

## Putting integration policies into practice

How to measure integration – the European Inclusion Index

Interview with Stavros Lambrinidis, Member of European Parliament

The Demand for Getting Integrated in Europe - An African Perspective

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*To develop the magazine further we would very much welcome your comments, suggestions or proposals for issues to be covered in the magazine. You can contact us by e-mail: [media@eumc.europa.eu](mailto:media@eumc.europa.eu)*

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# Editorial

## From threat to opportunity

The European Union with its 25 Member States and so many different cultures is based on the principles of equality and diversity. And all of us know that the European Union will become even more diverse in the future. Are we prepared for this development? Are we ready for our future? I think not.

The key to a positive common future – a future where we will be able to use all our talents and take advantage of the opportunities – is one word: integration. A lot has to be done in this field and there will be no simple answers or easy prescriptions for success. However, short-, mid- and long-term concepts and actions will lead to positive developments.

I will mention only some aspects. Rooting out racial inequalities is crucial in order to promote social integration and community cohesion. It is therefore important that, as part of the debate on integration issues related to racism, the promotion of equality and the respect for everyone's fundamental rights are strongly emphasised. Integration is correctly seen as an integral part of the development of community cohesion. It ensures that diverse and multi-faceted communities can live together, can draw on a shared desire to attain common goals and can respect and support common institutions. Community cohesion requires a broad range of policies which address a variety of concerns, related both to the minority and majority populations.

Targeted integration policies are needed as well as mainstreaming for integration. Political leaders, institutions and the media have a particular role to play in ensuring that perceptions of diversity and multiculturalism are not tainted by racism and

xenophobia. Action on integration takes place in many different ways, different areas and at different governance levels. Exchange of good practices, benchmarking and peer review can be used to define common integration objectives. Because of this complexity, it is necessary to develop joint policies and cooperation all across Europe.

Addressing all these issues requires three basic elements which are often forgotten:

### 1. We need to change our perspectives: from threat to opportunity

There is an ongoing debate in the European Union about integration, much of which is conducted in response to issues related to immigration, anti-terrorism, multiculturalism and the declining population in many European Union countries. These are all issues which can be seen as a threat to the majority population in various countries. Sometimes it even appears that the visible evidence of the economic and cultural success of ethnically diverse and multicultural countries such as the United States of America, the United Kingdom and France, is lost in media reporting which seeks to portray ethnic minority citizens in these countries in a negative light. Thus, negative debate becomes an obstacle to our future because it hinders our view of the great opportunities and assets of integration. One particularly striking illustration will suffice to prove the point. Research has identified the most successful societies in economic terms as the ones that have three common indicators, the so-called three T's: Technology, Talent and Tolerance – and "Tolerance" (normally I avoid



Photo: EUMC/Bruckberger

this word and prefer "respect") means successful integration.

### 2. For successful integration we need implementation of concepts, programmes, recommendations

There are many concepts, action plans and reports by high-ranking commissions throughout Member States. However, these are seldom implemented. We have to shift from recommendations on paper to "recommendations in action". For this we need:

### 3. Clear and forceful political leadership

We need political leaders who address our future in a responsible and constructive way! We need political leaders who offer clear perspectives and a positive vision. The European Union is a unique peace project and a remarkable success story in integrating so many different states, cultures and people. We have to use all our talents, technologies and "tolerance" (in other words: respect for each other!) to make it even more successful on the basis of respect for human rights. Integration is a challenge but, crucially, it is also an opportunity for all of us – for you, for me.



# Active citizens for integrated societies

By Jan Niessen

This article seeks to give answers to some of the core questions around the 'integration debate': What is the context of the current debate? Who is working on integration at European and national levels? How is integration defined? What should integration policies look like?

The article gives an overview of the integration challenges that Europe is facing. At a time when Europe's population is changing dramatically in composition and size, European level action is necessary to develop joint policies. The author states that the debates are somewhat moving away from the often rather ideological discussions about integration models to more pragmatic discussions. Exchange of good practices, benchmarking and peer review can be used to define integration objectives, such as improving policies and services in the public and private sectors, removing 'integration impediments' and building on 'integration facilitators', opening up of mainstream institutions, and enhancing (intercultural) competence.

*The views expressed in this article are those of the author and do not necessarily reflect the opinion of the EUMC.*

## Europe's population challenges

Europe's population is dramatically changing in composition and size. It is getting older and will, as things stand at the moment, eventually shrink. This poses serious challenges for how European societies are kept together, i.e. for how they are integrated. Can sufficient income be generated and the same level of productivity and standard of living be maintained? Are the same services needed and will they be delivered in the same way and by the same people, as currently is the case? How will (inter-generational) solidarity be organised and social bonding take shape? Continuous settlement of immigrants and refugees are part of the equation. Working in pursuit of just immigration and refugee policies and the effective integration of these persons into our societies cannot be done in isolation from efforts to meet the overall challenges and requires the

active involvement of all citizens, whether or not they have an immigrant or refugee background.

European co-operation on all these matters takes place in many different ways and at different governance levels. It covers a wide range of issues and involves a variety of governmental and non-governmental

actors. This justifies the question how policies can be compared in such a way that various actors can learn from each other with a view to replicating policies and adapting them to their own situation, or to change and develop new policies together. Exchange of good practices, benchmarking and peer review are methods that can be used for that purpose. They can be applied also at European level despite the different governance structures, welfare systems, state-civil society relations and diverse migration histories of the Member States.

Integration is not easy to plan. It is a long-term process, it is non-linear, and it is multi-faceted.

Integration is actually not easy to plan. It is a long-term process and it is non-linear as, for example, (inter)national economic and political events or criminal acts can set back integration processes significantly. Integration is also multi-faceted, demanding a capacity for adaptation from a wide variety of actors including immigrants themselves. European societies need to become 'learning societies' and citizens become active citizens, familiarising themselves with new types of interaction and communication and with new and diverse groups of people, including immigrants and refugees. At the same time, family life, education, voluntary work, political par-

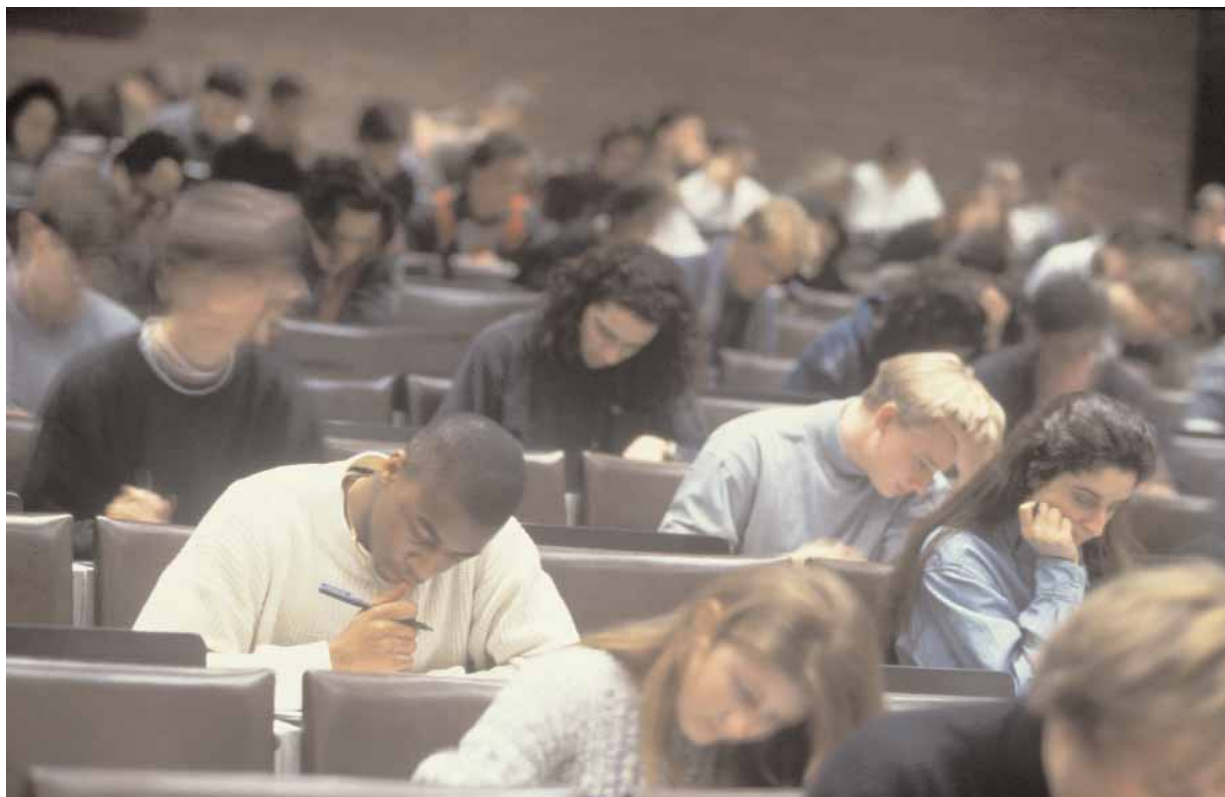


Photo: European Community, 2006

Rather than integrating into static societies, immigrants and refugees in Europe engage with the fluid societal arrangements that surround them.

ties, trade unions, organised religion, social dialogue, and other mechanisms and institutions are changing shape under the influence of rapid socio-economic and demographic changes. Rather than integrating into static societies, immigrants and refugees in Europe engage with the fluid societal arrangements that surround them.

### Shared responsibilities

Who is working on integration at European and national levels and how is integration defined? Whereas migration and integration are multi-faceted processes, making them the shared responsibility of various ministries, Justice and Home Affairs ministries are often in the lead (as is at EU level DG Jus-

tice, Freedom and Security). Social Affairs and Employment Ministries usually cover areas that are crucially important for the inclusion and participation of immigrants. Other ministries are, partly as result of mainstreaming, significantly involved, such as Culture and Education, Housing and Health. Within the Council of Europe, integration is part of the department of Social Cohesion. The responsibility is in another way shared, namely between governmental and non-governmental agencies and actors. Public policies are the result of an intensive interplay between the public and private sectors, between public and semi-public authorities and civil society: from social partners to religious organisations, from community organisations to advocacy groups, from service providers to

particular interest or professional groups, from media to academia.

