



european network
against racism

Promoting Integration

migration integration social inclusion and anti-discrimination

Results of an ENAR policy seminar



Brussels, 1 & 2 March 2007



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Background to the seminar

The purpose of the ENAR policy seminar was to explore the intersections between the anti-discrimination, social inclusion and integration agendas from the perspective of migration, recognising that these concepts are intrinsically linked. The aim was to highlight practices and lessons learnt from civil society, local and national government, and the European Union, with regard to the integration of migrants. The seminar also sought to put forward proposals for a more cohesive approach to European and national integration policy and practice, and to empower civil society and policy-makers to promote progressive change.

Cooperation with EPIM, the European Programme for the Integration of Migrants, not only brought welcome resources to co finance this event, but equally importantly the opportunity to build on a cohesive approach by working with NGOs and foundations in the search for a clearer vision for a European migration and integration policy.¹ In line with the objectives of EPIM, the challenge of this seminar was to go a step towards “addressing a lack of resources and expertise in translating everyday needs into political claims” (Françoise Pissart, King Baudouin Foundation), by bringing NGOs, policy-makers and other stakeholders together.

The seminar was prepared with the welcome collaboration of several other NGO networks, which contributed to a preparatory group, bringing valuable contributions to the programme and implementation of the seminar. These organisations provided ENAR with a viewpoint from different areas of social inclusion and other forms of discrimination, as well as a more specialised knowledge of the impact on migrants of a lack of policy coherence. They include Caritas Europa, December 18, CCME (the Churches’ Commission for Migration in Europe), EAPN (the European Anti Poverty Network), ECRE (the European Council on Refugees and Exiles), EWL (the European Women’s Lobby), the European Platform of Social NGOs, SOLIDAR, PICUM (the European Platform for Undocumented Migrants), as well as other actors such as MPG (the Migration Policy Group) and EPC (the European Policy Centre).

In preparing the seminar ENAR also consulted with three areas of the European Commission more specifically concerned with social inclusion and anti discrimination aspects of migrants’ integration: the Social Inclusion and Anti discrimination Units of the Directorate General for Employment and Equal Opportunities, as well as the Immigration and Asylum Unit of the Directorate General for Justice, Freedom and Security.

Since ENAR is a network of NGOs, another step towards identifying the issues during the preparatory phase was the survey carried out among ENAR members, who were invited to identify the most problematic sectors for migrants, and also the most significant barriers to integration and social inclusion for migrants. They also had the opportunity to state whether in their own experience a lack of coherence in integration policies contributed to an experience of social exclusion and discrimination among migrants.

¹ The EPIM programme brings together 15 foundations in Europe to organise partnerships that provide added value on these issues. The programme was instigated with the aim of making sure that the Common Basic Principles and the debate surrounding them should more accurately reflect and take into consideration the realities on the ground.

1. Introduction

Member States of the European Union face a variety of migration realities; migration flows to and from a territory relate to the specific historical, economic and policy developments of each Member State. Migration policies are necessarily complex as they must address the wide range of migrant situations: long-term and short-term workers, students, asylum-seekers and refugees, spousal and family dependants, and undocumented migrants.

Restrictive immigration policies and trends involving temporary and/or undocumented workers, asylum seekers and trafficking have created new clusters of migrants with or without legal status who are socially excluded and subject to various forms of discrimination. Migrant women are particularly vulnerable, suffering multiple discrimination and being affected by policies and practices in ways unique to the female experience. These migration trends combined with family reunification mechanisms have created different patterns and situations with respect to integration in the so-called 'host societies'.

Lack of a coherent policy has in many cases led migrants to fall through the gap left by such a vacuum, exposing them to social exclusion and discrimination. As a first step towards a more effective policy member states must consider whether immigration policy should be treated as a stand alone policy area or whether the issues that arise are better integrated within mainstream social and legal policy.

In his key speech opening the ENAR seminar, Rui Marques, Portuguese High Commissioner for Immigration and Ethnic Minorities recalled that **"very often integration policies have been the 'poor cousin' of immigration policies. The inspiration shared through the Common Basic Principles on Integration is very positive and can help to frame good integration policies. These should also be governed by internal coherence"**. He also confirmed that **"to be effective, integration demands a holistic and global approach"**.

"European Commissioner Špidla is convinced that the successful integration of immigrants and ethnic minorities is and will continue to be one of the key challenges facing Europe in the 21st century and one in which Europe will either succeed or fail." (Jan Jařab, member of the Cabinet of Commissioner Vladimír Špidla)



Bashy Quraishy, Rui Marques, Katarina Lindhal, Joachim Ott, Sandra Pratt, Jan Niessen

National migration policies have a direct impact on the manner in which migrants are integrated; migration policies cannot be separated from the objectives of integration, social inclusion and anti-discrimination, as they are intrinsically linked. For example the position of ineffective return policies must be considered in this regard. In the case of rejected asylum seekers who cannot be returned for safety reasons, these policies create categories of migrants who are without status and find themselves in extreme situations of exclusion. As Anne Weermink of the European Jesuit Refugee Service put it **"the 'starving-out' approach is not enough, is not working and is not acceptable"**.

It is this need for coherence that ENAR addressed in bringing together over 120 participants from NGOs, academic institutions, public authorities and other stakeholders from over 22 European countries during the seminar 'Realising Integration: migration, integration, social inclusion and anti discrimination' in Brussels on 1-2 March 2007. This report draws on the background paper drafted by ENAR in advance of the seminar and on the inputs and debates from the seminar speakers and participants. The first section of the report focuses on the way in which the lack of policy coherence is experienced by those most directly affected, specifically in their access to employment, to rights and services and to representation. The second section addresses the question of policy coherence: at what level must it take place, to what extent is there coherence in the way that the European Commission addresses the issue, and what coherence can there be between different actors? The final section elaborates on four key principles for furthering policy coherence through consultation, participation, a human rights approach and equality mainstreaming. The conclusions of the report identify key principles to inform future policy coherence.

Full texts of many of the inputs to the seminar, together with a list of participants, can be found on the ENAR website at <http://www.enar-eu.org/en/events/MIGRATION/index.shtml>

2. Integration: a two-way process

The first of the European Council's eleven Common Basic Principles² states that **"integration is a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States."** In his welcoming speech Bashy Quraishy, ENAR President confirmed that ENAR aims to promote **"a meaningful mutual integration and not a one-way integration where the majority sets the agenda and premises for integration"**.

In starting all discussions on the integration of migrants it is first important to identify the target group: the personal experience of social exclusion and discrimination among undocumented migrants is no less than that of documented migrants. In chairing the opening session of the seminar, Jan Niessen, Director of the Migration Policy Group, observed that **"it seems that at European level 'immigrant' is limited to newly arrived third country nationals. However, such a limited definition leaves out many groups that the seminar participants are working with. There is also a generational issue to consider"**.

There is a danger of only focussing on migrants themselves; integration is a process that everyone is to be involved in. The aim is not to establish a single model of integration, but rather common goals and objectives that respect the different cultures, circumstances, ways of dealing with issues, and approaches of the EU Member States, as long as they comply with common EU values.

"Consensus is the main antidote to populism and xenophobia. However, in democratic societies, the construction of this consensus implies, amongst other things, a raising of awareness concerning public opinion in relation to welcoming, through demystifying stereotypes and false ideas. In this regard, a lot of attention should be given to the treatment of the immigration question by the media, and encouraging a positive perspective" (Rui Marques, Portuguese High Commissioner for Immigration and Ethnic Minorities)

When asked to identify the most significant barriers to integration and social inclusion for migrants, respondents to ENAR's survey most frequently cited 'racism, discrimination and inequality' and 'the lack (or precariousness) of legal status'. Third



Beatrice Achaleke, Nazek Ramadan, Siobhan O'Donoghue, Leonida Beligon

among the responses cited as the most significant barrier was 'the failure of service providers (and institutions) to coordinate policies and services for migrants'. These barriers in themselves are linked; for example a failure to coordinate policies such as anti-discrimination mainstreaming in migration policies, can undermine effective service provision by immigration officials.

