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Economic and Social Commission for Western Asia

REPORT

EXPERT GROUP MEETING ON INTERNATIONAL MIGRATION AND DEVELOPMENT IN THE ARAB REGION: CHALLENGES AND OPPORTUNITIES BEIRUT, 15-17 MAY 2006

Summary

Pursuant to the decision made at its fifty-eighth session by the United Nations General Assembly to convene a high-level dialogue on international migration and development in the course of its sixty-first session in September 2006, the Population and Development Team of the Economic and Social Commission for Western Asia (ESCWA), in cooperation with the Population Division of the United Nations Department of Economic and Social Affairs, New York, convened the Expert Group Meeting on International Migration and Development in the Arab Region: Challenges and Opportunities, which was held in Beirut from 15 to 17 May 2006. This report comprises an executive summary of meeting topics, most significant issues discussed and suggestions made by participants.

The meeting considered the multi-dimensional aspects of international migration and its central role in the development of labour-sending and -receiving countries, and concluded by reviewing the most significant outcomes of the background papers and discussions. Participants emphasized the importance of developing a regional dialogue on international migration and development in order to formulate balanced policies that will enable countries to benefit from the developmental gains of migration and minimize its negative repercussions.

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Introduction

- 1. In cooperation with the Population Division of the United Nations Department of Economic and Social Affairs, New York, the ESCWA Population and Development Team held the Expert Group Meeting on International Migration and Development in the Arab Region: Challenges and Opportunities in Beirut from 15 to 17 May 2006.
- 2. ESCWA convened that meeting in recognition of the crucial role in and impact of migration on the national and regional arenas and the synergic relation between migration and development, and pursuant to General Assembly resolution 58/208 of 23 December 2003 concerning the organization of a high-level dialogue on international migration and development in New York on 14 and 15 September 2006, with a view to discussing the multidimensional aspects of international migration and development in order to identify appropriate ways and means of minimizing its negative repercussions and maximizing its developmental benefits.
- 3. The Expert Group Meeting discussed the challenges and opportunities presented by international migration and considered the possibility of establishing a regional dialogue in order to organize and manage migration as part of a balanced regional and international socio-economic development framework. Participants focused on the contradictions and weaknesses inherent in current migration policies in the Arab countries and on how such policies compound the challenges faced by those countries in achieving internationally agreed development goals. They also studied the links between labour migration and youth employment in the Gulf Cooperation Council States (GCC) given the shortcomings of national capacity in formulating and implementing coherent migration policies at a time when those countries are expected to experience a phase of demographic transition and a demographic window of opportunity which could positively affect the development process.
- 4. Against that background, the Meeting aimed to achieve the following goals:
 - (a) To monitor the impact of international migration on socio-economic development;
- (b) To assess policy responses to migration and the steps that must be taken in order to enhance the implementation of regional and international agreements;
- (c) To extract lessons learned and successful experiences of migration by labour-sending and -receiving countries;
- (d) To define a prospective framework for regional policies that will enable countries to benefit from migration and manage its challenges.

I. RECOMMENDATIONS

5. The working papers presented to the Meeting and the subsequent discussions resulted in a range of recommendations on regional migration which are set forth below under six main headings.

A. DATA AND INFORMATION ON MIGRATION IN THE REGION

- 6. Participants recommended the following measures to be taken with regard to data and information on regional migration:
 - (a) The quality of data on international migration should be improved as follows:
 - (i) Data on immigrants to the Arab region should be published according to nationality, residence and occupation;

- (ii) Whenever possible, data from labour-sending and -receiving countries should be harmonized. A mechanism for the exchange and monitoring of such data should be created;
- (iii) Migration data based on place of birth should be reviewed and supplemented by data according to nationality;
- (iv) Whenever possible, the statistical methods adopted by the United Nations should also be adopted at country level in estimating international migration, in order to facilitate international comparisons;
- (v) A case study should be undertaken on temporary migration to the GCC States, using international definitions of migration;
- (b) Both labour-sending and -receiving countries should be called upon to conduct research and surveys in order to update information on migration, migration trends and development and migrant profiles;
- (c) Efforts should be made to disseminate accurate, timely migration data and information in the Arab and, in particular, the ESCWA region;
 - (d) Data on refugees in the region should be studied in order to address overlap with migration data.

B. CAPACITY-BUILDING OF NATIONAL AND REGIONAL MIGRATION BODIES

- 7. The recommendations made by participants on measures to be taken in relation to the capacity-building of national and regional migration bodies are set forth below:
- (a) National migration bodies should be supported in monitoring migration trends and improving the management of migration and promulgating employment legislation to cover all types of migrants;
- (b) Support should be given to national research efforts and to the capacity-building of research centres and universities that are or may be concerned with migration;
- (c) The countries of the region should exchange expertise in the management of migration. They should also exchange training opportunities and information, particularly on e-applications for the monitoring of data on migration and migration trends;
- (d) A regional or sub-regional centre should be established for the study of migration, in the Arab Mashreq, in particular, and linked to similar international research centres in Europe and North America.

C. THE ARAB BRAIN DRAIN, TO EUROPE AND NORTH AMERICA IN PARTICULAR

- 8. The recommendations made by participants on measures be taken in relation to the Arab brain drain, to Europe and North America in particular, are set forth below:
- (a) A case-by-case study should be undertaken on trends in respect of the brain drain in order to avoid generalization; its challenges and benefits should be identified; and attention should be paid to the administrative, social, political and economic causes for such migration;
- (b) Consideration should be given to methods and policies for keeping skilled migrants in their countries of origin by integrating them into national development projects, paying particular attention to the following:

- (i) Tangible cultural, educational, legal and travel services should be provided to skilled migrants, wherever they reside, and to members of their families and, in particular, their children:
- (ii) Universities, research centres and other specialized organizations should continue to have academic outreach with skilled migrants;
- (iii) Skilled migrants should be encouraged to invest in their countries and, in particular, in the fields of research, education, health and information technologies;
- (c) The establishment of national and regional occupational associations should be promoted. Cooperation with such associations should be facilitated not only within the country of origin but in the region as whole. Directories of such associations should be prepared for the use of countries in the region;
- (d) Attention should be paid to second- and third-generation children of skilled migrants and a study should be undertaken on how to regain national rights as nationality and political participation.

D. MAXIMIZING THE IMPACT OF REMITTANCES ON DEVELOPMENT

- 9. Participant recommendations on measures to be taken in order to maximize the impact of remittances on development are set forth below. Official monetary transfers should be encouraged by means of the following:
 - (a) Fair, if not promotional, exchange and deposit interest rates should be instated;
- (b) A broad and competitive banking network should be developed in countries to which remittances of migrant presence are transferred and should be expanded to cover all areas;
- (c) Agreements should be reached between national banks and similar organizations in remittancesending countries in order to minimize the cost of remittances and ensure rapid and safe transfer procedures;
- (d) Arab development funds should participate in the study of remittances and the cost thereof, areas of expenditure or saving, and the priorities of migrants and their children;
- (e) Local investment should be encouraged through participation in the funding of local projects, the facilitation of group remittances and the involvement of migrant associations in local development.

