

Stephanie Liechtenstein

How Can the OSCE Contribute to Managing the Current Migrant and Refugee Challenge?

Introduction

The international movement of people has always been a part of human reality. It is a natural phenomenon that cannot be stopped by any policy, fences, borders, or walls. Yet it is important to recognize that globalization has significantly increased migration and that refugee flows have been accelerated by the ongoing armed conflicts in the European Union's neighbourhood, including in Syria, Afghanistan, Iraq, and Libya. Thus, the flow of people fleeing violent conflict in the Middle East and North Africa was added to a pre-existing long-term flow of migrants, mainly from Africa towards Europe. For the sake of clarity, a refugee fears persecution in his or her home country (mostly due to violent conflict, war, or the political situation) and is therefore unable or unwilling to return to it. A migrant freely takes the decision to leave his or her home country, predominantly for economic reasons.¹ The current migration and refugee flows are therefore correctly described as "mixed migration movements". In its 2015 Global Trends report on forced displacement, the United Nations Refugee Agency, UNHCR, states that levels of displaced people worldwide are the highest they have been since the end of the Second World War.²

So far governments have mainly responded to the large-scale flows of migrants and refugees by taking unilateral measures aiming to contain the movement of people. The erection of fences or the closing of borders has led to the problem being passed from one country to the next, at the expense of the people concerned. What we are facing today is thus a crisis of management and a crisis of solidarity, and it will not go away any time soon. Because, as things stand, the armed conflicts and instability in the European Union's neighbourhood do not look likely to be settled any time soon. Furthermore, other problems, such as economic inequality, environmental challenges, and climate change, will persist, encouraging additional people to migrate and flee abroad.

This crisis of management and solidarity has become particularly evident among European Union (EU) member states, which are divided over the

1 For definitions consult, for example, the *1951 Convention and Protocol Relating to the Status of Refugees*, at: <http://www.unhcr.org/3b66c2aa10.html>, or the definitions provided by the International Organization for Migration, at: <https://www.iom.int/key-migration-terms>.

2 Cf. UNHCR, *Global Trends, Forced Displacement in 2015*, 20 June 2016, at: <http://www.unhcr.org/statistics/unhcrstats/576408cd7/unhcr-global-trends-2015.html>.

issue. Germany and France support mandatory quotas, while Hungary, Poland, the Czech Republic, and Slovakia vehemently oppose them. Austria has taken measures and co-ordinated with the countries along the so-called Balkan route to close borders in order to contain the flows of migrants and refugees. Hungary has erected a fence along its border to stop all migrants and refugees from entering its territory. As a result, it is countries on the EU's periphery, such as Italy or Greece, that are carrying the largest share of the burden. In March 2016, the EU struck a deal with Turkey in which Ankara promised to take back migrants and refugees who reach Greece via Turkey in return for money and the liberalization of the EU visa regime for Turkish nationals. This deal was made necessary by the failure of EU member states to agree on mandatory quotas on the basis of solidarity.

While this contribution will not provide any solutions as to how this lack of solidarity within the EU (and indeed the entire world) can be tackled, it does offer concrete suggestions as to how the Organization for Security and Co-operation in Europe (OSCE) can help to address the challenge. It builds on some of the ideas first proposed in an article published online in September 2015 by Security and Human Rights Monitor.³

This contribution begins by discussing the OSCE's current mandate in relation to managing migration and providing some examples of existing OSCE migration-related activities. This is followed by a brief description of recent attempts by OSCE participating States to define a role for the OSCE in managing migration. Finally, it provides a number of concrete suggestions on how the OSCE should define its role and which specific activities should be stepped up.

