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IOM International Organization for Migration  
OIM Organisation Internationale pour les Migrations  
OIM Organización Internacional para las Migraciones

REMARKS OF

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at the

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Excellencies, Ladies and Gentlemen,

I am delighted to be again in Bucharest, for a second time this year, and address this important gathering. It is an honor to have the opportunity to share with you IOM's views on the links between migration and the future of the Black Sea region.

Before doing that, allow me to congratulate the Government of Romania, and in particular President Basescu, for having conceived this initiative. The Black Sea region is the focus of strategic, geopolitical and security interest. It is an area of enormous potential. And it is through dialogue and partnership that this potential can be fulfilled. Hence the great significance and value of the Black Sea Forum.

Cooperation with the governments in the Black Sea region is of particular importance for IOM. The growing consciousness of Black Sea commonality of interest applies also to migration management, a portfolio that by its nature requires governments to work together.

In fact, all around the world, governments have come together in **regional processes** to discuss migration management and take cooperative action. IOM encourages and supports regional dialogue on migration wherever and whenever we can.

We participate in the 5+ 5 Ministerial Dialogue in the Western Mediterranean, in the Colombo Group of Labor Ministers of South and East Asia and in many more regional consultative processes all around the world, sometimes building on existing institutions, sometimes starting from scratch. We are close partners of the European Union and the Commonwealth of Independent States in their efforts to develop migration policy and best practice.

Migration is a common-denominator policy issue for all the states in the Black Sea region. Earlier this year I had the pleasure of signing in Bucharest a **Memorandum of Understanding between IOM and the Black Sea Economic Cooperation Organization**.

A number of developments in and around the Black Sea have contributed to the timeliness of developing a migration dialogue in the Black Sea region.

- The **European Union** is moving steadily closer to the shores of the Black Sea. Once Romania, Bulgaria and Turkey have joined, the Black Sea will become an important watershed for migrants seeking work in other countries. The European Neighborhood Policy holds promise for the Black Sea countries in the context of “the wider Europe”.
- The **Commonwealth of Independent States** for its part is taking a new and active interest in migration issues, particularly in the areas of capacity building for governments, measures to counter trafficking and smuggling of persons and broadly compatible biometric identity systems. The nations of the **GUAM Group** have expressed similar interests.
- Europe increasingly recognizes the necessity of **labour migration** to fill vacancies in their job market and offset the effects of their shrinking, aging populations and labor forces. The Black Sea region represents an important pool of talent for the EU labour market.
- At the same time **irregular migration** and **trafficking in persons** continue disturbingly both in this region and elsewhere on the globe, in spite of all our efforts.
- In a nutshell, **the advantages and problems of globalization** have come to center on the Black Sea region and the attendant need to work together on population mobility questions can only grow.

IOM is ready and willing to help you with your entire migration agenda. We have offices in all the Black Sea countries to carry out a number of pioneering activities. The know-how accumulated in IOM projects can and should spread to all of the region’s states through regional information sharing and training.

**Specifically, in coordination with seven of your governments, IOM has submitted a proposal to the European Commission under the 2005 Aeneas budget line for a three-year Black Sea programme in technical 3**

**cooperation and regional and inter-regional policy dialogue. The Aeneas programme would allow you to work with us, as well as with BSEC and FRONTEX, on all the important migration questions – borders, regular and irregular flows, trafficking, rights of migrants and development links. I hope I can count on you for support of this proposal with the European Commission and I look forward to adding this important dimension to our work in the Black Sea region.**

On the global level as well, migration is one of the main themes of 2006. The United Nations will hold a High Level Dialogue on the subject in September and governments are preparing to come together at Ministerial level for an important exchange of views. As the leading international organization in the migration field, IOM is deeply engaged. The governments in this region will have much to say at the High Level Dialogue.

Excellencies, Ladies and Gentlemen,

My brief remarks should have given you some sense of the enthusiasm with which IOM approaches the possibilities of cooperation in the Black Sea region. I sincerely believe that we can accomplish much together.

In conclusion, let me repeat that through the capitals of all nations represented here, IOM will help you to face up to the major challenges of the future and work hard to make the Black Sea a model of international cooperation in the field of human mobility.

