



Committee of Ministers
Comité des Ministres

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For consideration at the 577th meeting
of the Ministers' Deputies
(14-15 November 1996, B level, item 6.1)

**SIXTH CONFERENCE OF EUROPEAN MINISTERS
RESPONSIBLE FOR MIGRATION AFFAIRS**
Warsaw, 16 - 18 June 1996

Report by the Secretary General submitted in accordance
with paragraph 8 of the Appendix to Resolution (71) 44
of the Committee of Ministers

1. The Sixth Conference of European Ministers responsible for migration affairs was held in Warsaw from 16 to 18 June 1996 at the invitation of the Polish Government.

Participation

2. It was attended by representatives of 35 member States of which 19 were represented at ministerial level, 7 by Secretaries of State or Under-Secretaries of State and the remainder by ambassadors or senior officials (Andorra, Iceland, Moldova and "the former Yugoslav Republic of Macedonia" did not participate).

3. The Parliamentary Assembly was represented by a delegation headed by the Chair of the Committee on Migration, Refugees and Demography and the Chair of the Sub-Committee on Migration.

4. The Council of the European Union, the European Commission, the UNHCR, UNESCO, IOM, OSCE, the Intergovernmental Consultations on Asylum, Refugee and Migration Policies in Europe, North America and Australia (IGC), the Budapest Group and the International Centre for Migration Policy Development (ICMPD) also attended the Conference.

5. Of the 8 non-member States invited, Australia, Belarus, Canada, Croatia, the Holy See and the Federal Republic of Yugoslavia (invited upon the decision of the Committee of Ministers on an Ad hoc basis) were represented at the Conference as observers by ministers (4), ambassadors or senior officials (2). Bosnia and Herzegovina and the United States of America were not represented.

6. A full list of participants appears in Appendix I.

7. The Conference was opened by the Secretary General of the Council of Europe, whose inaugural address emphasised the importance of the proceedings which were to follow and their implications for the shape of future Council of Europe activities in the field of migration. Mrs Jaani, Chair of the Ministers' Deputies, also addressed the Conference.

8. Mr Zbigniew SIEMIATKOWSKI, Minister of the Interior of Poland, was elected Chair of the Conference.

Themes and conclusions

9. The Ministers focused their discussions on the following themes:

- (1) Review of the implementation of community relations' policies.
- (2) Migration flows in the wider Europe.

10. The Ministers discussed these themes on the basis of the following reports:

- "A review of the implementation of community relations policies" prepared by the Migration Policy Group, and based on the organisation of informal round tables in ten selected member States;
- the final report of the intergovernmental project "Integration of immigrants: towards equal opportunities";

- "Current trends in international migration in Europe" by Dr. John Salt.

Introductory addresses were given on theme 1 by Ms Mary Coussey, and on theme 2 by Ms Daniela Bobeva, both expert consultants.

11. The **Final Communiqué** as set out in Appendix II was adopted at the end of the Conference, and reflects the following concerns:

(1) On community relations policies

Growing convergence of policies appeared on the following areas:

- the need to ensure a legal status for legally settled immigrants and to grant them progressively a stable right of residence;
- the need to provide means for real participation by immigrants in decision-making processes in society;
- the need to take determined action against racism, xenophobia and discrimination;
- the need for effective measures to promote equal opportunities for immigrants and persons of immigrant origin;
- the need to place integration policy within the context of a comprehensive approach to the problems of social exclusion, while not neglecting the specific problems faced by immigrants.

In its future work on integration and community relations, the European Committee on Migration (CDMG) was asked to pay special attention to, among others, the following questions:

- how to reduce the very high levels of unemployment found in some groups of immigrant origin;
- how to integrate and motivate marginalised young people of the second and third generations of migrant origin;
- how to enable non-governmental organisations, the social partners and others to play a full part in promoting equal opportunities for immigrants and good community relations;

- how to ensure that public services meet the needs of an ethnically and culturally diverse population.

12. The Ministers went on to launch formally the new Council of Europe project entitled *Tensions and tolerance: building better integrated communities across Europe*.

The Ministers also expressed the wish, that the CDMG and European Commission against Racism and Intolerance (ECRI) work together more closely and at the same time coordinate their efforts with those of the European Union.

13. (2) On migration flows in a wider Europe

Five years after the Vienna Conference of Ministers on the movement of persons from Central and Eastern European countries, the Ministers took a fresh look at ways and means to cope with continuing strong pressure for immigration into European countries in a period of economic difficulties and high unemployment. They expressed the view that short-term migration should be seen as a predominant pattern for the future. Concerned with the growth in illegal and irregular migration, the Ministers committed themselves to taking adequate national measures to combat illegal migration and illegal employment as well as to look for ways of strengthening international cooperation in this field. Special attention was given to the problems being faced by the countries of Central and Eastern Europe which are increasingly finding themselves in the role of transit countries. The Ministers acknowledged the problems arising from the trend towards return, repatriation and resettlement of persons following the political changes in Central and Eastern Europe. Finally, the Ministers underlined the need to develop a comprehensive approach taking in not only the pressing needs of management of immigration, including efficient control, but also longer-term concerns such as integration and the root causes of migration.

New working methods and their evaluation

14. In view of the growing number of member States of the Council of Europe and in the light of the discussion held by the Committee of Ministers on the role, objectives and organisation of ministerial conferences, the European Committee on Migration (CDMG) has decided on new working methods.

15. In order to avoid the traditional round of formal speeches, written statements were compiled and circulated before and at the Conference. Ministers were called upon to express themselves more freely in working groups. Informal lists of topics for discussion in the groups were circulated prior to the Conference as suggestions.