The OSCE and Migration: Mandate and Activities

The OSCE has dealt with the issue of migration since its earliest days. The 1975 Helsinki Final Act, the OSCE's founding document, covers "economic and social aspects of migrant labour" as part of what became known as the "Second Basket" (co-operation in the field of economics, science and technology, and the environment). The Helsinki Final Act considers migrant workers to "constitute an important economic, social and human factor for host countries as well as counties of origin".⁴ It also calls for the participating States to protect the personal and social welfare of migrant workers, provide

3 Cf. Stephanie Liechtenstein, Europe at a crossroads: How the OSCE can help support the current refugee crisis, in: *Security and Human Rights Monitor*, 9 September 2015, at: http://www.shrblog.org/shr_monitor/Europe_at_a_crossroads_How_the_OSCE_can_help_support_the_current_refugee_crisis.html?id=565.

4 Final Act of Helsinki. Final Act of the Conference on Security and Co-operation in Europe, Helsinki, 1 August 1975, in: Arie Bloed (ed.), *The Conference on Security and Co-operation in Europe. Analysis and Basic Documents, 1972-1993*, Dordrecht 1993, pp. 141-217, here: p. 179; also available at: <http://www.osce.org/mc/39501> (p. 33).

elementary language and vocational training, ensure equality of rights of migrant and national workers, ensure that they enjoy satisfactory living conditions, provide employment, ensure that children of migrant workers have access to access to education, and facilitate the reunification of migrant workers with their families.⁵ These stipulations provided the basis for the OSCE's work on migration-related issues.

Many additional commitments in major OSCE documents followed in the 1980s and 1990s, and the Organization has built up a great deal of expertise in the area of migration management over the last forty years. Most notably, the 2005 Ljubljana OSCE Ministerial Council Decision No. 2/05 on *Migration*, the 2006 Brussels *Ministerial Statement on Migration*, as well as the 2009 Athens Ministerial Council Decision No. 5/09 on *Migration Management* all framed the phenomenon of migration in a positive way, acknowledging, for example, "the increasing importance of and the benefits stemming from effective migration management for the socio-economic development, social cohesion, security and stability in all countries".⁶ All three documents clearly establish a link between effective migration management and the maintenance of security. The documents focus on labour migration, and the issue of migration has thus predominantly been shaped within the economic and environmental dimension of the OSCE.

Besides the management of labour migration, the OSCE has developed numerous commitments and activities that are directly or indirectly contributing to managing migrant- and refugee-related challenges. In this context, particular attention should be paid to the OSCE's human dimension and the activities of the Office for Democratic Institutions and Human Rights (ODIHR). ODIHR bases its work in this context on OSCE commitments on migration, freedom of movement, and tolerance and non-discrimination, particularly the 2003 Maastricht Ministerial Council Decision No. 3/03 on *Tolerance and Non-Discrimination*.⁷

Numerous other OSCE departments, institutions, and field operations carry out activities that contribute to managing Europe's migration and refugee challenges. It goes beyond the scope of this article to summarize and analyse all of them. Nevertheless, it should be stressed that the OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings, the Transnational Threats Department (TNTD), the High Commissioner on National Minorities (HCNM), and many field operations have all carried out particularly important activities in this regard.

5 Cf. *Ibid.*, pp. 179-181 (p. 34).

6 Decision No. 5/09, *Migration Management*, MC.DEC/5/09 of 2 December 2009, in: Organization for Security and Co-operation in Europe, *Seventeenth Meeting of the Ministerial Council*, Athens, 1 and 2 December 2009, pp. 24-26, here: p. 24, at: <http://www.osce.org/mc/67621>.

7 Cf. Decision No. 4/03, *Tolerance and Non-discrimination*, MC.DEC/4/03, in: Organization for Security and Co-operation in Europe, *Eleventh Meeting of the Ministerial Council*, Maastricht, 1 and 2 December 2003, pp. 78-80, at: <http://www.osce.org/mc/40533>.

The OSCE is thus already engaged in numerous ways, and the main question is therefore which of those activities should be further developed or expanded. What the OSCE is missing in general is a stronger focus on mixed migration flows, i.e. flows that consist of people leaving their home countries for all kinds of reasons, including war, persecution, economic challenges, and environmental factors, and a more systematic and coherent approach to the issue. This contribution will provide some suggestions as to how this can be achieved.