Thank you very much.

# BLACK SEA COOPERATION ON MIGRATION

## AENEAS 2005 CONCEPT NOTE

### 1. SUMMARY OF THE ACTION

#### *1.1 Brief description of the proposed action*

This 36 month (3 years) long project would launch a **regional migration policy dialogue** among the seven countries around the Black Sea (Bulgaria, Turkey, Georgia, Russia, Ukraine, Moldova, Romania), the other Member States of the Organization for the Black Sea Economic Cooperation (BSECO), and also an **interregional dialogue** and **technical cooperation** amongst the larger Black Sea region and the EU. With the forthcoming EU accession of Bulgaria and Romania, and the EU candidacy of Turkey, the project would develop regional cooperation in the areas of common interest, including measures against irregular migration and trafficking, and promotion of legal labour migration.

The activities would take place at **two levels: High Level and Technical Expert Level**. At the Technical Expert Level, three Expert Working Groups, (WGs) with representatives from the participating governments and relevant EC Directorates General, would compose **regional agendas for policy development** and cooperation at the expert and operative levels and for the related **capacity building**.

The WGs would be created for the following areas:

- 1) Management of borders and irregular migration;**
- 2) Trafficking and human rights of migrants;**
- 3) Economic migration and development.**

The WGs would convene once a year and report to the High Level. At the High Level, the appointed cooperation body would be **High Level Consultative Group (HLCG)** that would hold its meeting once each year. Each participating country will appoint two representatives of State Secretary or Director General level to represent their country in the High Level Consultative Group.

In addition to the policy coordination and dialogue, the WGs would, jointly with IOM and the partner agencies such as the BSEC and FRONTEX, design, and in the course of the project arrange 3 **capacity building workshops** (one workshop in the area of each WG) and trainings for authorities within the participating countries.

Preceding the HLCG meetings during the second and third year, two regional conferences would be organised on the **1) Management of Migration in the Black Sea Region, and 2) Labour Migration and Regional Economic Cooperation in the Black Sea Region**.

Participants in HLCG would also include the Black Sea Economic Cooperation Organization (BSEC), European Commission, with the Directorates General EuropeAid, RELEX, JLS, Employment and Social Affairs, and such specialist offices as Europol, and FRONTEX, and the EU State holding the Presidency of the Union. As appropriate, these DGs and the specialized agencies would also send their representatives in the WGs, depending on the area.

The other BSEC countries than those directly participating in the project, would also be represented (by one representative) in the HLCG. Other interested countries such as the other EU Member States, the US or the Central Asian States or Middle Eastern States would be given

the opportunity to send their observers to the HLCG meetings. Likewise, interested agencies such as UNHCR, UNDP, OSCE, IGC, ICMPD and Council of Europe would have the possibility for Observer status.

IOM Offices in the region would provide the secretariat, facilitator services and logistical support to the HLCG. A project Steering Group would oversee the implementation of the project and meet five times during the 36 months.

## **2. RELEVANCE**

**2.1** *How relevant is your proposal to the needs and constraints of the target country(ies) or region?*

**2.2** *What are the problems to be resolved and the needs to be met?*

*[The below paragraphs address both 2.1 and 2.2.]*

The Black Sea Region is in the focus of increasing strategic, geopolitical and security interests, Difficulties in economic transition and the ensuing poverty and political instability, and several active, past or 'frozen' conflicts are factors that destabilize the state and human security in the region, and generate migration pressures.

All countries in the region are migrant sending and transit countries on the routes towards Western Europe, such as through Russia and Ukraine, or through Turkey and Bulgaria. Also, countries such as Ukraine, Turkey and Bulgaria, have growing **stranded migrant populations**, for economic reasons, because of tighter border controls, or new asylum regimes. However these countries **lack tools and resources to manage such migration** with the help of readmission treaties with the countries of origin, or through assisted voluntary returns. Poverty and lack of opportunities continue to generate **irregular migration** from the region's countries, thus without due protection of the **migrants' rights**, with the unluckiest falling in the hands of **traffickers**, including women and men from Ukraine, Moldova, Romania and Bulgaria. Furthermore, Ukraine, Turkey, Georgia and Russia still appear high in the statistics of countries of origin of **asylum seekers in the traditional countries of asylum**.

