



Organization for Security and Co-operation in Europe

ENGLISH only

Office of the Secretary General  
*Section for External Co-operation*



**2009**  
**Mediterranean Conference**



***The Mediterranean Partners and the OSCE:  
Co-operation toward enhanced security and stability  
Cairo, Egypt, 14 - 15 December 2009***

**Consolidated Summary**

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## **1 General information**

### **1.1 Venue**

The Conference was held on 14 and 15 December 2009, at the *Sofitel El Gezirah Cairo*, 3 El Thawra Council St Zamalek, Cairo, Egypt.

### **1.2 Participation<sup>\*)</sup>**

1.2.1 Thirty-three OSCE participating States, including Sweden/EU, took part in the Conference.

1.2.2 All the Mediterranean Partners for Co-operation (Algeria, Egypt, Israel, Jordan, Morocco, and Tunisia) and four of the Asian Partners for Co-operation (Australia, Korea, Japan, and Thailand) were represented.

1.2.3 The Personal Representative of the Chairman-in-Office for the Mediterranean Partners, the Personal Representative of the OSCE Chairman-in-Office on Combating Anti-Semitism, and the Personal Representative of the OSCE Chairman-in-Office on Combating Intolerance and Discrimination against Muslims, participated in the Conference. The OSCE Secretariat and the OSCE Parliamentary Assembly were represented.

1.2.4 At the invitation of the host country, the Palestinian National Authority took part in the Conference.

1.2.5 The following international organizations were represented: Council of Europe, International Organization for Migration, League of Arab States, and NATO.

1.2.6 Representatives of non-governmental organizations (NGOs) were able to attend and contribute to the Conference in accordance with the relevant OSCE provisions and practices.

### **1.3 Timetable and organizational modalities**

1.3.1 The Conference began at 9.15 a.m. (opening ceremony) on 14 December 2009 and ended at 1 p.m. on 15 December 2009.

1.3.2 The Conference was conducted in three sessions.

1.3.3 The opening session was chaired by H.E. Ambassador Ehab Fawzy, Permanent Representative of Egypt to the OSCE, and the closing session by H.E. Ambassador Renatas Norkus, Permanent Representative of Lithuania to the OSCE.

1.3.4 Each session had a moderator and a rapporteur.

1.3.5 The working language was English. At the request of several participating States, interpretation was provided from and into French.

1.3.6 Arrangements were made for press coverage.

1.3.7 Other rules of procedure and working methods of the OSCE were applied, *mutatis mutandis*, to the Conference.

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<sup>\*)</sup> See part 5, list of participants.

## 1.4 Agenda

**Monday, 14 December 2009**

8.30–9.15 a.m. Registration of participants

9.15–10 a.m. **Opening ceremony**

Chairperson: H.E. Ambassador Ehab Fawzy, Permanent Representative of Egypt to the OSCE

- Keynote address by H.E. Hamdy Sanad Louza, Assistant Foreign Minister for European Affairs
- Opening remarks by H.E. Ambassador Mara Marinaki, Chairperson of the OSCE Permanent Council
- Mr. Erbolat Sembayev, Deputy Head of the OSCE Department, MFA of the Republic of Kazakhstan
- Opening remarks by H.E. Marc Perrin de Brichambaut, OSCE Secretary General

10–10.30 a.m. Coffee break

10.30 a.m.–12.45 p.m. **Session 1: Politico-military aspects of security in the OSCE area and the Mediterranean**

Moderators: H.E. Ambassador Ian Cliff, Head of the delegation of the United Kingdom to the OSCE, and H.E. Ambassador Taous Feroukhi, Permanent Representative of Algeria to the OSCE

Rapporteur: Mr. M. Luan Nguyen, Permanent Representation of France to the OSCE

This session focused on:

- Exchange of best practices on conflict prevention and resolution

Speakers

- Mr. Pascal Heyman, Deputy Director, Conflict Prevention Centre, OSCE Secretariat
- H.E. Ambassador Dr. György Molnar, Head of the Hungarian OSCE Mission and Chairman of the Security Committee
- Dr. Moustafa Elwy, Chair of the Political Science Department at the Faculty of Economics and Political Science, Cairo University

Discussion

Conclusions and remarks by the moderator

12.45–2.30 p.m. Luncheon hosted by H.E. Mr. Marc Perrin de Brichambaut, the Secretary General of the OSCE, at the *Sofitel El Gezira Cairo*

2.30–5.30 p.m. **Session 2: Implications of the current economic and financial crisis on migration**

Moderator: Mr. Damjan Bergant, Head of the OSCE and SE Department, MFA of Slovenia

Rapporteur: Ms. Veronika Schöhl, Permanent Representation of Belgium to the OSCE

This session focused on:

- Migration policies within the context of co-operation between the OSCE and the Mediterranean Partners, including integration and development
- Dialogue on how to prevent and combat illegal migration, including through regional co-operation
- International and regional co-operation on preventing and fighting trafficking in human beings, including trafficking for forced labour
- Protecting human rights and fundamental freedoms with respect to migrants, including through combating hate crimes
- The role of migrants in promoting tolerance and non-discrimination

Speakers

- H.E. Ambassador Omar Zniber, Permanent Representative of Morocco to the OSCE
- Ms. Rebecca Bardach, Director, Center for International Migration and Integration, American Jewish Joint Distribution Committee

Discussion

4.00–4.15 p.m.