Recent Attempts to Define a Role for the OSCE in Managing Migration

OSCE participating States have recognized the need to develop a coherent response to the current challenge associated with increased numbers of migrants and refugees. In 2015, the Serbian OSCE Chairmanship made an attempt to adopt a consensus-based document on migration at the OSCE Ministerial Council (MC) Meeting in Belgrade. However, discussions on this draft document turned out to be more difficult than expected, became politicized, and ultimately no consensus could be found. This showed that participating States have very different views on whether and how the OSCE should step in to manage the challenge.

After the failure to adopt a consensus document at the Belgrade MC, OSCE Secretary General Lamberto Zannier wanted to keep the topic on the OSCE's agenda. He therefore convened a Security Days conference on the topic of "Refocusing Migration and Security: Bridging National and Regional Responses" in Rome on 4 March 2016. Hosted by the Italian Ministry of Foreign Affairs and International Cooperation, the conference brought together over 300 participants from governments, international organizations, civil society, and academia. At the conference it became clear that "there was broad support for an enhanced OSCE role in addressing migration."⁸ As a result of the debates, five key areas emerged that the OSCE should work on: "1) solidarity with countries of first asylum; 2) protection of people all along migration routes; 3) combating human trafficking and organized crime along the routes; 4) responsible border management; and 5) co-ordinated relocation and integration policies."⁹

As a follow-up, the German OSCE Chairmanship in 2016 launched the "Informal Working Group Focusing on the Issue of Migration and Refugee Flows", which was chaired by Ambassador Claude Wild, the Swiss Permanent Representative to the OSCE, and prepared a report that took up those five key areas and proposed recommendations. The report and the recommenda-

8 OSCE Security Days, *Refocusing Migration and Security: Bridging National and Regional Responses, Rome, 4 March 2016*, SEC.DAYS/11/16, 5 April 2016, p. 3, at: <http://www.osce.org/sg/231526>.

9 Ibid.

tions were discussed extensively at a special meeting of the OSCE Permanent Council on 20 July 2016. The outcome of this internal OSCE discussion process is still unclear at the time of writing.

Specific Steps to Enhance the OSCE's Role on Migration and Refugee Issues

Political Commitment by OSCE Participating States

In order to create a sound basis for the OSCE's work on migration and refugee-related challenges, the OSCE participating States should re-engage in serious negotiations on a consensus-based document on migration, to be adopted at the OSCE MC Meeting in Hamburg in December 2016. This is important, given the failure to adopt such a decision at the 2015 Belgrade MC. That said, the OSCE is well placed to continue its good work on migration-related issues without a consensus-based MC decision, on the basis of existing documents. As explained above, the mandate for many activities is already in place, and the expertise is also available. However, agreement in Hamburg on a new, consensus-based MC document on migration- and refugee-related challenges would be important for several other reasons.

First, OSCE participating States should clarify why the management of migration and refugee flows is an issue that should be addressed by the OSCE. This is important given that there are many other, more specialized, organizations and agencies that are already engaged in this area. For the OSCE, it would be important to establish a clear link between the successful management of migration and refugee flows and the maintenance of security and stability across the OSCE area. The OSCE is, after all, a security organization that works in the three dimensions of security: politico-military, economic and environmental, and human.

Furthermore, the Organization has a strong mandate for early warning, conflict prevention, and crisis management. Managing migration and refugee flows should be seen as one way of preventing conflicts. This is because poorly managed long-term migration and refugee flows have the potential to create instability not only in countries that receive the bulk of the people on the move, but also across the entire region. They also have the potential to threaten the human security of the people on the move, and to create tensions among diverse communities that include national minorities. They also give rise to criminality such as trafficking and smuggling. Unsuccessful management of migration and refugee flows also leads to an increase in intolerance, hate crimes, and xenophobia in destination countries. As an organization based on the concept of comprehensive security, and with a strong conflict prevention mandate, the OSCE therefore has to address the issue.