The proposed action would strengthen the regional component in the migration management menu of the region's governments, channel assistance to build capacities for readmission into and from the region's countries, for assisted voluntary returns, counter-trafficking, and increased legal migration.

**2.3** *Who are the actors involved (final beneficiaries, target groups)?*

The direct beneficiaries will be **authorities involved in migration management** in the countries of the Black Sea Region, the countries themselves through more effective migration management systems and through cooperation, and indirectly the migrants who would benefit of more orderly migration management, eventually from increased opportunities for legal migration in the region, and increased protection of their rights. EU States and the EC would benefit of the increased cooperation with the Black Sea region that would benefit as a whole through the effort adding to the regional stability.

**2.4** *What are the objectives and expected results?*

The overall objective is to support regional and interregional stability and cooperation in the Black Sea Region. More concrete objectives are to help the countries to manage the still rampant illegal migration and trafficking in migrants in the region, and through the region.

These problems would be addressed through following achievements and results of the project: creation of high-level intergovernmental dialogue in the region, and among the Black Sea Region and the EU; Expert Level Working Groups that would, in consultation with EC and other available experts, create a comprehensive regional cooperative and developmental agenda for cooperation and capacity building, and carry out capacity building activities.

### ***2.5 What is the added value of the action (what adds the action by reference to (central or local) government action and actions implemented by non state actors)?***

Intergovernmental cooperation and coordination at a regional forum would further add to the effective **counter-trafficking** work, for instance in such areas as victim identification at the borders, improved assistance to the victims, and preventive efforts in the countries of origin.

The regional cooperation and capacity building would strengthen **border management**, support creation and implementation of **return and readmission procedures**, eventually joint returns carried out in cooperation with FRONTEX, and common efforts to **diminish irregular labour migration** and **promote legal labour migration**.

For the EU, the project would offer an opportunity to deepen cooperation with the Black Sea region within a broad range of issues, and help the Union to develop synergies between its now separate policies relating to the countries covered by the project, policies such as enlargement to South East Europe and Turkey, the European Neighbourhood Policy (ENP) towards its Eastern and Southern neighbours and the policy of four 'common spaces' with Russia.

## **3. METHODOLOGY AND SUSTAINABILITY**

### ***3.1 What are the main project activities?***

The cooperation created by the project would take place at two levels: in the High Level Consultative Group (HLCG), and at the Technical Expert Level, in the three sectoral Expert Working Groups (WGs). 1) management of borders and irregular migration; 2) trafficking and human rights of migrants; 3) economic migration and development. The WGs would meet once each year and compose regional development agendas, in cooperation with the experts from the EC, who would partly participate in WG's meetings, in the second and third days of the annual three day meetings. The WGs report to the yearly meeting of the HLCG that would approve a comprehensive regional agenda for the consultative process - Black Sea Cooperation on Migration.

In addition, the Working Groups will, in cooperation with the experts from European Commission, from IOM and from EU Member States, design and arrange 3 regional Training Workshops for operative officials from the participating states, on the following themes that correspond to the special sector of each WG:

- 1) Tools against irregular migration: Integrated Border Management, return and readmission;**
- 2) Cooperation in Black Sea region in counter-trafficking and assistance to victims;**
- 3) Best practices in the area labour migration schemes and remittance management.**

Furthermore, **two regional Conferences** would be organised in the second and third years of the project, immediately preceding the meetings of the High Level Consultative Groups. The themes of Regional Conferences would be **(1) Management of Migration in the Black Sea Region**, and **(2) Labour Migration and Regional Economic Cooperation in the Black Sea Region**.

IOM Offices in the region would provide the secretariat, facilitator services and logistical support to the HLCG.

### ***3.2 Who will be your main implementing partners, if any, and how will they be involved in the project?***

Besides IOM Office in Sofia, Bulgaria which would be the project management site, and the other six IOM Offices in the participating countries, who would provide training expertise in their strong areas, such as counter trafficking and capacity building, relevant EC Directorates General and EU offices such as Frontex would participate in the selected WGs, according to their areas of expertise, and provide trainers in the capacity building workshops. The participating governments and those of EU Member States would likewise contribute with experts and specialists for various trainings and meetings of the WG, in creating and updating the sectoral development agendas that the WGs will be responsible for.

