



ALLIANCE OF CIVILIZATIONS

Research Paper on Migration

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Introduction:

1. This research paper has been prepared for the Alliance of Civilizations initiative of the United Nations as a practical report on issues of integration especially as they relate to Muslim origin immigrants in Europe. The paper highlights the some differences in the nature and scope of the problems encountered by Muslims in the US as opposed to those faced by Muslims in Western Europe including some of the reasons for these differences.

2. In recent years, the international community and individual states have increased their focus on issues of international migration. Massive displacements of populations due to natural disasters and conflict often receive major media coverage, but it is the more steady and significant flows of migrants drawn by the prospect of improved economic, political, and social conditions that have recently generated the most concerted attention and with it, new paradigms for understanding the phenomenon.

3. International migration is a complex subject, the more so since no country is exempt from its effects. Indeed virtually every country is both a country of origin and a country of destination for migrants. Migration is also complex because it can be repetitive in the life of an individual. It is also complex, because of the lamentable dearth of data on the movement of immigrants. Most developing countries lack the capacity to carry out policy-relevant analysis based on statistical research. One should also bear in mind that migrants can be categorized differently: migrant workers, migrants admitted for purposes of family reunification, as refugees, as students, or without documentation. State policies on migration therefore vary with the nature of the migrant or the classification of the migrant¹.

4. All persons, regardless of their racial or ethnic origin, have the right to be treated equally and fairly. The unequal treatment of minority groups or migrants can only hamper a country from making full use of the talent and energy of its people. Although the management of migration is a sovereign right of states, states have the responsibility to protect the rights of migrants and nationals, and to take into consideration the interest of both, within the parameters set by international principles, standards and norms. In turn, migrants, just as citizens, have the obligation to abide by the laws and regulations of receiving States.

5. There is pressing need to popularize and call for the expansion of policy-specific best practices, such as the Africa Plan to fight illegal migration that will combine tougher prevention measures with more aid to persuade young Africans to stay in their

¹ Settler migration: Australia, Canada, New Zealand and the US admit foreigners as immigrants, granting them the right to permanent residence. Same economic and social rights as citizens and may be naturalized after a few years of continuous residence. Migrant workers admitted for the sole purpose of exercising an economic activity. Usually, granted temporary permission to stay and work with work permits and not allowed to bring their family with them), seasonal workers, trainees... (*Ibid.*)

homelands² or the Spanish government immigration policy post-3/11 with the process of regularization of 2005.³ Similar best practices have been identified in the UK with the Commission for Racial Equality (CRE) which covers ethnic and religious grounds as well and has been influential in both monitoring and setting the agenda for anti-discrimination.

Trends of Migration

6. Statistics recently published by the Global Commission on International Migration reveal the scale of international migration.⁴ In 2005, there were 191 million migrants (nearly half of them are women) in the world: 115 million in developed countries and 75 million in developing countries. Europe alone had 34%; America, 23% and Asia, 28%, Africa had just 9% and Latin America and the Caribbean, 4%.⁵

- *Europe/Australia/USA*: although migrants live on every continent, Europe hosts the largest group (56 million) accounting for 7.7% of Europe's population, while the largest group as a percentage of population is in Australia (18.7% equal to 5.8 million migrants). The United States alone is home to almost 20 percent of the world's migrants (40 million people, 12.9% of North America's population)⁶.
- *Middle East and Northern African countries*: in the Arab world, and specifically in the Gulf Cooperation Council (GCC) states, foreigners of diverse origins make up as much as 38.5% of the population, or approximately 12.5 million foreigners. Percentages range from a low of 26% to a high of 80% in individual countries; as a percentage of the labor force in these countries, foreigners make up an astonishing 74%⁷. Non-Gulf Arabs, however still make up 3.5 million⁸.
- *Asia*: 49.9 million migrants accounting for 1.4% of Asia's population⁹.
- *Latin America*: 5.9 million migrants accounting for 1.1% of Latin America's population¹⁰.

² Authorities in Europe and Africa drew up a joint action plan that foresees an integrated multinational strategy on migration. The plan -- originally drafted by Morocco, Spain and France, three countries in the front line of the immigration problem -- was adopted by European and African ministers at a summit on migration July 10 and 11 2006 in the Moroccan capital, Rabat. "This is a political initiative of the highest importance that aims to combine both managing migrant flows and managing development," said Alvaro Iranzo, a senior Spanish Foreign Ministry official. From combined dispatches, "Plan targets African migration", June 7, 2006, The Washington Times (<http://www.washtimes.com/world/20060607-121106-4234r.htm>; retrieved in Nov. 2006).

³ The aim of the Spanish law was to give priority to legal immigration and to pursue more efficiently the illegal immigration, fighting the black economy. The way to achieve that target was allowing the entrance of immigrants in condition of having a contract of employment in the country of origin. In the other hand, the regulations planned a "process of normalization" that would allow, according the predictions of the Government, regularize the situation of 800.000 immigrants.

⁴ Global Commission on International Migration, "Migration in an Interconnected World: New Directions for Action", October 2005. Available at <http://www.gcim.org/attachements/gcim-complete-report-2005.pdf>. (retrieved in Nov. 2006)

⁵ United Nations, "Trends in Total Migrant Stock: the 2005 Revision", POP/DB/MIG/Rev.2005/Doc, February 2006, Department of Economic and Social Affairs, Population Division (http://www.un.org/esa/population/publications/migration/UN_Migrant_Stock_Documentation_2005.pdf; retrieved in Nov. 2006)

⁶ Estimates of the remittances of working migrants range from \$150-450 billion annually. For more see Global Commission on International Migration, www.gcim.org (retrieved in Nov. 2006)

⁷ Andrzej Kapiszewski, "Arab Versus Asian Migrant Workers in the GCC Countries", UN/POP/EGM/2006/02, 22 May 2006, United Nations Expert Group Meeting on International Migration and Development in the Arab Region, Population Division, Department of Economic and Social Affairs, United Nations Secretariat, Beirut, 15-17 May 2006, (http://www.un.org/esa/population/publications/EGM_Iitmig_Arab/P02_Kapiszewski.pdf, retrieved in Nov. 2006)

⁸ *Ibid.*

⁹ Global Commission on International Migration, www.gcim.org (retrieved in Nov. 2006)

¹⁰ *Ibid.*

- *Africa*: 16.3 million migrants accounting for 2% of Africa's population¹¹. Western Africa (with 42% of the international migrants) and Eastern Africa (with 28%) have generally had higher numbers of international migrants than the other regions of the continent (12% in Northern Africa; 9% in each Middle Africa and Southern Africa).