In the UK the Migrant Resource Centre in London carried out a survey amongst its users and the barriers that they identified included a lack of real commitment and clear policy encouraging integration, lack of information and knowledge of the system, lack of opportunities, not knowing your rights (for example few people are aware of the UK Race relations Act), political and social injustice, racism discrimination and prejudice, lack of work experience in the UK, lack of skills and qualifications recognition, cultural differences and loss of identity and Language barriers.

"Measures need to be taken not only to tackle discrimination but to address the disadvantage that has been created by years upon years of discrimination" (Beatrice Achaleke, Director, International Centre for Black Women's perspectives, Austria)

Delegates to the seminar identified the key challenge as to ensuring access and participation across the range of social sectors in a way which is coherent and consistent and which fully respects the rights and responsibilities of migrants and the majority population. In particular the seminar emphasised the role of employment, rights, services, and representation.

² For the complete text of the eleven Common Basic Principles see section 2.3.3

2.1 Access to employment

Employment is the most problematic sector for migrants, followed closely by housing and social services. This was born out by the experience of those who spoke during the seminar.

“Discrimination prevents employment. Discrimination against our names, religion, accent, appearance, etc. Change all this, and we will get a job today.”

“We like to be part of this society and live like the rest of the population in the UK, but people here are not open to us.”

“I am an asylum seeker, I cannot do anything. I cannot work, I cannot study, and I cannot walk in the street with confidence”
(Migrant Resource Centre survey, presented by Nazek Ramadan)

Employment impacts on all areas of life. The ENAR survey indicated that the cross-cutting nature of situations faced by migrants meant that problems exist for migrants in all sectors and that a problem in one sector often leads to a problem in the other sectors. For example, in Cyprus, temporary migrant workers are allowed to work only in specific sectors and for specific employers. In turn, their limited status in Cyprus, as linked to their temporary working situation, leads to issues in access to healthcare services and social services.

Precariousness of legal status also applies to family members whose residence permission regularly does not allow for the same access to employment, social benefits etc., while at the same time, one family income is not sufficient.

The psychological impact on undocumented migrants not only applies to the unqualified, but also to those with professional qualifications. They too need to feel that they are active participants in society. The impact can take the form of depression and other illnesses which reinforce the sense of exclusion and discrimination.

“... only when I started having wistful dreams of my former job in Manila, working in the office, practicing my profession, attending meetings, presenting reports, did I accept I was depressed. I took anti depressive drugs and tranquillisers for more than two years...” (Leonida Ambrocio, certified public accountant in the Philippines... former undocumented migrant in Belgium, now regularised)

Even when they have status, migrants still experience unequal difficulties: for example domestic workers (in Ireland) are integrated and responsible workers and yet they perform a huge array of tasks for which they get low wages, no overtime, no holidays, no days off, and restricted possibilities of movement (all the more so if they live in the house of their employers).

There is lots of pressure on them because they depend on their employers for their work permit, which compels them to keep silent and low profile. Problems of access to employment are also exacerbated by the fact that migrants still have great difficulty in getting foreign qualifications recognised.

On the other hand, society often fails to recognise that migrants in fact contribute to the economic and social fabric of their host country. According to Beatrice Achaleke, Director, International Centre for Black Women’s perspectives, Austria, **“migrants create jobs; it is time for the jobs that they create start benefiting them”**.

2.2 Access to rights and services

Despite far-reaching European legislation to fight discrimination based on ethnic origin or religion, many people in Europe do not know about their rights. According to a recent Eurobarometer survey on ‘discrimination in the European Union’,³ there is little awareness of anti-discrimination law and rights: for example 39% of respondents did not know that racial discrimination in hiring new employees is illegal.

Awareness of and access to fundamental rights often can extend to the criminal justice system, where third country nationals experience unequal access to basic rights, legal justice etc. **“The system that is designed to administer justice is sometimes experienced by migrants as a source of grave injustice. The fundamental rights of third country nationals, especially those of African origin, are often abused. It is therefore very important to highlight the importance of the advocacy role of NGOs”**, according to Chibo Onyeji, of the International Association for Integrative Action, Austria.

“In Belgium measures have been taken to offer training for police officers and to facilitate minorities in becoming police officers so that the police force may be more representative as a whole. The police have a policy of zero tolerance in these matters so that if an individual can prove harassment there are provisions for criminal sanctions of such acts.” (Christian Dupont, Belgian Federal Minister in charge of the Civil Service, Social Integration, Policy for Large Towns and Equality)

This lack of awareness of rights is particularly important when it comes to the question of how migrants gain access to services that are considered as a basic right by members of the host society. Basic service provision underpins the societies in which migrants find themselves, yet access to these services is by no means equal, and in particular for members of the migrant community, whether documented or not. Equal access is imperative for integration.

³ Discrimination in the European Union, Eurobarometer, January 2007
http://ec.europa.eu/public_opinion/archives/ebs/ebs_263_sum_en.pdf

During the ENAR seminar the Belgian federal Minister Christian Dupont, responsible for Social Integration and Equal Opportunities, conceded that there is considerable work to be done still and noted that there needs to be a focus on education first and foremost. He stated that it is absolutely unacceptable to have ghetto schools and that adequate housing is a necessary prerequisite for progress in addressing disadvantage in education. In addition, in Belgium there is a fundamental difference between challenges faced in the Walloon and Flemish parts of the country since in Wallonia many of the migrant communities are French-speaking while few in Flanders are Flemish-speaking.

Undocumented migrants are the most vulnerable. They have no access to social protection, no housing assistance, no healthcare or education. In some cases they find work but are almost always exploited and when they are exploited, they cannot go to the police.

“When I gave birth to my son... the doctors assumed that I had health insurance because of my husband. So I paid only a small amount to the hospital. However a few months later, I received a letter from the hospital informing me that the mutuelle (Belgian health insurance company) had refused to cover the hospital bills because I was not registered in the commune on the date of my delivery ... I therefore negotiated with the hospital to pay my bills by instalments.” (Leonida Ambrocio, former undocumented migrant in Belgium, now regularised)

Housing is an area where many migrants experience major access difficulties, in particular often being exploited by landlords.

“One month after 17-year old Joanna (not her real name) came with her 15-year old sister to Belgium to join her mother (an undocumented migrant), she suffered from carbon monoxide poisoning. While taking a shower, the pilot light went out on the water heater. The bathroom in apartment was not made according to housing norms, with no ... ventilation. Joanna was in a coma for two days. While her daughter was in intensive care at hospital, Joanna’s mother could not go to her jobs cleaning houses. She lost three out of four jobs, and was left with little income. With the help of a social worker and priest, she filed a legal case against the landlady, and won the right to indemnities (due to the accident), to a rent deposit and to two months’ rent. Even after this there was a fight between the insurance company and the landlady. Also the daughter had to receive continued medical evaluation.” (Michele Levoy, PICUM, the International Platform for Undocumented Migrants)

2.3 Access to representation

The participation of migrants in the development of policies can be an effective mechanism in achieving policy coherence as their experience can serve as a guide in the development of a cohesive framework. However in the experience of most migrants this representation is a difficult reality.