The governmental and non-governmental actors co-operate in varying degrees with each other at various levels of governance, from the local to European level. An 'integration infrastructure' is developing that includes mechanisms for policy design, implementation and review, as well as official and less official, public and private structures and networks for co-operation. European institutions which are setting and enforcing binding standards of human rights, equality and non-discrimination are part of this infrastructure as are policy processes and mechanisms such as the Lisbon process and open methods of co-ordination such as the one on social inclusion. Part of it are, last but not

least, also official and semi-official monitoring and implementing agencies, civil society networks of community and advocacy groups, etc. None of these agencies exclusively owns the 'integration issue', but all of them have a responsibility and contribute in their own way to inte-

two years. Together, they attracted hundreds of policy-makers and practitioners from most Member States, Norway and Switzerland who focussed on outcomes in terms of social and economic mobility, education, health, housing, social services, and societal participation. The exam-

much on equality and anti-discrimination principles (and theories). Another commonality emerged, which could be summarised as a *life-cycle approach to integration* that takes the challenges and opportunities people face in the different stages of their life as starting points. It concentrates very much on (groups of) individuals who interact with their environment. For example, it identifies obstacles for immigrant groups accessing schools (depending on the life stage: primary or secondary schools) and verifies whether this is more a matter of socio-economic position or of belonging to an ethnic group. It checks whether and how obstacles are overcome or are perpetuated in other life stages (with entering university, work, or retirement). It establishes what makes up the direct or wider environment (from family life to work and from education to leisure), who the significant other players are and what role they play. Along similar lines, opportunities can be identified in all stages of life, and the factors which make opportunities arise are analysed as well as how these are seized. This approach very much leans on theories and practices that are responsive to diversity, namely opening up of institutions, acquisition of competences and customising of public and private services. Equally it looks at strategies of life-long learning.

Confronting inequalities in economic life, education, and other areas is a task for all governmental and non-governmental actors, although those shaping the legislative framework have a special responsibility. Elements of 'civic citizenship' such as security of residence, support for family life, facilitated naturalisation and anti-discrimina-



Photo: European Community, 2006

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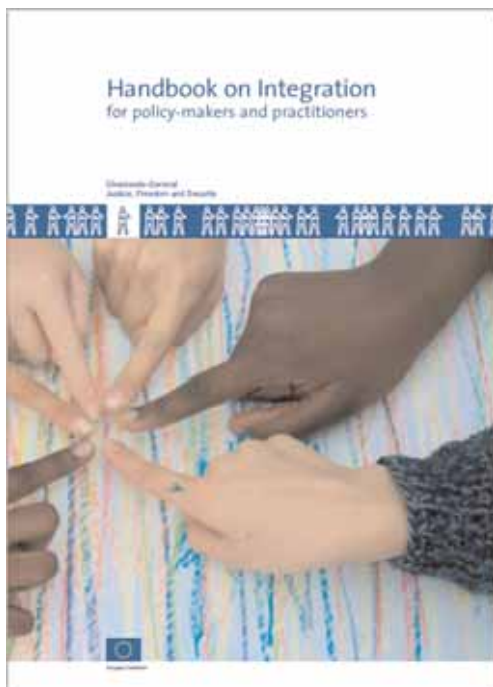
gration policies, programmes and projects.

### A life-cycle approach to integration

What integration is may easily trigger familiar debates about assimilation or multiculturalism. However, it seems that the debates are somewhat moving away from these often rather ideological discussions about integration models to more pragmatic discussions on access and equality, and participation and active citizenship. At least that became clear during the preparation of the European Handbook on Integration<sup>1</sup> for which a series of seven international seminars were organised in the course of

ples they gave of policies and practices were geared towards the elimination of considerable and persistent inequalities between immigrants (first and subsequent generations) and the 'native' population in terms of economic integration and mobility (as employees or entrepreneurs), education (attainment and career development), health and social services (not yet sufficiently tailored to the needs of a diverse population), and societal participation (under-representation in political life, the voluntary sector and cultural life). By eliminating inequalities, the societal outcomes for immigrant and native population converge.

This approach (*integration as convergence of outcomes*) leans very



tion are of central importance, as are concepts associated with the term social citizenship: participation, social mobility and customised service delivery. These concepts can be put into practice through standard setting at national and European levels, codes of conducts concerning administrative practices, and the removal of unnecessary legal barriers. Acquisition of competences is directed at the overall population including immigrants and calls upon each individual to engage in a process of lifelong learning. Language acquisition is part of the un-

dertaking, as is continuous training and education. Over time, individuals not only gain new information but also develop the capacity to learn: 'learning to learn'. Empowerment also reinforces knowledge, and vice versa. Organisations also help themselves and the integration process by acquiring intercultural knowledge, be they small or big, professional or voluntary, mainstream or immigrant-led. By constantly adapting to their environment and its changing patterns of diversity, they become 'learning organisations' that strengthen social cohesion in the societies of which they are a part.

### To conclude

Working together at the European level on immigrant integration requires putting this work into the context of Europe's overall challenges and policies that are put in place to address them (combining a targeted approach with mainstreaming). It is about co-operation between organisations and among citizens and those who are on their way to become full citizens. The aim is to enable everybody to participate

and to enhance organisations' capacity to act. Equality and access are core-guiding principles. To conclude, it seems that sharing an all-embracing definition of integration becomes less important than agreeing on specific integration objectives, which can be categorised under the headings: improving policies and services in the public and private sectors, removing 'integration impediments' and building on 'integration facilitators', and opening up of mainstream institutions and enhancing (intercultural) competence.

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<sup>1</sup> The Handbook is prepared by MPG for the European Commission (DG Justice Freedom and Security) and written by Jan Niessen and Yongmi Schibel. The first edition was published in 2005 and the second will be published in 2007 in all the official Community languages.  
[http://ec.europa.eu/justice\\_home/doc\\_centre/immigration/integration/doc/handbook\\_en.pdf](http://ec.europa.eu/justice_home/doc_centre/immigration/integration/doc/handbook_en.pdf)

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## Interview with Mr Stavros Lambrinidis, Member of European Parliament

*Socialist Group in the European Parliament, Greece*

*Vice-President of the Committee on Civil Liberties, Justice and Home Affairs*



Photo: Stavros Lambrinidis

Stavros Lambrinidis MEP

*Debates on integration policies top Europe's political agenda these days. The European Parliament has discussed and adopted your report on strategies and means for the integration of immigrants in the European Union. What are the core messages from this report?*

The report that the European Parliament adopted breaks an old "taboo": that integration is allegedly strictly a "local" matter and that the EU should therefore have nothing to do with it. While, of course, the primary application of integration policies is indeed local – through actions in local schools, places of business or worship, civil society, etc. – integration is global in its implications, especially when it fails. Immigrants in Europe today amount to about 40 million people – in terms of population, a 26th Member State. In that sense, their successful integration is an issue tantamount in importance to the successful integration of EU candidate countries. In the face of such a challenge, the Union's commitment has been largely neglectful. This is why the European Parliament Report asks the EU to strategise on and to fund integration policies, to monitor their effects in an independent and effective manner, and to facilitate the sharing of best practices across the EU.



*How would you define successful social integration? What can be expected from the majority and minority population?*

It has often been said that integration is a “two-way process” and, indeed, that is the case. It presupposes rights and responsibilities on the part of both immigrant and local communities, and the will of both to succeed. Successful social integration will strengthen the EU in critical ways: Our common achievements in integration will fortify the Union’s economy in the face of global competition; it will attract the workers and entrepreneurs our economies need, as well as the scientists and students who are the bedrock of our ability to innovate; our cities will be safer and our communities stronger. The benefits of integration range further than GDP growth, stronger pension systems, and diminished unrest. Europe will have to ensure equal opportunities – and even affirmative action initiatives – for its immigrants, and therefore strengthen social cohesion and its determination to be at the forefront of fighting discrimination. Europe’s immigrants, in turn, can serve as the Union’s bridge to a globalising world – enhancing our trade prospects, thickening social networks, supporting financially and otherwise their countries of origin, and confirming the Union’s position as a global leader capable of overcoming cultural and religious divides.

*Reports by the EUMC have shown that migrants’ experiences of discrimination can undermine integration policies and measures. How important do you think is non-discrimi-*

*nation for integration in the EU today?*

Very often migrants face discrimination in dealing with a host of public and private institutions. Fighting racism, xenophobia and discrimination against immigrants (especially in the workplace, schools, housing, health, public services, the mass media and politics), increasing mutual respect and understanding, but also facilitating access to information on equal rights and opportunities in EU Member States are of key importance to integration, and especially the integration of women, who seem to face the greater obstacles. Considering this, the Report of the European Parliament goes even further: It asks the Member States to consider appropriate affirmative action legislation for migrants in all appropriate fields, using as a guide those Member States where affirmative action has been a success and also asks for the establishment of an integration Ombudsman in each Member State.

*Across Europe, minorities and migrants are underrepresented in political decision-making. Why are still so few migrants active in politics – and what can be done to remedy the situation?*

The ultimate expedient for integration is a clear path to citizenship, and all the rights and obligations that it entails. While citizenship rights fall within the sovereign domain of Member States, the concept of “civic citizenship” – a robust package of rights and responsibilities that could serve as a precursor to citizenship – must

also be developed. The Report calls on Member States to encourage the political participation of immigrants and discourage their political and social isolation by, inter alia, examining ways to grant long-term resident immigrants the right to vote in local and municipal elections and to encourage political parties, trade unions, and civil society as a whole to include immigrants as full members at all levels of their respective structures. Regarding this latter point, it should be noted that no constitutional reform or special legislation is needed in order for political parties to include immigrants as full and equal members in their structures, regardless of whether they already have a right to vote in elections. My party, PASOK, has already done so in Greece, with great success, through a simple decision of its National Council. If we manage to break the “ghettoisation barrier” that is created from the frustration of exclusion from the political decision-making process, if we at least give migrants a voice where political decisions are made, then we will have made a major step towards successful integration.

*What could national or local governments do to enhance social integration and cohesion? How can the EU help?*

Local, regional and national authorities play an essential role. Their responsibilities in areas such as town planning, housing and education have a direct impact on the integration process. Local authorities should become more closely involved in the European debate. Local, regional,

and national authorities (and especially urban centres, where the majority of immigrants is concentrated) should have the ability and funds to determine and implement precise integration measures. For their part, Member States and the Union as a whole must zealously develop integration strategies and monitor the effectiveness and outcomes of these integration measures in a more active and effective way, thereby ensuring the implementation of integration strategies whose outcomes advance the Union's common interests. To this end, the Commission must carry out the proposed research to map levels of participation and integration across the EU. Through the Community Structural Funds, the European Union could provide important support for initiatives taken at local level.

*What will the European Parliament do to support integration on the basis of non-discrimination and equality?*

Perhaps the most important issue related to immigrant integration is the one that is least discussed: Into what kind of society do we want people to integrate? The most essential reason for integrating Europe's immigrants is that, by failing to do so, we will betray the ideals and principles on which the Union is based. Non-discrimination and equality are fundamental principles of European Union. The European Parliament adopted with a large majority the Integration Report [Mr Lambrinidis' Report on "Strategies and Means for the Integration of Immigrants in the European Union", adopted on 6 July 2006, note by the editor].

The European Parliament has adopted a resolution based on the report by Stavros Lambrinidis MEP (PES) on the integration of immigrants in the EU (plenary session in Strasbourg on 6 July 2006). The resolution makes a number of recommendations on the integration of immigrants in the EU.