16. Ministers and Heads of delegation were divided in three working groups who discussed in parallel each subject. The division into groups was done according to geographical criteria in such a way that each group had a selection of countries from all parts of Europe. Each working group was chaired by a minister assisted by a rapporteur, chosen among the members of his own delegation:

Group A: Mr Hans F. Dijkstal, Vice Prime Minister and Minister of the Interior, Netherlands

Group B: Ms Marie José Jacobs, Minister of Family, Luxembourg

Group C: Mr Luc Martens, Minister of Culture, Family and Social Assistance, Belgium (Flanders)

Group D: Mr Caspar Einem, Minister of the Interior, Austria

Group E: Ms Elisabeth M.A. Schmitz, State Secretary in the Ministry of Justice, Netherlands

Group F: Mr. Andrzej Towpik, Deputy Minister of Foreign Affairs, Poland

Due to some last minute changes in the composition of delegations, the list of chairs had to be revised on the eve of the Conference. The Secretariat is grateful to those who accepted the task at very short notice.

17. In order to emphasise the ministerial nature of the Conference, the right to speak in the working groups was restricted to Ministers and Heads of delegation, and the representatives of the Parliamentary Assembly, the Congress of Local and Regional Authorities, the Council of the European Union, the European Commission and the European Parliament. However, representatives of other Council of Europe bodies or international organisations were also given the opportunity to intervene.

18. The Groups had fairly lively discussions, some more than others, and the reading of prepared interventions was kept to a minimum. The chairs of the six working groups, with the assistance of their rapporteurs, reported to the plenary session about the proceedings in their respective groups. Each report could be followed by a short discussion, but as a whole the reports were well received and did not give rise to any new discussions. The circulation of the six reports will follow, after editing, for consideration by the CDMG.

19. Apart from the introductory speeches, the only formal statements were made at the closing session by the representatives of the Parliamentary Assembly and the Congress of Local and Regional Authorities, the Chair of the European Commission against Racism and Intolerance, the Presidency of the European Union, and Ms Gradin, member of the European Commission.

20. Undoubtedly, the new working methods were felt to be a considerable improvement in comparison with the previous much more formal sessions. Some ministers clearly expressed their satisfaction with this change.

21. Although many delegations expressed the desire of meeting again (and according to the new working methods, which might still be refined) no date has been fixed yet for the Seventh Conference of European Ministers responsible for migration affairs. The CDMG will make proposals when it considers suitable.

22. The representatives of the Council of Europe and the participating delegations wish to extend their warmest thanks to the Polish Government, particularly to Mr Zbigniew SIEMIATKOWSKI, Minister of the Interior and his staff, who prepared the Conference.

APPENDIX/ANNEXE I

**LIST OF PARTICIPANTS/
LISTE DES PARTICIPANTS**

**I. COUNCIL OF EUROPE MEMBER STATES/ETATS MEMBRES DU
CONSEIL DE L'EUROPE**

Albania/Albanie :

Mr. Faja ENVER, Ambassador of the Republic of Albania in Poland
Mrs. Silvana ESKI, Director of Emigration Department, Ministry of Labour
Mrs. Silvana DIBRA, Head of International Relations, Ministry of Labour

Andorra/Andorre :

Austria/Autriche :

Dr. Caspar EINEM, Federal Minister of the Interior
Dr. Peter PRAMBERGER, Ambassador of Austria in Poland
Dr. Manfred MATZKA, Director General, Ministry of the Interior
Mag. Alice HOLLER, Member of the Cabinet of the Minister
Dr. Arno TAUSCH, Attaché for Labour and Migration Affairs
Mag. Georg KILZER, Third Secretary of the Embassy of Austria

Belgium/Belgique :

Mr. Luc MARTENS, Ministre flamand de la Culture, de la Famille et de l'Aide Sociale
Mr. Michel VILLAN, Directeur, Ministère de la Région Wallonne
Ms. Anna van ISACKER
Mr. Piet JANSENS

Bulgaria/Bulgarie:

Mr. Miltcho DIMITROV, Deputy Minister of Labour and Social Welfare and Head of the National Employment Service
Ms. Assia MIHAILOVA TCHOLACHKA, Chief specialist in the Section "International Agreements and Work Permits", National Employment Service
Mr. Gueorgui LAMBOV, Chief Secretary of the Ministry of the Interior
Mr. Wemelin WELIKOW, Deputy Director of the National Bureau of Territorial Asylum and Refugees at the Council of Ministers
Ms. Margarita BOYANOVA, Chief expert, Coordination and PR department, National Bureau of Territorial Asylum and Refugees at the Council of Ministers

Cyprus/Chypre :

Mr. Dinos MICHAELIDES, Minister of the Interior
Mr. Kyriacos TRIANTAFILLIDES, Principal Administrative Officer
Mr. Nikolaides CHRISTODOULOS, Migration Officer
Mr. Romuald PIETRASZEK, Honorary Consul of Cyprus in Poland

Czech Republic/République tchèque :

Mr. Martin FENDRYCH, Deputy Minister of Interior
Mr. Milos MRKVICA, Head of Migration Department, Directorate of Aliens and Border Police
Mr. Jiri KOPEJTKO, Head of Foreign Employment Department, Ministry of Labour and Social Affairs
Ms. Jana VAVROVA, Consular Department, Ministry of Foreign Affairs
Ms. Hana PIPKOVA, First Secretary of Embassy, Czech Embassy in Warsaw
Ms. Sona PFROGNEROVA, interpreter

Denmark/Danemark :