Concerns on Migration-Overview

7. Despite these huge numbers, it is apparent that many are yet to fully grasp the implications of these statistics and to develop clear policies on how to manage and accommodate this migration. Concerns related to migration do not only apply to the US or Europe alone but also other continents. It has been noted that most migration-related policies of countries are dated and designed for a different era. Other policies tend to be inclined more towards restricting migrant's rights a trend that has been noted especially in this era of terrorism:

- In the Persian/Arab Gulf, western expatriates are estimated to comprise 1/4 to 1/3 of the total number of foreign workers.¹² Though these are not "integrated, they are considerably well protected in financial terms. By contrast the bulk of Asian workers from South and Southeast Asia immigrants are seldom given the right to settle, despite protracted lengths of residence or employment that in other countries would warrant the issuance of permanent residency or citizenship. Too often Asian migrant workers in the Gulf are subject to deportations and those who come on illegally acquired visas are unshielded from employment abuses.
- In Asia, though international migration has played a minor role in economic growth and integration over the past 25 years, issues of immigration and integration remain a low priority on the social and political agenda and have rarely generated as much debate as in North America and Western Europe. Current migration policies are highly varied: they range from near denial of workers' existence in Japan and Korea to explicit acceptance and active management of foreign workers in Singapore¹³.
- Inter-regional migration in Latin America has mostly been fuelled factors such as a highly uneven economic and social development and in some instances by political unrest. Geographical proximity has also influenced immigration in the region with Argentina and Venezuela being principal destinations for immigrants from Colombia, Chile and Paraguay. Costa Rica and Mexico have also received large numbers of displaced people from Nicaragua, El Salvador and Guatemala similarly stirred by social and political turmoil. Immigrants in Latin America have not been exempt from issues such as of lack of legal status which impedes their ability to secure stable employment.
- In Africa, immigration has been influenced mostly by rising poverty levels and unemployment which continue to push more people out of rural households to bigger cities in pursuit of better livelihood. The devastating economic and social

¹¹ *Ibid.*

¹² In Saudi Arabia, about 60,000 migrants from western countries (Europe and the US, and some Asians) hold technical, medical and academic positions.

¹³ Philip Martin, "Migrants on the Move in Asia", Analysis from the East-West Center, No. 29, December 1996 (<http://www.eastwestcenter.org/stored/pdfs/api029.pdf>, retrieved in Nov. 2006)

effects of prevalence of HIV/AIDS in the region have also impacted on immigration considerably. In addition, recurrent civil strife in Africa has generated mass refugee movements and new kinds of asylum seekers to and within the region¹⁴. Despite migration being critical for hundreds of thousands of households throughout the region its implications are barely recognized or addressed in policies directed at poverty and inequality reduction.

Opportunities and Challenges of Migration:

8. With the universal realization of the magnitude and impact of immigration upon states, issues on international immigration are gradually rising to the top of the global policy agenda. There has been a sharp increase in awareness by stakeholders, both countries of origin and destination- of the challenges and opportunities presented by immigration. One of the main challenges relates to finding the balance between security concerns and the economic needs of the state.
 - a. The first important opportunity relates to the economic contributions made by immigrants in their countries of destination. As history has shown, international migration has been one of the most dynamic forces in the development of contemporary states and societies, including many of those with a record of economic success¹⁵. Similarly in countries where integration has been successful immigrants have been noted to make significant contributions to the economic, social and cultural development of the societies in which they have settled. Some instances, immigration has offered women who are unable to gain a meaningful livelihood in their countries of origin, to learn new and to exercise greater decision-making power in their daily lives,.
 - b. The second important opportunity is present in the contribution that migrant workers make to their home economies. Scholars agree that migration presents meaningful opportunities to build both origin¹⁶ and destination country economies. An example of such mutual benefit is seen in the impact that the income earned by immigrants in immigration countries can have upon their local economies. Contributions by immigrants to families in their countries of origin have been said to form a significant portion of the foreign exchange receipts of these labor export countries. Consequently this income can also have a solid impact on local development. The role that immigrants play in promoting development and poverty reduction in countries of origin, as well as the contribution they make towards the prosperity of destination countries, should be recognized and reinforced.

¹⁴ Jonathan Crush, University of Cape Town & Queens University, Vincent Williams, Institute for Democracy in South Africa and Sally Peberdy, Wits University, "Migration in Southern Africa", a paper prepared for the Policy Analysis and Research Programme of the Global Commission on International Migration, September 2005, (<http://www.sarpn.org.za/documents/d0001680/index.php>, retrieved in Nov. 2006)

¹⁵ Global Commission on International Migration, "Migration in an Interconnected World: New Directions for Action", October 2005, (<http://www.gcim.org/attachements/gcim-complete-report-2005.pdf>, retrieved in Nov. 2006)

¹⁶ Transnational communities: migrants as consumers contribute to the expansion of trade, tourism and telecommunications in their countries of origin and destination. They also promote foreign investment in countries of origin as investors themselves. Likewise, migrants can be a conduit for the transfer of technology but this depending on the state of the economy of countries of origin. (Low-income countries lack the conditions to take advantage of transfers of technology).

- c. The migration of highly skilled students (globalization of education) has a number of positive aspects: Through skilled migration programs, migrants are given the opportunity to acquire or improve skills and experience abroad. Whether such immigrants remain in their countries of immigration or chose to return to their home countries, they remain indispensable resources for their home countries as investors, philanthropists, bearers of new knowledge or promoters of trade and cultural exchange.

However, migration can also entail great challenges. The list below is meant to be illustrative of the main challenges and not exhaustive:

- a. The issue of migrants with “irregular status” or irregular migration presents a major challenge (for instance: 10 million in the US, between 10 and 15 in Europe)¹⁷. The issue of irregular migration is inextricably linked to that of human security. Trafficking and smuggling in persons is one of the most pressing problems related to the movement of people. Available evidence indicates that its geographical scope has continued to expand and that the majority of the victims falling prey to the phenomenon are women or children. Women who migrate for the purpose of marriage, domestic labor, or to work in the entertainment and sex industries are particularly vulnerable to exploitation, social isolation and also face specific health-related risks, including exposure to HIV/AIDS, similar to those of trafficked women. Migrant children are particularly vulnerable as they are often separated from their parents and in many cases exploited and trafficked into the sex industry.
- b. Another disadvantage of migration is the limitation of migrants’ rights, particularly labour rights. Many migrants find themselves trapped behind walls of discrimination, xenophobia and racism as the result of rising cultural and religious tensions in some societies. In some countries, migrant women are particularly affected often finding themselves obliged to settle for jobs for which they over-qualified. This is especially true of migrants in an irregular status who are unable to access the job market on an equal footing with nationals of the immigration country or other regularized immigrants.
- c. But the most important emerging challenge lies in defining the relationship between migration and security. Since Muslim extremists carried out the terrorist attacks on New York and Washington in 2001, Muslim populations in the United States and Europe have come under great scrutiny and their status as immigrants come under fresh debate. The events of September 11th opened up a whole new set of challenges for Muslim immigrants. Notably, life has become more difficult—not only for them but for their host societies, as well. Never in modern times has so much international attention been focused on Muslims -- their religion, their beliefs, their way of life.

¹⁷ Irregular migration is by no means confined to developed countries. Asia is known to have large numbers of migrants with irregular status: up to 20 million in India alone, according to some estimates. Such people are also thought to comprise the majority of all migrants in Africa and Latin America. “*The Challenge of Irregular Migration: State Sovereignty and Human Security*”,

(<http://www.gcim.org/attachements/GCIM%20Report%20Chapter%20Three.pdf>, retrieved in Nov. 2006)

Particular Focus on Europe

9. While Muslims in the US also face challenges, the nature and scope of the problems encountered differ from those of Western Europe for a number of reasons. In brief, the problem is particularly acute in the European States:

- Overall, the percentage of Muslim migration to the US is far less than the percentage of Muslim migration to Western Europe. On a whole 1-2% Muslims in US versus 4% Muslims in Germany and 7% Muslims in France¹⁸.
- The US is a nation founded on immigration and settlement where as this concept is new in Western Europe in addition to the fact that this phenomenon has not been politically or socially embraced, and has occurred in less expansive geographical units than the continental US.
- The most apparent discrepancy between the Muslims who immigrate to the US versus those who immigrate to Western Europe is their provenance. Muslims hold the majority of immigrants in Western Europe with Arab Muslims, specifically, appearing to be cling to certain religious practices from their native culture which distinguish them and set them far apart in the overtly secular European culture.
- The key differences between Muslims who immigrate to the US versus Western Europe are that in the US, they tend to spread out geographically across the country and grow in their education and success as business people¹⁹. This difference is aptly noted by one scholar who observes that Muslims who immigrate to Western Europe tend to stay indigent and tend to congregate in enclaves unlike their American counterparts²⁰. American Muslims tend to be educated professional or business people who are far more affluent than their European equivalents.