During the seminar Nweze Leonard, a representative of an Afro-Latvian association stated that **“the African population in Latvia is very small but racism and discrimination is a huge issue. Words like tolerance, integration and social inclusion come to have a poetic element as they are recited repeatedly but do not lead to much action... we need to find ways to allow for the participation of those experiencing these issues... we need practical representation as there needs to be more faces of those affected in policy-making circles”**.

Chibo Onyeji also warned that we must be careful when advocating for fairer ethnic distribution in policy-making. He pointed out that just because an individual belongs to a certain group does not necessarily mean that he or she will adequately represent the group as a whole. He said that **“although unfair distribution is a sign of the problem and is symptomatic of a system that is not fair or fully democratic, and although more equitable distribution and representation is part of the solution, it is not in itself a sufficient solution. The focus should be less on representation for representation’s sake and more on measures towards developing proper fair and equitable policies”**.

Access to funding is also a means to empowerment. There is a need to not only redistribute funding but to create new spaces for migrants to participate. Participation and equal opportunities is not just about talking about these issues but actually enabling migrants to have access.

3. Policy coherence

It has been argued that the continued distance and tension between migrant and host communities in Europe, even among second and third generations, is a sign that migration and integration policies do not adequately address the needs and experiences of migrants. This will need to change if successful integration strategies and social cohesion are to be achieved. That the reality of the migrant experience is not divided along the lines of the various related policy areas is itself an argument for greater policy coherence.

Coherence is more than simply avoiding inconsistencies between migration and integration policies; it is seeking to establish synergy between these two related yet distinct domains, to further the aims of each, and without which integration in the EU will never be fully realised.

Policy coherence must be based on shared values. As proposed by Rui Marques these values should include:

- **Equality** of rights and responsibilities amongst national and foreign citizens who are present or reside in Europe.
- **Civic citizenship** for long-term residents who should be recognised as citizens with full rights: an inclusive society can only be built through respect for the principle of full cultural and political participation of all citizens – national and immigrant – who constitute a society within a specific time and space.
- **Interculturality** which is much more than the simple acceptance of the ‘other’, the intercultural model proposes the welcoming of the ‘other’ and the transformation of both through this encounter.
- Building **consensus**, the permanent search around questions of immigration, through dialogue and negotiation, for a widened political and social consensus is not a mere question of tactics. It represents an essential element to keep immigration policy away from fractious territory where populist anti-immigration arguments flourish, as has been verified in many European countries.

“ It is a mistake in the integration debate to focus only on migrants learning the local culture. There is an important dimension where common European values come into play that must be emphasized...though...such values are often difficult to define, they should include human rights principles, the equality and dignity of people, and democratic values.”

(Jan Jařab, Member of the Cabinet of Commissioner Vladimír Špidla)

3.1 At what level do we need coherence?

According to the responses to the ENAR survey, the lack of policy coordination appears to be most serious at the national and European levels and there is greater policy coherence at the local level than at all other levels. This greater policy coherence at the local level may be due in part to a greater proximity to key stakeholders at the local level, suggesting that policy coherence diminishes the further removed policy-makers are from those most directly affected, and that therefore there is a need for efforts to reinforce consultation and participation processes at national and European levels.

One ENAR survey respondent from an NGO at the European level expands on the lack of coherence as follows: **“the lack of policy coordination is serious at any level, but whereas at a local level it is relatively easy to achieve greater coordination, at the national and European levels, policies not only lack coordination, but are often conflicting or contradictory. An emphasis on border management on the part of the European Commission’s Directorate General Justice and Home Affairs is thus tempered by the Directorate General Employment’s focus on integration – though, to add to the confusion, the Directorate General Justice also has integration programmes up and running”**.

3.1.1 Implementing integration: the impact of local approaches

While the ENAR survey suggested that the lack policy coherence is a greater barrier to integration at the national and European levels, it is often at the local level where the impact of incoherence is felt most acutely by migrants. Coordination must not be confined solely to a top-down approach since it is where integration strategies will be most tested, as communities have to make integration and social inclusion work in practice.

One of the areas identified in the ENAR survey was the difficulty in accessing employment possibilities. During the seminar Christine Kulakowski, Director of the Brussels Centre for Intercultural Action identified several key challenges that the Centre is addressing, including those associated with people with different legal status (or lack or precariousness thereof) and in turn lacking security and facing employment discrimination

and exploitation. This is compounded by the lack of a welcoming attitude among the host society in general. Two main actions were described: the first action is a project focused on the socio-economic integration of newly arrived migrants. The project assists them in gaining skills and knowledge towards facilitating integration by offering them training in language, culture and history as well as in other relevant areas. The second action consists of two education/training projects aimed at increasing intercultural understanding. The Centre offers training to 'development agents' that provides migrants with a basis for becoming trainers in intercultural understanding. The Centre also offers training in intercultural relations to professionals in various fields. Both training groups are heterogeneous in nature.



Luciano Scagliotti, John Haskins, Christine Kulakowski, Denis Stokkink

3.1.2 How coherence can happen at national level

Seminar participants discussed national level mechanisms for ensuring policy coordination, in particular the relationships between governmental departments and the role of coordinating mechanisms. Responding to questions about policy coherence, John Haskins, from the Irish Reception and Integration Agency in the Department of Justice Equality and Law Reform, emphasized that policy coherence and how to achieve it are big issues. It should be the responsibility of each department separately to deliver on the issue of integration in the context of their respective mandates. Having a specific department dealing with integration can be risky as it can let other departments 'off the hook' with respect to integration policies and that can have the effect of being less effective or counterproductive. Integration policies need to be mainstreamed throughout all departments. **"Pragmatic and strategic initiatives are more effective than conceptual work or discussing definitions"** emphasised John Haskins.

The Citizens Index⁴ found the least favourable policies for integration policy coherence to be in the area of naturalisation. On

4 European Civic Citizenship and Inclusion Index (2005), British Council, Brussels, available at: <http://www.migpolgroup.com/multiattachments/2143/DocumentName/brussels-european-civic-citizenship-and-inclusion-index.pdf>

labour market status, family reunion and long-term residence, no policy coherence whatsoever exists within the EU or within national legal frameworks. This lack of policy coherence often gives rise to contradictions where some dimensions of a policy bolster the overall integration goal while other dimensions undermine it. In short, the Index's measurements bring to light incoherent national policy frameworks in need of reforming.

In Portugal, the incoming presidency of the EU, the institutional framework of the High Commission for Immigration is placed at the centre of government, which undertook one hundred and twenty measures by thirteen different ministries through its recently approved Plan for Immigrants' Integration.

The United Kingdom has never had an explicit integration policy but because of its extensive policies on equality, much progress has been made. The lesson to learn here is that integration should be approached on the basis of equality. Canada too, has only recently brought in anti-racist measures but has for a long time been working on the bases of a strong focus on equality.

John Haskins sees social cohesion at the top of a pyramid with many ingredients; social cohesion includes integration, anti-racism, anti-discrimination, etc. In his view anti-racism is necessary but not sufficient to ensure social cohesion; other elements are needed such as for example active citizenship and mechanisms for dialogue. He identified four key challenges as steps to integration:

- **Responsibilities as well as rights: there are alternatives to specific rights-based approaches.**
- **Negotiating the regulatory environment.**
- **Getting the right balance between targeting and mainstreaming.**
- **Negotiating values, for example getting good quality common spaces for discussion.**

3.2 Is there coherence at the European policy level?

The seminar sought to identify what coherence exists at European level between three key areas relevant to the integration of migrants: social inclusion, anti discrimination and justice. Commission representatives from different departments and directorates-general reflected the multi-faceted nature of these issues. They were asked to present reflections not only on what measures are being taken but also the gaps, overlaps and limitations of these measures and what can be done to facilitate addressing these and how the separate departments might better work together.