Mr. Claes NILAS, Director General, Danish Immigration Service
Ms. Lone B. CHRISTENSEN, Head of Division, Ministry of the Interior
Mr. Henrik THOMASSEN, Special Consultant, Danish Immigration Service
Ms. Katrine SCHJONNING, Head of Section, Ministry of Foreign Affairs

Estonia/Estonie :

Mr. Mart RASK, Minister of Internal Affairs
Mr. Andres KOLLIST, Director General of the State Citizenship and Immigration Board
Ms. Jana JARVIK, Deputy Director of the Foreign Relations Department, Ministry of Internal Affairs
Mr. Lauri BAMBUS, Head of the Consular Department at the Embassy of Estonia in Poland

Finland/Finlande :

Mr. Jan-Erik ENESTAM, Minister of the Interior
Mr. Risto LAAKKONEN, Special Adviser, Ministry of Labour
Ms. Mervi VIRTANEN, Head of Office for Refugee Affairs, Ministry of Social Affairs and Health
Mr. Pentti VISANEN, Government Counsellor, Ministry of the Interior

France :

M. Jean-Louis DEBRE, Ministre de l'Intérieur
M. Eric RAOULT, Ministre délégué de la Ville et de l'Intégration
M. Gérard MOREAU, Directeur de la Population et des Migrations
Mme Nadia MAROT, Direction de la Population et des Migrations
Mme Catherine HESSE-GERMAIN, Conseillère technique
Mme Martine GIDON, Attachée de presse
M. Denis FROMAGET, Ministère des Affaires Etrangères, Direction des Français à l'Etranger et des Etrangers en France
Mme Marie Christine CORNEC, Ministère de l'Intérieur, Direction des Libertés Publiques et des Affaires Juridiques
M. Hervé BOLOT, Conseiller diplomatique, Ministère de l'Intérieur
M. Jean-Paul FAUGERE, Directeur des Libertés Publiques et des Affaires juridiques, Ministère de l'Intérieur

Germany/Allemagne :

Mr. Hans Joachim MAASSEN, Ministerialdirigent
Mr. Frank HEMPEL, Ministerialrat
Ms. Linda UBELIN, Regierungsdirektorin
Ms. Ulrike SZEGEDA, Verwaltungsangestellte

Greece/Grèce :

M. Costas YITONAS, Ministre de l'Ordre Public
M. Christos DIMOPOULOS, Conseiller Spécial du Ministre Suppléant aux Affaires Etrangères
Mme Andromachi TZOUMERKA, Directeur de la Direction de la Coopération Policière Internationale
Mme Irini SAKELLARI, Directrice, Secrétariat Général des Grecs de l'Etranger
Mme Tatiana PAPADOPOULOU, Conseillère Scientifique au Ministère des Affaires Etrangères

Hungary/Hongrie :

Dr. Gabor VILAGOSI, Political Secretary of State, Ministry of the Interior
Dr. Béla JUNGERT, Director General, Office for Refugees and Migration Affairs
Mr. Zsolt NEMETH
Dr. Zoltan SZILAGYI, Counsellor, Department for Law Enforcement Forces, Ministry of the Interior

Iceland/Islande :

Ireland/Irlande :

Mr. Sean HUGHES, Assistant Secretary General, Department of Justice
Mr. Brian INGOLDSBY, Principal Emigration Officer, Department of Justice
Mr. Patrick McCABE, Ambassador of Ireland to Poland
Mr. Sean O'RIAIN, First Secretary, Embassy of Ireland

Italy/Italie :

Ms. Livia TURCO, Minister for Social Solidarity
Mr. Guido BOLAFFI, Chief of Social Affairs Department of the Presidency of the Council of Ministers
Ms. Vaifra PALANCA, Executive of Social Affairs Department
Mr. Marino FLERI, Minister plenipotentiary, Ministry of Foreign Affairs, General Directorate of Emigration
Mr. Marco MARSILLI, Counsellor, Ministry of Foreign Affairs, General Directorate of Political Affairs
Mr. Marco ROMITI, Secretary of Legation, Ministry of Foreign Affairs, General Directorate of Emigration
Mr. Demetrio MISSINEO, Executive, Ministry of Interior
Ms. Isabella PUGLIESE, Executive, Ministry of Labour

Latvia/Lettonie :

Mr. Dainis TURLAIS, Minister of the Interior
Mr. Ints ZITARS, Director of Citizenship and Immigration Department
Mr. Aivars KURPNIEKS, Head of Immigration Police, Police Department, Ministry of Interior

Liechtenstein :

Mr. Günther MATT, Chef du Service de Contrôle des Etrangers,
Landesverwaltung, Fremdenpolizei

Lithuania/Lituanie :

Mr. Virgilijus BULOVAS, Minister of the Interior
Mr. Rimantas MARKAUSKAS, Member of Seimas of the Republic of Lithuania
Mr. Vladimiras GRAŽULIS, Head of the Migration branch, Ministry of Social Security and Labour
Mr. Almantas GAVENAS, Deputy Director of the Migration Department, Ministry of Interior
Mr. Šarunas ADOMAVIČIUS, Consul General of the Republic of Lithuania in Warsaw

Luxembourg :

Mme Marie Josée JACOBS, Ministre de la Famille
M. Francis DELAPORTE, Commissaire du Gouvernement aux Etrangers
Mme Christiane WELTER, Chargée de direction du Service Social du
Commissariat du Gouvernement aux Etrangers

Malta/Malte :

Mr. Michael FALZON, Minister of Education and Human Resources
Mr. Joseph SPITERI BAILEY, Private Secretary
Mr. Frank PULLICINO, Principal Administrative Office, Departement of Labour,
Ministry of Education and Human Resources

Moldova:

Netherlands/Pays-Bas :

Mr. H.F. DIJKSTAL, Deputy Prime Minister and Minister of the Interior
Ms. E.M.A. SCHMITZ, Secretary of State for Justice
Mr. J. DEMMINK, Director General of European and Immigration Affairs,
Ministry of Justice
Mr. G.C. De BOER, Senior Policy Adviser, Ministry of Justice
Mr. H.K. FERNANDES MENDES, Director, Minorities Policy Department,
Ministry of the Interior
Mr. Tom ZWART, Head of the European and Legal Affairs Division, Minorities
Policy Department, Ministry of the Interior
Ms. L. RENSMAN, Spokeswoman

Norway/Norvège :

Mr. Gunnar BERGE, Minister of Local Government and Labour
Mr. Ulf SAND, Secretary General, Ministry of Local Government and Labour
Mr. Petter DREFVELIN, Director General, Ministry of Local Government and
Labour, Department of Immigrant and Refugee Affairs
Mr. Roger INGEBRIGTSEN, Political Adviser, Ministry of Local Government and
Labour
Ms. LONG Litt Woon, Head of Division, Ministry of Local Government and
Labour, Department of Immigrant and Refugee Affairs
Ms. Elisabeth Sem CHRISTENSEN, Assistant Director, Directorate of Immigration

Poland/Pologne :

Mr. Zbigniew SIEMIATKOWSKI, Minister of the Interior
Mr. Andrzej TOWPIK, Deputy Minister of Foreign Affairs
Mr. Jerzy ZIMOWSKI, Deputy Minister of the Interior
Mr. Tomasz Kuba KOZŁOWSKI, Director, Office for Migration and Refugee Affairs, Ministry of the Interior
Mr. Piotr STACHANCZYK, Director of the Department for Consular and Immigration Affairs, Ministry of Foreign Affairs
Mr. Stanislaw IGNACIUK, Deputy Director of the Minister's Cabinet, Ministry of the Interior
Mr. Waldemar MARKIEWICZ, Counsellor of the Minister of the Interior
Mr. Maciej KUCZYNSKI, Head of Division, Office for Migration and Refugee Affairs
Dr. Kinga OLGAY-STAWIKOWSKA, Senior Specialist, Office for Migration and Refugee Affairs

Portugal :

M. José Manuel LELLO RIBEIRO DE ALMEIDA, Secrétaire d'Etat aux Communautés Portugaises, Ministère des Affaires Etrangères
Mr. José LEITAO, Haut Commissaire pour les Affaires de l'Immigration et des Minorités Ethniques
Mr. Joao Luis NIZA PINHEIRO, Chef du Cabinet du Secrétaire d'Etat
Mr. Lancastre BERNARDO, Directeur Général du Service des Etrangers et des Frontières, Ministère de l'Administration Interne
Mme Maria do Céu da CUNHA REGO, Adjointe au Cabinet du Secrétaire d'Etat
Mme Mafalda DURAO FERREIRA, Directeur des Services d'Action Externe
Secrétariat d'Etat aux Communautés Portugaises
M. Manuel BARREIROS, Ambassadeur du Portugal en Pologne
M. Carlos de SOUSAS AMARO, Ambassade du Portugal en Pologne

Romania/Roumanie :

M. Pascu GHICIU, Secrétaire d'Etat au Ministère de l'Intérieur
M. Teodor ANDRITA, Directeur, Direction de la Police des Frontières
M. Alexandru DUTU, Directeur adjoint de la Direction Générale des passeports étrangers et de la protection des frontières
M. Ivan TRUTER, Secrétaire exécutif du Conseil des minorités nationales
M. Ivan ILIE, Directeur adjoint au département Europe II
M. Constantin BUDIANU, Ambassadeur de la Roumanie en Pologne

Russian Federation/Fédération de Russie :

Mr. Juri V. ROCHTCHIN, First Deputy of the Director of the Federal Migration Service
Ms. Olga VOROBIOVA, Head of Department, Federal Migration Service
Mr. Victor FEDIK, Chief Specialist, Federal Migration Service
Mr. Andrej POPYKINE, Head of Division, Ministry of Foreign Affairs
Mr. Sergej TOLKALIN, Senior Counsellor, Ministry of Foreign Affairs
Mr. Aleksej ZAWADOWSKI, First Secretary of the Embassy of the Russian Federation in Poland
Mr. Evgenij KAROWKIN, First Secretary of the Embassy of the Russian Federation in Poland

San Marino/Saint Marin :

M. Domenico CECCHETTI, Coordinateur du Département Travail et Coopération

Slovak Republic/République slovaque :

M. Ludovit HUDEK, Ministre de l'Intérieur
M. Marian SERVATKA, Ambassadeur
M. Vladimir BELO-CABAN, Directeur, Ministère de l'Intérieur, Bureau des Migrations
M. Pavel NUNUK, Directeur, Département de la Police des Etrangers et de la Frontière
M. Stefan BOHUNICKY, Secrétaire du Ministre
Mme Renata POLASKOVA, Counsellor, Ministry of Interior

Slovenia/Slovénie :

Mr. Andrej STER, Minister of the Interior
Mr. Milos SUSTAR, Director of the Office for Immigration and Refugees
Mr. Guido MRAVLJAK, Head of the Department for international cooperation,
Mr. Victor JUHAN, Head of the Office of Foreigners Ministry of the Interior
Mr. Bojan GROBOVSEK, Ambassador
Ms. Jasna GERSAK, Minister Plenipotentiary, Embassy of the Republic of Slovenia
Mr. Bernard SRAJNER, First Secretary of the Embassy

Spain/Espagne:

Mr. Fernando RIQUELME LIDON, Ambassador in Poland
Mr. Roman GARCIA OLIVER, Sous-directeur général de l'Immigration, Direction Générale du Travail et des Migrations, Ministère du Travail et des Affaires Sociales
Ms. Sara CARRASCOSA, Technical Counsellor, Department for Aliens and
Ms. Carolina MAYEUR DANIEL, Technical Counsellor, Department for the promotion of integration, General Directorate of Labour and Immigration Affairs
Ms. Ana MAGRANER, Counsellor

Sweden/Suède :

Mr. Mikael SJÖBERG, Secretary of State for Immigrants Integration Affairs, Ministry of the Interior
Mr. Ozan SUNAR, Political Adviser, Ministry of the Interior
Mr. Göran LINDQVIST, Assistant Deputy of the Under-Secretary of State, Ministry of the Interior

Switzerland/Suisse :

M. Jean-Luc NORDMANN, Secrétaire d'Etat du Département fédéral de l'économie publique
M. Urs SCHEIDEGGER, Directeur, Office fédéral des réfugiés
M. Urs ZISWILER, Ambassadeur, Coordinateur en matière de la politique internationale des réfugiés
M. Michel FORNEROD, Chef de section, Office fédéral des étrangers
Mme Anne Grethe NIELSEN, Adjointe scientifique, Office fédéral des réfugiés
M. Peter GASSER, Adjoint scientifique, Office fédéral de l'industrie, des arts et métiers et du travail

"The former Yugoslav Republic of Macedonia"/"L'ex République Yougoslave de Macédoine":

Turkey/Turquie :

Mr. Ali Riza BASA, Director General of External Labour Services of the Ministry of Labour
Mr. O. Can UNVER, Attaché of Labour and Social Service at the Turkish Consulate General in Hamburg

Ukraine :

Mr. Andriy NOWAKOWSKY, Second Secretary of the Embassy of Ukraine in Poland

United-Kingdom/Royaume-Uni :

Mr. Timothy KIRKHOPE, Parliamentary Under Secretary of State, Home Office
Mr. Bob WHALLEY, Head of Immigration Policy Division, Immigration and Nationality Department

Mr. Michael J. GILLESPIE, Head of Community Relations Unit

Mr. Gus PARK

Ms. Caroline ROWE

Mr. A. SMITH

II. NON MEMBER STATES/ETATS NON MEMBRES :

Australia/Australie :

Mr. Jonathan THWAITES, Ambassador, Australian Embassy, Warsaw

Mr. John GODFREY, Counsellor (Migration), Australian Permanent Mission to the United Nations, Geneva

Mr. Jens von BRASCH, First Secretary (Immigration), Australian Embassy, Warsaw

Belarus:

Mr. Aleksandr SOSNOW, Minister of Labour

Bosnia and Herzegovina/Bosnie et Herzégovine:

Canada:

Mr. George TSAI, Assistant Deputy Minister, Partnerships, Department of Citizenship and Immigration

Mr. Anton JURKOVICH, Director, International Migration, Department of Citizenship and Immigration

Mr. Alexander LUKIE, Counsellor of Immigration, Canadian Embassy in Warsaw

Mr. Timothie KILBOURN, Second Secretary of the Canadian Embassy in Warsaw

Mr. Thomas TASS, Regional Immigration Control Officer for Citizenship and Immigration, Canadian Embassy in Warsaw

Croatia/Croatie :

Mr. Zlatko GLEDEC, Deputy Minister of the Interior
Dr. Ivan BRNELIC, Ambassador of the Republic of Croatia to the Republic of Poland
Mr. Josip BESIC, Head of the Office for International Relations of the Minister's Cabinet
Mr. Miljenko BUKOVAC, Head of the Sector for Inspection, Administrative Affairs and Aliens
Ms. Maja PLANCIC

Holy See/Saint-Siège :

Mgr. Giovanni CHELI, Président du Conseil Pontifical pour la Pastorale des Migrants et des Personnes en Déplacement
Père Antonio PEROTTI
M. l'Abbé Roman DZWONKOVSKI

United States of America/Etats-Unis d'Amérique :

Federal Republic of Yugoslavia/République Fédérale de Yougoslavie :

Mr. Pavle TODOROVIC, Deputy Minister of Labour
Mr. Milislav MARKOVIC, Deputy Minister of the Interior
Mr. Zoran ZIVULJ, Counsellor, Ministry of Labour
Mr. Zoran MILOVANOVIC, Ministry of Foreign Affairs

III. COUNCIL OF EUROPE BODIES/INSTANCES DU CONSEIL DE L'EUROPE

Committee of Ministers/Comité des Ministres :

Mme Karin JAANI, Chair of the Committee of Ministers

Parliamentary Assembly/Assemblée Parlementaire :

Ms. Manuela AGUIAR, Chair of the Committee on Migration, Refugees and Demography
Mr. Denis JACQUAT, Chair of the Sub-Committee on Migration
Mr. Matt BRENNAN, Vice-Chair of the Sub-Committee on Migration

Mr. Andreas GROSS
Ms. Eva GARAJOVA
Mr. Roberto BENVENUTI
Ms. Nina KARPACHOVA

Congress of Local and Regional Authorities of Europe/Congrès des pouvoirs locaux et régionaux de l'Europe (CLRAE/CPLRE):

Mr. Karl-Christian ZAHN, President of the Working Group on "Local Democracy, a Civic Project"; Head of the German delegation to the Congress

European Committee on Migration/Comité européen sur les migrations (CDMG):

Mr. Emil Ludwig SAMUELS, Chair of the CDMG, Senior-Advisor, Ministry of Health, Welfare and Sport of the Netherlands

