



From Trondheim to Lyon CEC Activity Report to the 13th Assembly

Chapter IV: **Churches' Commission for Migrants in Europe Report**

1. Mission and history of CCME

CCME is an ecumenical organisation that serves the churches in their commitment to strangers, responding to the message of the Bible which insists on the dignity of every human being, in order to promote an inclusive policy at European and national level for migrants, refugees and minority groups. (CCME mission statement adopted by CCME general assembly in 2005)

The work of CCME in fostering Christian reflection and action on migration is based on the clear command in both the Old and the New Testaments to act humanely and compassionately towards the strangers who share with all human beings the dignity of the Being of God (Genesis 1,26-27; John 1,1). That “You shall love the alien as yourself” (Leviticus 19, 34; Hebrews 13, 1-3) is typical of the humane attitude towards ‘the other’ found in the Mosaic law, an obligation recognized by the three Abrahamic world religions and other faith communities. It is believed to have been given both by revelation and natural law, that is, a moral principle which is capable of being recognized by all human beings.

CCME seeks to contribute to the Christian witness in Europe; seeking to develop a Europe welcoming the strangers and building inclusive societies: “So then you are no longer strangers and aliens, but citizens with the saints and also members of the household of God” (Eph. 2:19). As of 2009, CCME will do this as a Commission of the Conference of European Churches.

Founded in 1964 as a Commission of the World Council of Churches, CCME has worked for more than four decades on the issues of migration, the importance of migration for the churches and in promoting the rights of migrants. Since the General Assembly in October 1999 in Järvenpää/Finland the mandate of CCME has been expanded to cover additional issues such as refugee protection. In 2000 CCME entered into a formalised cooperation with the CEC and the WCC and became the only European ecumenical agency working on the whole area of migration and integration, refugees and asylum, and against racism and discrimination.

In 2004, CCME marked its 40th anniversary with a consultation on current migration at the place of its foundation, the Protestant Academy Arnoldshain, Germany. A booklet was published highlighting the stages of CCME's work in the four decades.

Throughout its history CCME has provided a space for churches and Christian agencies to share their experiences in the ministry among migrants, refugees, and minority ethnic persons. CCME is part of the Global Ecumenical Network on Migration of the WCC and participates in a network of NGOs throughout Europe. A specifically close cooperation has developed with the Middle East Council of Churches in what is called the **Amman Process**: a regular exchange between Middle Eastern and European churches on migration in the Mediterranean region. This exchange continues with approximately one meeting per year and correspondence e.g. on refugee protection of Iraqis in the region, or irregular migration.

CCME maintains regular contacts with the European Commission, the European Parliament and Council of the European Union. CCME also holds official observer status with the Council of Europe (Strasbourg, France) and observes the Migration Committee of the Council of Ministers. This enables CCME to monitor European policy-making in the migration and asylum spheres and to present concerns of the churches to the relevant institutions.

CCME promotes the adoption and implementation of international standards such as the European Social Charter, the European Convention on the Protection of the Legal Status of Migrant Workers, and the UN Convention on the Protection of the Rights of All Migrant Workers and Members of their Families, and the European Convention against Trafficking in Human Beings. CCME has also made specific proposals for the adoption of a European immigration policy and for equal treatment of European citizens and third-country nationals.

Integration of CEC and CCME

The CEC General Assembly in Trondheim 2003 “reaffirmed the decision of the CEC Presidium at Athens in February 2003 following the resolution of the CCME Assembly of Aegina, Greece in November 2002 to establish a joint negotiation group to pursue the integration process expeditiously”. Following this decision, CCME and CEC proceeded with negotiations to facilitate the integration of the two organisations. Decisions on changing the structures of CEC were developed at the same time. While not all legal and financial issues could be resolved as speedily as it had been hoped, the integration was progressively tested in practice through an ever closer cooperation between CEC and CCME.

The CEC Central Committee meeting in Aghios Nikolaos 2005 adopted recommendations on a working structure for CEC with three Commissions. The **CCME Assembly** held in London, United Kingdom, in October 2005 agreed to “the integration between CCME and CEC with the establishment of CCME as a separate Commission of CEC taking place as soon as a final agreement is reached on the integration ...” CEC Central Committee meeting in Derry 2006 affirmed the intention to finalise negotiations speedily and closely link the CEC restructuring with the CCME integration. The negotiations led to the signing of the joint memorandum of understanding “Different Backgrounds – Joint Future”, which had been adopted by the CCME Executive Committee and the CEC Central Committee respectively at their meeting in Vienna in November 2007. Having agreed “to journey together to make the witness of churches in Europe in the area of migration more visible”, both the CCME General Assembly and the CEC Central Committee at their meetings in Protaras, Cyprus in October 2008 took final the decisions necessary for an integration between CEC and CCME to take place.

2. Mandate of CCME

The joint memorandum of understanding “Different Backgrounds – Joint Future”, agreed and signed by the leadership of CEC and CCME in Vienna in November 2007, and affirmed by the CCME General Assembly in Protaras, Cyprus, October 2008, stipulates the mandate of the CCME of CEC, namely to:

- serve the churches in their commitment to strangers, responding to the message of the Bible, which insists on the dignity of every human being, in order to promote an inclusive policy at European and national level for migrants, refugees and minority groups;
- work on issues of migration and integration, asylum and refugees, and against racism and discrimination, undertake research, initiate, develop and implement projects in these fields;
- represent the common voice of the churches in Europe on the above issues vis-à-vis the European institutions.