“The anti-discrimination element needs to be more visible... these issues are not linked with other policy areas but are separate. This is even more so the case with refugees/asylum seekers as many anti-discrimination laws do not apply to them because of their legal status” (Jan Jařab, Cabinet of Commissioner Vladimir řpidla)

The German Presidency of the European Union has expressed a keen interest in the need to improve coherence within the Commission and in particular regarding the social aspects of migration. However, policy-makers need to be better informed by the experiences of implementation at the local level.



Jan Jařab, Pascale Charhon, Françoise Pissart, Basha Quraishi

The introduction of the Commission’s integrated impact assessment procedure has also furthered progress in this area. The procedure structures the obligation given to itself by the Commission to ensure that impact on social, environmental and economic impacts are taken into consideration in all acts. The procedure is an ambitious preparatory policy mechanism. Part of this mechanism includes a greater emphasis than ever before on stakeholder involvement through consultations before, during and after.

A further mechanism that has been put in place to achieve coherence is the use of inter-service groups that link Commission departments dealing with specific topics together and even include those departments that are less directly linked to the topic. These groups meet to exchange information and to promote the mainstreaming of issues to other policy areas.

3.2.1 Social Inclusion

The European Commission’s Social Action Programme includes the Open Method of Coordination (OMC) on Social Protection and Social Inclusion. This provides instruments to promote social inclusion through agreed objectives, the

development of common indicators and strategies and action plans as well as follow-up with respect to both the measures implemented as a part of these actions plans and their impact.

OMC country reports were received last autumn from all of the 27 EU Member States. In these the Member States were expected to demonstrate social protection and social inclusion measures that were not only sustainable, but also adequate. The Commission has presented its analysis of these reports from various different angles in the Joint Report on Social Protection and Social Inclusion.⁵ With respect to the integration and social inclusion of migrants and ethnic minorities, the report concludes that considerable gaps remain. Most Member States have highlighted this as one priority to deal with and many of those that did not have referred to the integration and inclusion of ethnic minorities and migrants under other priorities.

There were not many examples of Member States addressing multiple discrimination. While there are references by Member States to the importance of addressing discrimination, there are not many concrete measures towards this. The end result is that while progress is being made, much remains to be done. In describing the outcomes of the Joint Report, Katarina Lindahl, Deputy Head of Unit, Inclusion, Social Policy Aspects of Migration, Streamlining of Social Policies, Directorate General Employment, Social Affairs, Equal Opportunities, emphasised that **“what is clear is that a holistic approach is needed”**.

3.2.2 Anti discrimination

The starting point for the mandate in this field is Article 13 of the EU treaty, which is committed to ‘appropriate action to combat discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation’.

According to the recent Eurobarometer, European people are much more advanced and open than policy-makers, politicians and the media. Europeans are quite sensitive to the existence of discrimination. They feel it is a widespread disadvantage and that not enough is being done to combat it. They are in favour of equal opportunities and are ready for change. They realise that we cannot continue to exclude people on the basis of their ethnicity or colour.

⁵ Joint Report on Social Protection and Social Inclusion 2007, available at: http://ec.europa.eu/employment_social/social_inclusion/jrep_en.htm#joint_report

- 64% of Europeans feel that discrimination on grounds of ethnic origin is widespread and 51% think that not enough is done to fight discrimination
- Europeans believe that it is a disadvantage in society to be a Roma (77%), having another ethnic origin (62%) or another religion (39%)
- About half of Europeans think that it would be less likely to get a job or a promotion for people of different ethnic origin, even with equal qualifications
- 70% of Europeans are in favour of measures to promote equal opportunities.⁶

Two key legal tools have been developed in this area: the Race Equality Directive and the Employment Equality Directive. They were adopted five years ago but there still remains much to be done in their transposition and implementation. Equality Bodies have been set up in all Member States; nationality or citizenship is not a condition for protection against discrimination, positive measures are permitted, and several Member States go beyond the requirements of the Directive. There is also strong political commitment of Commissioner Špidla to the Directives.

Without equal opportunities, we cannot truly make progress on employment or social policies. The 2007 European Year of Equal Opportunities has been developed to raise awareness about legislation, rights, and obligations, and to celebrate diversity. The key messages of the Year are that people in the EU are entitled to enjoy a life free of discrimination, that they must have equal opportunities in economic and social life and in the labour market, that diversity brings benefits and is an opportunity, that it is not enough not to discriminate - diversity can only flourish if everyone has equal opportunities, and that a life free of discrimination is an issue of fairness, of social solidarity and of democracy.

The European Commission's High Level Advisory Group on social and economic inclusion brings together experts to analyse obstacles and good practice in social and labour market inclusion to achieve the full participation and inclusion of ethnic minorities. As for financial tools, the European Social Fund and specifically PROGRESS, the Community's programme for employment and social solidarity,⁷ can provide support.

Joachim Ott, Policy Officer, Action Against Discrimination, Civil Society, Directorate General Employment, Social Af-

airs, Equal Opportunities, recalled the next steps for the High Level Group to be achieved by the end of the 2007 European Year of Equal Opportunities. These include a report and recommendations due by the end of 2007; there also needs to be a strong political signal that inclusion of ethnic minorities is a question of democracy and economic interest. There is a need for practical recommendations, and a process must be launched with the aim of mobilising all political and financial instruments.

3.2.3 Integration

Immigration now accounts for some 20 million people in the EU. There is a great deal of movement in and out of the EU. Immigration and integration therefore are issues of extreme importance. Since the beginning, integration is seen as an integral part of immigration policies, and this has been reinforced over the years.

In the focus on ways of managing legal migration, there have been efforts made to develop transparent legal processes, manage migration flows and facilitate integration. Pre-departure and settlement measures have also been taken in some cases. The process overall is being driven by the Member States.

The policy move towards a common European framework on integration consists of a number of activities. National Contact Points have been established for the exchange of information and best practice. Their role and how to reinforce it is currently under discussion, they played a key role in developing the European Handbook on Integration. The Annual Report on migration and integration has been established as a monitoring and evaluation tool. There will soon be a website as another way of highlighting and exchanging information and best practice. By next year, there will be a civil society forum as a better way to interact with those at other levels, particularly at the local level.

In 2007 a new funding programme for integration was introduced with a focus on evaluation and monitoring, exchange of good practice - targeting newly arrived people. There is a need at European level for mechanisms to facilitate contacts in the form of networks/platforms.

The core of integration policy with relation to immigration has been the establishment by the European Commission of the Common Basic Principles.

⁶ Discrimination in the European Union, Eurobarometer, January 2007 http://ec.europa.eu/public_opinion/archives/ebs/ebs_263_sum_en.pdf

⁷ http://ec.europa.eu/employment_social/progress/index_en.html

11 Common Basic Principles on Integration

1. Integration is a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States.
2. Integration implies respect for the basic values of the European Union.
3. Employment is a key part of the integration process and is central to the participation of immigrants, to the contributions immigrants make to the host society, and to making such contributions visible.
4. Basic knowledge of the host society's language, history, and institutions is indispensable to integration; enabling immigrants to acquire this basic knowledge is essential to successful integration.
5. Efforts in education are critical to preparing immigrants, and particularly their descendants, to be more successful and more active participants in society.
6. Access for immigrants to institutions, as well as to public and private goods and services, on a basis equal to national citizens and in a non-discriminatory way is a critical foundation for better integration.
7. Frequent interaction between immigrants and Member State citizens is a fundamental mechanism for integration. Shared forums, intercultural dialogue, education about immigrants and immigrant cultures, and stimulating living conditions in urban environments enhance the interactions between immigrants and Member State citizens.
8. The practice of diverse cultures and religions is guaranteed under the Charter of Fundamental Rights and must be safeguarded, unless practices conflict with other inviolable European rights or with national law.
9. The participation of immigrants in the democratic process and in the formulation of integration policies and measures, especially at the local level, supports their integration.
10. Mainstreaming integration policies and measures in all relevant policy portfolios and levels of government and public services is an important consideration in public-policy formation and implementation.
11. Developing clear goals, indicators and evaluation mechanisms are necessary to adjust policy, evaluate progress on integration and to make the exchange of information more effective.