E. DEVELOPMENT OF THE MIGRATION POLICIES OF LABOUR-SENDING AND-RECEIVING COUNTRIES IN THE REGION

- 10. The recommendations made by participants on measures to be taken in order to develop the migration policies of labour-sending and -receiving countries are set forth below:
- (a) Long-term migration policies should be developed for the Arab host countries. Such policies should be integrated with economic development goals be in harmony with social aspirations, meet demographic and cultural security goals, and be compatible with tripartite, namely, Government, employer and employee, interests. They should also be linked to national education and employment efforts. Such policies should include the following:
 - (i) Attention to training and the fundamental reform of the education system;
 - (ii) Economic restructuring, paying attention to productivity and the reduction of choice, particularly in relation to the new economy and its dependence on intensive capital and knowledge;

- (iii) A review of employment legislation to ensure that it is consistent with international labour and human rights standards;
- (iv) Promoting the economic and social role of female nationals;
- (v) Research means of ensuring integration and transparency in the granting of nationality;
- (b) The policies of Arab labour-sending countries should be developed in order to make them long-term and integrated with socio-economic development goals, in order to ensure that migrants are no longer considered as a source of foreign currency remittances but as citizens owed due attention, opportunities for political participation, cultural welfare and legal protection, who are placed in a suitable position within the interests of the host country. That includes provision of the following:
 - (i) Educational and cultural services, for the children of migrants in particular;
 - (ii) Programmes to link migrants to their countries in terms of culture, tourism and investment;
 - (iii) Support for organizations concerned with migrants, both administratively and politically;
 - (iv) Development of local migrant communities in order to facilitate their integration and their investment therein;
 - (v) Placement of programmes of return prospects.

F. REGIONAL COOPERATION IN THE FIELD OF MIGRATION

- 11. The recommendations made by participants for measures to be taken related to regional cooperation on migration are set forth below:
- (a) A mechanism should be developed for systematic dialogue and consultation between laboursending and -receiving countries in the region, Arab host countries and Asian countries and Arab laboursending and European host countries. Use should be made of existing structures and treaties between those parties. ESCWA should play a facilitating and organizing role in that mechanism in the region;
- (b) Encouragement should be given to the establishment of a centre for the study of migration in the ESCWA region, or at least in the GCC countries, which would undertake research, coordinate migration data and study appropriate migration policies commensurate with the economic, social and cultural choices of member countries. The proposed migration centre should be linked to a similar centre in the Arab Maghreb and a cooperation mechanism should be created between them and between those centres and similar centres in Europe in particular. ESCWA should support and enrich such a project them with information on international and regional migration trends;
- (c) Bi-partite cooperation should be encouraged between labour-sending and host countries by proposing programmes that manage labour force and investment exchange that assist in resolving problems. Such programmes should include pioneer programmes for the managed exchange of youth labour forces;
- (d) Placement of regional programmes to combat illegal migration and human trafficking, whether within countries of the region, out of the region and into it, or even considering certain parts of the region as transit channels;
- (e) Periodic meetings should be held for migration experts in the region to exchange experience, research and solutions, in coordination with other international and regional organizations.

II. TOPICS FOR CONSIDERATION AND DISCUSSION

12. The agenda for the Expert Group Meeting comprised eight sessions. Background papers covered the international migration experience of Arab countries in Morocco, the Arab Mashreq and the GCC States.

A. INTERNATIONAL MIGRATION TRENDS AND POLICIES IN THE ARAB REGION

- 13. Ms. Vladimira Kantorova, Associate Population Affairs Officer of the Policy Section of the Population Division of the Department of Economic and Social Affairs, presented a paper entitled 'International migration in the Arab region' (UN/POP/EGM/2006/14). The paper reviewed migration trends in the Arab region compared to global migration trends. Notwithstanding an increase in the volume of migration from 155 million migrants in 1990 to 191 million in 2005, the ratio of Arab migrants to the global population remains 3 per cent. The volume of migration within the Arab region reached 19.8 million in 2005, comprising 1 million Arab Maghreb and 5.7 million Arab Mashreq nationals and 12.8 million from the GCC States. However, if the non-Arab countries which receive migrants from the region are taken into account, the number of migrants in 2005 was 20 million, representing 10 per cent of the population of 10 Arab countries.
- 14. Soon after the end of the Gulf War, foreign workers began returning to Kuwait and Saudi Arabia, while the Arab Mashreq countries and the Syrian Arab Republic remained origins of flows of migrants. Over the past five years, net migration accounted for over one quarter of total population growth in the GCC countries, while the negative net migration experienced in Lebanon and Morocco reduced their population growth by 15 per cent. Disaggregating migration by gender shows that, in 2005, female migrants comprised 35.1 per cent of all migrants in the Arab region, and 27.8 per cent in the GCC countries, whereas globally, female migrants accounted for 49.5 per cent of all international migrants.
- 15. There are 4.3 million refugees in Jordan, Lebanon, the Occupied Palestinian Territories and the Syrian Arab Republic and a further 241,000 in Saudi Arabia who fall under the mandate of specialized international organizations. Annually, some 35,000 illegal migrants from the Arab Maghreb countries head for Europe and there are also large numbers of such migrants in the GCC countries, including 20,000 in Kuwait. The volume of migration from the Arab region is close to 8.3 million, including 3.7 million from the Arab Maghreb countries. There are some 316,000 migrants from the GCC States, based on the country of birth of the migrant.
- 16. Ms. Kantorova also referred to changes in attitudes towards migration and related policies. At the regional level, the GCC States are oriented towards reducing migration, as are Jordan and Lebanon. Egypt, Morocco and Yemen are concerned with the transit of migrants through their territories and with refugee and asylum-seeker issues. Five Arab countries, namely, Egypt, Iraq, Kuwait, Morocco and Saudi Arabia, have announced policies for refugee integration, while the remaining GCC countries have found no need for such policies, given that migration to those countries is temporary, being based on short-term contracts.
- 17. Mr. Philippe Fargues, Director of the Euro-Mediterranean Consortium for Applied Research on International Migration of the European University Institute, presented a paper entitled 'International migration in the Arab region: trends and policies' (UN/POP/EGM/2006/09). He discussed differences in definitions and the consequent effect on assessments of migration volumes and trends, including the difference between statistics on foreigners and foreign-born nationals, the problem of estimating refugee and migrant numbers in view of the overlap between those groups, and associated discrepancies and deficiencies in the migration data of Arab receiving countries which render them unsuitable for international comparisons.
- 18. He outlined the occupational distribution of migrants from the Arab Maghreb countries to Europe and North America, indicating that a high proportion, namely, some 40 to 60 per cent, of recent migration to North America and the United Kingdom is highly-skilled, against a mere 20 per cent in earlier migration to

southern Europe. He also discussed in some detail migration to the GCC States and addressed various issues, including the particular status of Palestinian migrants. Also discussed was illegal migration and such unrecorded flows as the Sudanese refugees in Egypt, Iraqi refugees in Jordan and Syrian temporary workers in Lebanon, which are unofficially estimated at hundreds of thousands in each case.