Coffee break

4.15–5.30 p.m.

Session 2 continued

Discussion

Conclusions and remarks by the moderator

5.30 p.m.

End of day one

7.00 p.m. Participants were invited by the Government of Egypt to a cultural show in the old city of Cairo, followed by a dinner at the Golden Hall at the Palace of Mohammed Ali in El Manyal

**Tuesday, 15 December 2009**

9.30–11.30 a.m. **Session 3: Prospects for OSCE-Mediterranean co-operation**

Moderators: H.E. Ambassador Renatas Norkus, Permanent Representative of Lithuania to the OSCE and H.E. Ambassador Ehab Fawzy, Permanent Representative of Egypt to the OSCE

Rapporteur: Ms. Rita Marascalchi, External Co-operation Officer, OSCE Secretariat

This session focused on:

- Reviewing achievements and ways to improve the dialogue and co-operation between participating States and the Mediterranean Partners, including an exchange of views on proposals for the expansion of the Mediterranean Partnership
- The effective follow-up of the Ministerial Declaration on the Partners for Co-operation, and the recommendations of previous Mediterranean seminars and conferences

**Speakers**

- Mr. Agustin Nuñez, Permanent Representation of Spain to the OSCE
- H.E. Ambassador Makram Queisi, Permanent Representative of Jordan to the OSCE

**Discussion**

Conclusions and remarks by the moderator

11.30 a.m.–12 noon Coffee break

12 noon–1.00 p.m. **Concluding session**

Chairperson: H.E. Ambassador Renatas Norkus, Permanent Representative of Lithuania to the OSCE

Concluding statement by H.E. Ambassador Ehab Fawzy, Permanent Representative of Egypt to the OSCE

Concluding statement by H.E. Ambassador Kairat  
Abdrakhmanov, Chairman of the Contact Group with the  
Mediterranean Partners for Co-operation

1.00 p.m.

End of Conference

1.00-2.00 p.m.

Lunch buffet hosted by the OSCE Secretariat

2.00 p.m.

Excursion to the Pyramids of Giza and the Egyptian Museum at  
the courtesy of the Government of Egypt

## 2 Summary of the opening ceremony

*Report by Fabrizio Scarpa, Senior External Co-operation Officer, OSCE Secretariat*

The opening ceremony was chaired by H.E. Ambassador Ehab Fawzy, Permanent Representative of Egypt to the OSCE. It started with a keynote address by H.E. Hamdy Sanad Louza, Assistant Foreign Minister for European Affairs. Opening remarks were delivered by Ambassador Mara Marinaki, Chairperson of the OSCE Permanent Council, on behalf of the OSCE Chairperson-in-Office; by Mr. Yerbolat Sembayev, Deputy Head of the OSCE Department of the Ministry of Foreign Affairs of the Republic of Kazakhstan, on behalf of the Chairperson of the Mediterranean Contact Group; and by H.E. Ambassador Marc Perrin de Brichambaut, Secretary General of the OSCE.

In his keynote address, Assistant Foreign Minister Louza expressed his confidence that the recommendations stemming from the conference would contribute to fostering security, stability and development in the Mediterranean region. He welcomed the representatives of the Palestinian National Authority as guests of the host country and reiterated his government's support for the PNA's application to become a Partner for Co-operation. Egypt's relationship with the OSCE originated in the Helsinki process and in Egypt's conviction of the interdependence of European and Mediterranean security.

The security of the Mediterranean region faced serious challenges, and the Arab-Israeli conflict remained the overarching source of tension and instability in the Middle East.

The 2009 Mediterranean Conference would be addressing some of the common threats and challenges confronting Europe and the Mediterranean in the three dimensions. Egypt looked forward to an open and fruitful discussion and welcomed the spirit of genuine co-operation that had been shown by a number of delegations in bringing forward the OSCE's Mediterranean dialogue. In this connection, the initiative by Kazakhstan to prioritize areas to be addressed through the Partnership Fund was welcome. Similarly, Kazakhstan's offer to host a high-level conference on tolerance and non-discrimination in 2010 was supported, as was the work of the three OSCE representatives on tolerance-related issues. Finally, Egypt supported and followed with interest the Corfu Process, and welcomed the decision of the Athens Ministerial Council to extend an invitation to the Mediterranean Partners to contribute to the process.

In her opening remarks, Ambassador Marinaki, Chairperson of the Permanent Council, thanked the Government of Egypt for hosting the OSCE Mediterranean Conference for the fifth time. This was also the second time that the Conference had been held in its upgraded format. In 2009, as holder of the OSCE Chairmanship, Greece had decided to give further impetus to the OSCE's Mediterranean dimension, and had appointed Professor Sotiris Roussos as Personal Representative of the OSCE Chairperson-in-Office for the Mediterranean Partners for Co-operation.