- MEPs asked the EU Commission to set up a permanent advisory group of immigrant representatives, experts and NGOs, to advise it on all policies relating to integration, in addition to the establishment of a European Fund for Integration and a review of the provisions regarding EU civic citizenship in relation to the right of long-term resident immigrants to vote in local and municipal elections.
- The Parliament called upon Member States to be proactive concerning the political participation of immigrants.
- It asks the EU Commission to establish rigorous monitoring mechanisms for evaluating integration programmes in the Member States and to launch a biannual report on migration and integration that "makes Member State reporting of accurate and complete data obligatory" or; in the absence of such data, requires alternative means of gathering data.
- The resolution "encourages Member States to strengthen anti-discrimination and anti-racism laws, enforce existing ones and consider appropriate affirmative action legislation for migrants in all appropriate fields, using those Member States where affirmative action has been a success as a guide".
- It also stressed the importance of the composition of the European institutions' staff and the Member States' public administrations reflecting the composition of the Union's and the Member States' populations.

Full text of the resolution can be found at:

<http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+TA+P6-TA-2006-0318+0+DOC+XML+V0//EN&language=EN>

We consider that integration should be a European policy, and more than that, a priority policy. We repeatedly asked the Council to use the 'passerelle' clause of Article 67(2) of the Treaty to give Parliament co-decision powers on integration and legal migration and qualified majority voting in the Council.

The European Parliament considers that it is of paramount importance for Members to have the

power of co-decision on integration policy, given that they represent the political voice of the EU. The Parliament has consistently fought for non-discrimination and equality and, given its nature, can and should represent the opinions of both immigrants and non-immigrants. The time has matured for it to share responsibility for making integration policy in the EU legislative process.

# How to measure integration – the European Inclusion Index

By Laura Citron

EU governments have agreed that effective policies for including immigrants in the labour market are vital, and have signed up to all sorts of good intentions to include immigrants in European societies. But are they living up to their promises? For the first time, the European Inclusion Index presents the immigrant inclusion policies of the EU Member States in a format which is clear, concise and comparable. The Index measures EU policy in five key areas relevant to Third Country Nationals<sup>1</sup>: labour market inclusion, long-term residence, family reunion, nationality and anti-discrimination. The Index does not make a case for more or less migration. Rather, it contributes sober, objective facts to an increasingly emotive and hysterical debate.

The first edition of the European Inclusion Index, published in 2005, found the EU-15's immigration practices to be, on average, 'less than favourable' to immigrant inclusion across all five areas. The second edition will be published in 2007 and will include all 25 EU Member States plus Canada, Switzerland and Norway. Future editions will also be able to track countries' progress over time.

*The views expressed in this article are those of the author and do not necessarily reflect the opinion of the EUMC.*

## Effective integration policies are needed

Inward migration is often touted as the solution to Europe's skills shortage and growing pensions' deficit. Many argue that the arrival of ambitious people eager to work, learn and further themselves injects much-needed youth and dynamism into ageing societies and sluggish economies. But if immigration is seriously going to deliver these benefits, the participation and employment rates of Europe's immigrant population must improve. There are already 13 million Third Country Nationals (TCNs) living legally in the EU, equivalent to the populations of Austria and Denmark combined. Unfortunately, many struggle to find work appropriate to their skills or potential. In several EU

**Member States are a long way from providing migrants with the 'rights comparable' to EU citizens they promised at Tampere.**

countries, Third Country Nationals are twice as likely as citizens to be unemployed.

EU governments have agreed that effective policies for including immigrants in the labour market are vital if the EU is to meet its ambitious

Lisbon Agenda targets on employment and competitiveness. But labour market inclusion is not enough. Europe's post-war immigration experience can be summarised as "we asked for workers, but got people instead." Regardless of the political arguments for and against migration, the reality is that generations of workers came to Europe and settled, and will probably continue to do so. These immigrants and their families cannot integrate into local communities as active members whilst their basic human needs for family stability and personal security are not met. Legal rights such as long-term resident status and family reunion are crucial – yet European countries have not made either easy. This poses a risk to the cohesive, vibrant societies all Europeans wish to enjoy.

There is no shortage of good intentions. The EU signed up to give Third Country Nationals 'rights comparable' to those of EU citizens at the 1999 Tampere Summit meeting of



EU leaders<sup>2</sup>, and repeated its commitment to managing legal migration and integration at The Hague Summit in 2004<sup>3</sup>. Indeed, EU Member States have signed up to a comprehensive framework of European and international legislation to include migrants in European societies.<sup>4</sup>

### Measuring integration

The European Inclusion Index has developed the first comparable measures of EU policy in five key areas: labour market inclusion, long-term residence, family reunion, nationality and anti-discrimination.<sup>5</sup> According to the European Inclusion Index (first published in 2005 by British Council, Migration Policy Group and the Foreign Policy Centre), current performance on immigrant integration is patchy.

This kind of indicator is already widely used across a variety of social policy areas, such as social inclusion and healthcare.<sup>6</sup> Nevertheless, it is important to bear in mind that indexing (or benchmarking) inclusion policy is not a neutral, value-free process. Of course, value judgements have to be made to translate the vast array of national policies into comparable, quantitative data. Many of these value judgements already exist at European level in the commitments which Member States have made. The Index uses these judgements to create a 'normative framework' based on existing EU legislation, international conventions and NGO proposals.<sup>7</sup>

The normative framework is made up of almost 100 indicators. For

The Index allows us to review overall areas of strength and weakness across the EU-15. Rather than focusing on particular Member States, this allows us to identify areas in which the EU as a whole could improve policy. The box below re-caps the meaning of the scores in terms of the favourableness of policy to immigrant inclusion.

Descriptor	Range
Unfavourable	1 – 1,25
Moderately unfavourable	1,25 – 1,75
Less favourable	1,75 – 2,25
Moderately favourable	2,25 – 2,75
Favourable	2,75 – 3

each indicator, each country is given a score from 1 (policy least favourable to immigrant inclusion) to 3 (policy most favourable to immigrant inclusion). It is therefore possible to benchmark countries against each other and against the normative framework of their own commitments. Next year, when the second edition of the Index is published, it will also be possible to compare the progress made by countries over time.

Even with a solid normative framework against which to compare countries, the Index faces a major technical hurdle in finding a common definition of the 'migrant group' which usefully reflects the effects of policies. European countries define their 'migrant' populations in very different ways. Countries such as France, for example, eschew the collection of data on ethnic background, making it impossible to track immigrants or their descendants once they have acquired French nationality. On the other hand, countries such as the UK and the Netherlands explicitly collect data on ethnic origin in order to de-

velop targeted policies. These variations are not simply questions of data or accidental oversight. They reflect divergent public philosophies and histories of integration and varying attitudes to difference.

The Index has chosen to use a narrow definition of migrants as 'Third Country Nationals' (see footnote 5) which, although imperfect, provides the 'cleanest'<sup>8</sup> dataset as a basis for comparison.<sup>9</sup>

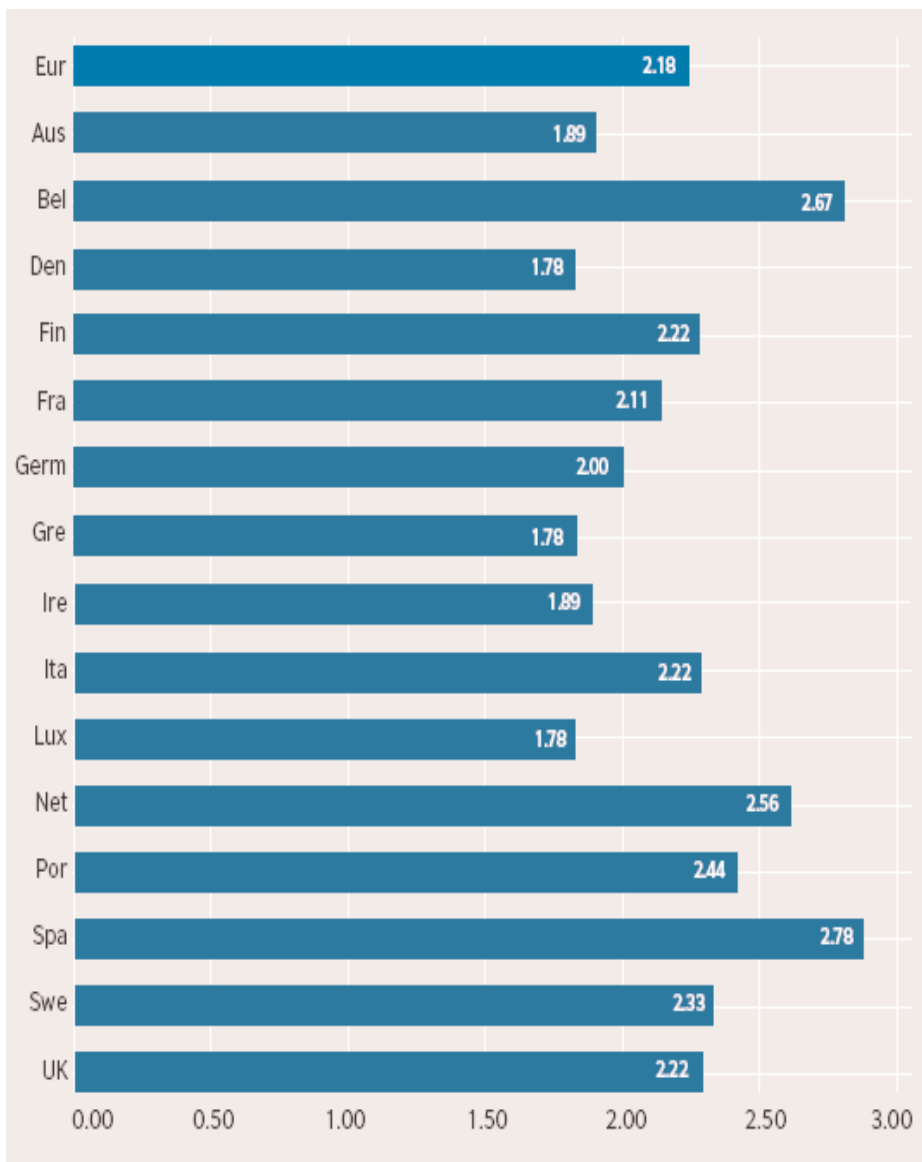
Yet even with this narrow definition, there is a worrying lack of data. Whilst Member States collect information on every cow and chicken in the EU as part of the CAP, rigorous data is often unavailable on migrants. Governments claim that migrants are too politically sensitive and too diverse for systematic, comprehensible data to be collected. But how can we monitor inclusion at EU level if we do not systematically collect comparable data? EU Member States have signed up to common policies for migrant inclusion. But without common data to hold Member States' to account, their promises to manage

migration sensibly and sensitively will lack credibility. It simply is not possible to develop targeted policies without knowing the basic facts.

It could be tempting for Member States to shy away from benchmarking inclusion policy because it is so technically complex and politically inflammatory. On the contrary, it is precisely these factors – the intri-

cacy of the policies and the hysteria which surrounds them – that make the case for dispassionate indicators even more urgent. Policymakers, activists and commentators alike need clear, comparable data so that a sober and fact-based conversation can begin. The best way to counter irrational public debate on immigration is to offer up clear, accessible facts.

As the charts show, the Index finds the EU-15's immigration practices to be, on average, 'less than favourable' to immigrant inclusion across all five areas (labour market inclusion, long term residence, family reunion, nationality and anti-discrimination). Member States are a long way from providing migrants with the 'rights comparable' to EU citizens they promised at Tampere.