The Common Basic Principles (CBPs) give a first definition or approach to guide what is meant by integration in the EU in measures and objectives. Whilst they only concern third country nationals, they are broad objectives and form a framework of principles that is largely applicable to other areas. Within the CBPs two stand out, according to Sandra Pratt, Deputy Head of Unit, Immigration and Asylum, Directorate General Justice, Freedom and Security: as referred to above, the first is the definition of integration as a two-way process. This im-

plies change on both sides: society needs to change too as do migrants. The second is that this change requires boundaries: limits must be set to guide this change, based in the basic values of the EU and human rights principles. Change must occur within limits and a framework that is practical and acceptable. A European approach to integration does not include integration as nation-building like in Canada, the US or Australia. **"This is not the melting pot, the mosaic or the nation-building version of integration but rather a unique European integration"**, Sandra Pratt said. Acknowledging that representation of migrants at European level is required, she stated that **"what is needed is some kind of European migrant platform - a network for migrants based on national platforms. There are many migrant organisations. What is needed is a way to target and harness that, in order to facilitate contact between these groups and the commission"**.

3.3 Coherence between actors

In addition to the need for coherence between policies and between policy levels, there is also a need to promote coherence between actors. For example in 2004 a project involving the Belgian think tank 'Pour la Solidarité' benchmarked innovative partnerships in the field of integration of migrants in 13 countries, with the objective of identifying the favourable conditions for the success of such partnerships. The favorable factors included the inclusion of many stakeholders and at all levels, adequate financing, preliminary evaluation of needs, preliminary education/training of candidates, legal contacts and regular evaluation.

"A company sought to recruit nursing staff in Italy, and by so doing to offer stable work opportunities to qualified Polish immigrants, and to create cooperatives to manage health services in Poland. The result was that 77 Polish nurses integrated into Italian cooperatives, a network was created between Italian and Polish cooperatives and the cooperative model was disseminated in Poland." (Denis Stokkink, 'Pour la Solidarité')

Corporate Social Responsibility must be emphasized since businesses are necessary stakeholders in this dialogue. Proposals promoting equitable and fair integration should include businesses working alongside NGOs and public authorities, trade unions, involving all stakeholders. Corporate Social Responsibility is another form of partnership: resistance from companies often constitutes a cause for governments' reluctance to either establish legislation or effectively enforce it.

Also, NGOs need to reorient themselves towards promoting mainstreaming rather than just providing services. They need to move more towards advocacy and less service-based measures which ultimately let the state off the hook as a service provider.

4. Four key principles for furthering policy coherence

In so far as anti-discrimination and social inclusion are prerequisites for successful integration strategies, mechanisms to ensure these prerequisites, such as equality mainstreaming and rights-based approaches, must be included in the process. A process of policy formation and implementation that includes these mechanisms, thereby promoting and protecting human rights and equality from the outset, is best equipped to secure anti-discrimination and social inclusion, and to lead to successful integration. Given the complexity of these policy areas and indeed of the systems within which these policies are being developed and implemented, coherence is a challenging task. Coherence is a function of competing and conflicting interests and the extent to which certain interests dominate is a matter of stakeholder power and political will. However, successful integration strategies leading to greater social cohesion are likely to be unattainable unless coherence is achieved through processes of consultation and coordination.

The ENAR policy seminar sought to develop proposals to enhance a process of policy formation to promote a more cohesive approach to European efforts towards inclusive societies. In this respect four key approaches have been singled out as a basis for such a cohesive policy: consultation, participation, a human rights approach and mainstreaming. Whilst these approaches are in themselves inextricably linked, such as, for example, participation which is crucial in implementing mainstreaming, the experience and expertise of the participants contributed to a more in-depth view of each of these aspects.

4.1 Consultation

Consultation with civil society in relation to policy initiatives can be described as a commitment on the part of the government or a government agency to actively listen to and take into consideration the views of representative organisations on a given set of legislative or policy proposals. At the European level, the Commission has recognised the importance of civil dialogue in a communication outlining minimum standards for consultation. The Race Equality Directive also recognises this importance in articles 11 and 12, regarding social partners and NGOs respectively.

At EU level there is increased attention to consultation from the civil society point of view. For this reason, the Civil Soci-

ety Contact Group has analysed consultation practices and has published two reports on European consultation practices and on how NGOs can make themselves heard. On the other hand they need to take into account the nature of civil society, which considers all stakeholders equally. To be able to participate, the question of resources arises, including training not only for civil society but also for the institutions in how to better consult with civil society. Consultation needs to go beyond 'official' processes to become meaningful, and in particular there must be attention paid to ensure that consultation structures are linked to the grassroots base of civil society.

"With regard to the integration of poverty and discrimination issues, EAPN organises yearly European meetings of people experiencing poverty with the EU Council Presidency. There has been a greater participation of immigrants and ethnic minorities in these meetings, which is a proof of the integration of these two issues." (Fintan Farrell, European Anti Poverty Network)

Another example of how consultation can take place concerns the preparations for the 2007 European Year for Equal Opportunities. In Spain a Round Table was organised by the ENAR national coordination in cooperation with the Migration Observatory and the city and university of Madrid which took this participative approach into account. There was a consultation in 21 Madrid districts and many diverse organisations representing the different discrimination grounds participated in the Round Table (Jésus Migallón, Spanish National Coordination of ENAR).

However participants in the seminar recognised that the value of a consultation process is limited in its impact if there is no follow up, for example in France there is a problem of the 'post consultation' process: following consultation there needs to be feedback to the groups consulted. Thomas Huddleston, Policy Analyst with the Migration Policy Group, pointed out that the Citizens Index⁸ notes that the existence of consultation facilitates policy coordination and the participation of migrants in coherent integration policies. The Index distinguishes between ad-hoc, government-appointed, non-

⁸ European Civic Citizenship and Inclusion Index (2005), British Council: Brussels, available at: <http://www.migpolgroup.com/multiattachments/2143/DocumentName/brussels-european-civic-citizenship-and-inclusion-index.pdf>

independent or financially unsupported consultative bodies and structured, elected and independent consultative bodies, which comprehensively contribute to full and active political participation.

There could be a danger, though, in formalizing partnerships too much since the more formalized the process the greater the gap between those groups included and those excluded. **“Do we really want a process that is formalized to such an extent that its results become predictable?”** questioned Jan Jarab, member of the Cabinet of Commissioner Špidla.

To address the complexity of the process, civil society and institutions need to reflect on principles and then draw up codes of practice on how public consultation should take place. Delegates to the seminar suggested that effective consultation would need clear procedures and proper support in the form of a properly funded Open Method of Coordination on anti-discrimination, integration and refugee issues. Capacity building for NGOs and institutions is also necessary.

4.2 Participation

The principle of participation implies fostering input, engagement and power sharing in the decision-making process among those persons who are affected by and therefore have an investment in the outcome of initiatives and policies. In practice, a continuum of participation exists depending on the conditions under which involvement occurs and the extent to which that involvement impacts change and translates into real decision-making power. On one end of the continuum, stakeholders are afforded token participation and are essentially informed of decisions. On the other end of the continuum, stakeholders' views are valued and have a real impact on the decision-making process. In the middle, consultation allows for a two-way flow of opinions, which may or may not impact the decision-making process.