The OSCE's work in 2009 had been characterized by a renewed high-level European security dialogue in the framework of the Corfu Process, leading to the landmark declaration and decision adopted at the Athens Ministerial Council. Both documents had recognized the considerable progress that had been achieved by the informal discussion, while acknowledging that most of the hard work still lay ahead. The Ministers had also made



reference to the need to involve Partners for Co-operation in the next stage of the Corfu Process in 2010. Ambassador Marinaki then highlighted the Athens decisions that had the most direct relevance to the Mediterranean Partners, including: the decision on holding a high-level OSCE conference on tolerance and non-discrimination; the decisions on further OSCE efforts to address transnational threats and challenges to security and stability, both of which contained provisions specifically addressed to Partners for Co-operation; and the decision on further enhancing OSCE police-related activities..

Turning to the conference's agenda, Ambassador Marinaki noted that the OSCE *acquis* in the politico-military dimension was an important cornerstone of co-operative security and was based on openness, transparency and predictability. An exchange of best practices in this domain would surely be mutually enriching.

The scope and complexity of international migration had increased in the last years. Taking full account of the cross-dimensional aspects of migration was crucial in dealing with this phenomenon. These aspects had been extensively discussed at the 17th Economic and Environmental Forum.

Last but not least, the achievements of the previous few years in deepening dialogue with the Mediterranean Partners had been tangible and effective, but there was now a need for reflection on what had worked and what had not, and on the potential achievements of the near future. On the question of granting the status of OSCE Partner for Co-operation to the Palestinian National Authority, the previous year's lack of consensus unfortunately remained, although Greece supported ad hoc interaction with the PNA of the kind represented by its participation as guest of the host country at the OSCE Mediterranean Conference.

Mr. Yerbolat Sembayev, Deputy Head of the OSCE Department in the Ministry of Foreign Affairs of the Republic of Kazakhstan, also thanked the Government of Egypt for hosting the OSCE's annual conference with its Mediterranean Partners. The OSCE Mediterranean Partnership had witnessed a very intense year in 2009, full of lively debate and new and refreshing ideas. In preparing for the 2010 OSCE Chairmanship, Kazakhstan would continue to keep an interested eye on the Partners for Co-operation.

In the Declaration on the Corfu Process, the offer by Kazakhstan to host an OSCE summit in 2010 had been noted with interest by the OSCE Ministers. In taking over the OSCE Chairmanship, Kazakhstan saw it as its first task to conduct solid consultations to determine the extent of progress on the OSCE agenda.

Mr. Sembayev further highlighted Ministerial Council Decision No. 10/09, on the organization of a high-level conference on tolerance and non-discrimination in Astana in 2010. Kazakhstan had made tolerance and non-discrimination a major priority in its foreign policy, and for this reason had organized in July a special seminar for Mediterranean Partners in Astana. There were now sadly too many occurrences of a large number of worrying phenomena: anti-Semitism, discrimination against Muslims and against Christians and the related phenomena of violent and xenophobic attacks, deterioration of public and political discourse, increased tensions among different communities in society, marginalization of migrants and their families, and the desecration of places of religious worship and cemeteries.

Promoting security and co-operation in the OSCE area also meant promoting societies at peace with themselves, with their neighbours, and with members of different national, ethnic and cultural backgrounds.

The year 2009 had been intensive and exciting for Kazakhstan, the first Asian country to chair the Mediterranean Contact Group. Kazakhstan had based its work on four pillars: 1) cross-dimensionality; 2) relevance to the Mediterranean region and the issues of importance to it; 3) relevance also to the OSCE participating States; and 4) being conducive to dialogue and fruitful exchanges of experiences and ideas.

Finally, to facilitate the follow-up to the Cairo conference, Kazakhstan would be starting a practice of identifying the three most relevant and realistic proposals arising from the debate, to be prioritized for follow-up in 2010 under the guidance of the incoming Lithuanian Chair of the Contact Group.

In his opening remarks, the Secretary General thanked the Government of Egypt for its hospitality and excellent organization of the Conference. He noted the symbolic character of the Conference, which was evident first of all in the innovative approach followed by the Kazakh Chair of the Contact Group in introducing a concrete mechanism for the follow-up to its recommendations, and secondly because in its location, the same as that of the first annual Mediterranean Seminar in 1995.

The three major themes to be addressed by the Conference followed the OSCE's three-dimensional approach. The fortnightly meetings in the Corfu Process had prioritized issues related to conflict prevention and resolution. While the events in Georgia in 2008 confirmed that the absence of armed conflict in Europe could not be taken for granted, conflict prevention and resolution remained also an essential aspect of security in the Middle East. In this respect, a culture of exchange of best practices was essential, as was the OSCE's *acquis* in confidence- and security-building measures (CSBMs), which could be a source of inspiration for the Mediterranean.