- 19. Mr. Fargues believes that Arab institutions have developed policies along two lines. The first is economic, in particular because migration is a source of foreign currency and a means of improving economic balances. The second approach focuses on cultural aspects, offering migrant populations the means to maintain links with their culture of origin, including by organizing Arabic language education, courses of religious instructions and facilitating home visits. Such additional concerns as the legal protection and political integration of migrants were also highlighted.
- 20. Host country policies in the Arab Gulf countries with respect to migrants are weighted towards giving priority to the employment of nationals (indigenization policies) and protectionist policies that limit residence periods and restrict opportunities for family reunification. Other Arab countries also strive to protect employment opportunities for their nationals in domestic labour markets: new laws have been adopted in Morocco and Tunisia. Such countries exert efforts to prevent illegal migration and view development as the best means for that purpose. Mr. Fargues noted that migrant integration policies in Arab countries are generally not integration-oriented, as they are in European countries.

B. INTERNATIONAL MIGRATION AND SOCIO-ECONOMIC DEVELOPMENT

- 21. Ms. Heba Nassar, Vice Dean of the Faculty of Economics and Political Science at the American University of Cairo, presented a paper entitled 'Demographic transition, employment and labour migration in the Mashreq countries' (E/ESCWA/SDD/2006/WG.1/6). She briefly reviewed theories about the impact of demographic change on development and, in particular, in the interrelated fields of employment, savings, investment, education and capital. An increase in the percentage of the working age population may positively affect investment and income. Progress in employment and income may bring about improvement in health standards and a drop in fertility rates, which in turn will affect the age structure of the population.
- 22. Ms. Nassar discussed demographic changes in the Arab countries up to 2035. Notwithstanding an increase in the number of children aged 0 to 14 from 75 million in 1980 to 109 million in 2000, the ratio of children to the total population has fallen from 44.2 to 38 per cent. On the other hand, the working age population will increase, which represents an additional demographic challenge to those already faced by labour markets. If that demographic transformation represents a 'demographic window', then the question is whether or not existing labour markets are able to absorb that window. Responding to that question, Ms. Nassar reviewed the status of the labour markets in Arab countries and found that the answer was closely linked to the quality of economic performance. Notwithstanding a decline in that performance over the past two decades, it has recently improved, with modest savings rates of 20 per cent, a considerable improvement in Government budgets and an expansion of interregional trade. Albeit production growth per worker was a mere 0.6 per cent, average annual economic growth was 3.5 per cent.
- 23. Ms. Nassar addressed the link between migration and the demographic window and reviewed phases of migration from growth to a decline associated with deteriorating economic growth. She concluded that, for various reasons, migration in the 1990s no longer constituted a means of attracting local labour, attributable to new challenges faced by host countries and their repercussions on the labour markets, the first and second Gulf wars and competition faced by Arab workers from Asian workers.
- 24. Mr. Andrea Gallina, Associate Professor of the Department of Social Sciences at Roskilde University in Denmark, presented a paper entitled 'The impact of international migration on the economic development of countries in the Mediterranean basin' (UN/POP/EGM/2006/4). He began by dividing Arab countries into countries that are highly dependent on oil (Egypt, Jordan, Lebanon and the Syrian Arab Republic), and countries that are more dependent on trade and European aid (Algeria, Morocco, Tunisia and Turkey).

Combined, those countries received \$15 billion in remittances in 2004, which is 10 per cent of total remittances sent to developing countries and seven times the value of aid given by the European Investment Bank in grants and soft loans.

- 25. He discussed methodologies for the study of various remittances, the first of which is based on social relationships and the commitment of the migrant to supporting his family. The second is based on the migrant's rational decision to spend his savings for economic benefit. A third is based on the strong partnership and relationship between the migrant and his/her family, while the fourth methodology is based on social capital, viewing remittances not as mere monetary flows but as complex processes involving a number of variables. Two important factors related to remittances were highlighted: the feminization of migration and the legal status of migrants.
- 26. Mr. Gallina noted that it is possible to combine various methodologies, resulting in an approach in which remittances are highest during the first five years of migration, amounting to as much as 20 per cent of the migrant's income which is used to settle outstanding debts or meet urgent family needs or for marriage. Migrant expenditure preferences then change to other priorities over the period of residence, including family reunification, which gradually reduces the volume of remittances. With the prospect of return to home countries, remittances increase rapidly and may relate to housing and the wishes of family formation. Remittances are channelled in two directions, the first being towards consumption or provision of a personal or family nature, which feeds into local economic development, and the second towards group or individual investment, either in residential construction, agriculture, industry or small services which, in turn, feed into local economic development.

C. TEMPORARY LABOUR MIGRATION IN THE ARAB COUNTRIES

- 27. Ms. Nasra Shah, Professor at the Department of Community Medicine and Behavioural Sciences of Kuwait University, presented a paper entitled 'Restrictive labour immigration policies in the oil-rich Gulf: effectiveness and implications for exporting Asian countries' (UN/POP/EGM/2006.03). The causes of restrictive immigration policies in the Arab Gulf countries were attributed to the growing ratios of migrants to the overall population and, in particular, to the overall labour force. In 2004, expatriates constituted 34 per cent of the overall GCC population, and if the migrant volumes continue to increase at the current rate, expatriates might reach 18 million during a mere decade. She noted the increase in national unemployment, which amounted to 13 per cent in Saudi Arabia in 2004 and is highest among youth aged 20 to 24, namely, 35 per cent. Addressing the issue of unemployment is therefore viewed as a crucial challenge to Arab Gulf countries.
- 28. Ms. Shah discussed two types of immigration policies: those that affect demand for indigenous workers and those that affect the supply of foreign labour. Such policies begin by increasing the cost of living for migrants in host countries, for example, through raising medical fees in Bahrain, Kuwait and Saudi Arabia. Employers in Bahrain are obliged to pay for health insurance and in the United Arab Emirates for surgical operations. Those measures are accompanied by rising fees for the issuance and renewal of residence permits and driving licences. Annual fees have also been imposed on migrants in order to finance the establishment of training programmes for indigenous workers in Saudi Arabia, and the period of legal residence for married couples has been reduced and those who exceed it are deported. Limits have been imposed on work permits, which are issued only to those aged under 60. Trade in permits has also been restricted.
- 29. Ms. Shah examined three ways to nationalize employment, namely, technical and vocational training of nationals, raising the cost of hiring foreign workers, and nationalization through administrative measures. There is a range of such measures which include, inter alia, quotas for nationals in certain occupations, restricting such occupations to nationals, and a decision to create job opportunities for national women. In order to assess the effectiveness of previous policies, Ms. Shah referred to the 2004 resolution of the GCC to reduce expatriate numbers. Quoting official Saudi sources, she said that recruitment of foreign workers had

declined by 20.6 per cent, while the employment of nationals had increased by 16 per cent. Nevertheless, such policies faced difficulties, including the temptation of profit to the employment sponsor, the reluctance of nationals to undertake certain occupations and their preference for the public sector, the difficulty of terminating the contracts of unproductive national employees and the expansion of the private sector, which relies heavily on expatriates.