10. The lack of effective integration hampers destination countries from capitalizing upon the contribution that migrants can make to the society. Conversely, because of this rejection, immigrants will seek ways, religious, militant, or social to express their frustration and assert their identity. Such scenarios not only represent a threat to public safety but, also provoke negative attitudes towards migrant communities, which act as obstacles and blockades in the way of integration and social cohesion. All concerned stakeholders – migrant communities, civil society institutions, national and local

¹⁸ *Ibid.*

¹⁹ In addition, the American Muslim Poll by Project MAPS showed that the American Muslim community is younger, better educated and better off financially than average Americans. Muslims have enjoyed an uninterrupted presence in America for several centuries. The majority of immigrant Muslims, however, has only come to the United States in the decades since World War II. Yet they remain conspicuous by their absence in many spheres of American public life. Despite being about 1 percent of the population, Muslim representation in policymaking is negligible, even when such policies directly affect Muslims here or abroad. American Muslims are by and large absent from representation in major policymaking circles of the three national branches of the U.S. Government American Muslims and "Integration". Parvez Ahmed, "Commentary on meeting of European Muslim leaders, from an American perspective", May 8 2006, (http://islam.about.com/od/currentissues/a/usa_integrate.htm, retrieved in Nov. 2006)

²⁰ Robert S. Leiken, "Europe's Angry Muslims", Foreign Affairs, July/August 2005, (<http://www.foreignaffairs.org/20050701faessay84409/robert-s-leiken/europe-s-angry-muslims.html>, retrieved in Nov. 2006)

government as well as the private sector – can only stand to gain by actively working together in an effort to avert such negative outcomes.

11. Given that integration is a multi-faceted issue, for taking effective and productive steps regarding the matters of immigration and integration, this report will prioritize four areas within which the Alliance can develop recommendations and initiatives for guidance and implementation at local, national and EU levels:

- 1) Socio-economic and residential integration
- 2) Systematized anti-discriminatory measures at EU and national level
- 3) Representation of Muslim immigrants populations in Europe
- 4) Shaping public opinion

12. Integration of Muslim immigrants in Europe would require the mobilization of actors at different levels: official legislative, political and adjudicative institutions as well as civic associations. The EU, national and local governments, public service providers, NGOs, intellectuals and academics, religious and cultural self-associations of immigrants, the media, unions and employers all have key roles to play in integration.

13. There is increasingly concerted effort, and understanding, regarding the urgency and complexity of issues that involve integration in various circles, by the EU, policy circles, researchers, immigrant intellectuals and leaders, and various NGOs. Interviews conducted among experts, Muslim associations and leaders, and other involved parties show that there is readiness and willingness among immigrants themselves to address the issues of integration. The Alliance can seize this moment and endorse and draw attention to some of these initiatives, while supporting and introducing new ones. It is important early in the process to launch ‘successful’ initiatives that would draw /create attention and bring credibility to the further efforts and initiatives. It is equally important that the efforts are connected to some of the already introduced initiatives/policies to create sustained support and authority for the activities of the Alliance. Last but not least, it is crucial to marshal the support of local and national governments and the EU authorities. Integration requires significant budget, long term commitment and receptive political will and action on the part of governments.

14. In what follows, this report provides analysis of the current conditions of immigration and immigrants, followed by specific recommendations for each priority area covered below. Necessarily specific policy recommendations advanced in this report need to be implemented by governmental agencies with authority and budgets. The Alliance has role to play in bringing together governmental bodies, public and private agencies, corporations, and NGOs for capacity building and education, creation of centers of gravity and influence, and effecting political will, as well as coordination of efforts and resources. The UN has extensive expertise in raising world-level awareness and effecting comprehensive policy in fields varying from development, health, and environment to culture, education, and human rights. Such organizational expertise may easily be channeled to the advancement of the conditions of immigrants and creating conducive conditions for their integration.

I. SOCIO-ECONOMIC and RESIDENTIAL INTEGRATION:

15. Research shows that first generation immigrants are transitional; mobility and integration happen for second and even third generation. Compared to the US, socio-economic mobility is more limited among immigrant populations, although immigration in Europe (from the Middle East, North Africa and Turkey) has a shorter history and it is

important to look at the trends over time; analysis²¹ shows that over time, integration increasingly look like that of the US.

16. This is very important for understanding the different dynamics involved, and to appreciate positive contribution and mobility of immigrant populations in European societies. There are very successful businessmen, intellectuals, artists, academics, who are Muslim immigrant origin and now in important positions in European societies.

17. Nevertheless, the research shows that across Europe, immigrants are over represented in the less prestigious employment sectors; segregation in the housing sector is particularly prevalent in some member states; also educational achievements of a number of immigrant and minority groups lag behind the majority population. Given that a large proportion of immigrant populations are from Muslim countries, these findings have important implications. On the whole, labor market and educational outcomes remain disappointing for immigrants in particular from Northern Africa and Turkey. Urban/city policy is one area where integration policies become most relevant.

18. Employment is particularly low and unemployment correspondingly high among immigrants (meaning foreign born--does not include what is termed as second or third generation in the US context, due to the lack of information on ethnic backgrounds) from Turkey (empl 50% unempl 15.5 %) and Middle East-Africa (empl 51% unempl 16%). EU 15 average of employment for the male population is 73% and unemployment 6.9%. Differences are larger for women. Female immigrants from Turkey (empl 33% unempl 16.9%) and Africa and the Middle East (empl 33% unempl 17%) have particularly low employment and high unemployment compared to EU 15 average for the female population (empl 55% unempl 8.7%). The occupational structure of the immigrant populations in Europe is also different from the EU 15 average. On the whole immigrants are underrepresented in medium-skilled non-manual positions (immigrants 9%, EU 15 average 13%) and overrepresented in non-skilled manual positions (immigrants 24%, EU 15 average 18%)²².

19. For third country nationals originating from Turkey, the Middle East and Africa (legal foreign residents without citizenship of the country they reside in) the differences are even larger, partly as a result of exclusionary mechanisms on labor markets of European countries affecting foreign nationals.

20. The lack of affordable quality housing is a problem for immigrant populations. The patterns of earlier immigration and presence of established communities, location of employment, along with discrimination, affect immigrants' choice of residence. In some European cities, ethnic residential segregation is coupled with resource deprivation. Although tight community networks can contribute to the regeneration of neglected neighborhoods, *e.g.* through ethnic owned small businesses, public services are equally important in bringing new life to deprived areas.