Recalling the Cairo Seminar of 1995, he noted that its conclusions still remained relevant. Notably, it was useful to emphasize the importance of the two aspects of CSBMs, the military and the non-military, the non-military component having started to play a qualitatively new role. Fourteen years later, this view was now consolidated, and confidence-building was considered a key element in every conflict prevention and conflict resolution effort.

The past year had been marked by the effects on migration of a serious economic and financial crisis. The impact could be seen in reduced remittance transfers and increased job losses among migrants, and also in increased discrimination and intolerance. The Athens Ministerial Council had adopted a decision on migration management, requesting that the OSCE provide a broad regional platform for dialogue on migration and security issues.

In 2006, the OSCE had also produced the *Handbook on Establishing Effective Labour Migration Policies in Countries of Origin and Destination*, a Mediterranean version of which was published in Arabic at the end of 2006 and in French in 2009. Furthermore, the OSCE had been working with the International Organization for Migration to produce a comprehensive set of training materials for capacity-building on labour migration issues and had paid special attention to gender-sensitive labour migration policies, publishing a guide on this topic.

The dialogue with the Mediterranean Partners had deepened considerably in 2009, thanks to the efforts of the Kazakh chairmanship of the Contact Group and the Greek Chairmanship of the OSCE. This was achieved, for example, through the appointment for the first time of a Personal Representative of the Chairman-in-Office for the Mediterranean Partners and through the decision by Kazakhstan to introduce a follow-up mechanism for the Conference's recommendations. Other initiatives in 2009 had been aimed at streamlining and prioritizing areas to be addressed through the Partnership Fund, with the necessary guidance being provided to the Secretary General as manager of the Fund.

### **3 Reports by session rapporteurs**

#### **3.1 Session 1: Politico-military aspects of security in the OSCE area and the Mediterranean, with a particular focus on “exchange of best practices on conflict prevention and resolution”**

##### *Report by Mr. M. Luan Nguyen, Permanent Representation of France to the OSCE*

Co-moderator Ambassador Cliff pointed out that the OSCE had developed valuable expertise on crisis prevention and conflict resolution, especially on protracted conflicts. None of the protracted conflicts had been solved but incremental progress had recently been made.

The first speaker, Pascal Heyman, pointed out that conflict prevention and resolution were high on the agenda of the OSCE. Since its foundation, the OSCE had developed a unique conflict prevention and resolution expertise through constant political dialogue, dedicated mechanisms of crisis management such as special/personal representatives of the Chairman-in-Office, fact-finding missions, the Conflict Prevention Centre, confidence- and security-building measures (CSBMs), and the establishment of field operations with ad hoc mandates. Nonetheless, the political willingness of the participating States and of the parties in a conflict situation was essential for efforts at conflict resolution to be effective.

Ambassador Molnar, the second speaker in the panel, added that transnational or multidimensional threats had destabilizing consequences that could result in armed conflicts. Therefore, participating States and the OSCE were striving to address them as a matter of priority: fundamental documents such as the Maastricht Strategy and action plans had been designed, and relevant decisions had been adopted in Madrid and more recently in Athens on transnational threats, the fight against terrorism and police-related activities. The OSCE had provided participating States in post-conflict situations with effective capacity-building programmes.

The last speaker in the panel, Professor Elwi Saif, gave an exhaustive presentation on Egypt’s political and military security concerns and on the numerous challenges to its national security: the unresolved conflict between Palestine and Israel, Iran’s regional and nuclear ambitions, water shortages, the political situations in Iraq and Afghanistan, and the proliferation of weapons of mass destruction in the Middle East.

Co-moderator Ambassador Feroukhi underlined the difficulties in developing effective security mechanisms due to the absence of a dedicated institutional forum in the Mediterranean region. The issue of confidence-building measures on security had been discussed at the 2008 Mediterranean Conference in Amman, at which it had been concluded that confidence-building measures should be encouraged as a first step based on a realistic and progressive approach. For example, this could be achieved initially through dialogue between members of civil society and the academic community. Ambassador Feroukhi added that a just resolution of conflicts, notably in the Middle East, better protection of the environment, and work to counteract discrimination against Muslims were vital for the stability and security of the Mediterranean region.

All delegations welcomed the decision recently adopted in Athens on furthering the Corfu Process. The points of view and analysis of the Partners for Co-operation were welcome and could contribute positively to the debates.

An interactive debate took place on the security issues across the OSCE area and in the Mediterranean region. The question of the possible enlargement of the Partnership to include the Palestinian National Authority was raised: some delegations advocated the inclusion of the PNA in the Partnership in order to strengthen the security dialogue on common issues. Other delegations stated that such an enlargement would be difficult on account of the fact that the OSCE was, in their view, first and foremost a State-based organization.

Some delegations stated that the Partnership Fund had proved to be an effective tool for enhancing the Mediterranean Partnership and could be further used to increase the culture of co-operation; the OSCE could also serve as a clearing house on water issues.