The case for full and equitable stakeholder participation is particularly strong with respect to migration and integration. It has been argued that the continued distance and tension between migrant and host communities in Europe, even among second and third generations, is a sign that migration and integration policies do not adequately address the needs and experiences of migrants. This will need to change if successful integration strategies and social cohesion are to be achieved. Participation of migrants in the development of these policies can be an effective mechanism in achieving policy coherence as their experiences can serve as a guide in the development of a cohesive framework for integration. Participation is linked to a sense of belonging in society and is greatly affected by other factors of inequality in power rela-

tionships and disadvantage that would need to be addressed in the long-term.

“Immigrants should seek ... participation and, above all, the host society should be open to that participation. Only through complete political involvement will it be possible to adequately channel the representation of the legitimate interests of the immigrant population, through the present political party system, within the framework of democratic representation. On the other hand, only by involvement can electors of immigrant origin become jointly responsible in their political choices.” (Rui Marques, Portuguese High Commissioner for Immigration and Ethnic Minorities)

In Ireland migrant domestic workers started identifying their problems when the Migrants Rights Centre Ireland brought together women working as domestic workers to report on their situation. Their report ‘Private homes a public concern, the experience of twenty migrant women employed in the private home in Ireland’⁹ showed that they were all exploited. As a result, those women decided to start the Domestic Worker Support Group (DWSG) in order to better identify the problems, give support and develop policy arguments to express demands. Lot German, a member of the group, told the ENAR seminar how they started campaigning two years ago with structured demands for statutory protection, accommodation, breaks, work permits, and monitored working hours. They built their efforts on participation, active citizenship and solidarity. They also worked on developing a strategic relationship with trade unions in order to get the attention of policy makers about fair and equal work protection. A major challenge is to encourage the domestic workers to speak out because they are often working alone with no colleagues, without links with other workers. The second challenge is funding. There is also the need to develop some sort of pressure on the unions for them to take this issue into consideration. DWSG also started a group of employers interested by this issue so that unions are under more pressure to recognise the existence of a problem.

“The Minderhedenforum is the umbrella organisation of 14 federations representing more than 1000 local migrants groups and NGOs in Flanders. These federations are recognised by the government and receive funding. The forum organises discussion and debates with its members and beyond on different issues, propose recommendations and communication with the governments (regional and federal) and decision makers. The Forum is a “bottom up” structure stemming from the grassroots where migrants can speak for themselves, and not where academics or professionals would be talking on behalf of the migrants.” (Naima Charkaoui, Minderhedenforum, Belgium)

⁹<http://www.mrci.ie/publications/documents/Private%20Homes%20-%20A%20Public%20Concern.pdf>

Social citizenship has to be developed so that migrants are interested in the process through awareness-raising among politicians and political parties and through the improvement of their social situation in order that they gain respect (for example employment in all society sectors and not only in NGOs) and real equality.

Many barriers need to be tackled: migrant communities are not homogenous, and some groups are totally invisible. Participation is linked to power and political realities at national level. There are different types of participation: in the political system, in the structures of society (including policy making), and from local to global levels. Participation needs to be supported by funding and also recognition of professional qualifications, which can often create a major barrier to integration. Establishing legal rights on the basis of residency can ensure that migrants may be afforded greater opportunities to participate. Recognising their realities can also enable meaningful participation. Migrant groups need to formulate demands clearly and strategically as well.

4.3 A human rights based approach

Applying a rights-based approach to EU migration and integration policy implies explicitly linking these policy areas and setting the achievement of human rights as an objective across the board, so that in addition to integration policies, policies concerned with managing migration are also directed at promoting and protecting human rights.

Concerning the Human Rights of all immigrants, even of irregular migrants, Rui Marques, Portuguese Commissioner for Immigration and ethnic minorities, stated during the seminar that **“it cannot also be forgotten that the dignity of a human being remains untouchable and should be protected against during the most extreme adversities. This requires the continuation of a core of essential rights due to any person, irrespective of their documental situation”**.

Speaking on behalf of PICUM, the Platform for Undocumented Migrants, Michele Levoy stated that **“even if undocumented migrants are one of the groups facing the greatest risks of poverty and social exclusion in Europe today, there is almost no mention of their presence and marginalisation in the National Action Plans on Social Inclusion so far. Undocumented migrants must be included as a specific target group in the Social Protection and Social Inclusion Process”**.¹⁰

¹⁰ ENAR is supporting to the forthcoming policy statement by PICUM, ETUC and SOLIDAR addressing the exploitation of undocumented workers and the necessary measures to promote and protect their rights.

“A concrete way to fight marginalization and build social cohesion is to ensure that undocumented migrants can access basic social services, such as health care, education and housing. An approach to addressing the exploitation of undocumented workers should include measures to promote and protect their rights. The capacities of civil society must be strengthened. There will be no end to irregular migration without beginning to accept legal migration. A stronger framework of international standards is needed”. (Michele Levoy, PICUM)

Seminar delegates generally agreed that human rights need to be detached or de-linked from residence status to achieve an approach that is truly based on and holds as primary the principles of human rights. Uncertainty and precariousness of the legal status is the cause of being vulnerable to exploitation and discrimination; it prevents people concerned from taking legal steps and exercising their rights. Particular vulnerability due to precariousness of status also applies to family members whose residence permission regularly does not allow for the same access to employment, social benefits etc., while at the same time, one family income is not sufficient to afford living.

NGOs need to respond to the counter view among some institutions that de-linking human rights from residency status could lead to higher levels of irregular migration and subsequently tougher border controls.

In order to maximise the use of international instruments, the seminar participants agreed that NGOs must call upon governments to respect and take into consideration the views of monitoring bodies and they also need to bring individual cases forward to those monitoring bodies. Even if human rights conventions are ratified (and implemented), problems occur in the exercise of these rights; hence legal as well as practical barriers need to be tackled by practical support: counselling, legal representation etc.

To enhance the exercise of rights, there is the need for a strategy with regard to funding, capacity building and knowledge management; trans-national funds should be made available to enforce Member States’ compliance with human rights obligations. Enforceability of economic, social and cultural rights as a prerequisite is a general problem (especially in relation to housing, health care, employment, education); accordingly, a monitoring body on the ICESCR (International Covenant on Economic, Social and Cultural Rights) should be adopted.

Member States repeatedly fail to respect the views of human rights monitoring bodies. NGOs should develop a strategy

on how to support applicants not only with regard to issuing a complaint, but also with regard to follow-up and implementation. The ratification, implementation, and interlinking of international conventions will strengthen European and national policy. Of particular importance is the International Convention for the Protection of the Rights of All Migrant Workers and the Members of Their Families (1990), which reiterates a number of rights applicable to migrant workers and their families, but to this date has been ratified by no EU Member State.

“What’s needed is for us to undertake a comprehensive and sustained monitoring of how our national governments are adhering to their obligation under international law. For this to be effective we have to look at that coherence or lack of coherence in the reporting. We need to mainstream migrants’ rights issues across the whole reporting system.” (René Plaetevoet, December 18)

4.4 Mainstreaming

In recent years there has been a greater emphasis on the need to mainstream fundamental rights and equality in European policy-making. On a practical level this trend has manifested in a number of concrete ways and has positive implications for each the integration, social inclusion and anti-discrimination policy agendas. With respect to migration and integration, equality mainstreaming has the potential to enhance policy coherence in these areas since equality is a fundamental provision towards integration and social cohesion and offers a common objective from which to initiate coordination. If mainstreaming is applied to migration policy, **“this would serve as a strong policy statement that migration policy concerns everyone in society. Migration policy is frequently defined in insider and outsider terms and mainstreaming could be used as a tool to challenge the divisive construction of migration policies in European societies”** stated Jo Shaw, of Edinburgh University.