21. The social and economic marginalization is particularly adverse for women and young people. The employment and education statistics from various member states provide ample evidence for their effective marginalization from the mainstream. Anger among youth, as clearly shown during the riots in France in March 2006, derives from perceptions of not being included, not being treated equally and being marginalized. This

²¹ Rainer Muenz, "Migrants, Labor Markets and Integration in Europe: A Comparative Analysis"; *Global Commission on International Migration*, 2004

²² *Ibid.*

marginalization is intensified by urban degradation²³ (misconception of riots as Muslim youth's quest for identity; important to understand the sources of alienation.)

22. The problems immigrant youth face, are categorically treated as matters of their cultural or religious backgrounds—rather than being considered under the general rubric of employment and educational problems that afflict both native and immigrant youths. Similarly, violence against women is simply taken as a problem rooted in culture or religion, rather than as part of a general societal problem afflicting women of all ethnicities (e.g. recent debates on 'honor' killings in Germany). This effectively drives youth and women—and their problems—to policy arenas outside the mainstream.

23. Such marginalization applies to artists, intellectuals as well, who often are seen as 'ethnic', and not given place in the mainstream media and venues, despite their increasing presence and influence. For instance, Berlin's Radio MultiKulti follows a diversified programming in various minority languages and plays different kinds of music, but it is not part of the mainstream; the mainstream stations mostly shy away from diversifying their playing lists. Comparative research in London, Berlin, Paris and Rome showed that in the fields of arts, literature, and media, the numbers of personalities from Muslim immigrant origin are growing, even though they are not always part of mainstream venues²⁴.

24. Effective integration would mean to make the problems of Muslim youth and women as part of the mainstream or to make their life trajectories as part of the mainstream. In other words, the efforts toward integration should not categorically isolate Muslim youth and women from the social fabric, job markets and education, and cultural life of their countries and Europe.

25. Integration is more than just equal opportunities for all. Integration requires social conditions that enable people from all backgrounds to be included in the functioning of society and participate in its mainstream institutions and not marginalized²⁵. Particularly important are the sites where different cultural, religious and social groups can meet and "rub shoulders": play-grounds, schools, work, and housing.

26. The European Union has prioritized the socio-economic integration of immigrants in its recent communications. The European Employment Strategy, launched in 1997, detailed the integration of disadvantaged groups, including migrant workers and ethnic minorities, as well as combating discrimination, as key features of employment guidelines. In its review of the five years of the Strategy, the commission identified the need for further action on reducing the employment gap between EU nationals and non-EU nationals, promoting full participation and employment for second generation immigrants, addressing the specific needs of immigrant women, along with fighting illegal immigration and transforming undeclared work into regular employment. The commission calls for "*more attention to removing barriers to obtaining and retaining employment such as inflexibility in job requirements or legal restrictions concerning e.g. linguistic competencies or nationality*"²⁶. Discrimination at the work place and racist behavior are also seen as major barriers to be removed. In the action program of the

²³ Jocelyne Cesari, "Ethnicity, Islam, and les banlieues: Confusing the Issues", 2005 (<http://riotsfrance.ssrc.org>, retrieved in Nov. 2006)

²⁴ Ursula Mehrlander et al., "Changing City Spaces: Challenges to European Cultural Policy", EU funded project, 2006.

²⁵ Brian Ray, "The Role of Cities in Immigrant Integration", Migration Policy Institute, 2005

²⁶ Commission of the European Communities, Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions on Immigration, Integration and Employment (Brussels, 3 June 2003) 336 final

Commission, the fight against discrimination emerges as one of the main policy tools, which include raising public awareness; involving enterprises in non-discriminatory practices (corporate social responsibility on diversity management, responsible recruitment practices, and to fight discrimination in the works place); closer monitoring and collecting data and exchanging experiences on the situation of migrants and ethnic minorities in relation to employment, housing, education and racial violence (More on this in the next section).

27. Research also shows that lack of information about the schooling system is the single most important explaining factor for the relatively poor educational outcomes for immigrant children in French schools. The result holds when controlled for ethnic background²⁷. Immigrant families have less access to information regarding the requirements of school system and their children are often channeled to less prestigious schools, schools that orient pupils to vocational jobs, or special schools for children with learning difficulties.

28. Schools are natural social spaces for creating common projects where parents can involve and would interact²⁸. The experience in English urban primary schools shows that where schools develop support and out-of-school-hours learning strategies for parents in helping their children the success and behavior of pupils improve²⁹. For parents, extended provision and having services based at school increase their confidence in visiting schools and talking to teachers. Access to help and courses in schools help parents to gain qualifications and put them in a better position to support their children in school. Such programs not only bring parents (especially Muslim mothers) into the sphere of schools helping to improve their children's educational performance, but also give women a chance to improve their own positions in society and participate in economic and social activities outside home³⁰.

29. Successful social integration is conditional on the creation of common spaces where youth and women from different backgrounds can interact with each other. This requires recognition, financial support, and integration of religious and non-religious associations of immigrants as partners for social, educational, and cultural committees in public and private realm and integration of cultural and religious associations into local networks for decision-making, organization and implementation action. The local authorities can provide bridge among different associations (not only religious but also the cultural and political associations of Muslim immigrants in general; i.e. Turkish Parents' Association, women's self-help organizations, social workers of immigrant origin). Emphasis should be on common problems faced by youth within urban

²⁷ Hector Cebolla, "*Immigrants in French Education System*", PhD thesis, 2006

²⁸ A good example is the Spitalfields music festival in East London, during which recruits from different elementary schools and elderly joined in a community chorus of almost two hundred to sing pieces celebrating the history of the area and community, which has been always mixed. Muslim parents', predominantly Bangladeshi immigrants, involvement remained limited to bringing and picking up their children from rehearsals; for the kids the event turned out to be an excellent forum to interact and gave them a vision about how to get involved. The success of the event also set an example for prospective projects and it is realistic to expect greater involvement of the Muslim origin children in future happenings.

²⁹ OFSTED (Office for Standards in Education), "*Extended Schools: Access to Opportunities and Services for All*", 2006 (<http://www.ofsted.gov.uk>, retrieved in Nov. 2006).

³⁰ Consider the following extract from the OFSTED report (2005) on extended schools: "Pakistani women spoke movingly of how school-based activities allowed them to get out of the house and to make friends. In a predominantly white ex-mining community, women felt they were given a second chance to achieve qualifications. Some have gained certificates in information and communication technology, as well other qualifications which have improved their job prospects. Certificates were given out in assembly and the children proudly joined their mothers for presentation".

environments. Dialogue can only happen around commitment to similar problems and priorities, action can take place around identified common interests.

30. Policy at the local level is crucial to integration efforts, as much of the decisions that effect the daily life of immigrants is taken at this level. Local authorities emerge as natural partners in integration efforts.

On the basis of this analysis, the following issues are being put forward for further consideration:

31. Labor market, housing and education as central to the integration process of immigrants and their descendants' needs effective policy and governmental and EU level action. This is obviously an issue that should be owned up by governments.

32. The EU benchmarks on education (on early school leavers, education attainment levels, and reading literacy) are relevant in promoting the integration of immigrants and closing the gap between dominant and minority populations. Improvement of language skills is especially important for women, taking into consideration child care and cultural issues.