- 30. Ms. Shah explained that those policies may have had impacts on Asian exporting countries that included an increase in the trafficking of workers to the Gulf and the increased cost of the permits sold. They also have resulted in stagnation of wages, and in some cases a decline, given the abundant supply of workers, and have made workers more likely to be subjected to exploitation. If a successful implementation of those policies does occur, it would have many negative implications for the economic, political and social situation of those in the sending countries.
- 31. Mr. Mohammad Dito, Policy Development Manager at the Economic Development Board in Bahrain, presented a paper entitled 'Governing labour migration policies in the GCC countries: risks and opportunities' (E/ESCWA/SDD/2006/WG.1/2). He examined patterns of labour migration to the GCC countries in a theoretical framework that included the changing nature of the forces driving labour migration. In his view, three factors may affect the trend of Asian migration to Arab countries, namely, the emergence of Asian areas as centres of competition, the development of the private sector in the Gulf countries and the development of such new types of migration as outsourcing.
- 32. He also dealt with the role of the sponsorship system in the labour demand mechanism and renewed demand for foreign and high-quality labour. The sponsorship system grants privileges to employers, contributes to the phenomenon of the re-sale of commercial permits and uncontrolled labour. It weakens abilities to attract national labour, encourages an increase in labour volumes and skews moral value systems in society.
- 33. Mr. Dito addressed the temporary nature of migration, explaining that such a description does not reflect the true nature of demand for labour. The distinction between temporary and permanent requires transparency and popular participation in democratic institutions in order to ensure that laws are implemented. The economic, political and social challenges confronted by migrant labour must be addressed within a comprehensive economic, social and political vision, which requires knowledge and analysis of the mechanisms of job creation in the economy and the study of regional particularities in terms of the dependence on the sponsorship system. Mr. Dito discussed labour market reform in Bahrain, which required the 100,000 additional job opportunities over 10 years, and explained that the goal cannot be achieved without a private sector-led economic growth that favours the employment of Bahrainis over migrant workers.
- 34. Unemployment and underemployment should be studied in order to tackle the shortage of information on the labour market and its impact on employment nationalization programmes. Some aspects of nationalization policies must be addressed including the fact that they lack a clear vision of development, focus on quantitative aspects, and are based on inaccurate data. Mr. Dito provided such suggestions for the reform of migrant labour policies in the GCC countries as the integration of policies into an institutional framework, regional cooperation and managing the risks of migration rather than fearing its negative consequences.
- 35. Ms. Maitha Al Shamsi, Vice Rector for Scientific Research at the United Arab Emirates University, presented a paper entitled 'Evaluation of labour immigration policies in the GCC: lessons for the future' (E/ESCWA/SDD/2006/WG.1/3). She discussed natural phases and trends of migration to the Arab Gulf countries, pointing out the effect of the private sector on the growth of Asian migration. She also discussed migration in the light of globalization, highlighting the discrepancy in wages between host and sending countries, the role of multinational companies, the impact of international project management and the expansion of illegal migration.

- 36. Ms. Al Shamsi addressed the role of migration in the formation of population characteristics by reviewing population size, migrant volumes and growth rates, and the size and features of national and migrant labour forces. She referred to studies which indicate that 53 per cent of the national labour force may be considered white-collar. She addressed such challenges imposed by migration on the population and the labour force as housing shortages, decreased production, widespread unemployment and increased volumes of remittances. She also noted that immigrants may remain in the host country for long periods of time, which could lead to national problems in terms of undesirable social, cultural and political orientations, the disruption of promotion opportunities for nationals and limited opportunities to bring in 'fresh foreign blood'.
- 37. The relationship of migration to development in the GCC States was also discussed. Notwithstanding the positive role of migration, it also has such negative aspects as unregulated labour flows, the spread of small-sized, labour-intensive enterprises, increased national unemployment and disturbances in labour demand and supply. Positive aspects include the significant purchasing power of migrants and their contribution to increasing the competitive ability of some economic sectors in foreign markets. Ms. Al Shamsi addressed the impact of communications and information economies on the labour market. Notwithstanding the current demand for highly-skilled labour, educational output had not kept pace with new labour market requirements and therefore a "skills gap" had been created.
- 38. Ms. Al Shamsi assessed migration policies by referring to the intensive monitoring of migration movements and the lack of any obligation to employ Arab rather than other non-nationals. In her view, notwithstanding some permanent features, current measures are in fact traditions other than formal policies. Migration could be managed at minimal cost while sustaining a rapid turnover. Ms. Al Shamsi reached a number of conclusions, including that migration is a permanent rather than a temporary reality, and that the solutions adopted to date in order to address the housing shortage were merely paliative, not being incorporated into a broad political framework that was appropriate for migration management. She also noted the inadequate attention paid to productivity, the shortage of data, and the fact that the content and suitability of education were not being seriously addressed.

D. THE BRAIN DRAIN: CHALLENGES AND OPPORTUNITIES

- 39. Mr. Jean-Christophe Dumont of the Organisation of Economic Co-operation and Development (OECD), Directorate for Employment, Labour and Social Affairs, Division of Non-member Economies and International Migration, presented a paper entitled 'Immigrants from Arab countries to the Organisation of the Economic Co-operation and Development: from the past to the future' (UN/POP/EGM/2006.11). He referred to the broad migration database on the countries of the OECD which comprises born-abroad residents, rates of migration and levels of educational attainment according to country of origin. According to that database, in 2000 4.9 million persons born in Arab countries were living in OECD countries, representing 11.8 per cent of non-nationals in those countries. Percentages are highest in France, namely, some 40 per cent, followed by Spain, Sweden, the Netherlands, Denmark, Belgium and Italy. Albeit the largest Arab community in Europe is from Morocco, about 35,000 people born in Lebanon, for example, are living in France, 20,000 in Sweden and more than 10,000 in the United Kingdom and Denmark.
- 40. Mr. Dumont discussed the profiles of such group of migrants and noted that, while those from the GCC countries are young in age, the group from Algeria, Egypt and Tunisia is older. Migration from Morocco is characterized by its wider distribution, largely received by Italy and Spain, and is young and low-skilled. Women make up 45 per cent of migrants. The highest percentage of non-naturalized migrants is from Algeria and the Libyan Arab Jamahiriya. Migration from the Arab Maghreb countries is marked by low educational levels, in contrast to that of Egypt, Lebanon and the Syrian Arab Republic. In absolute terms, the largest number of those with high educational attainment are from Algeria and Morocco, some 200,000 for each country. There is a total of 1 million highly-skilled migrants from all the Arab countries in the OECD countries. There are also 135,000 students from Arab countries in the OECD countries, 40 per cent of whom are from Morocco. France, in particular, attracts 50 per cent of all Arab students.