Second, adopting a consensus-based document at the MC in Hamburg is important so that the OSCE can demonstrate to the international community

at large that the Organization is taking the current challenge seriously and that it is willing to contribute to managing them. To make things clearer to other organizations and international partners, it would be advisable to outline general areas of further OSCE engagement.

Third, a consensus-based document should provide for the appointment of an OSCE co-ordinator/special representative on migrant- and refugee-related issues. This is particularly important so that other organizations know who to contact within the OSCE. Currently, this is not clear at all, as there are several departments, institutions, and field missions dealing with the issue from very different angles.

Fourth, a consensus-based Ministerial document should be used to state that the current mass movement is a mixed migration flow, i.e. that it consists of people leaving their home countries for all kinds of reasons, including war, persecution, economic challenges, and environmental factors. The OSCE's broad security mandate provides the Organization with a unique opportunity to help address the refugee and migration management crisis from various perspectives.

Finally, a consensus-based MC document can be used to outline the OSCE's contribution to fulfilling the terms of the New York Declaration for Refugees and Migrants, as adopted by the high-level plenary meeting of the United Nations General Assembly on addressing large-scale movements of refugees and migrants in New York on 19 September 2016. As a regional arrangement in the sense of Chapter VIII of the United Nations, the OSCE has to identify its contribution to this process and express its willingness to contribute to it. The Declaration recognizes "the burdens that large movements of refugees place on national resources", calls for states to "commit to a more equitable sharing of the burden and responsibility for hosting and supporting the world's refugees", and announces plans to launch "a process of intergovernmental negotiations leading to the adoption of a global compact for safe, orderly and regular migration at an intergovernmental conference to be held in 2018".¹⁰

OSCE Co-ordinator on Migration and Refugee Issues

In order to make things clearer for international partners, OSCE participating States should seriously consider the idea of appointing a co-ordinator or special representative on migration- and refugee-related challenges. Ideally, the willingness to appoint a co-ordinator should already be mentioned in the consensus document to be adopted at the Hamburg MC, as stated above. Other international organizations, such as the EU, the Council of Europe and the

10 United Nations General Assembly, *New York Declaration for Refugees and Migrants*, Resolution adopted by the General Assembly on 19 September 2016, A/RES/71/1, 3 October 2016, p. 13, at: <http://www.unhcr.org/events/conferences/57e39d987/new-york-declaration-refugees-migrants.html>.

United Nations, have created similar positions. Given that almost all OSCE departments, institutions, and field operations address the issue of migration and refugee flows in one way or another, it is almost impossible for other organizations to understand who does what and where to find the right contact person.

Yet the creation of a new post is likely to be a highly disputatious issue, given that not all 57 OSCE participating States consider migration important enough to merit an increase in the OSCE's budget. This financial problem can be overcome by opening the new post up for secondment, which would enable states that have a vested interest to pay one of their nationals to do the job.

The OSCE as a Political Platform

As mentioned at the outset of this contribution, it is important to recognize that the mass movement of people for very different reasons is bound to continue in the long-term. For various reasons, migration is a reality that governments cannot just stop with unilateral measures. On the contrary, it is a challenge that requires collective action. While the OSCE may not be able to resolve this challenge, it can serve as a useful platform for political exchange.¹¹

For example, the OSCE would be the ideal forum within which to convene an expert conference with migration experts from OSCE capitals. Given the broad geographical scope of the OSCE region, which includes Europe, the former Soviet Union, Canada, the USA, and Mongolia, such a conference could serve as a unique locus for the exchange of best practices or to discuss improving co-operation among countries of origin, transit, and destination. OSCE Asian and Mediterranean Partners for Co-operation should also take part. The participation of Jordan, a Mediterranean Partner for Co-operation, would be particularly interesting, given the large number of people that have sought refuge in that country. As a country of origin, Afghanistan, an Asian Partner for Co-operation, would also be able to make a valuable contribution.