“Mainstreaming is a necessity not only in dealing with migrant situation but also since many Belgians suffer social exclusion as well. We need a global policy to address these issues. The idea of giving equal treatment to everyone is not enough. We have to make positive differentiations to get results - we need to address disadvantage by enacting positive action.” (Christian Dupont, Belgian Federal Minister in charge of the Civil Service, Social Integration, Policy for Large Towns and Equality)

Often when it comes to mainstreaming specific issues, it may be used as an excuse to evade political responsibilities. For example during the ENAR seminar Ivan Ivanov, Executive Director of the European Roma Information Office, pointed to

“the urgent need to take Roma issues into account across all policy development, as well as the need to monitor the impact of Roma specific programmes”. He noted that participation is crucial in implementing mainstreaming, in particular referencing the example of the implementation of EU structural funds, where despite participation requirements, the participation of Roma has been weak. The EU response to the challenge of mainstreaming Roma has included establishing the European Commission Roma Inter-Service Group two years ago. For the European Roma Information Office, the impact of this information exchange mechanism has been low. Despite commitment from 14 Directorates General to participate in the group, very often there is a poor turn out. He also noted that there has been little direct engagement with the Roma community. Roma activists have been invited to give short presentations to the group, but this does not amount to effective participation.

A common understanding of the concept of equality mainstreaming across a whole range of perspectives (government, migrants themselves, NGOs) needs to be developed. Measures must also still be targeted even within the concept of mainstreaming since a one-size-fits-all approach does not work. There is no contradiction between these two concepts; indeed mainstreaming is a process which facilitates targeting minorities within mainstream service provision and policy development. The approach must also be flexible and allowed to change over time as contexts evolve.

Effective processes need to be promoted such as impact assessment procedures, such as for example the one established by the European Commission. Efforts should be made to extend these processes such as impact assessment to the Member States’ governments as well.

For effective mainstreaming policies, accountability and ownership by policy stakeholders is also crucial. A key tool for developing this accountability is to associate it with high-level political commitment. Thus coordinating mechanisms such as the European Commission’s Inter-Service group must be associated with the highest levels within the administration. In addition it is important to identify the appropriate level at which policy should be implemented.

Equality mainstreaming should become a legislative obligation. Also important are evaluation, feedback, benchmarking and the collection of data and statistics in order to facilitate effective mainstreaming.

5. Conclusions

The ENAR seminar participants discussed the question of what principles can best address the need for policy coherence on integration. Working from the grassroots experience of those most directly affected by the lack of coherence in migration policy, informed by key policy makers at local, national and European level, and based on practical examples of policy coherence, the seminar has led to recommendations which can be the basis for further dialogue and policy contributions. Consultation, participation, a human rights approach and mainstreaming are key elements in such a policy. In order to promote and reinforce these policy approaches, a number of key issues stand out:

Broad principles

1. Principles of consultation and participation need to be agreed, in full partnership with all stakeholders, leading to an agreed code of practice.
2. Integration must be recognised as a two way process: all actors must engage with the issue, not only the migrant population.
3. Policy promoting social integration and the fight against discrimination towards migrants must take into account all forms of migration, not only for those with legal status.
4. Regarding meaningful participation and an approach based on human rights, legal rights for migrants must be on the basis of residency.
5. For equality mainstreaming to become a helpful tool towards migrant integration it will first be necessary to develop a common understanding of the concept, and to establish effective processes and participation of all relevant actors. For this to be successful it will also be necessary to obtain political support.
6. A positive policy on the integration of immigrants needs a strategy of communication with public opinion, transmitted by the media. There is a need to build broad consensus on the benefits of migration and diversity.
7. Specific minorities within the migrant communities need to feel that their needs are being taken into account, for example the migrant sex workers, who suffer multiple forms of discrimination.

At European, national and local institutional level:

8. A properly funded Open Method of Coordination on anti discrimination, integration and migrant issues needs to be put into place. This will enable benchmarking and ensure a holistic approach.

9. An effective Impact Assessment process regarding all community, national and local policy making could reduce the negative impact of conflicts between policy originating across different sectors.

10. Coherent policy making should be implemented across policy sectors and not through separate one purpose departments. This applies equally to the European, national and local authority levels. There is a need for high level political commitments to these processes at all levels of decision making.

11. Structuring integration policy across departments at EU, national and local levels must also be linked to equality mainstreaming within departments.

12. Member states must be reminded of their commitments to International Human Rights Conventions which support migrants' rights, in particular the International Convention for the Protection of the Rights of All Migrant Workers: the ratification, implementation, and interlinking of these conventions will strengthen European and national policy.

Capacity-building

13. Resourcing human capacity-building amongst organisations promoting the integration of migrants is a foundation stone to ensuring consultation, participation and the human rights approach. Capacity building should support cooperation and cross fertilisation between civil society organisations.

14. Financial resources are also needed to enable a balanced process, including building on the potential of the Structural Funds.

15. On-going exchange of experience between different actors involved in integration policy and practice is vital to achieve coherence; for this reason the support provided by specific funding streams which are independent of any institutions, such as that provided by EPIM, is very significant.

Seminar programme

Thursday 1 March 2007

SETTING THE SCENE: welcome, introduction and high level panel

This session set the scene for the discussions during the seminar, commencing with a definition of concepts, as part of a broad overview of the current debate on the integration of migrant populations across Europe, and by presenting a critical view of how the policy areas of social inclusion, anti discrimination and the integration of migrants currently interlink at European level.

Chair: Jan Niessen, Director Migration Policy Group

Welcoming speech: **Bashy Quraishy**, President, European Network Against Racism

IS THERE A NEED FOR GREATER COHERENCE BETWEEN POLICY AREAS?

Opening speech: **Rui Marques**, Portuguese High Commissioner for Immigration and Ethnic Minorities

HOW DO THREE EUROPEAN COMMISSION POLICY AREAS CURRENTLY CONTRIBUTE TO THE INTEGRATION OF MIGRANTS?

Are there overlaps? Are there gaps?

- Social inclusion: **Katarina Lindahl**, Deputy Head of Unit, Inclusion, Social Policy Aspects of Migration, Streamlining of Social Policies, Directorate General Employment, Social Affairs, Equal Opportunities
- Anti discrimination: **Joachim Ott**, Policy Officer, Action Against Discrimination, Civil Society, Directorate General Employment, Social Affairs, Equal Opportunities
- Integration: **Sandra Pratt**, Deputy Head of Unit, Immigration and Asylum, Directorate General Justice, Freedom and Security

WHAT IS THE REALITY FOR THOSE DIRECTLY AFFECTED?

The experience of those most directly affected by a lack of coherence among policy areas: how migrants, and in particular those without documentation, are encountering discrimina-

tion and social exclusion in accessing services and support in their host countries. The European debate on integration has been targeted at third country nationals, however broader anti-discrimination and social inclusion strategies respond to the needs of society in general and all ethnic and religious minority communities.

Chair: Siobhan O'Donoghue, Migrants Rights Centre Ireland, ENAR Board member for Ireland

- Migrants and access to social protection: **Nazek Ramadan**, Migrant Resource Centre, London, representing the European Anti Poverty Network
- Criminal Justice and Policing: **Chibo Onyeji**, International Association for Integrative Action, Substitute ENAR Board member for Austria
- Undocumented migrants: **Leonida Beligon Ambrocio**, Samahan, representing PICUM
- Migrant women: **Beatrice Achaleke**, Director, International Centre for Black Women's perspectives, Austria, representing the European Women's Lobby
- People 'falling through the system': results of research by the Jesuit Refugee Service Europe: **Anne Weernink**, researcher

Friday 2 March 2007

WHAT WORKS AT LOCAL, NATIONAL AND EUROPEAN LEVELS?