- 41. Mr. Dumont reviewed recent changes in migration in the Arab countries, including intensive recent migration from Morocco, the impact of geopolitical circumstances on migration, the ratio of Lebanese migrants to the total Lebanese population, and the length of time spent by migrants from Jordan, the Syrian Arab Republic and Yemen. The preferred destination for Egyptian migrants is the United States of America. He concluded that skilled migration from the Arab countries is lower than that from other regions and that the United States of America attracts the majority of such migrants. In his view, while attention should be paid to the integration of migrants, migration cannot be a substitute for the development of sound macroeconomic policies.
- 42. Mr. Caghlar Ozden of the World Bank Development Research Group presented a paper entitled 'Brain drain in Middle East and North Africa: the patterns under the surface' (UN/POP/EGM/2006/10). He referred to the scarcity of data on the brain drain and the various definitions used: those who are foreign-born yet received their education in Europe are considered skilled migrants. The most significant and comprehensive database on that type of migration was created by Frederic Docquiet and is based on 192 sources.
- 43. Mr. Ozden noted the differences in educational attainment between various migration flows, depending on the conditions of host countries for the selection of migrants or high levels of educational attainment in countries of origin. He also discussed the age of arrival and educational level of migrants. While migrants to France are young (30 per cent in the case of migrants from Morocco), there are high rates of adult migrants aged 22 and above who migrate to the New World countries, namely, 87 and 73 per cent from Algeria and Egypt respectively. If the children of migrants grow up and are educated in the country of migration, should they be considered skilled migrants?
- 44. Considering skilled migration as a loss, Mr. Ozden said that the patterns for the Arab region are better than in Latin America. He considered skilled migration a loss with regards to educational attainment levels in the country of origin and in terms of a selection effect which is reflected in the migrants' choice of host country. He concluded that there is a large discrepancy between realities in different countries, that the greatest losses are born by the poorest countries, and that a large percentage of skilled migrants do not work in their field of specialization.

E. TRANSNATIONAL COMMUNITIES AND RETURN MIGRATION

- 45. Mr. Boutros Labaki, Professor at the Lebanese Centre for Economic and Social Development, presented a paper entitled: 'The role of transnational communities in fostering development in countries of origin: the case of Lebanon' (E/ESCWA/2006/WG.1/7). He explained that Lebanese migration flows started between the two world wars with migration to Egypt, followed by the United States of America and, to a lesser degree, to Latin America and, to a very small degree, to Africa and Australia. Since the 1970s, migration has shifted towards the oil-producing countries and, gradually, towards European and permanent migration countries.
- 46. Between 1990 and 2004, Lebanese remittances constituted between 10 and 15 per cent of GDP. Those remittances were used for consumption and contributed to inflation and the increasing demand for imports. Migrant savings were invested in the establishment of flourishing construction companies and some migrants had shares in 32 of the 87 banks in Lebanon.
- 47. Mr. Labaki added that Lebanese diaspora communities had contributed to education in Lebanon since before independence in 1943 and that they continue to do so. Those communities also contribute to the fields of health, improved access to clean water, the establishment of many charitable societies and the building of public institutions. Furthermore, there was a transfer of knowledge to Lebanon by means of its expatriate communities. Individuals and organizations contributed to scientific and research programmes in Lebanon by means of, inter alia, the Transfer of Knowledge Through Expatriate Nationals (TOKTEN) of the United Nations Development Programme, national development organizations and French aid organizations. Members of expatriate communities or return migrants participated effectively in political life, establishing

political parties and participating in the Parliament. Mr. Labaki referred to inadequate knowledge of the realities of migration, notwithstanding its significance. He suggested a range of measures and policies to benefit from migration, including the provision of services to migrants, reinstating their rights, improving the investment climate and good governance.

- 48. Mr. Mohammed Charef, Director of the Regional Observatory for Migration and Society in Morocco, contributed a paper on 'The role of return migration in local development' presented on his behalf by Ms. Batool Shakoori, Chief of the ESCWA Population and Development Division. The paper included a presentation of the history of migration from the Arab Maghreb countries to Europe which, until the mid-1970s, took place within a well-organized and well-managed plan. After which, host countries began the application of policies of return. Nevertheless, sending countries were unable to implement those policies, nor were they able to entice migrants back home. Such inappropriate policies had the opposite effect, contributing to migrants' desire to settle in the host country and integrate into its society. Migrant behaviour began to change into aspirations for settlement, integration and naturalization in the host country, Moroccans being the most interested. The permanent presence of migrants resulted in the emergence of new consumer markets in the host countries based on, inter alia, traditional Moroccan products, agricultural produce and tourism services.
- 49. The issue of return migration comprised various groups in terms of educational attainment and generation. While most migrants dream of return, the response to that dream differs from one group to another. Some respond by preserving their specific traits within the country of migration. The role of migration in local development requires the cooperation of the Governments of the countries of origin and those of the host countries, and such cooperation should go beyond measures to combat illegal migration.

F. REMITTANCES: DEVELOPMENT IMPACT AND APPROPRIATE POLICIES

- 50. Mr. Richard Adams of the World Bank Development Research Group presented a paper entitled 'Migration, remittances and development: the critical nexus in the Middle East and North Africa' (UN/POP/EGM/2006/01). His research is based on Docquiet data on migrants from the region and on International Monetary Fund statistical data on balances of payments. He noted shortcomings in that data and the definitions used therein.
- 51. He discussed the impact of remittances on development through five studies conducted in different countries, including Egypt. The most significant outcomes of those studies were that migrant remittances effectively contribute to improving the educational attainment of children, and the standards of living and health of families. They also contributed to the development of local communities in Egypt and Morocco.
- 52. Mr. Mahmed Al-Amin Fares, Population Affairs Officer of the ESCWA Population and Development Team, presented a paper entitled 'Remittances of labour migrants in the Arab region: characteristics and impact' (E/ESCWA/SDD/2006/WG.1/5). He referred to increasing global interest in remittances after the larger countries agreed to combat money laundering and eliminate the financing of terrorism, and because of the increase in the volume of remittances sent to developing countries.
- 53. Tracking remittances from and to the Arab countries during the modern migration experience from 1974 to 2004, Mr. Fares mentioned that remittances to the Arab countries amounted to \$21.6 billion in 2004 and that the United States of America was the largest source of global remittances, followed by Saudi Arabia with some \$26 billion in 2004. Mr. Fares discussed transfer channels and their cost in Arab countries, noting that there was a disparity in cost between countries, the highest being some 16.9 per cent of every \$500 sent to the Syrian Arab Republic, dropping to 6.5 per cent in other countries. Compared to official development aid or direct foreign investment, remittances are higher and are stable or increasing, while the other flows fluctuate.