Other delegations stressed the necessity for the OSCE to find synergies and to co-ordinate its activities with the different relevant international and regional organizations.

Some delegations underlined that it was still the ambition of the participating States to provide a maximum guarantee of security. Ambassador Cliff highlighted the significance of the Declaration on non-proliferation adopted in Athens.

The conclusions, as adopted by the co-moderators, were the following:

- The CSBMs and early warning mechanisms developed in the framework of the OSCE could serve as a model and help foster co-operation and confidence in the Mediterranean region;
- The participation of the Partners in the informal consultations of the Corfu Process would contribute to enhancing the Mediterranean Partnership and the mutual knowledge-sharing needed for the better addressing of security challenges;
- The importance of a gradual approach was highlighted, starting with concrete and achievable objectives and initiatives. The longer-term goal could be the establishment of a Mediterranean conflict prevention centre, of regional codes of conduct, and of a common transparency policy to enhance dialogue and co-operation.

### **3.2 Session 2: Implications of the current economic and financial crisis on migration**

#### ***Report by Ms. Veronika Schöhl, Permanent Representation of Belgium to the OSCE***

The Moderator, Mr. Damjan Bergant, introduced the topic by explaining that the global economic and financial crisis was having an impact on migration and development, jeopardizing potential benefits to the development of countries of origin and posing a risk to security.

The Moderator outlined the following topics of the session:

- Migration policies within the context of co-operation between the OSCE and the Mediterranean Partners, including integration and development;
- Dialogue on how to prevent and combat illegal migration, including through regional co operation;
- International and regional co-operation on preventing and fighting trafficking in human beings, including trafficking for forced labour;
- Protecting human rights and fundamental freedoms with respect to migrants, including through combating hate crimes;
- The role of migrants in promoting tolerance and non-discrimination.

The first speaker, Ambassador Omar Zniber, focused on various aspects of the impact of the crisis on migrants and development. He noted a strong link between migration and security, stating that the OSCE was now better equipped to effectively address migration management policies in order to enhance the common security of participating States and Partners. Consultations on migration within the Corfu Process would therefore be advisable. Ambassador Zniber welcomed the Athens Ministerial Council decision on migration management (MC.DEC/5/09), stating that the OSCE should continue its valuable work in this area, which included facilitating dialogue and the exchange of best practices and fighting discrimination against migrants.

Ambassador Zniber pointed out that the consequences of the crisis made migrants even more vulnerable, as they now faced stigmatization, discrimination, social precariousness and juridical fragility. Less well-qualified migrants occupying traditionally sensitive sectors were particularly severely affected. They were marginalized and excluded from the working markets and were the first to be affected by job loss in destination countries. Government policies did not take into account the impact of the crisis. He underlined the need to measure the impact of the crisis on immigrants and on countries of origin and destination. Decreasing remittances (by 10 to 15% in 2009 according to the World Bank) were a destabilizing factor, impacting on countries of origins particularly dependent on revenues from abroad, such as Morocco. Declining incomes earned by migrants increased illegal migration, posing security problems. Policies needed to be informed by a long-term vision for migration management that took into consideration major trends such as shrinking and aging societies in developed countries and growing populations in the developing world, which would provide most of the work force in the future.

It was concluded that the economic and financial crisis increased the risk of poverty for migrants in their countries of destination and for their families in the countries of origin; and that there was a direct link between poverty and security.

Recommendations for the OSCE and the Partners:

- Setting up a working group on migration management and related security aspects in the framework of the Mediterranean Partnership;
- Need for a multi-dimensional and long-term approach on migration management;
- Effects of the crisis should be minimized through better integration policies and better protection mechanisms for migrants during the crisis;
- Need for sustainable policies on illegal and legal migration to reduce impacts of the crisis on migration, taking into consideration gender aspects, demographic and economic pressures, and the role of migrants in curbing negative aspects of the crisis;
- Policies should boost the developmental impact of migration, notably through long-term investments for migrants, involving the banking sector;
- Awareness-raising and exchange of information to spread a positive notion of migration: migrants can constitute an asset during the crisis;
- Partnerships and regional co-operation between all responsible parties, countries of origin, transit and destination, civil society and the private sector, including exchange of best practices;
- Shared governance for effectively managed legal migration, including seasonal and circular migration schemes;
- Need for reintegration programmes, training, and the better use of migrants' skills, making full use of diaspora organization;
- Protecting human rights of migrants and their families, informing them about their social and political rights and rights to information and legal aid, and targeting root causes of migration;
- Fighting the “merchandization of migration”.

Ms. Rebecca Bardach, Director, Center for International Migration and Integration, American Jewish Joint Distribution Committee, concentrated on migration management policies in Israel, including those concerned with trafficking in human beings.