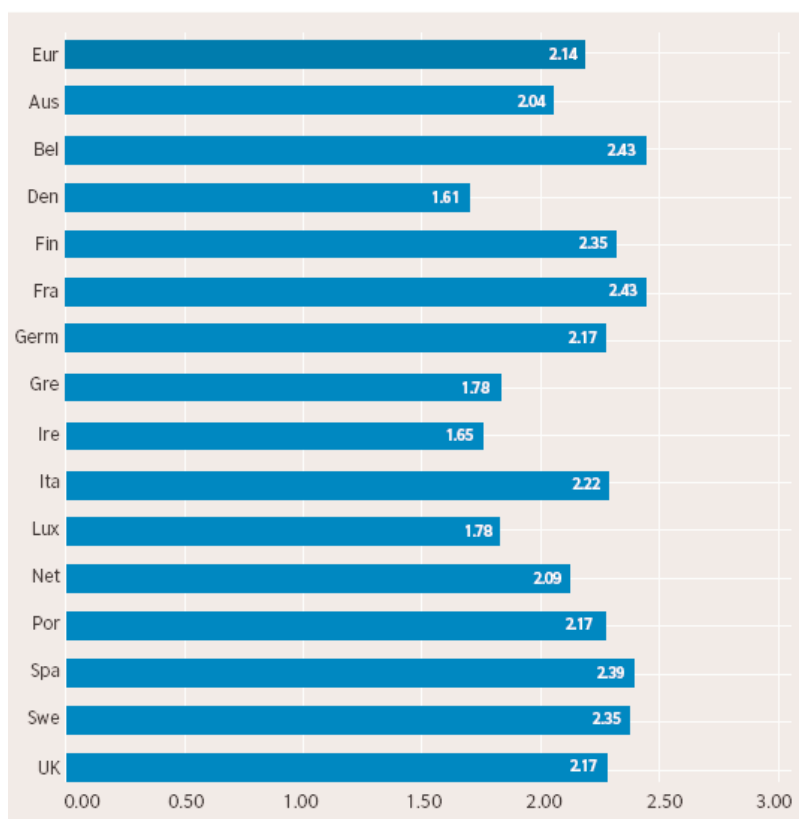


Labour Market Inclusion

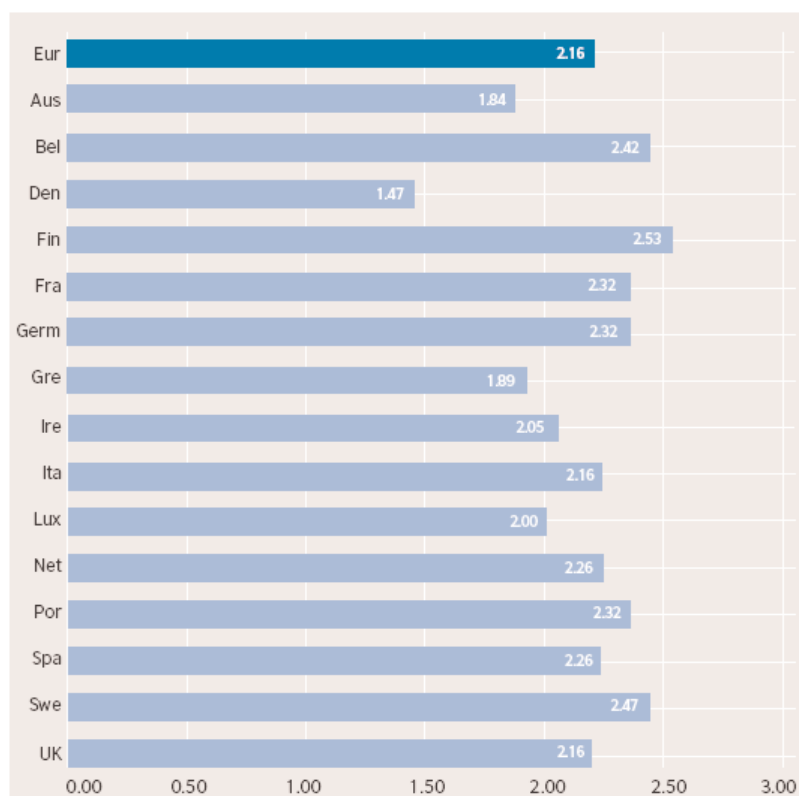
### Labour market inclusion

Although labour market inclusion policies are marginally more favourable than those in other areas, EU Member States could clearly do a lot more to improve migrants' access to the labour market. In particular, recognising foreign qualifications, improving access to training and making it easier for entrepreneurs to set up businesses are pressing issues.

*All charts are copyright of British Council, Migration Policy Group and Foreign Policy Centre 2005.*



Long-term Residence



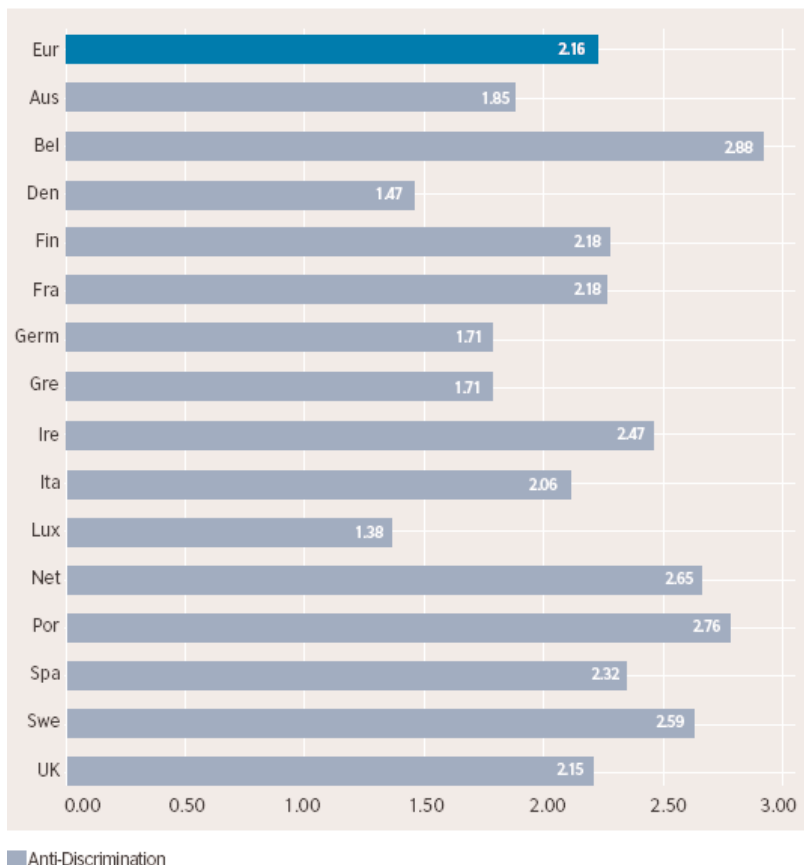
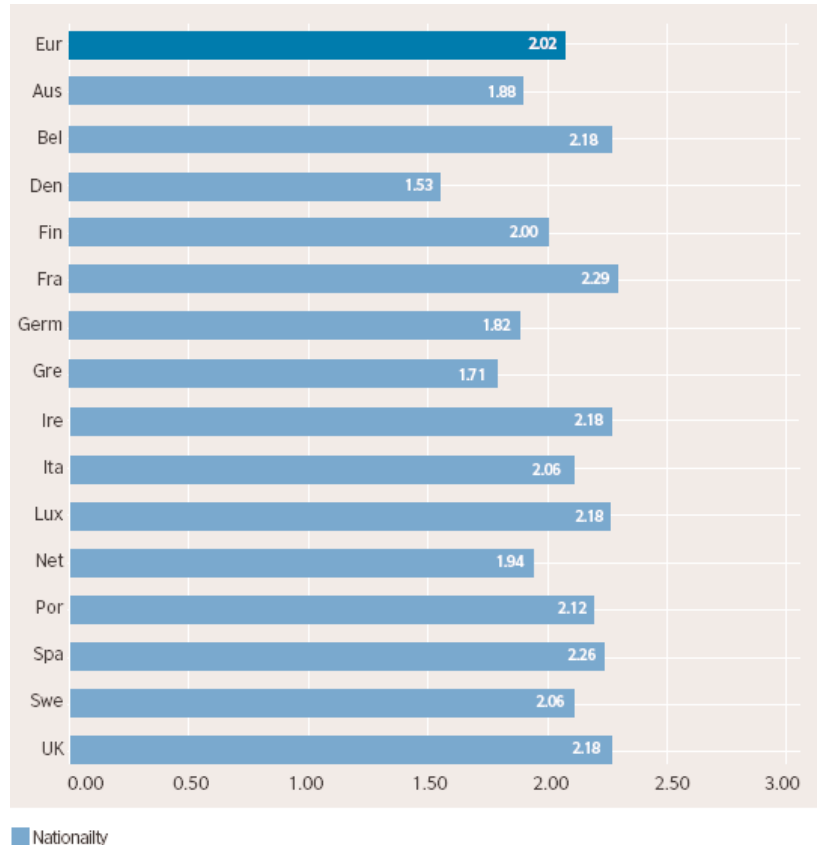
Family Reunion



## Nationality

Across Europe, the Index finds that policies are weakest in the area of nationality<sup>10</sup>, with an EU average score of just 2.02. Ironically, Europe's current citizenship policies may undermine the very values they are seeking to protect. Whilst Europe claims to be building a 'Common Space' for Freedom, Justice and Security, it is creating an excluded underclass of second-class citizens from non-EU Member States. This does not ring true with Europe's aspirations to be the world leader in human rights and openness.

The Index also suggests that countries are not learning from their experiences over time. One might have expected that the results would cluster into similar scores for the



countries of 'old migration' (e.g. UK, France, Belgium, Netherlands,

Germany) and 'new migration' (e.g. Ireland, Finland, Spain, Italy, Portugal). However, there is no correlation between the migration history of a Member State and its migrant inclusion policies. The second edition of the Index, to be published in 2007, will include all 25 Members of the EU. It will be interesting to see whether the 10 new Member States have similarly varied policies.

## Second edition of the Index

Work will begin in September 2006 on the second edition of the Index, with funding from the European Commission's Integration of Third

Immigrants and their families cannot integrate into local communities as active members whilst their basic human needs for family stability and personal security are not met.

Country Nationals (INTI) programme. The second edition will be both broader and deeper than the first. The research will cover all 25 Member States of the European Union, plus Canada, Switzerland and Norway. This will throw up some new technical challenges for the Index. For example, how should the research account for the 'transitional measures' placed on citizens of new Member States by some of the EU-15? How should the research deal with the non-migrant 'national minority' communities in Eastern Europe such as Romanians in Hungary or Russians in Latvia?

### The moral and economic imperatives

The Index is not making a case for more or less migration. Rather it accepts migration as a fact of life for developed countries in a globalised world. What the Index does hope to do is contribute to a more reasoned debate on how the European Union treats migrants once they are living in the EU. The imperatives for countries to manage migrant inclusion are both moral and economic, and they will not go away. There is no reason to despair. EU countries have already signed up to a comprehensive menu of inclusion policies – they now need the courage and encouragement to live up to their promises.