33. Innovative job creation, training, and placement programs are urgently needed; both state and private efforts should be encouraged and funded through tax incentives³¹. Funding schemes that facilitate young people's attendance in such programs are indispensable to further integration. Among the immigrant youth and women, entrepreneurship is highly valued. Many young people stay away from the labor market with the hope of founding their own businesses. Policy measures (such as publicly or privately funded loan programs and business training) that facilitate the realization of such hopes and dreams as well as initiatives for women and youth to increase their entrepreneurial skills should be given priority³². Ethnic minority-led businesses provide not only employment but also a significant contribution to European economies. Encouraging local (and national, if appropriate) authorities, chambers of commerce, and associations of immigrant business persons to develop programs providing training in entrepreneurial skills to women and youth is essential.

34. Enforcement of employment through commercial regulation laws can be an effective way of creating jobs. Incentives for business to hire local (minority) populations should be developed³³.

35. What is crucial is to develop measures that recognize the specificities arising from being an immigrant but do not segregate immigrants from their counterparts in the mainstream society. Therefore, job creation and training programs should help to reduce the gaps between natives and immigrants and facilitate their integration into mainstream society as youths, without creating any feelings of alienation and being left out, neither among the natives nor immigrants.

36. Enabling the involvement of parents from different ethnic and religious backgrounds in schools is one of the most important avenues for integration. In the case

³¹ A good example is the new private Turkish University, OTA Hochschule in Berlin, which specifically target new fields of work, the new technology and the newly emerging service sectors, and aim to train for intermediate jobs.

³² Tower Hamlets Council, the municipality in East London, has small business initiatives that encourage and help immigrant businesses. They provide training in finance and organization.

³³ Commercialization of Spitalfields market in London's East End with the promise of low-rent housing and local employment is a good case in point.

of immigrants, language barriers, transport difficulties and costs (taking time from work, household care, and different perceptions of parent-child relations) can prevent parental participation. This is a crucial area where the school systems need to develop more sensitivity and support strategies that take into consideration and accommodate immigrants' specific conditions.

37. Any policy that would encourage interaction between Muslim and other youth, Muslim women and other women, that would locate them in the mainstream, should receive priority. Funding should encourage projects, activities that bring together immigrants with the mainstream, and encourage partnerships and joint activities with non-Muslims. Recently, mostly because cuts in social budgets, funding for youth centers and activities are being drastically reduced—at least this is the case in Germany. Such measures will only have negative effects on developing integration policies. This is a crucial area of integration that needs to be addressed.

38. Representation of Muslim origin youth and women in arts, films, theatre, and literature—should be inclusive in the mainstream and not exclusionary initiatives. There are already existing organizations, youth and women's centers, associations, networks, both formal and informal, with very strong records of creating opportunities for the incorporation of youths in the social and artistic spaces at local, national and European levels. Identifying the existing organizations with successful records in each country and lending support to publicizing their work and help them securing resources is of great importance.

39. EUROCITIES, the network of more than 120 large cities in over 30 European countries in dialogue with European institutions, could be a good forum where the Muslim youth and women issues can be incorporated into the urban development agendas of cities. The European Commission has suggested 2008 as the European Year of Intercultural Dialogue and EUROCITIES are endorsing this in their planned activities. The availability of such forums will be crucial for Muslim youth to integrate themselves in the making and planning of their cities—thus investing in their own futures

40. Urban policy requires funding. As mentioned before, budget cuts adversely affect the services catering to the youth. This is where the EU and governments can make a difference, by sanctioning funding in deprived housing and schooling areas, and outlets for cultural and sport activities of the youth—which not only affect Muslim immigrants but populations as a whole. Genuine commitment by governments is needed here. Of relevance, would be to take a firm stance on this and invite the EU and governments to make commitments.

41. The EU has already established priorities to address specific needs of women and promote full participation and employment of second-generation immigrants. This goes along with EU's efforts to implement anti-discrimination and equal opportunities legislation. This will also help creating a Europe-wide vision and implementation models for fighting discrimination and addressing integration.

II. SYSTEMATIZED ANTI-DISCRIMINATORY MEASURES AT EU AND NATIONAL LEVELS

42. Discrimination of immigrants in labor markets and education needs further research and should be addressed in policy. In 2000, the EU issued directives on racial inequality, which member states were required to incorporate into their domestic law by 2003.

43. The EU and the UK anti-discriminatory legislation and measures use 'race' as a term. In the UK, the Commission for Racial Equality (CRE) covers ethnic and religious grounds as well. The CRE, which was founded in the wake of the race riots in the 1980s, has been influential in both monitoring and setting the agenda for anti-discrimination.

44. At the European level, the European Monitoring Center on Racism and Xenophobia (EUMC) and its information network (RAXEN) are to provide data on race and racism, comparable between Member States, and to identify best practice throughout the EU. In 2003, the Council of Ministers decided to extend EUMC's mandate to become a Fundamental Rights Agency (expected to be in place in 2006). *"The primary task of the European Monitoring Centre on Racism and Xenophobia (EUMC) is to provide the Community and its Member States with objective, reliable and comparable information and data on racism, xenophobia, Islamophobia and anti-Semitism at the European level in order to help the EU and its Member States to establish measures or formulate courses actions against racism and xenophobia³⁴."*

45. The impact of EUMC has been limited partly because there is inconsistency among the data collection practices of member countries. One central aspect of the UK system is ethnic monitoring, which provides statistical data and evidence base for showing where disparities exist between ethnic groups. Ethnic monitoring (in public agencies, major companies) is not a widely accepted practice across other EU member states and is even unlawful in some. Thus there is not enough evidence to further discussion and awareness regarding discrimination against Muslim immigrant groups. This is also often a problem for cross-national research on related issues.

46. In contrast to the US, many European countries use nationality, but not place of birth or ethnic background in their demographic, economic and social statistics. At most, they distinguish nationals from legal foreign residents (defined as immigrants), not accounting for the rapidly growing number of naturalized immigrants and their children, who may have different ethnic backgrounds than the dominant population.

47. The first step in creating effective anti-discrimination measures is the availability of reliable data. Currently there is no systematic data on discrimination across European countries. Even data on racially motivated crimes are lacking. Not only national agencies but also local authorities follow their own definitions and interpretations in collating such data, if they ever do. Standardization and integration of data collection across European countries is a must for fighting discrimination.

48. Most EU member countries lack agencies that fight against discrimination and have power for devising and implementing anti-discrimination measures.

49. Affirmative action policies have long-standing history in the US. As a potential model to be followed, Europe should look at the so-called "affirmative action" policies that America enacted to provide opportunities to blacks. As a result, ethnicity began to be weighed as a positive factor not only in university admissions, but also in credit facilities for small enterprises, small business loans, home loans, and government hiring. Similarly, anchormen and anchorwomen from all ethnic backgrounds populate American television news programs. In the US more people of color and women hold top jobs in the public and private sector than anywhere else in the world. The skills needed in today's global marketplace can only be developed through exposure to a wide diversity of people. In the UK, similar policies have resulted in successful recruitment of officers from different

³⁴ www.eumc.europa.eu/eumc/index.php?fuseaction=content.dsp_cat_content&catid=2-13 (retrieved in Nov. 2006)

backgrounds in to the police force. In Scandinavian countries, gender quotas have worked in increasing number of women in political parties and electoral politics (Scandinavia has larger proportion of women in parliaments compared to other European countries). Although there are proponents of affirmative action among policy makers, experts, and immigrant activists in Europe, for the most part attitudes and ideas are negatively influenced by the recent conflicted debates in the USA. Aside from Britain, affirmative action is nearly a taboo; it is conceived as contrary to universal principles of Europe.