The OSCE could also convene an expert conference to discuss the implementation of recommendations issued by the UNHCR and the IOM on how to deal with mixed migration flows. The international refugee protection system consists of the 1951 UN Refugee Convention and its 1967 Protocol Relating to the Status of Refugees. The Convention came about as a result of people being displaced in Europe during the Second World War and "as a result of events occurring before 1 January 1951". The 1967 Protocol enlarged the application of the Convention to refugees from other places, and also removed the time limit. The 1951 Convention defines who is a refugee, ex-

11 Cf. Interview with Daniel Baer, US Ambassador to the OSCE, in: *Security and Human Rights Monitor*, 16 September 2016, at: http://www.shrblog.org/shr_monitor/Interview_with_Daniel_Baer_US_Ambassador_to_the_OSCE.html?id=625.

plains the rights of refugees and outlines the legal obligations of states to protect refugees.¹² According to the UNHCR, the Convention's core principle is "non-refoulement, which asserts that a refugee should not be returned to a country where they face serious threats to their life or freedom".¹³ In addition, the rights of migrants are outlined in the 1990 International Convention on the Protection of the Rights of all Migrant Workers and Members of their Families.

There is, however, no multilateral treaty in place that covers rights of people leaving their home countries for other reasons, such as environmental disasters. The reality of mixed migration flows is thus a phenomenon that requires the attention of the international community, and the OSCE could serve as a useful political platform to discuss recommendations in this regard.

Given the large geographical scope of the OSCE area, a conference of this kind could discuss not only current refugee and migration flows towards Europe, but also issues such as migrants arriving in the United States from Latin America, or migration trends in Central Asia, Eastern Europe, the Balkans, and Russia.

Such a conference should include representatives of other relevant international organizations, such as the UNHCR, IOM, United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA), or the International Committee of the Red Cross (ICRC), as well as relevant Non-Governmental Organizations (NGOs).

Creating a Pool of OSCE Experts for Roving Missions

In addition to providing a political platform, the OSCE should make use of its early warning and reporting expertise and create a pool of experts that can be dispatched on roving missions.

Roving missions could be set up to report on the situation in affected countries ("East and West of Vienna") and advise them accordingly, in close co-ordination with specialized agencies such as the UNHCR or the IOM and other actors on the ground. A cluster of experts from various OSCE departments, institutions, and field operations who have dealt with migration- and refugee-related issues before could be asked to join such missions temporarily. Deployed on the basis of a fact-finding mandate, the missions could issue reports that describe the situation and discuss the broad security implications. Such reports could serve as early-warning instruments and as the basis for developing recommendations and concrete projects in the countries concerned.

For example, several OSCE field operations are located in the countries along the Balkan route. Many of them have been involved in resolving forced

12 Cf. *Convention and Protocol Relating to the Status of Refugees*, cited above (Note 1).

13 UNHCR, *The 1951 Refugee Convention*, at: <http://www.unhcr.org/1951-refugee-convention.html>.

displacement issues since the 1990s. They could help to implement projects recommended by the roving mission experts. For this to happen, the mandates of some field operations may have to be adapted, though this may be difficult to achieve.

However, the roving missions should not be confined to countries in which the OSCE runs field operations. For example, roving missions could also be dispatched to countries such as Germany, Greece, Italy, Austria, Sweden, and Turkey. Situated at the EU's periphery, Greece and Italy are currently carrying the largest share of the burden, as most migrants and refugees first arrive on EU territory there. Their governments are thus facing the challenge of having to register, accommodate, and take care of large numbers of refugees and migrants. Sweden, Germany, and Austria are the main destination countries within the EU, and have taken in more refugees and migrants than other EU member states. And Turkey is currently the country with the largest number of refugees worldwide.

Keeping geographical balance in terms of the countries in which roving missions are deployed would be important, not only to ensure objectivity in their assessment of the security implications for the entire OSCE area, but also to maintain credibility.

