *Implementing co-development*

Halting migratory flows also means acting on the development of the countries of origin. For decades development aid has existed in order to reduce the economic imbalances between developed countries and developing countries.

Another approach is being worked out, that of co-development.

This approach relies on a different logic: migration is part and parcel of the process of development. Migrants are actors in the development of their countries of origin.

This may take place via several means:

– Facilitating remittances

Traditionally, migrants send sums of money to their kith and kin who are in their country or origin in order to help them survive in the worst cases or to increase their quality of life in the best cases. The idea of co-development is to reorient these financial flows towards productive investment.

Remittances, a veritable manna, are superior to the amounts paid by State development aid. As was mentioned at the beginning of this report, according to the United Nations remittances amounted to \$232 billion in 2005 compared with \$102 billion in 1995.

- Reducing the costs of remittances

It is important to make these transfers more fluid by encouraging a reduction in their costs. Transfers are subjected to high rates of commission up to 20% of the total. In order to encourage a reduction in these costs it is necessary to foster competition among the operators.

It would be desirable for States to disseminate comparative information so that migrants may choose their operator in full knowledge of the facts. They should favour the harmonization of electronic transfer systems.

States are also seeking to increase access to these operations by other banks and in particular savings banks and mutual insurance schemes.

Furthermore, the deposit of these sums in banking institutions many enable migrants to benefit from other financial products such as loans.

Therefore, it is particularly negative that migrants use transporters or friends to send remittances to their families. In the case of countries in the Caucasus and Central Asia, a large percentage of these flows, 41% according to the World Bank, escapes the banking circuit entirely.

- Making better use of these transfers

These transfers are more beneficial if they are put to the service of viable policies.

In France a co-development savings account has been set up. It enables migrant workers to have tax benefits if they invest in their country of origin using such an account.

- Limiting the brain drain through circular immigration development

These new approaches are developing the idea of encouraging migrants to go back and forth between their country of origin and the host country in order to benefit from the experience.

- Encouraging the contribution of diasporas

Diasporas living abroad are encouraged to invest in job creation and development projects. For this purpose associations have been created which work on micro-projects.

- A new European approach

The European Union is involved in the co-development approach by proposing the creation of information centres for migrants, which would centralize data on the economic situation in the countries of the European Union and their employment opportunities and would offer training courses. A pilot experiment has been started up in Mali.

### *III - The contribution of the OSCE*

The free circulation of workers is one of the commitments contained in the Helsinki Final Act.

Since 2005, issues relating to migration have been part of the priorities examined by the OSCE. This new challenge affects all member countries of the Organization.

The 13th Ministerial Council held in Ljubljana, in December 2005, included in its Decision No. 2/05 the need to address the question of migration in a global manner.

“Migration is becoming a more diverse and complex phenomenon, which needs to be addressed in a comprehensive manner and therefore requires a cross-dimensional approach at the national, regional and international levels.”

This text underlines the importance of inter-State cooperation and recalls the role that the Organization may play in this approach. It encourages the adoption of policies to manage migratory flows and recalls the need to eradicate illegal immigration.

At the Brussels Ministerial Council, a declaration on migration was adopted in which all the competent structures of the OSCE were called upon to examine this issue in the global framework of security.

These main thrusts are translated into various initiatives:

- a) Cooperation with other international organizations is reaffirmed, in particular with the International Organization for Migration (IOM) and the International Labour Organization (ILO).

Several conferences have been organized, including one on the consequences of the degradation of the environment in Central Asia, which has been triggering a population exodus.

Organizations are endeavouring to harmonize data collection in order to arrive at reliable statistics, currently lacking in Central Asia.

- b) Under the aegis of the Coordinator for Economic and Environmental Activities, and in coordination with IOM and ILO, a practical guide entitled “Establishing effective labour migration policies in the countries of origin and destination” has been produced. It is a collection of experiences and advice on better managing migratory flows. The 2005 Economic Forum also chose to address migration.
- c) OSCE field missions, in particular in Tajikistan and Kyrgyzstan, acted as information centres for candidates for emigration, in particular in order to warn them against using networks and to inform them of their rights.
- d) The fight carried out by OSCE against trafficking in human beings is contributing to actions being undertaken to limit illegal immigration, which only benefits criminal networks which are specialized in prostitution and clandestine labour.