50. Diversity Charter signed since October 2005 by 60 French company managers or groups is a good example here. Among these private and public companies are BNP, RATP, Carrefour, L'Oreal, Total, Airbus, PSA Peugeot Citroen, France Telecom, SNCF, Societe Generale, Pernod Richard. The signatories have made a commitment to 'respect' and promote the application of the principle of nondiscrimination in the employment, training, advancement, and professional promotion with the view to 'reflect the diversity of French society and in particular its cultural and ethnic diversity in their workforce, at different levels of qualification'. The Diversity Charter is launched and coordinated by the Institut Montaigne, a think-tank associated with the insurance company AXA. The success of the initiative to be seen, however, this is quite extraordinary in its scope, and can be used as an example for broader campaign of the sort.

51. On the specific issue of blasphemy and hate-speech, compared with the United States, Europe in fact is much more equipped with laws on this. Hate speech, which is first-amendment-protected in American law (with rare exceptions), is often deemed outright illegal in Europe³⁵. Individual nations' views and laws on speech may still differ, however under the guidance of the European Court of Human Rights, the region is in the process of developing a more unified approach. Here the issue seems more of a commitment to apply these laws than the lack of protective legal mechanisms.

On the basis of this analysis, the following issues are being put forward for further consideration:

52. At the EU and national levels, agencies should develop guidelines for equal treatment in labor markets, housing, and education, and sensitive arenas of everyday encounters such as policing and receiving service at various public and private agencies and businesses. Also needed are training and sensitivity programs for police, public servants, and businesspersons, as well as programs for educating the general public. Anti-discrimination should be heralded as a civic virtue through media. The expertise of the UN in developing and observing various socio-economic key indicators may serve as models for the development of indicators for discrimination and integration and such indicators can be made part of UN's general information collection activity. With necessary and operational information banks in place, The UN may serve as the clearing house for the evaluating and promoting good policies and practices.

53. Within this framework, the Alliance can push forward with UN-initiated and funded awareness-raising and anti-discrimination campaigns involving schools, police and other security forces, judges, legal personnel, immigration officers, journalists, military corps, trade unions, various level bureaucrats, and civil society organizations .

³⁵ Ruti Teitel, "The Controversial Danish Cartoons Depicting Prophet Mohammed, and their Broader meaning for Europe's Public Square", 2006 (http://writ.news.findlaw.com/commentary/20060215_teitel.html, retrieved in Nov. 2006)

54. Affirmative action policies again need effective monitoring of discrimination in public and private sectors. Given the conflicted views on this however the first step should be to devise initiatives that would generate productive debate and supportive public opinion. Information on the effectiveness of specific anti-discrimination policies is needed. Generalized debates on whether affirmative action works or not usually end up in polemical and oppositional debates. It is equally important to fund, scientific studies that could help evaluating the effectiveness of affirmative action measures in fostering integration.

55. Diversity is being either praised in very general terms as a social good or vilified as failed attempt at integration. What is needed is the recognition of effective programs of diversity that creates results toward achieving economic and social good of the society. Companies and governmental agencies with successful diversity programs should be recognized and publicly, and perhaps economically, rewarded for their good practice. To this end, EU-level or national awards can be established by the UN.

56. Integrating immigrant Muslims into the public sphere would entail extending to them the full benefit of laws that protect other groups - including anti-hate-speech laws, if Europe continues to choose to have them”³⁶ In the aftermath of the ‘cartoon affair’, the UN High Commissioner for Human Rights has initiated an investigation into ‘racism’ and ‘Islamaphobia’. Similar action from European level Human Rights watchdogs would send positive vibes to the immigrant populations. The efforts at the UN and EU level can be coordinated to give more authority and credence to the initiatives.

III. REPRESENTATION OF MUSLIM IMMIGRANT POPULATIONS IN EUROPE

57. As in any other religion, among the Islamic populations (in Europe and in other places) there are different interpretations, different commitments and different levels of observation. Secular view of Islam is a reality as much as a secular view of Christianity. There are several issues of contention and debate. Certain groups do not accept female preachers (Morocco has just graduated first team of female preachers although the role they will play is not clear), as Vatican’s ban on female priests is not universally accepted; veiling is a contested practice among Turkish women; religious edicts almost universally are against homosexuality. This makes wholesale recommendations and also the representation issue quite a challenge.

58. The leaders of religious associations, religious authorities or imams (prayer leaders) are not necessarily equipped with or in touch with every segment of Muslim immigrant population. We would not necessarily expect that the church leaders should represent all segments of any Christian society on all matters. Integration of youth and women and their daily concerns for example requires a much broader institutional attention and effort than religious organizations could provide. Women and youth often feel alienated in male dominated environments of the mosque. In that sense, the representation should include as broad segments of Muslim immigrants as possible: youth organizations, women’s associations, social service sector, parents and teachers’ unions and associations, business associations, intellectuals and academics and their professional associations; and think-tanks.

59. Almost all European countries have established advisory or consultative bodies, mostly at local levels, with representation from immigrant communities; however these

³⁶ *Ibid.*

bodies do not have direct decision-making competence. Nevertheless, it is important to have diversity reflected in these consultative bodies.

60. As regards religious representation, efforts at the European level to bring together religious leaders authorities and create a permanent committee would help to give Islamic religion a European voice. A permanent body of European imams' councils has been suggested by Dr. Abduljalil Sajid, the chairman of Britain's Muslim Council for Religious and Racial Harmony.

61. Such an organization would also help to create a dialogue within Islam (regarding Islamic teaching, law, and its classical and present day implementations), which until now has been quite limited, given national and sectarian barriers among Muslim immigrants. Such dialogue is crucial in addressing Islam's position as regards to issues of contention, such as the place of women. In recent debates, several Muslim intellectuals and religious authorities have gained visibility in addressing the place and future of Islam in European social spaces. The exchange between these voices and seculars has opened up new avenues for debate and dialogue. Muslim origin intellectuals are now more vocal and influential in creating dialogue (e.g., controversial figures like Tariq Ramadan in Switzerland; more secular Muslim voices like Feridun Zaimoglu in Germany).

62. In any initiative that involves the issues of religious leadership steps should with utmost caution. The representativeness and legitimacy of religious bodies and leaders, including the aforementioned permanent body, would be crucial for the communities of Muslims. Efforts should not be construed as top-down impositions on Muslim communities in Europe. This would create more divisions and hamper dialogue. In this respect, initiatives should take into account the linguistic and religious differences between Muslim immigrants from different countries and within a single country. Equally, the representation of women and different perspectives should be considered.

63. The Conference of European Imams, convened under the Austrian presidency of the EU in April 2006 is a step towards this, and may form the basis of a permanent committee (this was a follow up to a similar gathering that took place in 2003 again in Austria). The conference brought together prominent European figures and involved leaders, imams and female preachers, from more than 30 countries and addressed by the president of the European Commission and Austrian Chancellor.

64. Interviews among religious figures and involved parties showed that there is a momentum towards such actions.

65. Exchange programs are extremely valuable in advancing interaction among the youths. Within EU, programs such as ERASMUS and LEONARDO facilitate the mobility of students, including to sending countries such as Turkey and other EU-candidate countries. No such programs exist for countries outside the EU but with large immigrant populations in Europe, such as India, Pakistan, and southern Mediterranean countries. There are already some organizations initiated in sending countries. PUKAR (Partners for Urban Knowledge, Action and Research), for instance, is one such organization which carries out valuable youth work, giving youth fellowships and developing collaborative projects for the urban youth in Mumbai.) Such mobility programs for youth would generate productive ties among the youths within and outside Europe.