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1 Third Country Nationals are people who do not hold a passport of an EU Member State.

- 2 See Presidency Conclusions, 1999 Tampere European Council, 15-16 October.
- 3 See Presidency Conclusions, 2004, The Hague European Council, 4-5 November.
- 4 Two EU Directives on anti-discrimination of 2000, EU Directive on the Status of Long Term Residents of 2003, EU Directive on Family Reunification of 2003, Council of Europe Convention on Nationality.
- 5 The European Inclusion Index covers 'Third Country Nationals' (TCNs), who are legally residing migrants in the EU. The Index does not cover refugees, asylum seekers or undocumented immigrants. It also excludes immigrants or people of immigrant origin who have EU Member State nationality. So, for example, a British citizen of Pakistani origin would not be included in the data.
- 6 For example, measures of social inclusion are used as part of the Open Method of Coordination of the Lisbon Strategy. For more on the use of indicators in European social policy, see Atkinson, A. et al (2002) Social Indicators: The EU And Social Inclusion Oxford: Oxford University Press.
- 7 Two EU Directives on anti-discrimination of 2000, EU Directive on the Status of Long Term Residents of 2003, EU Directive on Family Reunification of 2003, Council of Europe Convention on Nationality, MPG and ILPA's Amsterdam Proposals and the Starting Line.
- 8 i.e. It is the most consistent dataset. TCNs is the only group for which information is available for all Member States.
- 9 To read more about the Index methodology, please see Niessen, Peiro, Schibel, (2005) Civic Citizenship and immigrant inclusion. A guide for the implementation of civic citizenship policies, Migration Policy Group. <http://www.migpolgroup.com/documents/3052.html>
- 10 Policies relating to naturalisation, i.e. acquiring nationality.

*The European Civic Citizenship and Inclusion Index 2004 was published by the British Council, Foreign Policy Centre and Migration Policy Group. It is available online at [www.britishcouncil.org/brussels-europe-inclusion-index.htm](http://www.britishcouncil.org/brussels-europe-inclusion-index.htm) or free on request from [enquiries@britishcouncil.be](mailto:enquiries@britishcouncil.be). The second edition of the European Inclusion Index, including all EU Member States, will be published in 2007. Check <http://www.britishcouncil.org/brussels-europe-inclusion-index.htm> for more information.*



# Integration: An anti-racism impact assessment

by ENAR

By applying an anti-racism impact assessment to the current debate on integration, this article will seek to illustrate the very real concern of ENAR (European Network Against Racism) members that integration strategies might mask restrictive practices that undermine the fundamental rights of third country nationals. Taking fundamental rights issues raised in the European Commission's guidelines on impact assessment,<sup>1</sup> this article will address four key questions which raise serious issues as to the direction of integration policy in Europe, namely: the relation between integration policy and equal treatment, the impact on the wider public, the question of possible indirect discrimination through integration policy, and if and how policy may affect the privacy of individuals.

*The views expressed in this article are those of the author and do not necessarily reflect the opinion of the EUMC.*

In Europe today the relationship between anti-racism, equality and integration is at best fuzzy, and at worst contradictory. While there is much to be welcomed in the development of comprehensive integration strategies, ENAR members point to the widening gap between the rhetoric of integration on the one hand, and the practices of assimilation which are being promoted in a number of EU Member States on the other hand. ENAR's 2005 European Shadow Report concludes: "While much of the rhetoric around integration at a European level suggests that integration is a process involving majority and minority communities, in many contexts it is revealed that integration is understood as meaning the assimilation of ethnic and religious minority groups."<sup>2</sup>

Many of the policy approaches on integration have recognised that anti-racism and the fight against discrimination should be an important element. However, ENAR believes that generally the policies have failed to recognise that anti-discrimi-

ination is both a pre-requisite for, and modus operandi of, successful integration. This dynamic has been compounded by artificial political and structural divisions between integration, anti-discrimination and social inclusion. All dimensions of integration policy, economic, social, cultural and political, must be un-

All dimensions of integration policy, economic, social, cultural and political, must be underpinned by anti-discrimination.

derpinned by anti-discrimination. To this end all integration measures should be analysed before they are

adopted as to their specific impact on diversity and anti-racism.

## 1. Does integration policy affect equal treatment and equal opportunities?

Anti-discrimination and equal opportunities are frequently named as a key part of integration strategies. However, the objectives of equal opportunities are often not being implemented in practice. Despite an emphasis on the two Article 13 anti-discrimination Directives (2000/43/EC and 2000/78/EC) as a key element of integration strategies, many Member States have failed to implement fully the Directives. Indeed the Directives themselves exclude nationality discrimination and immigration policies – two key areas where discrimination undermines the integration of migrants.

The other instruments regularly referred to as European integration tools include the Family Reunification Directive (2003/86/EC) and the Long Term Residents Directive (2003/109/EC). Both have been criticised in terms of the level of protection they offer, and the way in



which integration conditions have been introduced to restrict these measures.<sup>3</sup>

The popular rhetoric of ‘failed’ integration policies and the need to control migration reinforces anti-immigrant sentiment and restrictive immigration policies. No matter how excluded and marginalized particular groups are in society, there is always some degree of ‘integration’. Hence rather than talking of ‘failed’ integration strategies it would be more useful for EU Member States to recognise the failure of anti-discrimination and equal opportunities in these strategies, and the need to address social inclusion as a prerequisite for successful integration.

## **2. Does integration policy have an impact on the wider public?**

EU Member States have defined integration as a ‘two-way process’. However ENAR members have identified a tendency to operationalise integration as a ‘one way process’ where the migrant is expected to adapt to the majority communities, and where very little attention is paid to the role of majority communities in fostering ‘integrated societies’.

It is not possible to promote integration of migrants without taking seriously the question of what they are integrating into. It does not matter how many integration classes or tests there are for migrants, if the majority population refuses to accept ‘integration’. Migrants can, for example, support their children to integrate into local classrooms. However if majority population parents choose to remove their children

from these schools, then those migrant children will never be educated in an integrated environment.

## **3. Does integration policy entail any different treatment of groups of individuals? Or could it lead to indirect discrimination?**

Anti-discrimination is supposedly a core element of integration strategies, but do these integration strategies also promote equality? There is a real danger that integration strate-

The popular rhetoric of “‘failed’ integration policies and the need to control migration” reinforces anti-immigrant sentiment and restrictive immigration policies.

gies can lead to segregation and indirect forms of discrimination. Where forced integration strategies are accompanied by sanctions, they directly lead to limiting the rights of

migrants and promoting exclusion.<sup>4</sup> In addition, the indirect impact of migrants being mandated to spend long hours taking ‘integration’ courses can reinforce a sense of exclusion and separation, particularly if such initiatives apply standards to migrants which would never be applied to the majority community. A recent survey in Austria, for example, found that about a third of Austrians would not be able to pass the new citizenship test.<sup>5</sup>

In theory integration strategies should promote equal treatment by enabling migrants to participate fully in society. However, governments must ensure that any integration initiative meets the needs of the individual migrant and does not undermine opportunities for engagement. Hence, for example, rather than creating a new layer of migrant information centres, existing citizens information offices must be facilitated to provide accessible and open services.

Generally, integration strategies target legally resident third country nationals, and consequently directly exclude undocumented workers. Undocumented workers are amongst the most vulnerable groups in European societies, and would benefit most from policies to raise awareness concerning their rights and entitlements.

## **4. Does integration policy affect the privacy of individuals and individual freedoms?**

ENAR members are particularly concerned about recent moves to forced integration, including the use of sanctions against those who ‘fail’ integration tests. This raises ques-

tions for individual freedoms and rights, and is of particular concern where integration measures are based on flawed notions of what integration means.<sup>6</sup>

Structural or behaviour aspects of integration are becoming confused with a desire to create attitudinal change. In European societies behaviour is regulated by the law, and it is clear that everyone is obliged to operate in this context. However, the assimilationist approach currently informing some integration strategies can be seen as an attempt to regulate beliefs and attitudes. These policies are reinforced by stereotypes and prejudice which reward assimilation. This is evidenced by the emergence of citizenship tests that ask blatantly discriminatory questions, which bear no relevance to an individual's capacity to participate fully in all aspects of society.

Assimilationist policies were discredited many decades ago, and are fundamentally at odds with European values. Integration strategies should not in themselves undermine the very values which they seek to protect.

#### Moving from rhetoric to practice

Despite high level political commitments, anti-racism is not at the heart of integration strategies. In fact one could even be forgiven for thinking that in practice some European governments do not see it as relevant. As Carrera points out: "This (current) conception of integration veils the actual processes of incorporation and assimilation."<sup>7</sup>

Unless integration strategies are rigorously assessed to ensure that they do not directly or indirectly lead to

discrimination and inequality, they will fail in their stated objectives of creating the conditions for active participation in inclusive European societies. By eliminating discrimination and inequality, societal outcomes for immigrant and majority populations will converge, and with it the gap will close between the

Where forced integration strategies are accompanied by sanctions, there is a real danger that integration strategies can lead to segregation and indirect forms of discrimination.

rhetoric and practice of integration policy in Europe.

In its recently published **2005 European Shadow Report** the European Network against Racism (ENAR), assessed the response of European governments to the increasing problem of racism in Europe. As part of this assessment, ENAR members

evaluated the impact of integration strategies. The ENAR Shadow Reports are available at:

[http://www.enar-eu.org/en/publication/shadow\\_reports/index.shtml](http://www.enar-eu.org/en/publication/shadow_reports/index.shtml)

In February 2007 ENAR will organise an international conference on **Migration, Integration, Social Inclusion and Anti-Discrimination**, in Brussels. For further information contact: Anna Visser, Senior Policy Officer, email: [anna@enar-eu.org](mailto:anna@enar-eu.org)

*ENAR is a network of some 600 European NGOs working to combat racism in all EU Member States. Its establishment was a major outcome of the 1997 European Year against Racism. ENAR is determined to fight racism, xenophobia, anti-Semitism and Islamophobia, to promote equality of treatment between EU citizens and third country nationals, and to link local/regional/national initiatives with European initiatives. More information on: [www.enar-eu.org](http://www.enar-eu.org)*

- 1 European Commission's Impact Assessment Guidelines of 15 June 2005, Table 3: Social impacts, SEC(2005) 791.
- 2 ENAR (2005) European Shadow Report 2005, p. 31.
- 3 For an analysis of the Long Term Residents Directive see: Carrera, S. (2005) 'Integration' as a Process of Inclusion for Migrants? CEPS: Brussels.
- 4 According to the European Commission's Second Annual Report on Migration and Integration: "A growing number of Member States require that immigrants fulfil certain integration requirements, such as language test or obligatory introduction programmes. Many other countries are reflecting on such a need."
- 5 European Race Bulletin No. 56, Summer 2006, p. 19.
- 6 ENAR (2005) European Shadow Report 2005, p. 31.
- 7 Carrera, S (2004) A Comparison of Integration Programmes in the EU, p. 19.