Ad hoc Committee of Experts on the legal aspects of territorial asylum, refugees and stateless persons/Comité ad hoc sur les aspects juridiques de l'asile, des réfugiés et des apatrides (CAHAR) :

Mr. Karl VETTER von der LILIE, Président du Comité/President of Committee; Director, Humanitarian Affairs, Federal Ministry for Foreign Affairs of Austria

European Commission against Racism and Intolerance/Commission Européen contre racisme et l'intolérance (ECRI):

Mr. Frank ORTON, Chair of ECRI, Ombudsman against ethnic discrimination

IV. EUROPEAN UNION/UNION EUROPEENNE

Council of the European Union/Conseil de l'Union européenne :

Mr. Charles ELSSEN, Director General
Mme Danielle LAVEAU

European Commission/Commission européenne :

Ms. Anita GRADIN, Commissioner
Mr. Nils OEBERG, Cabinet of Ms. Gradin
Ms. Sandra LUTCHMAN, Directorate General V
Mr. Peter BOSCH, General Secretariat

European Parliament/Parlement Européen :

V. INTERNATIONAL ORGANISATIONS AND OTHER INTERGOVERNMENTAL BODIES / ORGANISATIONS INTERNATIONALES ET AUTRES INSTANCES INTERGOUVERNEMENTALES

United Nations High Commissioner for Refugees (UNHCR)/Haut Commissaire des Nations Unies pour les Réfugiés (HCNUR) :

M. Hasim UTKAN, Directeur adjoint pour l'Europe centrale et de l'Est, Bureau régional pour l'Europe
M. Luigi CABRINI, Chef du Bureau de liaison à Varsovie

International Labour Office (ILO)/Bureau International du Travail (BIT) :

Apologised for absence/excuse

United Nations Educational Scientific and Cultural Organisation/Organisation des Nations Unies pour l'Education, la Science et la Culture (UNESCO):

Mrs Mouna SAMMAN, Senior Programme Specialist

International Organisation for Migration (IOM)/Organisation internationale pour les migrations (OIM) :

Mr. Karl BECK, Chief of Mission, Bonn, Germany

Organisation for Economic Cooperation and Development (OECD)/Organisation pour la Coopération et le Développement Economiques (OCDE) :

Apologised for absence/excuse

Organisation for Security and Cooperation in Europe/Organisation pour la Sécurité et la Coopération en Europe (OSCE)/Office for Democratic Institutions and Human Rights/Bureau des Institutions Démocratiques et des Droits de l'Homme(ODIHR/BIDDH) :

Mr. Jacques ROUSSELIER, Adviser
Mr. Vladimir SHKOLNIKOV, Migration expert

European Free Trade Agreement (EFTA)/Association européenne de libre-échange (AELE) :

Inter-governmental Consultations on Asylum, Refugee and Migration Policies in Europe, North America and Australia (IGC) :

Mr. Mike BISI, Assistant Co-ordinator

Budapest Group :

Dr. Béla JUNGBERT, Chair

International Centre for Migration Policy Development (ICMPD) :

Mr. Jonas WIDGREN, Director

**VI. INTERNATIONAL NON-GOVERNMENTAL ORGANISATIONS
ORGANISATIONS INTERNATIONALES NON GOUVERNEMENTALES**

European Trade Union Confederation (ETUC)/Confédération Européenne des Syndicats (CES):

Apologised for absence/excusée

Union of Industries of the European Community (UNICE)/Union des Industries de la Communauté Européenne (UNICE) :

Churches' Commission for Migrants in Europe (CCME)/Commission des Eglises auprès des migrants en Europe (CEME):

Mr. Thanasis APOSTOLOU, President
Mr. Jan NIESSEN, General Secretary

International Catholic Migration Commission (ICMC)/Commission Internationale Catholique pour les Migrations (CICM):

Père Philippe SCHILLINGS, Président du Comité Catholique pour les Migrations Intra-Européennes

VII. CONSULTANTS/EXPERTES CONSULTANTES

Mrs Mary COUSSEY, United Kingdom (Theme 1)

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VIII. SECRETARIAT

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APPENDIX II

FINAL COMMUNIQUE

Introduction

1. The Ministers responsible for Migration Affairs of the 39 member States of the Council of Europe¹, together with their colleagues from Australia, Belarus, Bosnia and Herzegovina, Canada, Croatia, the Holy See, the USA and the Federal Republic of Yugoslavia met in Warsaw at the invitation of the Polish government from 16 to 18 June 1996. The Ministers focused their discussions on the following themes:

- (1) Review of the implementation of community relations policies
- (2) Migration flows in the wider Europe.

Results of the review of community relations policies

2. The Ministers examined the results of the review of the implementation of community relations policies which they had called for at their previous Conference in Athens in November 1993 (see document MMG-5-(93) 4). Integration has become a major goal of public policy in all States with large, legally settled populations of immigrant origin. Moreover, at a time when questions to do with migration and the integration of immigrants are more than ever at the centre of political and public debate, integration is becoming a need in all countries.

3. The review shows that there is a growing convergence of policies on the following points:

- the need to ensure a legal status for legally settled immigrants and to grant them progressively a stable right of residence;
- the need to provide means for real participation by immigrants in decision-making processes in society;
- the need to take determined action against racism, xenophobia and discrimination;

¹ Albania, Andorra, Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Iceland, Ireland, Italy, Latvia, Liechtenstein, Lithuania, Luxembourg, Malta, Moldova, Netherlands, Norway, Poland, Portugal, Romania, Russian Federation, San Marino, Slovak Republic, Slovenia, Spain, Sweden, Switzerland, "The former Yugoslav Republic of Macedonia", Turkey, Ukraine, United Kingdom.