On the basis of this analysis, the following issues are being put forward for further consideration:

66. A permanent body of European imams could help fostering dialogue within and across religions and facilitating cross-fertilization.
67. Education and language ability of imams and religion teachers should be a priority. In mosques, sermons given in the language of host country would make it more accessible to youth and also to non-Muslims. A permanent body of European imams can do the groundwork for this and push it on to the agenda.
68. Further areas of action; holding expert conferences for assessing the role and curricula of denominational schools (data and research needed on Muslim schools; their curricula and their educational outcomes); organizing conferences or discussion forums on female religious leadership in Islam and Christian church (controversial for both religions, but important for all women); sponsoring cultural activities, festivals that can address youth problems and integration. Allocating funds and resources to facilitate such initiatives is crucial.
69. Endorsing and encouraging the expansion of the range of youth exchange programs especially with sending countries beyond Europe is particularly crucial. Also, initiating the launching of UN-coordinated youth networking and mobility programs is significant.
70. Surveys of Muslim youth and women in Europe are needed--attitudes from religion to employment to sexuality, or other concerns they may have (should be Europe-wide). Supporting Gallup and similar polling organizations in carrying out periodic surveys is also important.
71. Similar to Global Commission on International Migration (launched by the UN Secretary-General Kofi Annan "to place the issue of international migration on the global policy agenda") series of research papers, a similar set of publications could be initiated (based on original research using Europe level comparative data) to provide the background for further policy action specifically on second and third generation immigrants. The publication efforts may help the dissemination of the findings of already existing and further commissioned research³⁷.

IV. SHAPING PUBLIC OPINION

72. The far right parties often set the terms of the debate among mainstream parties, especially during electoral politics. Immigrants are often used as scapegoats in public debates. A strong statement is necessary to fight against the development of such negative opinions about immigrants in general and particularly about Muslim minorities. A greater understanding by the host societies of the difficulties the immigrants face and a greater appreciation of their contribution to economies, social and cultural life in Europe is needed. In this, firm action and leadership works.
73. According to a report issued by the EU's official antiracism watchdog EUMC, prompt and coordinated action by government and Muslim community leaders staved off

³⁷ Currently in Europe a large scale survey research, The Integration of the European Second generation (TIES), is being conducted under the leadership of the Institute for Migration and Ethnic Studies (IMES) at the University of Amsterdam. TIES project will compare the Turkish, Moroccan and ex-Yugoslavian second generation (18-35) across fifteen cities in eight countries (Sweden, Germany, France, Spain, Netherlands, Belgium, Austria and Switzerland).

a major backlash against Muslims in the wake of the 7 July bombings in London. The numbers of hate crimes against Muslims rose briefly in the wake of the bombings but then they have returned to levels recorded in previous years, the report, which covered the period from 7 July to 5 October 2005, stated³⁸. Similar action also shaped a more responsible public reaction and debate, including the British media and protesters, during the ‘cartoon affair’.

74. Statements during times of ‘heightened tension’ are not enough. According to the same report most other EU governments also adopted a similar firm stance during the July bombings, drawing distinction between the acts of the suicide bombers and Muslim faith. However, the report also reveals that these statements were often accompanied by calls for restrictive immigration policies and blamed the failure of Muslim integration. In times of tension, immigrants are put into a position to apologize for the deeds of a radical few. In the launch of the report, Beate Winkler, the head of EUMC, stated that ‘a climate of suspicion persists in much of Europe with regard to Muslims’. This is shown in surveys. EUMC just published two further reports on Islamophobia.

75. The recent riots in city suburbs in France were discussed in the media as Muslim riots, even though among the rioters there were youth from different religious and ethnic backgrounds. The socio-economic reasons behind the riots (*e.g.* the socio-economic marginalization of immigrant youth) attracted much less attention in public debates.

76. The governments, politicians, and other high profile opinion makers must show decisive political leadership, avoid generalizations, engage a positive language, and make clear that immigrants are members of European societies. This should be a lasting priority, setting the agenda for the media, public debate and help avoid negative stereotyping.

77. Among the mainstream (politicians, authorities and the media), there is misuse of terminology, often confusing a religion with cultural practices and more importantly religion and culture with terrorist political orientations. The term “moderate” Muslim/Islam is meant to differentiate “ordinary” Muslims from “fundamentalists” but it only helps to propagate the assumptions that conflate Muslims and Islam with terrorism. Like other religions, Islam has its own fundamentalist strains but not all fundamentalists are advocates of violence. It is necessary to sever the assumed link between religion and violence in public discourse. This is a good practice not only because it helps avoiding unnecessary polemics with Muslims but also it facilitates isolating the advocates of violence.

78. Immigrant and Muslim populations are often presented as one monolithic people, (overlooking several layers of political and cultural divisions within) and Islamic religion is presented as intrinsically opposed to anything ‘Western’. Many traditional practices that are not necessarily sanctioned by religion are presented as such (‘honor killing’ is not something specific to and sanctioned by Islam; this is a practice that predates Islam and fails its precepts, as anthropologists show).

79. Treating every social problem as evidence for failure of “integration” also contributes to the climate of mistrust and confounds feelings of being left out. If integration is seen as a goal to be achieved, it should be deployed responsibly in public

³⁸ EUMC (European Monitoring Centre on Racism and Xenophobia), “*The Impact of 7 July 2005 London Bomb Attacks on Muslim Communities in the EU*”, November 2005, (<http://eumc.europa.eu/eumc/material/pub/London/London-Bomb-attacks-EN.pdf>, retrieved in Nov. 2006)

and when addressing issues. Otherwise, public officials inadvertently (or for short term domestic political gain) would be sowing the seeds of mistrust in the very terms and goals they are advocating.

On the basis of this analysis, the following issues are being put forward for further consideration:

80. A joint statement could be released the same day in different national contexts and in different media with: the EU, national Governments, local governments (EUROCITY), the European Commission against Racism and Intolerance of the Council of Europe (ECRI), the Council on American-Islamic Relations (CAIR) and representatives of all religions.

81. In Europe today, the presence of sports personalities, writers, actors, singers, pop stars, and beauty queens from immigrant backgrounds in the arts, culture, and sports stages is not an uncommon state of affairs. This does not necessarily mean they always get the exposure they deserve. Media initiatives can be developed to underline their presence and successes. For instance, broadcasting short biographical films about immigrant artists, writers, and so on is one way of recognizing the contributions of immigrants to the society. Here the focus need not be singularly on celebrities but should also highlight the accomplishments of young immigrants. One other group that needs exposure and recognition is the immigrant businessmen and women. Contrary to popular opinion, female immigrant entrepreneurs play very important roles in the economic sphere in Europe. Exposure they get will help doing away with stereotypes.

82. All these initiatives should be supported to set a new tone as a whole about immigrants, their importance, value and contribution. Equally important, is commitment to a pluralistic democracy and the acceptance of Muslim immigrants as part of European societies. The UNSG could make public statements in this regard.

- The EU decision to remove derogatory and misguided terminology from their communications such as ‘Islamic terrorism’ and ‘fundamentalists’ is highly important and should be commended. A lexicon is being prepared which would set down guidelines for EU officials and politicians³⁹.