Until the 1990s most immigration to Israel had concerned Jews migrating to Israel for reasons of security, economics or ideology. Only in the last two decades had Israel seen a significant increase in migration flows across its borders. This presented challenges to the Government to manage migration and deal with large numbers of refugees and asylum seekers and labour migrants, in addition to human smuggling and trafficking. Until recently, Israeli law and policy targeting these groups had generally been ad hoc. However, in order to adequately address the range of flows, the Government had gradually developed laws, policies, services and procedures in close co-operation with expert organizations and NGOs.

Regarding legal migration, social and legal measures had been provided to protect the rights of migrant workers. Nonetheless, some migrants were continuing to suffer under exploitative working and living conditions. While the fight against trafficking for sexual exploitation had resulted in marked progress, efforts to combat labour trafficking were still in their infancy. The identification of labour trafficking victims remained one of the major challenges, most victims remaining unidentified due to their lack of skills and awareness. The Government had conducted gender- and child-friendly training courses on how to cope with the problems

of screening, identifying and protecting victims. Another challenge was to develop cultural competence in law enforcement officials dealing with human trafficking crimes. In the new Israeli anti-trafficking legislation, victims of crimes related to labour trafficking were entitled to receive assistance similar to that received by victims of trafficking for sexual exploitation. High and often illegal fees (EUR 2,000-10,000) charged by recruitment agencies made migrant workers vulnerable to trafficking and debt bondage. Efforts were under way to implement bilateral labour agreements with major sending countries, curb recruitment abuses, target labour migration programs, and fight irregular migration. Adequate refugee status determination and cross-cultural communications skills were of primary importance. NGOs played a central role in addressing need of asylum-seekers. The Government granted the option of assisted voluntary return.

Recommendations:

- The OSCE is an important forum for the exchange of expertise and capacity-building tools;
- Policies should address and raise awareness of the problem of irregular recruitment practices;
- Need for co-operation on the regional level and at the bilateral level with countries of origin on sharing information, co-ordination, border controls, addressing the humanitarian needs of migrants for their personal and economic security;
- Need for culturally sensitive tools for law enforcement officials dealing with victims;
- Enhancing the protection of victims of trafficking, sexual exploitation or forced labour;
- Reducing risks of recruitment abuses; improving assistance, shelter, education, vocational training, and the identification of victims; improving the protection of victims, prosecution and criminalization;
- Protection of vulnerable groups such as women and children;
- Improving the reception and registration of refugees, including assisted voluntary return.

Other participants underlined that together with the Mediterranean Partners the OSCE should serve as a broad regional platform for a co-ordinated dialogue on migration. Migration encompassed security, economic and human aspects and was thus well placed to be dealt with at the OSCE. The OSCE should find links between migration and security and environmental matters. Some representatives presented their own countries' experience of managed migration, including circular migration schemes. It was agreed that a comprehensive strategy on preventing cross-border trafficking should be developed, including businesses in the fight against trafficking and taking into account factors associated with demand.



### 3.3 Session 3: Prospects for OSCE-Mediterranean co-operation

*Report by Ms. Rita Marascalchi, External Co-operation Officer, OSCE Secretariat*

Session 3 was devoted to discussing the prospects for OSCE-Mediterranean co-operation, focusing on two main issues: firstly, a review of the achievements and ways to improve the dialogue and co-operation between participating States and the Mediterranean Partners, including an exchange of views on proposals for the expansion of the Mediterranean partnership; and secondly, effective follow-up to the Ministerial Declaration on the Partners for Co-operation, and the recommendations of previous Mediterranean seminars and conferences.

The first speaker, Ambassador Makram Queisi, Permanent Representative of Jordan to the OSCE, presented some areas of possible co-operation that could potentially improve the relationship between the OSCE and the Mediterranean region. He noted that co-operation could usefully be enhanced on issues related to environmental aspects of security, such as soil erosion, desertification and water management, suggesting the possibility of creating an environmental data collection centre in the Mediterranean region. Secondly, he suggested that the OSCE and the Mediterranean Partners could co-operate on border security, including measures to combat terrorism, trafficking in illicit drugs, and trafficking in human beings. He also referred to possible co-operation with the Regional Counter-Terrorism Training Centre established by Jordan. Thirdly, he emphasized the importance of continuing co-operation on tolerance and non-discrimination and on combating discrimination against Muslims. Additionally, he underlined the significance of involving OSCE Partners for Co-operation in the Corfu Process, and expressed his support for the granting of Partner status to the Palestinian National Authority, both as a confidence-building measure and in order to reflect the impact of the Middle East situation on European security. In conclusion, he stressed the need for concrete implementation of recommendations expressed at the annual conferences and proposed nuclear non-proliferation as a further area where dialogue and co-operation between the OSCE and the Partners for Co-operation might be improved.