Examples of initiatives to create coherence at local, Member State and European levels.

Chair: Luciano Scagliotti, ENAR Board member for Italy

Local

- Brussels Centre for Intercultural Action: **Christine Kulakowski**, Director

National

- The Irish National Action Plan against Racism – an integration strategy? **John Haskins**, Reception and Integration Agency, Department of Justice Equality and Law Reform
- Strategies of social cohesion and integration in France: **Patrick Butor**, Directorate in charge of Migration and Population, French Ministry of Employment, Social Cohesion and Housing

Partnership between levels

- Enhancing policy coherence through partnerships at local, national and EU levels: **Denis Stokkink**, President, Pour la Solidarité, European Think tank

MOVING FORWARD

The first part of the final session of the seminar involved four workshops where NGOs and other stakeholders put forward guidelines for principles of policy coherence. A high level panel was then invited to respond to the workshop proposals with their own vision as to how anti-discrimination and social inclusion policies can combine to enhance future integration strategies at European level.

WORKSHOP on CONSULTATION WITH CIVIL SOCIETY

Successes and difficulties of existing tools for the consultation with civil society in policy formation

Chair: Sukhdev Sharma, European Economic and Social Committee

Speakers

- Culture of Informal consultation: **Fintan Farrell**, Director, European Anti Poverty Network
- A culture of consultation in the European Union?: **Roshan di Puppo**, Director, Social Platform
- European Year for Equal Opportunities – an example of good practice: **Jésus Migallón**, Spanish National Coordination of ENAR

Rapporteur: Richard Williams, ECRE, European Council on Refugees and Exiles

WORKSHOP on PARTICIPATION

How can the direct participation of interested stakeholder in policy decision-making and implementation secure more effective strategies.

Chair: Nele Verbruggen, King Baudouin Foundation

Speakers

- The civic participation of immigrants: Naima Charkaoui, Minderhedenforum, Representation of migrants
- The Citizens Index project: Thomas Huddleston, Migration Policy Group
- Migrants Rights Centre Ireland (MCRI) Leadership project: Lot German member of the MCRI Domestic Workers' support Group

Rapporteur: Siobhan O'Donohue, Migrant Rights Centre Ireland, ENAR Board member for Ireland

WORKSHOP on THE HUMAN RIGHTS APPROACH

How a human rights approach lends itself to policy coherence.

Chair: Doris Peschke, Churches' Commission for Migrants in Europe (CCME)

Speakers

- Promoting the social inclusion of undocumented immigrants and advocating respect for human rights: **Michele Le Voy**, PICUM, the Platform for International Cooperation on Undocumented Migrants
- Using international instruments to reinforce EU integration policy: **René Plaetevoet**, December 18

Rapporteur: Andrea Huber, Amnesty International EU Office

WORKSHOP on MAINSTREAMING EQUALITY

How social inclusion and anti discrimination policies can be mainstreamed to create an European framework for migrant integration at local, national and European levels

Chair: Liz Collett, European Policy Centre

Speakers

- Mainstreaming as a mechanism for coherence: **Jo Shaw**, School of Law, Edinburgh University
- Mainstreaming of Roma in European Policy: lessons and challenges: **Ivan Ivanov**, Executive Director, ERIO, the European Roma Information Office

Rapporteur: Stephen Davies, Policy Officer, Immigration, European Commission Directorate General Justice, Freedom and Society

PRESENTATION OF PROPOSALS FROM WORKSHOPS

Chair: Pascale Charhon, Director, ENAR

HIGH LEVEL CLOSING SESSION WITH REACTION FROM KEY PLAYERS TO THE POLICY FRAMEWORK PROPOSALS

- **Jan Jařab**, Member of the Cabinet of Commissioner Vladimir Spidla, DG Employment, Social affairs and Equal Opportunities, European Commission
- **Françoise Pissart**, King Baudouin Foundation, Director, representing EPIM
- **Bashy Quraishy**, ENAR President

CLOSING SPEECH

Visions for a European integration strategy for the future

Christian Dupont, Belgian Federal Minister in charge of the Civil Service, Social Integration, Policy for Large Towns and Equality

Seminar participants

Abdukadir Jama	ENAR Finland	Finland	Ejalu William	ILRHMC	Hungary
Achaleke Beatrice	AFRA	Austria	Erlinger Norbert	ASTI	Luxembourg
Adriens Ines	Interpreter	Belgium	Expuesto Jérôme	CABIRIA	France
Akhtar Pav	UNISON	UK	Fintan Farrell	EAPN	Belgium
Ambrocio Leonida Beligon	Samahan	Belgium	Follmar-Otto Petra	German Institute for Human Rights	Germany
Andriukaitis Gediminas	LCHR	Lithuania	Frenais-Chamaillard Brigitte	Gouvernement Français	France
Arjupin Andrei	Tallin Centre for Human Rights	Estonia	Fridriksdottir Bjarney	Intercultural Iceland	The Netherlands
Artiguelong Maryse	Ligue des droits de l'homme	France	Geoghegan Pauline	ENAR	Belgium
Barillozzi Franco	CLAE	Luxembourg	Gernan Ma Lourdes	MRCI	Ireland
Bator Maciek	NICEM	UK	Gomez Gloria	ACULCO	UK
Bayna Mohcine	MRAX	Belgium	Hansen Erik Niels	ENAR Denmark	Denmark
Beresnevicinte Vida	Centre for Civic Initiatives	Lithuania	Haskins John	Department of Justice, Equality and Law Reform	Ireland
Björkman Anna	NEF	Belgium	Henrard Kristin	University of Groningen	The Netherlands
Butor Patrick	Gouvernement Français	France	Holuszko Ewa	Kazakh Community Association	Poland
Caramelli Elena	ISFOL	Italy	Houriet Khiati	Privé	Belgium
Carrera Sergio	CEPS	Belgium	Huber Andrea	Amnesty International	Belgium
Charhon Pascale	ENAR	Belgium	Huddleston Thomas	MPG	Belgium
Charkaoui Naima	Forum van Etnisch-Culturele Minderheden	Belgium	Isal Sarah	UKREN	UK
Chopin Isabelle	MPG	Belgium	Ivanov Ivan	ERIO	Belgium
Cleff Le Divellec Sylvia	Université Paris 1 - Sorbonne	France	Jařab Jan	EC - Dg Employment, Social Affairs and Equal Oppor	Belgium
Collet Liz	EPC	Belgium	Joó Zsófia	Friends of Tanzania Institution	Hungary
Cosme Cyril	Représentation France auprès de l'UE	Belgium	Kennedy Gillian	Immigrant Council of Ireland	Ireland
Cruz Ana	ENAR Portugal	Portugal	Kirchberger Alexandre	NEF	Belgium
Dallinger Silvia	Asykoordination Österreich	Austria	Kollwelter Serge	ASTI	Luxembourg
Davies Stephen	European Commission	Belgium	Kostadinova Galina	MRG	UK
De Feyter Myriam	ENAR	Belgium	Kulakowski Christine	Centre Bruxellois d'Action Interculturelle	Belgium
De Fonblanque John	OSCE - High Commissioner	The Netherlands	Kwiecinski Jakub	Kazakh Community Association	Poland
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Notes

A series of horizontal dotted lines for writing notes.

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