Combining experts from OSCE field operations with experts from OSCE institutions and departments (including ODIHR, the HCNM, the Office of the Co-ordinator of Economic and Environmental Activities/OCEEA, the TNTD, and the Special Representative and Co-ordinator for Combating Trafficking in Human Beings) would create a pool of specialists that could address the issue of refugee and migration flows from various angles, pooling the OSCE's expertise in widely different areas to create a powerful new asset for the Organization.

For example, the OCEEA has many years of expertise in the area of labour migration management and could report and advise on this issue. ODIHR, which already works closely with a number of OSCE field operations, provides training courses to government officials on how to best integrate migrants and refugees into host societies and could thus report and advise on this issue. The HCNM is best placed to report on the implications that refugee and migration flows have for inter-ethnic and inter-cultural relations within diverse societies. The OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings is well positioned to report on trafficking along migration routes. The TNTD promotes co-operation related to border security and management by training law enforcement personnel and border officials. This is important to counter trafficking in human beings and people smuggling, irregular migration, and to prevent terrorists from crossing borders along migration routes.

The above-mentioned activities relate to both migrants and refugees and cover all three OSCE dimensions of security. Thus, the OSCE is uniquely placed to tackle the issue of mixed migration flows from various angles,

looking at human rights aspects, smuggling and trafficking, economic and labour migration, as well as security implications along international borders.

Besides creating a pool of experts on migration- and refugee-related challenges from all relevant OSCE departments and institutions, there are two specific areas in which the OSCE has longstanding experience, and which therefore seem best suited to be stepped up: improving integration and countering xenophobia and effective border management.

Improving Integration and Combating Xenophobia and Hate Crime

Effective integration of migrants and refugees into host societies is a crucial aspect of maintaining security and stability in destination countries. Indeed, if integration is managed successfully, migration can become an asset to host societies. As Daniel Baer, US Ambassador to the OSCE, noted in an interview for Security and Human Rights Monitor, “the societies that succeed in the long run will be the societies that are resilient and that manage to integrate diverse populations by harnessing their talents”.¹⁴

In this regard, ODIHR can make a significant, long-term contribution. First, ODIHR has experience with offering training on best practices for the integration of migrants into host societies in line with OSCE commitments. In 2015 and 2016, ODIHR conducted a number of training courses and workshops on this issue in countries including Moldova, Latvia, and Estonia. Similar workshops could also be offered to OSCE States that serve as destination countries to refugees and migrants arriving in Europe at the present time, such as Austria, Sweden, Germany, and Turkey.

Second, ODIHR has experience with training NGOs and government officials on how to identify, report, and act upon hate crime, intolerance, racism, xenophobia, and discrimination against migrants and refugees. ODIHR could expand its offering of training programmes and awareness-raising campaigns to affected OSCE states. In many parts of Europe, far-right and populist parties are on the rise. They make use of the refugee and migration crisis for their own ends by emphasizing supposed negative effects of this challenge. Countering this negativity is very important for European societies and is relevant for maintaining security and stability within destination countries.

During a large fact-finding meeting on hate incidents against migrants, refugees, and asylum seekers in the OSCE region, held in Warsaw on 11 December 2015, ODIHR gathered information on xenophobic rhetoric and hate crimes against migrants and refugees, such as attacks on refugee shelters, and violence against refugees and migrants along the Balkan route. Offers of training programmes for civil society and government officials in affected

14 Interview with Daniel Baer, cited above (Note 11).

countries on how to detect and counter hate crime should therefore be stepped up significantly.