- the need for effective measures to promote equal opportunities for immigrants and persons of immigrant origin;
- the need to place integration policy within the context of a comprehensive approach to the problems of social exclusion, while not neglecting the specific problems faced by immigrants.

Integration and community relations questions calling for particular attention

4. In spite of this growing convergence of policies, serious problems of community relations remain, and the integration process is sometimes less successful than originally hoped. The Ministers expressed particular concern about the unresolved problems highlighted by the review, and underlined the urgent need to introduce or strengthen policies designed to overcome the obstacles to equality of opportunities. Thus, they asked the European Committee on Migration (CEMG) to pay particular attention to the following questions in its future work on integration and community relations:

- how to reduce the very high levels of unemployment found in some groups of immigrant origin;
- how to integrate and motivate marginalised young people of the second and third immigrant generations;
- how to enable non-governmental organisations, the social partners and others to play a full part in promoting equal opportunities for immigrants and good community relations;
- how to ensure that victims of discrimination and racially or ethnically motivated violence and harassment are able to obtain effective assistance and redress;
- how to ensure that public services meet the needs of an ethnically and culturally diverse population;
- how to ensure integration through appropriate language training.

The community relations report and its follow-up

5. The Ministers recognised the continuing relevance of the report *Community and ethnic relations in Europe* (MG-CR (91) 1 final) which had established itself as a valued point of reference for integration policy in European countries. Welcoming the fact that it had already been translated into several European languages, and encouraging translations into further languages, they recalled the decision made at their

Fourth Conference, held in Luxembourg in 1991, "to disseminate the report widely among interested circles in each country and to promote debate on it both publicly and within official bodies responsible for policy or consultation in the field of migration and the integration of immigrants" (see document MMG-4 (91) 9 final).

6. The Ministers also warmly welcomed the results of the follow-up project *The integration of immigrants: towards equal opportunities* which had spelled out in detail how to apply the principles of the community relations report in practice at the local level. They took note of the final report of this project (MMG-6 (96) 2), and of the series of publications to which it had given rise, and commended them to the attention of policy-makers in European countries. Considering that this work had shown the value of exchanging information and experience on good practice in the field of integration and community relations, the Ministers encouraged the appropriate Council of Europe bodies to re-examine the possibilities for developing network-building in this field.

The Ministers launch a new project on "Tensions and tolerance"

7. The Ministers went on to launch formally the new Council of Europe project entitled *Tensions and tolerance: building better integrated communities across Europe*. In doing so, they called on the CDMG to give particular attention to the points mentioned in paragraph 4 above, and also to the application of integration and community relations policies in the newer immigration countries of Southern Europe and in the countries of Central and Eastern Europe which were just beginning to face the issues of integration. The Ministers noted that the general principles of community relations were of relevance not only to immigrants but also to other groups.

8. Recognising the importance of the contribution made by the Council of Europe to reflection and practice in the field of integration and community relations, the Ministers requested the CDMG to work during the coming years towards the preparation of a new major report building on the community relations report but reflecting more recent developments and the widening membership of the Council of Europe.

The European Commission against Racism and Intolerance (ECRI)

9. The Chair of the European Commission against Racism and Intolerance (ECRI) informed the Ministers about the work of this body. Noting the great relevance of the Council of Europe's work on integration and community relations to questions of racism, xenophobia and intolerance, the Ministers expressed the wish that the CDMG and the ECRI should work together increasingly closely and also coordinate their efforts with those of the European Union.

Commitment by the Ministers to building better community relations

10. Having reviewed the work of the Council of Europe in the fields of community relations policies, integration and the building of tolerance, the Ministers committed themselves to pursuing such policies actively. In this connection, they especially emphasised the importance of guaranteeing to persons of immigrant origin a sound legal status and equal opportunities for participation in the different sectors of society. They also stressed the importance of objective information, education and vocational training for the maintenance of social well-being in today's multicultural societies and to combat the prejudices threatening harmonious community relations. They took note of the increasing opportunities to foster dialogue and exchange of information, experience and ideas between local and national government and representatives of associations, cultural groups and religious communities. They also felt that the contribution of communities of immigrant origin to the development of the host countries should be better advertised, that the recognition of different cultural realities in a given society should be promoted and that public opinion in European countries should be made aware that Europe is not only an area where foreigners are received but also one which people leave to settle abroad.

European migration five years after the Vienna Conference

11. The Ministers took advantage of this gathering of migration Ministers on a very broad geographical basis to take a fresh look at pan-European migration trends five years after the Vienna Conference of Ministers on the movement of persons from Central and Eastern European countries. Although the massive East-West flows that seemed possible in 1991 have not in fact come to pass, the migratory potential, in particular from East to West as well as from South to North, remains very high. The stabilisation of migration flows observed since 1994 in some receiving countries is mainly the result of measures taken by those countries. The last few years have seen a growth of increasingly complex migration movements across the European continent and it is proving difficult to manage migration in Europe and to confine it to legal channels. Significant progress has been made towards the goals laid down in Vienna of harmonising the management of migration in Europe but much remains to be done in order to adapt migration legislation and policies to the needs and realities of present-day Europe.

Problems of mass flight

12. Events in Europe during recent years have shown the importance of continued efforts by governments and international fora to address problems caused by mass flights of population.