- 54. He also discussed the positive economic impact of remittances and their contribution to development in housing, health, education, poverty eradiction, the empowerment of women and, in particular, in overcoming the trials of areas beset by wars and conflict. Remittances negatively affect agriculture, raise dependency and promote unsustainable production and consumption patterns. He indicated that the maximization of the positive impact of remittances requires national and regional efforts and the adoption of policies on migrant integration that balance interests with those of other countries.
- 55. Mr. Mohammad Khachani, Professor of Political Economy at Mohamed V University, and President of the Moroccan Association for Studies and Education on Migration, presented a paper entitled 'Remittances and socio-economic development in the Arab Maghreb countries: Algeria, Tunisia and Morocco' (E/ESCWA/2006/SDD/WG.1/4). He noted that the volume of Arab Maghreb migration is over 22 million or 9 per cent of the population of the Arab Maghreb, representing the highest volume of migrants to the countries of the European Union after Turkish migration. Morocco has the highest share of that migration, at some 60 per cent. France attracts 93 per cent of Algerian, 74 per cent of Tunisian and 40 per cent of Moroccan migrants. Mr. Khatchani believed that this migration reduces pressures on the labour market.
- 56. He added that remittances had largely been invested in productive fields, creating 17,000 jobs in Tunisia between 1987 and 2004. Albeit 30 per cent of migrant investment is invested in the host country, construction, agriculture and commerce attract 84.0, 7.5 and 5.0 per cent respectively of such investment in Morocco. Mr. Khachani reviewed transfer of knowledge, referring to skilled migration and noting some related statistics. He wondered whether the appropriate policy response should follow Korean models, which encourage skilled migrants to return to their country, or the Colombian model, which benefits from retaining skilled migrants. He also discussed the positive impact of remittances on poverty reduction and on improving the living standards of families. He mentioned group remittances which, albeit still limited, have positive implications for local development. He concluded with suggestions for the development of migration policies, capacity-building of bodies responsible for migration, enhancing the contribution of migration to local development, and the establishment of an Arab Maghreb observatory on migration.

G. INTERNATIONAL MIGRATION IN THE ARAB REGION: THE ROLE OF INTERNATIONAL ORGANIZATIONS

- 57. Mr. Ibrahim Awad, Director of the World Bank International Migration Programme, discussed the role of the International Labour Organization through a multidimensional framework for international migration for employment. The framework comprised 15 principles, each accompanied by a guideline on appropriate types of activity. The principles included aspects of and mechanisms for the management of migration, its contribution to development, the protection of migrants and related international cooperation in the framework of appropriate employment.
- 58. Mr. Luigi Carta, IMIS Project Manager at the Middle East Mission of the International Organisation for Migration in Cairo, presented an aspect of the role of the International Organization for Migration through an information centre project which serves Egyptian migrants in Italy. That project helps to match labour demand in organizations in Italy to Egyptian workers seeking to migrate.
- 59. Mr. Khaled Louhichi, Director of the Department of Population Policies and Migration at the General Secretariat of the League of Arab States, gave a presentation on the role of the Arab League by means of two documents entitled 'Arab labour migration constants and variables'. He discussed the constants in sustained migration and remittances, the role of skilled migrants in development and the problem of data shortages. He also discussed such recent developments in the field of migration as the increasing interest in migration policies, declining ratios of Arab migrants and the growth of female and replacement migration.
- 60. Mr. Abdel Mawla El Solh, regional representative at the International Centre for Migration Policy Development, gave a presentation entitled 'Informal dialogue on transit migration between the

Mediterranean shores'. He discussed the establishment of the International Centre for Migration Policy Development in 1993 and the cooperation agreements it had concluded with countries and such organizations as ESCWA. The Centre helped to define migration policies based on informal Government consultations. He also referred to a recent initiative for dialogue on transit migration in the Mediterranean region.

61. Mr. Reda Shehata, Foreign Policy Advisor at the Bahraini Ministry of Foreign Affairs, gave a presentation entitled 'Lessons from the Global Commission on Migration'. He presented the background to the establishment of the Global Commission, its approach and methodology, which focuses on policies aimed at achieving internationally agreed development goals, and multi-level consultations with those concerned with migration. He also dealt with expectations regarding the forthcoming Dialogue and expected its discussions to be be based on the 12 principles set out in the report of the Global Commission. He concluded by defining the Commission's short-term work represented in cooperation with and between United Nations organizations and bodies in policy planning and analysis, capacity-building, consultation and data compilation.

H. POINTS RAISED BY PARTICIPANTS IN THE MEETING

62. The discussion focused on the following issues, which could constitute the general framework for the regional issues to be presented at the High-Level Dialogue on International Migration in September 2006.

(a) General matters

- (i) Arab migration has experienced a strong rise in international migration in recent years;
- (ii) The proportion of women migrants in the region though important, was below the global average;
- (iii) The region is also characterized by important south-to-south migration flows;
- (iv) Policies to integrate migrants were increasingly needed, but were generally absent in the region;
- (v) The use of the concept "migrant workers" for contractual expatriate workers in GCC countries is controversial and so is the definition of a migrant based on place of birth;
- (vi) All countries had become sending and receiving countries to some degree, while transit migration and irregular migration were believed to be on the rise;
- (vii) There are identifiable gaps in reliable and comparable statistics and databases and almost little or no funding for research and surveys that could provide empirical evidence on the links between migration, remittances and development and poverty;
- (ix) The absence of networking mechanisms that could increase collaboration among experts from various Arab countries working on migration issues.

(b) Essential matters

(i) The coexistence of unemployment of nationals and large expatriate labour in the GCC States is a major unique feature of the region. Equally unique is the high percentage of non-nationals in the populations of the GCC countries, which in some cases exceeds the national population. Most if not all GCC countries want to lower immigration, because of the rising unemployment of nationals and the large proportion of foreigners in the total population;

- (ii) The region is undergoing a major demographic transition with deceleration in total fertility rates, lower dependency ratios, and higher labour force participation rates. A demographic window is about to open which presents great opportunities but could easily become catastrophic if employment opportunities are not developed;
- (iii) The likelihood of benefiting from the declining dependency ratio and taking advantage of the consequent increase in resources for investment depends largely on the availability of skilled workers. However, as globalization proceeds, it is more likely that the movement of skilled persons will increase;
- (iv) The issue of student migration is becoming increasingly important since there is a greater competition for foreign students in the global market. Increasingly, students are allowed to stay after finishing their studies depriving their countries from the required human resources;
- (v) Remittances were emphasized as being the most significant and tangible outcomes of international migration with implications for the development of countries of origin. The analysis showed that remittances were higher than foreign direct investment for the region. The distinction between the consumptive and productive use of remittances was debated considering that the biggest contribution of remittances is to the welfare and improved livelihood of the receiving families;
- (vi) The role of remittances in poverty alleviation was also noted for the region. Households with remittances tend to invest more in education and health but most notably in real estates. Given that large volumes of remittances were underutilized; a call for policies to facilitate the flow and use of remittances for development benefits has been initiated. It was noted that improving the overall investment environment and better access to formal sector transfer services will enhance the productive aspects and would be beneficial. Remittances are not only financial, but also include values, knowledge and ideas. An enabling environment for investment in origin countries should thus be created;
- (vii) Transnational migrants: Attention was given to the importance of Diasporas in the process of development. The need for measures to strengthen the links between migrants abroad and their communities of origin should be identified and strengthened. Networks tying those communities with the communities of origin have positive impact for the transfer of knowledge, ideas and funds between countries of origin and destination;
- (viii) Return Migration: Return programmes have not been successful, despite the support provided by some receiving and sending countries. Return migration could be encouraged by programmes such as TOKTEN, through which highly skilled emigrants are attracted to return home. Return is also encouraged when conditions in home countries improve, including the role of law, democratization, political stability, and a responsive investment climate.

III. ORGANIZATION OF THE MEETING

A. VENUE AND DATE OF THE MEETING

63. The Expert Group Meeting on International Migration and Development in the Arab Region: Challenges and Opportunities was held in Beirut from 15 to 17 May 2006.