# Cultural Diversity and Integration The Demand for Getting Integrated in Europe - An African Perspective

by Chibueze Udeani

Globalisation has bolstered migration. Integrating migrants is one of the central issues for our societies. This article looks specifically at the integration of African migrants in the EU. The author, an African migrant himself, deplores that the majority still mean assimilation when talking about integration. He notices a lack of interest with reference to the fate of African migrants in the EU, as well as distorted media reporting about Africans. These factors combined consequently lead to a lack of adequate integration policies. As it is often the brightest who emigrate, Africa loses important human capital, which is paradoxically not even utilised in the EU countries of destination. Is there a solution? The author says yes, provided that all members of society are treated in a way that gives them a feeling of belonging. Meaningful distributive participation for all its members is as necessarily a precondition for successful integration as are efforts on the parts of both the host society and the migrants. Instead of just mere tolerance, respect and balanced reciprocity are needed.

*The views expressed in this article are those of the author and do not necessarily reflect the opinion of the EUMC.*

In our world of today the issue of cultural diversity and the call for integration are the central issues with which different societies are confronted. Globalisation has, among other things, bolstered migration. People from different cultural groups live so closely and mixed in such a way that we cannot but face the phenomenon of cultural diversity coupled with the question as to how best these cultures could coexist in a framework of mutual recognition, respect and peace.

There are multiple approaches as to how we can achieve this goal best. One of the models is integration. It is one of the mostly used but unfortunately mostly misunderstood and abused concepts with regards to tackling the challenge of cultural diversity. Within the EU multiple voices are heard with regards to in-

tegration. A critical analysis reveals that the majority, especially at the

**Integration is one of the mostly used but unfortunately mostly misunderstood and abused concepts with regards to tackling the challenge of cultural diversity.**

political decision making levels, mean assimilation when they talk about the integration of migrants.

## Imposing assimilation

From my close observations as an African having lived in the EU for the last 20 years, I still have the strong impression that integration is seen as one way traffic where one part (the different EU States and societies) absolutely dictates to the other (the migrants) what to do to integrate, and how to behave and live within the EU. The cultures of the EU Member States are often ethnocentrically and wrongly taken as standard and even in most cases as the norm. Hence these cultures are presented to the migrants as standards to which they have to adapt or simply get themselves assimilated into. What this entails is a conscious effort toward cultural homogenisation - but not integration. This misconception is often based on the assumption that the migrants' cultures

of origin would apparently be inferior to the respective cultures found within the EU Member States. For the migrant, this one way traffic implies a slavish, total and uncritical acceptance of the new culture/s with a simultaneous rejection of one's own culture of origin.

Even for resident migrants willing to integrate, there are many discriminatory artificial barriers, built up to make it absolutely impossible for migrants to become fully accepted and equal citizens of the EU Member States. Not even the possession of the citizenships of a Member State protects migrants from such policies and practices.

#### **All animals are equal?**

Another interesting observation is the phenomenon of segregation and dumping in the treatment of migrants. This brings to mind George Orwell's *Animal Farm*: all animals are equal but some are more equal than the others. Some migrants are treated distinctively, especially where there are important and strategic economic, cultural, political and other interests involved. For example, some groups of people, such as celebrities (e.g. football players), are much more likely to receive citizenship than other migrants. This is especially the case when it is obvious that any unwelcome treatment would attract official reactions. The rest of the migrants fall into the category of undifferentiated masses who have to cope individually or even as groups with the mostly unfair and discriminatory treatment dished out to them by and in the EU Member States. This is where African migrants find themselves as a minority at the low-

est rung of the social and cultural ladder in the EU.

Anyone conversant with the news headlines of recent times within the EU is aware of the constant news

**African migrants find themselves at the lowest rung of the social and cultural ladder in the EU.**

about either the stranded boat people from Africa or bodies of the unfortunate drowned colleagues of these survivors. The wave of African migrants storming the coasts and other boundaries of the EU is on the increase. It is not only these groups of Africans that are in the EU. There is a significant number of African migrants who are already residing in the EU both legally and illegally. Hence it seems necessary to look at the situation of African migrants in the EU especially with reference to the official position, policies and politics from the view of an involved African residing in the EU.

#### **Lack of interest – lack of policies**

There is a clear indication of a lack of interest with reference to the col-

lective fate of African migrants in the EU. The most common impression is that within the EU policies and politics, especially from the presentation of the mass media and the experience of involved African migrants, there a lack of interest in officially recognizing the presence of African migrants as members of EU-societies. Through one-sided or often distorted media reporting, one is made to believe that the majority of the African migrants are criminals and here illegally - and hence have to be treated accordingly.

For many African migrants who are trying to make a living in the EU, the cost of this situation is very high. It entails, for instance, putting up with racism and not being able to fight it, because their positions are often officially insecure. Many African immigrants have experienced social and political maltreatments in their respective countries of origin. Many had high hopes with reference to basic human rights coming to Europe, especially into the EU. Consequently, they are taken unaware by such treatment even at official levels (for example the repeatedly reported violence by police officers against Africans in several EU Member States). Many African migrants hoped to find a job, a place of relative peace, political stability and respect for human rights in the EU. But in reality, as a result of racism and other unnecessary woes, life is far tougher than they had expected.

In the face of all these miseries there is an evident lack of clear appropriate policies from the EU or its Member States.<sup>1</sup> As one African migrant puts it: "Many EU States are not the abode of human rights and freedom that they claim to be. Their



practices are humiliating, taking away our dignity and our honour as human beings.”

Most of the efforts, especially recently, are geared towards setting up and tightening forces and practices to ward off African migrants from the EU societies. Another nauseating issue is how the so-called experts try to put up a list of causes (poverty, geographic proximity about the location of Africa in relation to Europe etc.) of the migration without pinpointing the most central point. This point is the history and nature of the relationship between Europe and Africa ever since that day the first white man set his foot on African soil and Africans made the mistake of not treating him appropriately. Of course, Africa's poverty is one of the main reasons for emigration today. But where does this poverty come from? Africa has been exploited for hundreds of years and still is by the industrialised world: its millions of deported slaves, its stolen natural resources, and high interest rates on loans to Western banks all contributed to the prosperity of the West and its development – and at the same time hampered development in Africa itself.

In some rich EU nations politicians today still maintain that African migrants threaten jobs and security. They overwhelm social welfare and



Among the thousands of Africans leaving each year for Europe, there are also the best and brightest of the continent. Africa's human capital is being almost completely depleted by immigration to Europe and other parts of the Western world.

Photo: European Community 2006

In recent years, a notable trend is that among the thousands of Africans leaving each year for Europe, also the best and the brightest of the continent abandon their homelands. Africa's human capital is being almost completely depleted by migration to Europe and other parts of the Western world. Where are these groups of African migrants in the EU? What has become of them? One can simply say that only few manage to get something remotely adequate after paying incommensurably heavy prices.

It must also be said that migration is an age long phenomenon in human history and will remain part of it too. Problems abound as regards the integration of foreigners in every culture. At a time when Europe and the rest of the world are confronted with social tensions, conflicts, clashes and other social problems, voices are

heard in the EU questioning whether immigrants from the developing world can be successfully integrated into Western societies.

I dare to say yes based on the following theses:

1. For any society to achieve peaceful mutual co-existence it is absolutely necessary for all

health systems, and their uncontrolled presence angers voters. But all serious social research reports indicate that migration can be a valuable economic resource to their host nations - one that Western governments do too little to mine. Maybe in the eyes of such policy makers African migrants do not count to such groups of migrants who are potential economic contributors?

its members to have the feeling of belonging and being a cherished part of the society. This feeling grows normally through the unrestricted distributive participation of the people living in that particular society in all facets of the society's life. (In practice, this would, for example, include full integration in the labour market, easier access to citizenship, as well as full political participation).

2. One of the results of this kind of participation is the appreciation of not only the society in question, but also of all its institutions by all the members of the society. This appreciation of the society and its institutions wakes the interest of all those involved in the upkeep of both the society and its institutions. Who would then, under normal circumstances, want to destroy what he/she has come to value?
3. The exclusion, segregation, discrimination and marginalisation of certain members of a society from meaningful distributive participation in the society stand for not only a big loss for the society in question but also for a heavy social time bomb within that society. In addition to these social aspects, the society also loses unimagined opportunities to create wealth by failing to take advantage of the readiness of many migrants' to engage in entrepreneurship.
4. Every society can only reap the fruits of its membership, to the extent it is ready to enable and promote unrestricted meaningful distributive participation of all its members, irrespective of their origin, race, colour or creed, in all levels and forms of life within it.

5. But to achieve the afore mentioned positive goals for itself and its members irrespective of origin, race, colour or creed, a society must define adequate goals, map out corresponding strategies and portion assign-

**“Many EU States are not the abode of human rights and freedom that they claim to be. Their practices are humiliating, taking away our dignity and our honour as human beings.”**

ments and responsibilities to its different members.

6. Integration consists of more than a society just tolerating the migrants which find themselves in it. To achieve positive goals for itself and its members irrespective of their origin, race, colour or creed, a society must define adequate goals, map out corresponding strategies and

portion assignments and responsibilities to the different members.

8. Only those who can participate can really belong. Those who participate and consequently really belong are also integrated. Those who are integrated belong and those who belong contribute to the sustenance of that in which they participate and to which they belong. Should anyone restrain from making the necessary contribution, they must be made aware of their responsibilities. Society is not exempted.

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<sup>1</sup> Some Member States do have policies on intergration(although often not satisfactory), but the EU still does not have a common policy on the area.

# Integration at local level – the example of Aarhus/Denmark

By Anne Marie Larsen

*The views expressed in this article are those of the author and do not necessarily reflect the opinion of the EUMC.*

The city of Aarhus in Denmark has 295,513 inhabitants, 9.4 % of whom have a minority background from a country outside the EU, the Nordic countries or North America. At the end of 2005, Aarhus City Council adopted principles for a new integration policy, which underline that an active community is necessary to ensure a cohesive society with equal opportunities in practice for all, irrespective of race, skin colour, religion, political inclination or sexual orientation. The community is therefore the central element in the policy, with 'community' understood in the sense of compliance with society's basic democratic values and obligations.

As it is also necessary to combat potential barriers in order to realise the idea of 'community', Aarhus will work actively against discrimination. To this end, the Municipality has held discussions with representatives from ethnic minorities, and has involved ethnic associations, the Integration Council (the Integration Council will advise the Municipality in matters regarding the municipal integration efforts, and must be consulted when suggestions are sent to the City Council), key persons etc. in the preparation of its new integration policy.

In autumn 2006 and spring 2007, Aarhus is planning a total of five meetings of dialogue among the different groups of citizens. The dis-

cussions and the subsequent workshops aim to consider, among others, the following issues: education/employment; family/children/young people; and the constitution/democracy/law. A common element in these themes will be the practising of religion (with a focus on Islam). Another will be gender equality.

The city's integration work focuses on three main areas:

- public services
- employment
- education

## Public services

The city offers a wide range of public services, ranging from childcare to services for the elderly. The objective is to mainstream integration and non-discrimination into its services.