- The UN Commission on Human Rights already adopted in April 2005 a resolution for combating ‘defamation campaigns’ against Islam and Muslims⁴⁰.

- The Council on American-Islamic Relations (CAIR) called to issue an annual global report on Islamophobia on a par with the anti-Semitism report.

83. Europe is facing significant aging of its population due to increasing life expectancy and “below replacement fertility”⁴¹. OECD and EU issued statements, statistics and calls regarding the need for further immigration for European economies and welfare states⁴².

³⁹ Mark Trevelyan, *EU Lexicon to shun term “Islamic Terrorism”*, Reuters, April 11, 2006, (http://www.tiscali.co.uk/news/newswire.php/news/reuters/2006/04/11/topnews/eu-lexicon-to-shun-term-34islamic-terrorism34.html&template=/news/templates/newswire/news_story_reuters.html, retrieved in Nov. 2006)

⁴⁰ See Kofi Annan’s accompanying speech against ‘Islamophobia’. Secretary-General Kofi Annan delivered this address, opening the seminar on “Confronting Islamophobia: Education for Tolerance and Understanding”, at UN Headquarters in New York on 7 December 2004. The event was the second in a series of seminars on “*Unlearning Intolerance*”, organized by the Department of Public Information. The first, on “Confronting anti-Semitism”, was held on 21 June 2004.

⁴¹ Rainer Muenz, “*Migrants, Labor Markets and Integration in Europe: A Comparative Analysis*”; Global Commission on International Migration, 2004.

⁴² See also Kofi Annan’s accompanying speech on the value of immigrants. News Release from the office of the Green MEPs 29 January, 2004, Annan receives ovation for pro-immigration speech and General Assembly, GA/10494, Department of Public Information • News and Media Division • New York, Sixty-first General Assembly, High-Level Meeting on Migration, Plenary

84. However much it is controversial, and despite its various deficiencies, the latest, “A Day without Immigrants,” the protest boycott by immigrants in the US shows how much integral the immigrants are to the social and economic fabric of western societies. Such strong and necessary statements by immigrants showing their presence is crucial and should be supported. Today, there is much talk about intolerance on the part of immigrants toward western values and norms and measures are being developed to test their tolerance (for instance, the Dutch effort to screen intolerant Muslim immigrant by exposing them to watch videos of topless beachgoers). These are regressive acts that do not at all contribute to integration. The immigrants interviewed on TV during the day of protest did however powerfully indicated their desires to live, prosper, and contribute to the society in which they take part as intellectuals, artists, workers, pupils, families, youth, man and woman. Working towards making immigrant voices heard and their contributions recognized would enhance their efforts for achieving better futures for themselves and their societies.

Conclusion:

Citizenship ceremonies, and mandatory courses and tests in the host society’s language, history, culture and institutions are currently discussed as measures towards integration, and already introduced by some European governments. These are important in reaffirmation of national society but they are not the mechanisms for integration. They usually mark symbolically the end result of integration. These should not be confused with real mechanisms of integration, and allowed to shadow the pressing policy and funding issues that need to be addressed in areas of education, employment, gender and youth work. The task here is to channel public attention and debate away from ceremonial acts to substantive issues and measures toward integration. Eliminating the obstacles to integration needs to be the priority. As a pressure group, the Alliance has vital role to play in directing the debate and policies towards the goals and recommendations outlined in this report. Integration is the concern of immigrants and there is an on-going debate within, as well. The expansion of the debate within the immigrant communities will surely contribute to the elimination of the impediments on the way to integration and achieving diverse, open and democratic societies, rising on the principles of human rights.

ANNEXES:

ANNEX I: CHARACTERISTICS OF MUSLIM IMMIGRANTS IN EUROPE:

Divided nature of Muslim immigrant populations in Europe

- a) Different histories and trajectories of immigration groups (e.g. ex-colonials vs. guestworkers)
- b) Different context of integration due to different national laws, institutions, policies, etc
- c) National affiliations overrun religious affiliations (e.g. Bangladeshis and Turks in England have different mosques, live in different neighborhoods, do not interact at any level)
- d) Interpretational and sectarian divisions within Islam also play significant role (e.g. Turks in Germany do not constitute one monolithic congregation but attend different mosques with significantly separate orientations; Alevis, a Sufi sect from Turkey, do constitute a different congregation, with its own internal divisions)
- e) Religion cuts across class, ethnic and gender categories, which inevitably creates multiple positions, demands, and belongings, at times, in conflict with each other

Religion is only one aspect of Muslim immigrants' life in Europe, and only one way of their expressions of identity, although in the post nine-eleven world it comes to fore more strongly than other identities. This is not only a consequence of heightened emphasis on religion on the part of Muslims in Europe. More and more, following the radical actions of small but vocal sections of Muslim activists, the term Muslim is attaining a status of unqualified infamy, making every Muslim person perceived as no less than an adherent of 'uncivilized', 'non-modern' culture, if not a terrorist. In this climate, other identities and identifications of persons of Muslim origin (e.g. being part of an increasingly global youth culture; being women) are driven to the sidelines, compounding the cardboard images of Muslims that dominate political and public debates in Europe. In the least for this reason—that is to combat stereotypes, it is necessary to draw attention to differentiations among Muslim immigrant populations. Recognizing the diversity of Islam is also necessary for developing sound policies toward the integration of Muslims. One policy does not fit all.

We do not see our own societies as a whole; we do not talk about Christian Europe; similarly we have to be conscious of the fact that immigrants from predominantly Muslim countries are diverse people, with diverging interests and commitments. Muslim immigrants should be seen as equal members of European societies and should be involved in debate as such rather than as representing the whole of a civilization or culture.

Sociological and anthropological studies have shown that cultures have not developed in void. There have always been interactions and influences. Immigration is not the only context where people and cultures mix; independent of immigration, there have been flow of political ideas, scientific and business innovations, and cultural practices. Muslim immigrants are equally exposed to and engaged in these societal debates, routines of everyday life, imaginations of better futures for themselves and their families

in the countries they live in, as well as global flows of culture. In this rapidly changing and multi-vocal world, it is not plausible to expect magic formulas and quick solutions to complex problems. Given the fluid nature of cultures and divided nature of Muslim immigrant population, what is crucial at this point is the intensification of dialogue within and with others, particularly on issues that directly effect the life of immigrant youth and women in Europe -- Dialogues can sometimes be alienating sometimes inclusive. This is important to keep in mind.

ANNEX II: IMMIGRATION PATTERNS

Research shows that immigration patterns are persistent. Historically, guestworker programs and colonial relationships, and more recently political asylum shaped the pattern of immigration from the predominantly Muslim countries to Europe. A major report (2005) published by the Robert Schuman Center of European University Institute and funded by the European Commission details the ongoing immigrations from the northern Africa and the Middle East. Turkey and Egypt have equal levels of emigration, however the destinations are different. As a lingering effect of guestworker programs, majority of labor migrants from Turkey goes to European countries, whereas, the major immigration destiny for Egyptians is oil rich Middle Eastern countries.

Different models/policies of integration:

French Republican model—encourages naturalization but does not favor collective identity (ethnic or religious) representations in public sphere

Germany—difficult naturalization however the compensatory strategies available to immigrants through a system of self-organizing (sometimes supported by public funding) promote group efficacy and various forms of integration

UK—official recognition of ‘multiculturalism’, racial equality and anti-discriminatory monitoring and legislation as the basis of integration