B. OPENING OF THE MEETING

64. His Excellency Ambassador Reda Shehata, Foreign Policy Advisor to Bahrain and former delegate of the International Commission on Migration, delivered the statement of experts, emphasizing the importance

of the meeting as part of the United Nations preparations for the High-level Dialogue on International Migration to be convened in September 2006. He also discussed the importance of migration, and the dimensions it assumed at the regional and international levels, particularly in the era of globalization. He referred to migration as a means to promote economic development, regional partnership, cultural dialogue and racial interaction. Given a favourable political environment, good governance, respect for human rights and social solidarity, migration encourages a balanced labour market. On the other hand, migration could also have a negative impact, strengthening racial, cultural and social discrimination and increasing economic disparity, exploiting workers, risking political and security crises. Migration policies should therefore be integrated into overall national and regional development policies.

- 65. Mr. Bela Hovy, Chief of the Migration Section of the Population Division of the United Nations Department of Economic and Social Affairs, welcomed participants and the continued cooperation with ESCWA. He emphasized the particular importance of studying and discussing the issue of migration in the Arab region for reasons that included the highest numbers of migrants in the world being present in some countries in the region, the exceptional increase in international migrants in the region since 1990, the significant volumes of migrant remittances sent to countries of origin and temporary or transit migration, which has perceptibly increased in recent times, in particular between the countries of the Mediterranean. Mr. Hovy also discussed the difficulties faced in research on migration, their causes and consequences, most importantly shortages in information and statistics, and stressed the need to provide and classify such data. He also emphasized the importance of the Meeting as a regional contribution from ESCWA to the High-level Dialogue on International Migration in September 2006, referring to the adoption by the Commission on Population and Development of the Economic and Social Council in its thirty-ninth session of a resolution concerning international migration and development, which will form the basis for formal discussions during the forthcoming Dialogue.
- Mr. Atif Kubursi, Deputy Executive-Secretary of ESCWA, presented the opening statement on behalf of Ms. Mervat Tallawy, Under-Secretary-General of the United Nations and Executive Secretary of ESCWA. He stated that current Arab regional concerns revolved around future Arab migration in view of the new economic, social and political challenges, which coincide with prospective demographic transitions and structural changes to the age of the population that will be experienced by countries of the region. Such change represents a favourable opportunity to increase savings and investment, because of lower rates of dependency paralleled by a decrease in fertility rates. Making use of that opportunity depends on the adoption by countries of appropriate policies and measures, while if the opportunity to absorb such a rise in labour is lost, migration will increase. It had become essential for Arab countries to coordinate in order to ensure the collective management of migration. The increasing numbers of migrants required a regional and possibly international framework for dialogue between Governments, in order to facilitate cooperation and coordination between the countries of different regions. Inevitably, the development of such a regional framework would need a deeper, more regular and sustained dialogue between those concerned with international migration and policy formulation, and require a strategic regional vision which prioritizes common regional interests and guarantees the realization of balanced regional development within a framework of principles for coexistence.

C. PARTICIPANTS

67. In addition to experts from ESCWA and the United Nations Department of Economic and Social Affairs, the Meeting was attended by a number of regional and international experts and officers working in ministries of labour and social affairs and ministries for expatriate affairs. Representatives of organizations and programmes of the United Nations and national non-governmental organizations and regional organizations working in the field of migration and development also attended.

¹ See draft resolution in document E/CN.9/2006/L.5.

Annex

LIST OF PARTICIPANTS

A. EXPERTS

Bahrain

His Excellency Ambassador Reda Ahmed Shehata

Foreign Policy Adviser Ministry of Foreign Affairs

Tel.: 973 17200951/973 39531195

Fax: 973 17725029

E-mail: shehata2000@yahoo.com

Mr. Jameel Humaidan

Assistant Undersecretary for Labour Affairs

Ministry of Labour

Tel.: 973 17682440/973 39437737

Fax: 973 17680239

E-mail: far2003 1@hotmail.com

Mr. Ousama Al Absi

Deputy Chief Executive

Labour Market Regulatory Authority Tel.: 973 17568880/973 39944996

Fax: 973 17583305

E-mail: alabsi@lmra.org.bh

Jordan

Mr. Munzer Share'

Professor of Economics

Former Minister of Water and Irrigation Tel.: 962 777003333/962 6 5685699

Fax: 962 6 5685699

E-mail: m_share@hotmail.com

Lebanon

Mr. Toufic Osseiran

Director

Lebanon Family Planning Association

Tel.: 961 3 308380 Fax: 961 1 311978

E-mail: tousseiran@lfpa.org

Ms. Mariana Al Khayat Al Sabouri

Head of Public Relations and Conferences

Ministry of Social Affairs

Tel.: 961 1 611260/961 3 450801 Fax: 961 1 611245/961 1 389660 E-mail: drmariana@hotmail.com Mr. Paul Tabr

Associate Professor in Sociology

Chairperson, Social Science and Education

Lebanese American University Tel.: 961 3-012691/961 1 786456

Fax: 961 1 867098

E-mail: ptabar@lau.edu.lb

Ms. Guita Hourani

Director

Lebanese Emigration Research Centre Louaize College for Higher Education

Tel.: 961 9 218955/961 3 653158 ext 2328

Fax: 961 9 224803

E-mail: ghourani@ndu.edu.lb

Mr. Doreid Kinge

Associate Director

Kinge Foundation for Development in Akkar

Tel.: 961 3 216932/961 6 431035 Fax: 961 6 431035/961 6 611111 E-mail: akkarcom@idm.net.lb

Tunisia

Mr. Abderrazzak Blhaj Zekri

Director of Research

Office National des Tunisiens à l' Etranger

Tel.: 216 98620824/216 71780073

Fax: 216 71780967

E-mail: zekriabderazk@yahoo.ca

Syrian Arab Republic

Mr. Wael Zakkar

Head of Strategies and Policy Formulation Syrian Commission for Family and Population

Affairs

Tel.: 963 93632279 (Damascus) 961 3 640020 (Lebanon)

Fax: 963 11 3126398

E-mail: wael_zakkar@hotmail.com

Saudi Arabia

Mr. Ahmad Bin Suleiman Bin Obaid

Professor of Economics King Saud University

Tel.: 966 1 4820033/966 50 5154298

Fax: 966 1 481055 ext 200 E-mail: alsk@maktoob.com abinobaid@yahoo.com

Yemen

Mr. Amin Maarouf Al-Janad Secretary General

National Population Council

Tel.: 967 7 733747324/967 1 228654

Fax: 967 1 231215 E-mail: npcsg@y.net.ye Mr. Suleiman Faraj Bin Azoon

Professor of Sociology and Dean, Faculty of Arts

Aden University

Tel.: 967 2 2234961/967 77791126 Fax: 967 2 234961/967 2 234971 E-mail: <u>ibn_azoon_dr@hotmail.com</u> sbinazoon@yahoo.com