## Childcare

In the area of childcare, Aarhus has educational consultants, each of whom supervises a number of institutions. These consultants are responsible for providing guidance and support to the institutions' managers also in the event of questions concerning refugees and migrant children. The issues which arise relate, for example, to food, personal hygiene, the changing of Muslim girls' nappies by male staff etc. Concrete answers are provided to these questions.

## Services to the elderly

The number of elderly refugees and migrants in Denmark is rising rapidly, and their use of the public care is rising. Aarhus has established a knowledge centre for services available to elderly refugees and migrants. The centre has carried out surveys in recent years to evaluate the elderly minorities' knowledge and use of the public services available. The latest results indicate that many elderly refugees and migrants are not aware of these services. However, the survey at the same time shows that more and more elderly people with minority background in Aarhus are aware of and use the services available in the area of public care for the elderly, and that the interest in using these services is increasing.

According to the centre, the results of the research also indicate that more refugees and immigrants are using the centres for the elderly. This message has been repeated in leaflets, brochures, films and posters available in many languages and at meetings with representatives from the ethnic communities, voluntary organisations and on the radio in a dozen languages. Experience shows that as a result of this effort, more people felt it was acceptable to receive help from their senior centre. So the effect was to make it legitimate to receive help outside the family.

## Employment

Aarhus adopted an initiative in 2000 to promote employment amongst

refugees and migrants. The aim of the initiative was to increase the level of employment for refugees and migrants from third countries by three percentage points per annum for the next 10 years, until the employment rate for this group in Aarhus has reached the level of the population in general. (Currently, the employment rate for refugees and migrants is 41% in Aarhus City and 70% in the whole of Aarhus Municipality. The rate has improved, but there is still some way to go to reach the average level of employment).

In order to increase the employment rate of migrants, Aarhus has launched a number of initiatives, such as:

- Company traineeships
- Company rehabilitation
- Flexible jobs

The employment initiatives in Aarhus are based on a close and constructive partnership with private companies in the area. The City Council decided to appoint an employment and education committee, in which role models, companies, the Integration Council, public institutions and others are represented. The committee will provide ideas and help to promote employment and retain young refugees and migrants in secondary education.

## Education

### Language learning

In 1999, the Danish Parliament decided that all municipalities were to offer language stimulation in Danish to 3-6 year old bilingual children. The scheme has had a positive effect in Aarhus. For example, 41% of a kindergarten class in 1999

started their schooling in a reception class for immigrants because of inadequate Danish language skills. In 2005/06, only 7% of bilingual reception class pupils required this service. The others have now become so competent in Danish via language stimulation that they can start directly in a normal kindergarten class.

### Introducing 'magnet schools'

In recent years, attention has regularly focused on a number of schools where the concentration of bilingual children keeps growing. The City Council decided that dispersing the pupils was not a solution. The wish was instead to strengthen those schools which had most bilingual pupils, and eight schools gained the status of 'magnet schools'. The 'magnet schools' quality of teaching was to be



Teacher and child in a kindergarden in Aarhus.



markedly improved via the provision of additional resources and a number of initiatives, so that children leaving these schools would have the same chance of commencing and completing secondary education as children from other schools in the Municipality. The central focus in the magnet school plan is:

- Focus on skills (via increased hours, specialist subjects,...)
- Extended homework assistance arrangements (with both employed teachers and volunteers)
- Strengthening of the school-home partnership (e.g. parents' meetings in language groups led by bilingual teachers with special training)
- In-service training for management and teachers (especially with regard to the use of Danish as a second language in all teaching and other activities, and the implementation of cross-cultural education)
- Greater coordination between school and leisure

### Countering segregation

In 2005 the Danish Parliament passed an Act ensuring pupils a free choice of schools across school districts and municipal borders. The result in Aarhus is that many bilingual parents have elected to enrol their children in schools with a majority of Danish pupils.

Another Act of Parliament, on the strengthening of education in Danish as a second language came into effect on 1 August 2006. The Act provides a legal base to refer bilingual pupils with special needs in the Danish language to a school other than the district school. The Act is optional, meaning that a municipal-

Photo: Vejledningscenter for uddannelse og arbejde - Aarhus



Ahmad El Ahmad

*Do you think your city's activities on integration have had a positive impact on you, your family, friends, and if so, can you give examples?*

I think that the city's activities on integration have had a positive effect on me and my family. I would like to focus attention on its employment activities which in concrete terms for me meant that I could enter the labour market through the labour market network. My child could also go directly to the general Folkeskole (primary school) without having in particular to attend a reception class during their introductory period. This is due to the city's efforts in the form of language stimulation in kindergarten.

*What has your city done to integrate minorities, what else would you like to see happen?*

The city of Aarhus has been and is the leading city in terms of integration activities. For example, a monitoring group was established, consisting of different ethnic minorities, long before it became compulsory to set up an integration board in Denmark as a whole. The importance of this was considerable since target groups were involved to partici-

pate in finding optimal solutions in different areas with a view to achieving integration.

In addition, many projects were implemented to develop clubs and cultural meetings (the most recently built was Globus 1 – a large multi-purpose hall) in areas where many ethnic minorities live. It would be great if the employment rate for ethnic minorities would increase, for instance by an increasing number of people from refugee and immigrant backgrounds employed in all possible municipal departments. This will create a better identification of other ethnic minorities with them and therefore the feeling that ethnic minorities are a real part of the population and that they are on equal terms with the rest of the Danish population.

*Ahmad El Ahmad: "I originally come from Palestine, arrived from Lebanon, am married and have four children. I am a construction engineer and have done an IT training course. I recently completed my training and employment officer training. I have been working as a training advisor at the training and employment advisory centre in Gellerup since April 2004."*



Photo: City of Aarhus

Students in one of Aarhus' magnet schools.

ity can choose to apply it, as Aarhus City Council has done - the first and only Municipality in Denmark to do so. The City Council has seen a new opportunity in this Act to achieve legally a different distribution of bilingual pupils with special needs in the Danish language in the municipality's schools. In the longer term the aim however is to secure sufficient language skills for all bilingual pupils before they start school.

Extensive in-service training of staff in the recipient schools is being undertaken in order to comply with the Act's specification of 'a better offer to the pupil'. According to the Act, attending a school with more pupils with Danish native speakers will support the language acquisition for bilingual pupils with special needs in the Danish language. When it is con-

sidered that the pupils no longer have special needs in Danish, they may choose to continue at the new school or to attend their local school.

Given the changed conditions for some of the magnet schools, the City Council has also decided to strengthen the magnet school concept by making three of the magnet schools with the highest proportion of bilingual pupils (80%, 99% and 100%) full day schools. This means that a substantial group of children who have not previously had access to after-school facilities will now also be able to participate in a large number of stimulating activities over and above those in their ordinary school curricula. It is thus believed that the full day schools will have both an educational and a general beneficial effect on the pupils, and it is also expected to have a preventive effect on potential prob-

lems. The full day school concept will be phased in, starting with the youngest class during the 2006/07 school year.

### New challenges

For the Aarhus City Council, the major challenge in the area of integration in the years to come remains moving more people with ethnic minority background into employment while keeping young people from ethnic minority background in secondary education and the labour market. Aarhus's new integration policy therefore focuses to a high degree on strengthening the areas of education and employment and the relationship between these areas. Other significant challenges include: the continuing concentration of ethnic minorities in particular parts of the city; initiatives in rela-

## Putting integration policies into practice – the example of Bradford/UK

By Rizwan Rehman / Bradford Council

*The views expressed in this article are those of the author and do not necessarily reflect the opinion of the EUMC.*

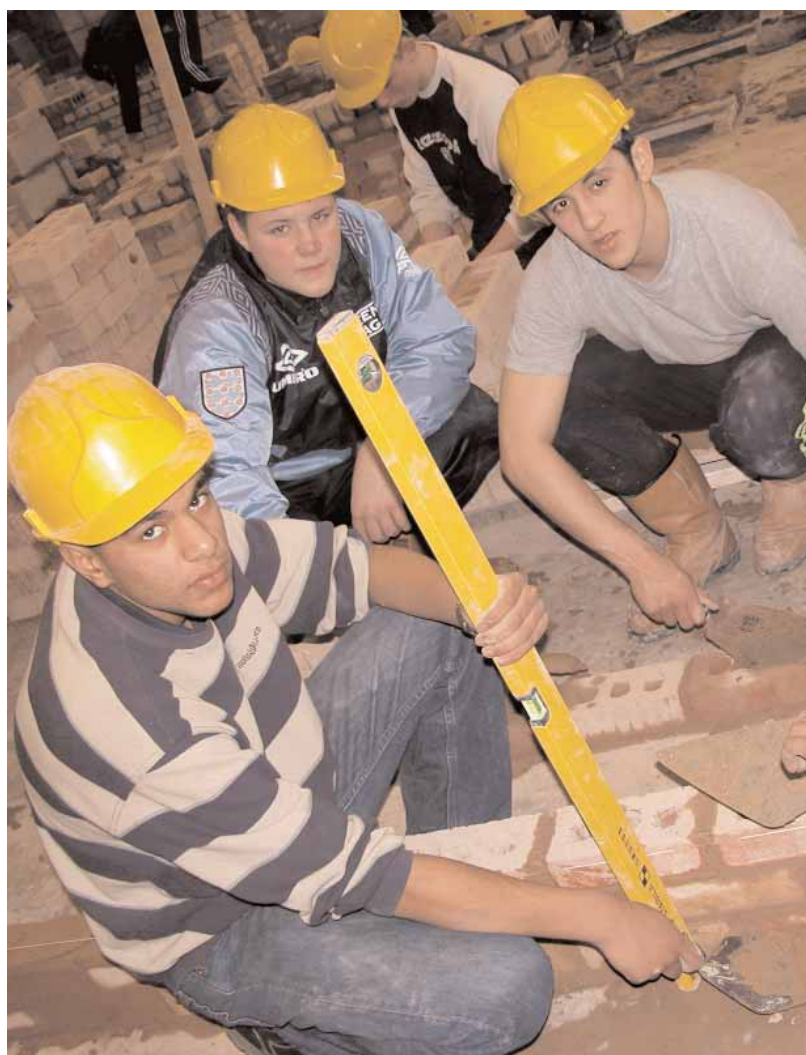
Bradford is both culturally and racially a rich location, embodying much diversity within its population of 491,000. Approximately 20% (98,000) of the population is from a black or Asian background. Of this 20%, 72,000 are from Pakistani or Bangladeshi origin and it is a growing population. There is also a significant religious diversity within Bradford, with the Muslims being the largest faith group of the ethnic minorities.

Bradford Council has for many years been at the forefront of tackling issues of discrimination, deprivation and improving cohesion within the district and is taking an innovative, sustained and long term approach to improving community cohesion and integration. Working in collaboration and partnership with key agencies from the private, public, voluntary and community sector, Bradford has made striving efforts to make it a district whose people respect and celebrate differences in sex, race, culture and religion. In partnership with Bradford Vision, the Local Strategic Partnership, efforts have been made to advance social and cultural integration practices, policies and strategies for disadvantaged people from minority ethnic communities from all ethnic backgrounds and refugees. Bradford Council enables minorities to effectively integrate into society by help-

ing them to access services, to know their rights, entitlements and opportunities and to overcome barriers to learning, employment and training. Bradford has produced a comprehensive action plan in collaboration with the partnership of the district.