The second speaker, Mr. Agustin Nuñez Martínez, Deputy Head of Mission of the Permanent Mission of Spain to the OSCE, provided an overview of the developments and results of OSCE-Mediterranean co-operation, including: the increasing participation of Mediterranean Partners in the OSCE's activities; the development of a more structured dialogue; the increased participation by the Partners for Co-operation at meetings of the Permanent Council and of the Forum for Security Co-operation; the establishment of the Partnership Fund; the Madrid Declaration on the Partners for Co-operation; the appointment of and contribution by the Personal Representative of the Chairperson-in-Office for the Mediterranean Partners; and recent examples of concrete co-operation in the areas of countering terrorism, promoting tolerance and non-discrimination, freedom of the media, and border management. He also referred to relevant decisions of the Athens Ministerial Council and emphasized the importance of having a strategic vision, expressing his appreciation for the initiative of the Kazakh Chair of the Mediterranean Contact Group regarding the identification of three priority areas for developing projects to be financed by the Partnership Fund. He presented some reflections on the impact of the political situation in the Middle East on the OSCE Mediterranean dialogue and on the opportunities that enlarging the Partnership to include the Palestinian National Authority could generate, recalling the two Spanish food-for-thought papers on the subject circulated in 2008.

During the general debate, participants addressed four main aspects of the OSCE Mediterranean Partnership: the status of the Partnership and the results achieved; proposals of areas for further co-operation; suggested procedural improvements; and the issue of the possible enlargement of the Partnership.

Participants gave a positive assessment of the present status of the OSCE Mediterranean Partnership, praising in particular the establishment and use of the Partnership Fund, the appointment of the Personal Representative of the Chairman-in-Office for the Mediterranean Partners, the parliamentary dimension, and the upcoming involvement of the Partners for Co-operation in the Corfu Process.

Participants also proposed that co-operation should be enhanced in the following areas: tolerance and non-discrimination, freedom of the media, gender, combating trafficking in human beings, energy security, security aspects of climate changes, water management, fighting corruption, drug trafficking and terrorism. In connection with terrorism, it was proposed that the adoption of international norms preventing the payment of ransom should be promoted. The fostering of democratic governance through the increased involvement of NGOs with a stronger role being played by the ODIHR was repeatedly referred to as an essential element of peace. Support was also expressed for the special involvement of the ODIHR and NGOs in the area of tolerance and non-discrimination. The decisions of the Athens Ministerial Council on transnational threats and migration were repeatedly referred to as providing a good basis for joint work. It was also suggested that co-operation with other regional institutions and organizations should be increased, in particular in the framework of the Alliance of Civilizations. The work of the Personal Representatives on tolerance-related issues was repeatedly praised. One participant stressed the need to work on confidence-building measures in the Mediterranean, suggesting starting with co-operation among research institutes.

On the subject of procedures, some participants proposed that regular reports on the work of the Contact Group should be presented to the Permanent Council, and that consideration should be given to the possibility of rotating the hosting of the annual Mediterranean Conferences between Partners and participating States and to the creation of targeted working groups on issues such as migration, tolerance and non-discrimination, and combating trafficking in human beings. Participants also called for the setting up of a system for the effective follow-up of recommendations.

In relation to the question of enlarging the Mediterranean Partnership, some participants expressed support for the granting of Partner status to the Palestinian National Authority (PNA) as a confidence-building measure that would be conducive to dialogue and peace, pointing to the contribution that the OSCE could make to peace in the human dimension and the field of election issues. Other participants pointed out that Partnership status could be granted only to States and considered the issue as premature or as having a potential to create precedents for other entities.

In his concluding remarks, the Moderator thanked all the speakers and all the participants who had contributed to the discussion. He noted that, as it prepared to take over the Chair of the Mediterranean Contact Group, Lithuania had gathered plenty of useful information and ideas on how to prioritize the Group's work. He then highlighted the major issues that had emerged from the discussion.

With regard to the PNA's application to become a Partner for Co-operation, he noted that the issue could not be solved at the Conference and would require more thought.

In conclusion, he noted that many calls had been made for the elaboration of a road map for the OSCE Mediterranean Partnership, and stressed that Lithuania was ready to stimulate a serious debate on this subject in 2010, with a review being made of previous recommendations made both at the level of the Contact Group and also at previous Mediterranean Conferences.

## **4 Summary of the closing session**

### ***Report by Fabrizio Scarpa, OSCE Secretariat***

The Session was chaired by H.E. Ambassador Renatas Norkus, Permanent Representative of Lithuania to the OSCE. Concluding remarks were delivered by H.E. Ambassador Ehab Fawzy, Permanent Representative of Egypt to the OSCE, and H.E. Ambassador Kairat Abdrakhmanov, Chairman of the Contact Group with the Mediterranean Partners for Co-operation.

Ambassador Fawzy stressed that the Conference's main aim had been to discuss current challenges facing the security of the OSCE and its Mediterranean Partners in the three dimensions of security and ways and means to enhance the co-operation between the OSCE and its Mediterranean Partners.

Discussion in the first session had revealed both the vast range of politico-military aspects of security in the OSCE and the Mediterranean and also of experiences in the areas of conflict prevention and resolution and of confidence- and security-building measures (CSBMs). The OSCE's experience in this field could potentially serve as a model for the Mediterranean, provided there was a genuine collective will to confront the serious issues and common threats facing the Mediterranean region.