B. CONSULTANTS

Mr. Mohammed Dito

Policy Development Manager Economic Development Board

Bahrain

Tel.: 973 1756884/973 39644065

Fax: 973 17583305

E-mail: ditomohammednew@gmail.com

Ms. Heba Nassar

Professor of Economics and Vice Dean Faculty of Economics and Political Science

Cairo University

Associate Research Professor, Social Research

Centre

American University of Cairo

Egypt

Tel.: 201 22183876 Fax: 202 7957298

E-mail: hebanas@aucegypt.edu

Ms. Nasra Shah

Professor, Department of Community Medicine

and Behavioural Science Faculty of Medicine

Kuwait University

Kuwait

Tel.: 965 5319485/965 6891895

Fax: 965 5338948

E-mail: nasra@hsc.edu.kw

Mr. Boutros Labaki

Professor

Lebanese Centre for Economic and Social

Development

Lebanon

Tel.: 961 4 715535/961 3 729494

Fax: 961 4 710537

E-mail: boutroslabaki@yahoo.com

Mr. Mohammed Khachani

Professor of Political Economy

Mohammed V University

President, Moroccan Association for Migration

Studies and Education

Morocco

Tel.: 212 61 400287

Fax: 212 37713450

E-mail: kkhachani@iam.net.ma

Mr. Issam El Zaim

Director

Centre for Arab Studies

Syrian Arab Republic

Tel.: 963 93210283

Fax: 963 11 6128445 E-mail: issam@alzaim.com Ms. Maitha Salim Al Shamsi

Assistant Provost Research Affairs

United Arab Emirates University

United Arab Emirates Tel.: 971 37672240 Fax: 971 37675582 Mobile: 971 50 6638500

E-mail: malshamsi@uaeu.ac.ae

Mr. Richard Adams

Member, Development Research Group

The World Bank

United States of America Tel.: (office) 202 4739037 Tel.: (home) 703 4350896 E-mail: radams@worldbank.org

Mr. Caghlar Ozden

Member

Development Research Group

The World Bank

United States of America

Tel.: 202 4735549 Fax: 202 5221159

E-mail: cozden@worldbank.org

Mr. Jean-Christophe Dumont

Administrator

Organisation for Economic Co-operation and

Development

France

Tel.: 33 1 45249243 Fax: 33 1 45247604

E-mail: jean-christophe.dumont@oecd.org

Mr. Philippe Fargues

Director

Euro-Mediterranean Consortium for Applied Research on International Migration

European University Institute

Italy

Tel.: 39 55 4685783/39 55 4685785

Fax: 39 55 4685770

E-mail: philippe.fargues@iue.it

Mr. Andrea Gallina Associate Professor

Department of Social Sciences

Roskilde University

Denmark

Tel.: 45 46742162/40755833

Fax: 45 46743083 E-mail: agallina@ruc.dk

C. UNITED NATIONS SPECIALIZED AGENCIES AND PROGRAMMES

United Nations Population Fund

Mr. Abdul Mun'em Abu-Nuwar Country Support Team Director Department of Arab States, Europe and Central Asia

Jordan

Tel.: 962 6 5532835/962 777 355820

Fax: 962 6 5516580

E-mail: a.nuwar@cstamman.org.jo

International Labour Organization

Mr. Ibrahim Awad

Director

International Migration Programme

Switzerland

Tel.: 41 227996667 Fax: 41 227998836 E-mail: awad@ilo.org Ms. Simel Esim

Expert

Gender and Women Workers' Specialist

Regional Office for Arab States

Lebanon

Tel.: 961 3 647036/961 1 752400

Fax: 961 1 752406 E-mail: <u>esim@ilo.org</u>

Ms. Emanuela Pozzan Associate Expert

Gender and Women Workers' Issues Regional Office for Arab States

Lebanon

Tel.: 961 1 752400 ext. 221

Fax: 961 1 752406 E-mail: pozzan@ilo.org

Office of the United Nations High Commissioner for Refugees

Mr. Stephane Jacquemet Regional Representative

Lebanon

Tel.: 961 3 299332/961 1 802460

Fax: 961 1 802480

E-mail: Jaquemet@unhcr.org

Ms. Laure Chedrawi Public Information Officer Regional Office Lebanon

Tel.: 961 3 489925/961 1 802452 E-mail: chedrawi@unhcr.org

Office of the United Nations High Commissioner for Human Rights

Ms. Isabel Ricupero Human Rights Officer

Switzerland

Tel.: 41 2291799712 Fax: 41 229179006

E-mail: iricupero@ohchr.org

Mr. Mazen Shaqoura Officer-in-charge OHCHR Regional Office for Arab States

Tel.: 961 1 978437/961 3 281860

Fax: 961 1 981526 E-mail: shaqoura@un.org Ms. Giorgia Brignone

Associate Human Rights Officer

OHCHR Regional Office for Arab States

Lebanon

Tel.: 961 1 978439/961 3 766029

Fax: 961 1 981526

E-mail: brignone@un.org

United Nations Office for the Prevention of Drugs and Crime

Mr. Franz Petutschnig **Project Coordinator**

Lebanon

Tel.: 961 3 193493/961 1 989611

E-mail: franz.petutschnig@unvienna.org

World Bank

Lebanon

Mr. Radwan Shaban Lead Economist Lebanon Resident Mission Office in Beirut

Tel.: 961 1 987800 Fax: 961 1 986800

E-mail: rshaban@worldbank.org

D. REGIONAL AND INTERNATIONAL ORGANIZATIONS

League of Arab States

Mr. Khaled Louhichi

Director

Population Policies and Migration

Egypt

Tel.: 202 7431627/202 7354306

Fax: 202 7351422

E-mail: louhichik@hotmail.com

International Organization for Migration

Mr. Luigi Carta Project Manager Migration Information System

Middle East Mission

Egypt

Tel.: 202 3034441 Fax: 202 3463481 E-mail: lcarta@iom.int

International Centre for Migration Policy Development

Mr. Abdel Mawla El Solh

Regional Representative for the Middle East

Lebanon

Tel.: 961 3 722717/961 7 722717

Fax: 961 7 722717

E-mail: amelsolh@hotmail.com

E. ORGANIZERS

Economic and Social Commission for Western Asia

Mr. Riadh Tappuni Acting Chief

Social Development Division

Tel.: 961 1 978400 Fax: 961 1 981510 E-mail: rtappuni@un.org

Ms. Batool Shakoori

Team Leader

Population and Development Team

Tel.: 961 1 978424 Fax: 961 1 981510 E-mail: shakoori@un.org

Mr. Mahmed El-Amin Fares Population Affairs Officer Population and Development Team

Tel.: 961 1 978426 Fax: 961 1 981510 E-mail: <u>mfares@un.org</u>

Department of Economic and Social Affairs, United Nations Headquarters, New York

Mr. Bela Hovy

Chief, Migration Section Population Division Tel.: 917 3679887 Fax: 212 963 2147 E-mail: hovy@un.org

Mr. Giacomo Sbrana Associate Expert Migration Section Population Division Tel.: 917 3672210 Fax: 212 9632147 E-mail: sbrana@un.org

Ms. Vladimira Kantorova Assistant Population Affairs Officer Policy Section

Population Division Tel.: 212 9639699 Fax: 212 9632147

E-mail: kantorova@un.org