The key priorities of the plan are:

1. Equity of access and outcomes
2. Civic pride, participation and citizenship
3. Community relations
4. A safe district for individuals, communities and organisations



An example of Positive Action Trainees in Building work, supported by Bradford Council.

Photo: City of Bradford



## B-EQUAL Project

B-EQUAL was a project undertaken by Bradford Council which was part-funded by the European Social Fund. The project looked at developing innovative solutions for combating discrimination and for integration into the labour market. B-EQUAL piloted a project called New Arrivals through QED (Quest for Economic Development), a charitable organisation that looks at and meets the needs identified by the community. The New Arrivals Programme provides support for immigrants entering the UK, including language, confidence, and orientation, as well as meeting employers. The participants on the programme are predominantly from Pakistan, Bangladesh and India, but more recently there has been an influx of clients from the Slovak and Czech Republics and Poland. The project has been hugely successful, supporting new arrivals to integrate into the UK by giving them personal support, detailed information on how to get a job, adult education and training.



Iffat Ishaq  
Photo: Bradford  
City

*Iffat Ishaq arrived in the UK with limited skills and little knowledge. She had mixed feelings of life in UK. The New Arrivals project helped her to integrate and become part in UK society – she can be seen as a positive role model.*

“QED helped me to enrol on an English Language course at Bradford College... gain my GCSE and study to do English A-Level. My spoken English has improved so much... I now work as a Conference Assistant, organising conferences and training seminars all over the country. I have joined the Association of New Arrivals and will use the network to carry on the help that I received.”

Overall, the action plan is a key contributor within the Community Strategy and the main challenge is to ensure that principles and practices are mainstreamed into all agencies and organisations.

**1. Equity of access and outcomes** - *Fundamental underpinning to ensure improved outcomes for ethnic minority communities, women, young people, the elderly and the disabled in relation to education, employment, housing, crime and the environment.*

Examples of some projects:

- Bradford ran a project called B-EQUAL, which was part funded by the European Social Fund. It piloted the New Arrivals programme which aimed at providing support for language training, orientation, and job finding<sup>1</sup>.
- Another project ran by Bradford Council called Black People into Management (BPIM) looked at improving the level of representation of existing Black and Asian staff members into senior management level in the organisation. Each participant had a Director as a mentor. The programme allowed participants to undertake rigorous pieces of work to broaden their skills and knowledge in core areas and provided opportunities for work shadowing.
- Bradford Council have provided opportunities through Positive Action Traineeships (PATs). PATs are training positions aimed at minority groups where there is evidence that these groups are under-represented within an organisation as a whole or at certain levels or in certain types of jobs.
- Bradford Council's Social Service Department has a dedicated Unit responsible for Immigration and Asylum. The Unit provides help with accommodation and/or subsistence for those asylum seekers who are eligible for support under the Immigration and Asylum Act 1999.
- On education, it has to be noted that segregation takes place within schools. In some schools there is little or no interaction with minority ethnic communities. Some schools are almost 100% white, and some are 100% minority ethnic. Education Bradford piloted the Linking School Project and brought together different communities within Bradford. The idea of the project is to involve pupils from schools in a range of activities to develop co-operation and awareness of cultural diversity. Long-term links between the socially diverse communities have proved to be successful



and beneficial to Bradford. Initially started at Primary School level, this will continue further into Secondary School level so that the challenges, myths and prejudices can be overcome<sup>2</sup>

- Bradford's first Muslim Girls School, Feversham College, was opened in 1984, after Muslims complained of a lack of girls-only education in Bradford. The all-girls school serves one of the most deprived communities in England and has been ranked as the best state secondary in the country for "adding value" to children's education. It is one of the highest achievers of examination results in England.

**2. Civic pride, participation and citizenship** - *To increase levels of influence and involvement in the decision making processes of the district. Encouraging all minorities into leadership and promoting active citizenship.*

Bradford Council is committed to working towards equality in its roles as an employer, a service provider and as a leader in the district. Along with other key agencies and partners, the Council has therefore developed a process of consulting and communicating with the communities through its "Equality Forum". The development of the Equality Forum is one part of the emerging Equality Structure. The Forum is made up of representatives from all the communities including representation from Eastern European communities. The Forum brings together representatives from specific Communities of Interest, the elected Council Leader, the Chief Executive

and Senior Officers of the Council to progress the equality agenda. The representatives are able to contribute to and discuss the issues of service delivery and local policy.

**3. Community Relations** - *To strengthen community life and build greater contact and understanding between communities across the district.*

Since 1991, Bradford Council took the lead in breaking down the barriers

Bradford Council is committed to a society that is fair and acknowledges that each community has both rights and responsibilities.

between many communities by establishing the "Community Harmony Awards". This is an annual event to honour and recognise the contributions of local residents towards promoting a cohesive community. Awards are made to individuals, groups and organisations for bringing together people from dif-

ferent communities through a range of activities and schemes including sport, music, dance, drama, gardening and cooking. For example joint cultural events have ranged from bringing together young with the old, disabled people with non-disabled people, white communities with minority ethnic communities and rural residents with inner city residents.

**4. A safe district for individuals, communities and organisations** - *To create a level of community safety, which will support good community relations and minimise community tension.*

The Bradford District Safer Communities Partnership, chaired by West Yorkshire Police and Bradford Council, is a multi agency partnership of organisations working to make the district safer. The Partnership brings together many different organisations and communities from across the district with the aim of improving the quality of life for everyone living, working or visiting Bradford.

#### Fairness and Inclusion Plan

At the heart of the District's 2020 Vision is an ambition to create a prosperous district in which everyone has the opportunity to contribute and benefit from the prosperity. "Providing community leadership and accountability so that the needs and interests of all citizens are represented" is one of the purposes of the Council, which places fairness and inclusion high on its list of priorities.

A commitment to fairness and inclusion is central to the way the Council delivers services, employs its staff and fulfils its role as community leader. The diversity of the district is a strength and Bradford Council is committed to a society that is fair and acknowledges that each community has both rights and responsibilities.

Council departments are working with communities and individuals to understand their needs and concerns, and the Council has taken a lead in promoting and developing innovative ways of working with all communities.

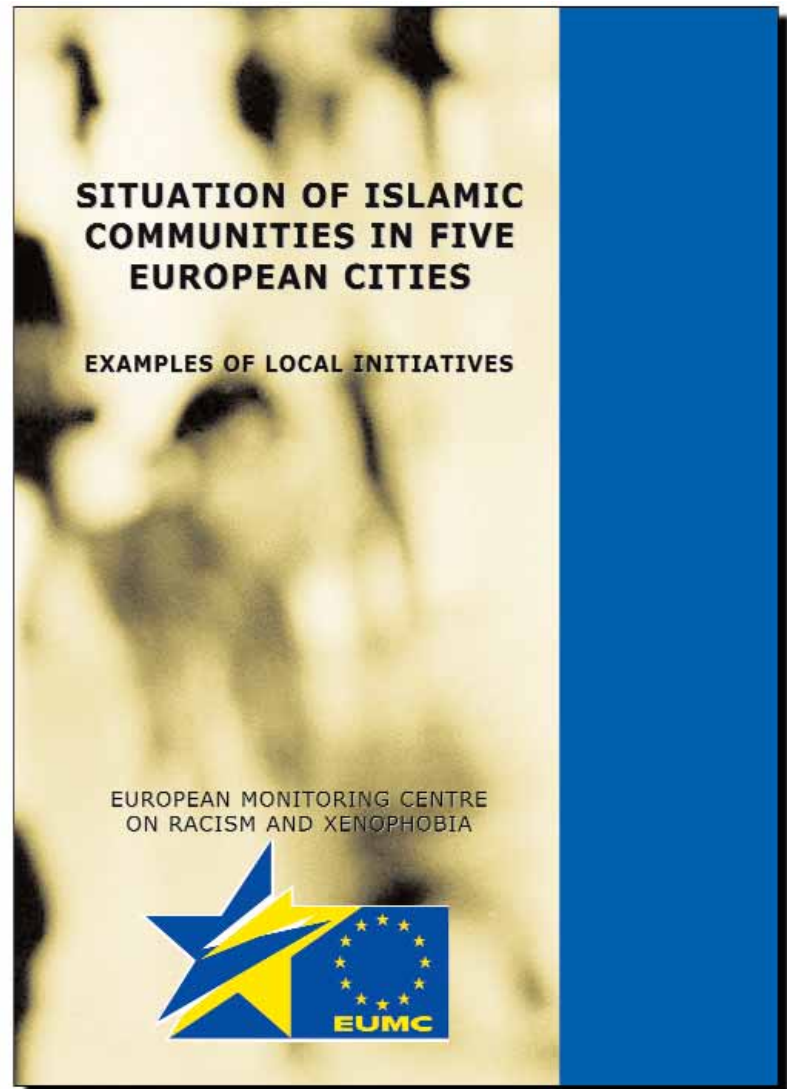
The Fairness and Inclusion Plan:

- draws on what the Council has already achieved;
- outlines how it will develop fairness and inclusion within the Council and across the district.

The Council has tremendous influence and responsibilities – second to none in the district. But it can only make a real difference by harnessing the energy, aspirations, and good-will of individuals and of communities. That is how Bradford will achieve prosperity, well-being and improved life opportunities for all its citizens.

### New challenges

Overall, Bradford faces a number of crucial issues in relation to the creation of harmonious race relations in the city and in providing equality of opportunity to minority ethnic communities. There are no easy,



readymade and quick fix solutions to the problems that the city faces. However, some immediate essential steps, if taken, can enormously assist in moving forward in tackling these broad issues.

*For more detailed information, please see the updated EUMC Report on the Situation of Islamic Communities, which will be published in the near future. <http://eumc.europa.eu>*

- 1 See a concrete example on page 29. A full range of projects can be viewed on [www.b-equal.com](http://www.b-equal.com) and [www.b-diverse.com](http://www.b-diverse.com)
- 2 Further information can be obtained from <http://www.schoolslinkingproject.com/>

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## EUMC Noticeboard Meetings and Conferences

09 November 2006  
International Day against Fascism and Anti-Semitism

09-10 November 2006  
Council of Europe Forum: Achieving social cohesion in a multicultural Europe

16 November 2006  
International Day for Tolerance

16 November 2006  
ECRI expert seminar on combating racism while respecting freedom of expression

27-28 November 2006  
EU Commission Conference: Anti-Discrimination Action Programme: results, achievements and future needs

28 November 2006  
Publication of the EUMC's Annual Report on the Situation regarding Racism and Xenophobia in the Member States of the EU

10 December 2006  
International Human Rights Day

18 December 2006  
International Migrants Day

2007  
European Year of Equal Opportunities for All

2005-2015  
Decade of Roma Inclusion



# EQUAL VOICES

## Next Issue: December 2006

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