Enhancing Border Security

The OSCE has longstanding experience in border management, pursuing the twin aims of ensuring borders are both open and secure. The OSCE Border Security and Management Unit (BSMU), together with several field operations and the TNTD, helps participating States to strengthen the capacity of border agencies and officials in line with the OSCE Border Security and Management Concept, which, on the one hand, calls for the promotion of “free and secure movement of persons, goods, services and investments across borders”, and, on the other, stresses the need to reduce the threat of terrorism and international organized crime “by preventing cross-border movement of persons, weapons and funds connected with terrorist and other criminal activities”.¹⁵

In addition, the OSCE offers frameworks and mechanisms for co-operation among border security officials, such as the “Policing OnLine Information System” (POLIS) and the “Border Security and Management National Focal Point Network”. They offer border security officials of the 57 OSCE participating States an opportunity to co-operate and to share best practices in border management. These networks could be used in the future for border officials to share their experiences and best practices with regard to managing the flow of migrants and refugees across borders.

The OSCE should make increased use of its experience to train border guards on both hard-security and human rights-related aspects of border management. Large flows of migrants and refugees have underlined the need to manage borders effectively to prevent criminal activity, such as people smuggling and human trafficking and the illegal entry of foreign fighters and terrorists. This would fall within the expertise of the TNTD. Training courses could be set up for border guards in affected countries, such as along the Balkan route. A training course along those lines already took place on 7 September 2016 in Germany, attended by border security and management officers and counter-terrorism experts from OSCE participating States and Partners for Co-operation. They learned how to improve their ability to identify of foreign terrorist fighters.¹⁶ The course was supported by experts from the OSCE Border Management Staff College (BMSC), which is located in

15 Border Security and Management Concept, MC.DOC/2/05 of 6 December 2005, in: Organization for Security and Co-operation in Europe, *Thirteenth Meeting of the Ministerial Council*, 5 and 6 December 2005, Ljubljana, 6 December 2005, pp. 9-15, here: p. 10, at: <http://www.osce.org/node/18780>.

16 Cf. OSCE, Border Management Staff College, *OSCE supports advanced training course in Germany on addressing cross-border challenges in identification of foreign terrorist fighters*, Garmisch-Partenkirchen, 7 September 2016, at: <http://www.oscebmsc.org/en/news-73>.

Dushanbe, Tajikistan. The BMSC is a centre of excellence and provides training for border officials from the 57 OSCE participating States, often in co-operation with specialized agencies such as the UNHCR or the IOM. In the future, participating States should make increased use of this centre of excellence.

At the same time, the large movement of people has underlined the need to protect the fundamental human rights of migrants and refugees at border crossings. Here, ODIHR could offer its expertise and provide training to police and border guards on the human rights of refugees (such as the principle of non-refoulement) and migrants arriving at international borders, in co-operation with specialized agencies such as the UNHCR or the IOM. ODIHR already has vast experience in training border officials on human rights matters.

Conclusion

This contribution has provided some concrete suggestions as to how the OSCE can contribute to managing the current large-scale flows of migrants and refugees. This is important since the mass movement of people is bound to continue in the long run and because a clear link can be established between the effective management of migration and refugee flows, and the maintenance of security and stability. Because the OSCE is a regional arrangement in the sense of Chapter VIII of the United Nations, OSCE participating States should make use of the Organization's main assets.

First, the convening power of the OSCE should be used to bring together government experts from the entire OSCE region, which spans all of Europe, the USA and Canada, the former Soviet Union, and Mongolia, together with OSCE Partners for Co-operation, international organizations, and NGOs.

Second, the Organization's operational strengths should be used to the maximum. The OSCE could create a pool of experts from all relevant OSCE departments, institutions, and field operations, which could be sent on roving missions to affected countries "East and West of Vienna". The expertise of the various OSCE departments, institutions, and field operations ensures that the issue would be addressed in a cross-dimensional way, including diverse aspects as combating people smuggling and human trafficking, preventing terrorism, and protecting the economic rights of labour migrants and the human rights of refugees. The OSCE's activities involving the integration of migrants and refugees into host societies and the improvement of border security also deserve enhancement in this context.

This holistic way of addressing mixed migration flows makes the OSCE uniquely positioned to play an important role in international efforts to cope with the challenge.