Coping with migration pressure

13. It is clear that strong pressure for immigration into European countries, both from other European countries and from other parts of the world, will be maintained for the foreseeable future. This comes at a time when, with continuing economic difficulties and high unemployment, European countries see fewer possibilities for admitting new migrants. States have to find ways of keeping control of immigration while respecting human rights and their international obligations - including children's rights as stated in the United Nations Convention on the rights of the child, the right to respect for family life, the right to marry the person of one's choice and to found a family, as well as guaranteeing protection to refugees as defined by the Geneva Convention and to persons seeking protection on humanitarian grounds. There is a need for new thinking about migration policies in order to find long-term solutions. One way forward would be to tackle the root causes of migration by intensifying bilateral and multilateral cooperation with migrants' countries of origin, as is called for in the Barcelona Declaration adopted at the Euro-Mediterranean Conference in November 1995. In recognising the links between migration and socio-economic development in the countries of origin, the Ministers committed themselves to further investigating the root causes of migration and strengthening international cooperation in order to bring them under control.

Short-term migration

14. The Ministers also observed that short-term migration movements are increasing in both volume and diversity (students, trainees, seasonal workers, project workers, etc). They expressed the view that short-term migration, rather than permanent immigration for settlement, should be seen as a predominant pattern for the future. The aim must be to ensure that these movements take place within legal channels and are not misused as a means to permanent settlement. Ministers noted that bilateral agreements play an important role in achieving this goal and encouraged the conclusion of such agreements between Council of Europe Member States. The Ministers also welcomed the work already carried out by the Council of Europe on short-term migrants and hoped that it would be pursued.

Illegal and irregular migration

15. The growth in illegal and irregular migration of various kinds continues to cause concern, and the Ministers are pleased to note the emergence of the Budapest Group as a forum for tackling such problems in addition to the key part played by the cooperation carried out within the framework of the European Union and with the relevant international organisations. They expressed concern at the exploitation of men and women by traffickers and by employers of illegal workers and expressed the hope that the Council of Europe would investigate further these serious abuses of human

rights. The Ministers committed themselves to taking adequate national measures to combat illegal migration and illegal employment as well as to look for ways of strengthening international cooperation in this field.

16. In this connection, the Ministers recalled that the right of any person to enter the territory of his or her own country is a fundamental right forming part of human rights and they emphasised the obligation placed on each State under international law to readmit its own nationals.

The migration situation in Central and Eastern Europe

17. Meeting in Poland, Ministers were particularly alive to the problems being faced by the countries of Central and Eastern Europe which are increasingly finding themselves in the role of transit countries for migrants aiming to enter Western Europe, as well as becoming destination countries in their own right as the process of economic transition advances and as other countries reinforce their controls. They affirmed the principle of strengthened European cooperation in dealing with migration issues and agreed that in solving their specific problems Western European countries would take account of the interests of Central and Eastern Europe. In this context, the situation of migrants stranded in transit deserved international attention. States and international organisations were urged to do all they could to assist the countries of Central and Eastern Europe in developing migration legislation and policies appropriate to their needs and in accordance with international standards and in ensuring wide dissemination of this new legislation.

18. The Ministers acknowledged the problems arising from the trend towards return, repatriation and resettlement of persons following the political changes in Central and Eastern Europe. They underlined the need for cooperation between the countries concerned and the necessity of taking proper measures (which might include specific programmes) to promote integration in the countries of origin or the areas of new settlement.

Conference of CIS and relevant neighbouring States

19. Considering the Programme of Action adopted by the Regional Conference to address the problems of refugees, displaced persons, other forms of involuntary displacement and returnees in the countries of the Commonwealth of Independent States and relevant neighbouring States, held in Geneva on 30 and 31 May last, the Ministers noted that the Council of Europe, which shares the principles set out by the Conference, is prepared, in the framework of its activities, to cooperate as necessary in achieving the aims which were fixed. In view of the importance of the follow-up process, it will also include the participation by the Council of Europe in the steering group which is being established. As for the Joint Operational Strategy, put forward by the UNHCR and the IOM, special attention should be devoted to the

coordination of activities in fields where the Council of Europe has developed specific expertise, such as, among others, integration of legally settled migrants and issues of citizenship and statelessness.

The need for a comprehensive approach to migration questions

20. Having carried out a wide-ranging survey of the issues arising for European countries in the field of migration and integration, the Ministers underlined the need to develop a comprehensive approach taking in not only the pressing needs of management of immigration, including efficient control, but also longer-term concerns such as integration and the root causes of migration. They affirmed the necessity for continuing discussions at the pan-European level in order to consider the whole range of issues and, in this connection, welcomed the decision to continue the work of the Vienna Group of Senior Officials within the framework of the relevant Council of Europe committees, the CDMG and the Ad hoc Committee of Experts on Legal Aspects of Territorial Asylum, Refugees and Stateless Persons (CAHAR). Given that other international bodies are actively developing efficient cooperation on immigration control matters, the Ministers were of the opinion that the Council of Europe was well fitted, by its experience and its wide geographical coverage, to develop a comprehensive approach to migration in Europe and to help define principles for orderly migration movements into and within Europe. The Ministers hoped that it would be possible to make progress in this direction through the new project being undertaken by the CDMG entitled "Managing migration in the wider Europe". It would be natural, in the light of the Organisation's general vocation, that it should pay particular attention to the rights of migrants, to the social integration of legally settled migrants and to the wider questions of community relations.

21. It was generally felt that for adequate functioning of migration and integration mechanisms and procedures, good coordination within member States between all administrations involved is essential.

Conclusion

22. The Ministers expressed their warmest thanks to their Polish colleague for inviting them to meet in Warsaw and for the admirable organisation of the Conference. They decided to make arrangements for a further Conference as soon as new developments made it necessary for the European Ministers responsible for migration affairs to meet again.