### ***3.3 How will the project achieve sustainability?***

The regional dialogue and cooperation, initiated and developed in this project are likely to become an essential part of the participating countries' migration management practice, as has happened elsewhere, where IOM has helped to launch such regional processes. With regards to the developmental and capacity building activities, the developed facilities (such as for return, readmission, border management, counter-trafficking) will be essential new addenda to the migration management policy of the Candidate countries participating that they are unlikely to be dismantled. With the other four beneficiary countries, capacity building towards more balanced migration management and governance is also linked with the countries' development towards stronger democratic system. In this region, such development can sometimes be less straightforward, but the increasing presence of the EU in the region, with the foreseen Accession of new members, and the support from international community would make drawbacks less likely.

### ***3.4 Will it have multiplier effects?***

The regional dialogue and the capacity building will as such develop cooperation and increase exchanges between the participating countries and organizations, promote orderly migration, thereby promoting the protection of human rights and good governance, and in all stability in the region. Ideally, the cooperation to promote legal labour migration schemes in the region will contribute to the economic development of the participating countries at micro- and macro economic levels.

## **4. EXPERTISE AND OPERATIONAL CAPACITY**

### ***4.1 What is the experience of your organisation and your partner(s) of the issues to be addressed?***

IOM has since early 1990s extensive experience in facilitation of regional and interregional dialogues in migration issues, in all continents. The success and continuation of such regional dialogues as the "Puebla Process" in Central and North America, Migration Dialogue in Southern Africa (MIDSA) and 5 + 5 dialogue over the Western Mediterranean are examples of international

regional cooperation that the involved governments now find essential elements of their migration policies. One of the first regional dialogues, the Puebla Process, is also a good example of a multi-track cooperation model (similar to what is proposed within this project), where governments have advanced to concrete operative coordination of their activities and thus strengthened their management of irregular migration, trafficking or migrants' human rights.

IOM has had offices in the participating countries since early 1990s. IOM was, together with UNHCR and OSCE, one of the three implementing international agencies facilitating the CIS Conference process since 1996 and in the course of the process has implemented comprehensive programmes for technical cooperation and capacity building in the CIS region and in South Eastern Europe. As the EU enlargement is advancing into the Black Sea Region, the experiences of projects such as the CARDS AMV (Establishment of EU-compatible, legal, regulatory and institutional frameworks in the fields of Asylum, Migration and Visa matters) project that concluded in 2005 in the Western Balkans, will be useful.

In the proposed project, the EU Acceding States of Romania and Bulgaria can offer support to and share experiences with Turkey, and with the other participating states on the process of creating institutions and legislation in line, or in relation with the EU Acquis.

Furthermore, IOM has substantial experience in **policy development** and practical **programme implementation in all the substance areas envisaged in the project**. **Border management**, development and providing equipment to border management structures, comprehensive training of border guards in use of computers, languages, in immigration legislation, management of irregular migration and trafficking, and protection of human rights have been standard elements of IOM's **capacity building**. A comprehensive menu of **counter-trafficking** activities and assistance to the victims is likewise one of the pillars of IOM's programme activities, as are the **assisted voluntary return** programmes. Similarly, research, policy support, and practical brokering and implementation of **labour migration** schemes are also one key service area of IOM.

#### **4.2** *How will your organisation and its partners (if any) manage the action?*

IOM would be responsible for the technical and logistical arrangements and would provide its own expert in its areas of particular strength such as Assisted Voluntary returns, counter-trafficking and regional intergovernmental cooperation for migration policy development.

The IOM Offices in the six other countries on the Black Sea coast would each host and arrange WG meetings and training workshops. Relevant EC Directorates General and Frontex would take part in the WGs, and act as resource persons in the trainings. Participating governments would facilitate arrangements of events, host them and identify participants. Governments of the participating and EU states would also contribute experts to the trainings and policy development activities.