The second session had explored many aspects of migration, including migration policies, combating illegal migration, including the linkages between migration and the fight against trafficking in human beings, trafficking of forced labour, and the influence of the current international financial crisis on migration. The session had also explored issues pertaining to the human dimension, notably ways to protect human rights and fundamental freedoms of migrants.

The last session had focused on the future of the OSCE's dialogue with the Mediterranean Partners. The deliberations would give momentum for concrete action in the future and promote openness and flexibility. The different proposals and recommendations emanating from the session would be useful on the long but promising road ahead of both the OSCE and its Mediterranean Partners.

Ambassador Abdrakhmanov noted that chairing a group focusing on the Mediterranean had had special importance for Kazakhstan in that it revived old historical memories going back to the roots of its history.

He noted with pleasure that the effort to rationalize the list of speakers in each session to allow for more interaction had led to a very productive, interactive and stimulating debate. Throughout the discussions there had been recurrent remarks suggesting a demand for more concreteness and long-term strategy in the Mediterranean dialogue. This confirmed a trend that had characterized the work in Vienna during the year, which had been translated into three priority areas for developing three specific projects under the umbrella of the Partnership Fund.

The debate on conflict prevention in the OSCE and the Mediterranean had been open and lively, with many comments about how the OSCE's model could be an inspiring one for the Middle East region. Although there were clear differences between the situations in the two

regions, most participants agreed that the OSCE's experience provided a good model on which security, and ultimately peace, in the Middle East could be based.

Many had suggested moving forward gradually in the sphere of CSBMs, focusing first on a number of concrete and achievable deliverables in order to build stepping stones for further developments. At the same time, however, it had been emphasized that security was not limited to the politico-military sphere but was comprehensive in nature, thus involving all dimensions of the OSCE's work. Sharing best practices and lessons learned would provide an excellent starting point from which to prioritize work in 2010.

With regard to the Corfu Process, the Partners for Co-operation remained fully interested and there was scope for a fruitful exchange of experience in this context in the future.

The second session had seen a lively and stimulating debate on migration management and the impact of the financial and economic crisis. If well managed, orderly and legal, international migration could bring significant socio-economic and cultural benefits to countries of origin and destination, as well as to the migrants themselves. Migrants' savings, remittances and acquired skills could have a profound impact on development in their countries of origin if well supported and put to good use.

However, the rapid increase in migration flows witnessed in the last few years had presented a number of challenges and security concerns. Migration had become multi-dimensional both in terms of the flows and also in terms of the specific forms of migration and interlinked phenomena. The preventing of illegal migration, notably through smuggling, and the combating of trafficking in human beings for the purposes of sexual exploitation and labour exploitation remained of great concern to all, as did the alarming rise in aggressive xenophobia directed at migrants and members of minority communities. There was still a long way to go in educating people in the importance of tolerance and respect for others and in the principle that difference is not a threat to society but an asset.

The OSCE as an organization had already given due prominence to the question of migration management in the Mediterranean context by bringing out a Mediterranean edition of the *Handbook on Establishing Effective Labour Migration Policies*, which had been translated both into Arabic and French.

One good proposal made concerned the use of the regional platform for dialogue on migration and security issues, as indicated in the new Ministerial Decision on Migration Management, for the exchange of information, experience and best practices on migrant savings and remittances as potential contributors to socio-economic development in countries of origin, and for the wider use of bilateral agreements. The suggestion made for specific training programmes on gender-sensitive labour migration policies could be considered as incorporated into activities already planned by the relevant OSCE structures.

Finally, many good ideas had been expressed on how to strengthen the Mediterranean dialogue, which was, like OSCE activities generally, constantly in progress. The challenges common to the OSCE and the Mediterranean region were multiple and complex. Seriously pressing concerns that required concerted efforts ranged from terrorism through illegal migration, rising intolerance and trafficking in illicit narcotics, weapons and human beings to economic and environmental issues and the promotion of gender equality, women's

participation in public life and media freedom. Work had already started on rationalizing the use of the Partnership Fund to address some burning questions.

What had emerged from discussion during the third session, however, was that tolerance and non-discrimination should be at the centre of work in 2010. The prospect of the Astana high-level conference was very well received by the Mediterranean Partners. Many calls were made for the establishment of a follow-up mechanism to the annual Mediterranean conferences; in early 2010, the time would be ripe for the collecting and consolidating of the most important proposals stemming from the last few Mediterranean Conferences and the Contact Group, and for common decisions to be made on how precisely to translate these recommendations into concrete action.

The question of making the Palestinian National Authority a Partner for Co-operation had also been debated. The major questions were whether its participation would be beneficial to the Middle East peace process and whether it was provided for by the OSCE's rules of procedure. Unfortunately, consensus was far from being achieved. However, it was agreed that there was merit in the kind of ad hoc co-operation exemplified by the PNA's participation in the annual Mediterranean Conference.

## 5 List of participants

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Professor Sotiris Roussos

### ***Chairman-in-Office Representatives to promote tolerance***

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