3. Work priorities since 2003

The work undertaken by CCME in the period since 2003 was guided by the work programmes adopted by the CCME 15th and 16th General Assembly in 2002 and 2005 respectively.

3.1. Europe’s role in refugee protection in the 21st century

Defending asylum

The large majority of refugees are currently hosted by poorer countries in the world. In the 20th century, Europe was the scene of displacement but also of providing protection to a large number of refugees. In the past years, however, the overall numbers of refugees in Europe have drastically declined, in disproportion to the global level. Yet, numbers of refugees vary significantly between different European countries, with the countries at the southern and eastern borders experiencing a higher influx of refugees than some of the traditional refugee receiving countries in Europe.

Despite new areas of crisis and displacement developing on the doorsteps of Europe, fewer refugees find access to Europe and to effective protection.

Throughout Europe, national policies on asylum and refugee protection have been at the heart of heated controversies in the last decade, often accompanied by troubling aspects such as fear-mongering, scapegoatism and expressions of xenophobia and racism.

Member states of the European Union have tried since 1999 to “harmonise” asylum and refugee policies, i.e. to agree on common minimum standards on asylum and refugee protection. These efforts have been characterised by the wish to establish a clear responsibility for protection of arriving refugees between EU member states, to establish comparable standards for procedures and definition of who is a refugee and to ensure that standards of reception would also be comparable. The EU has successfully devised various policies to involve non-EU member states in refugee protection; thus the harmonisation of standards has considerably influenced also

countries in Europe, which are not member states of the EU but agree to implement the same standards as developed within the EU.

Development of policies has been accompanied by increasing awareness of the fate of those trying to reach Europe in search of refuge from war and persecution, or in the hope of a better life. As policies and technical equipment of countries in Europe, with their intention to keep these “unwanted” persons out, have become ever more sophisticated, the attempts of many trying to reach Europe to seek a better life have become more and more desperate. The images and stories of desperate persons reaching the southern shores and islands or eastern borders of the EU or dying on the way are horrifying and shocking. Together with other incidents at the borders, such as the shooting at migrants and refugees trying to enter the Spanish enclaves Ceuta and Mellila in 2005, they have given a solemn context and sense of urgency to the work of CCME undertaken on EU policies.

CCME has accompanied policy efforts, inspired by the biblical narrative of the people of God having found themselves often in a position of seeking refuge in a strange land.

Since 2003 CCME has expressed central concerns of churches across Europe in advocacy on a number of pieces of legislation in the area of asylum and refugee protection.

They were:

- the directive on “minimum standards for the qualification and status...as refugees or as persons who otherwise need international protection...” (2004/83/EC) adopted in 2004;
- the directive on “minimum standards of procedures in members states for granting and withdrawing refugee status” (2005/85/EC) adopted in 2005;
- the evaluation of the Council regulation 343/2003 “establishing criteria and mechanism for determining a member state responsible for examining an asylum application.” (so-called “Dublin II” regulation), which had been adopted in 2003 and was reviewed 2007-2008;
- the review of the directive “laying down minimum standards for the reception of asylum seekers” (2003/9/EC), adopted in 2003 and reviewed 2006-2007.

The overarching central concern of CCME has been that those who are in need of finding refuge in Europe would be given access and adequate means to claim asylum. A particular concern has been how the most vulnerable, i.e. traumatised persons, persons at risk and children could receive the specific and specialised protection they would need. The tendency to use detention as a means of treating asylum applicants has in this context been of major concern. CCME has also expressed the churches' concern for refugees to be able to live with their families. These issues were raised jointly with the European Council for Refugees and Exiles (ECRE) in the evaluation of the Dublin II regulation.

Jointly with Christian partner organisations, CCME has participated in the consultation process for the future Common European Asylum System launched by the European Commission in 2007. A written contribution by the Christian organisations was accompanied by participation in the European Commission's consultation in autumn 2007.

The consultations have confirmed a considerable degree of divergence between EU member states in the application of the asylum directives. On a more positive note, the approach of the Hague programme on migration and asylum 2005-2009 to focus on practical cooperation is regarded by member states as positive in view of sharing country of origin information and exchange of good practice. This appreciation, and the recognition that policies have generally led to a decline in refugee numbers in the majority of EU member states, are factors for a rather positive approach of EU member states to establishing an asylum support office as well as calling for an EU refugee resettlement scheme.

CCME has engaged in advocacy through informal contacts and official consultations with the European Commission on various legislative proposals. CCME has developed position papers on the legislative proposals in a working coalition with Christian partners such as Caritas Europa, the Council of the Bishops' Conferences of the EU (COMECE), Jesuit Refugee Service, the International Catholic Migration Commission as well as the Quaker Council for European Affairs. During the negotiations on the legislative texts, CCME – often in coalitions with NGO partners – was in regular contact with the respective committee of the European Parliament and the representation of EU member states in Brussels. CCME initiated activities of its members towards EU member state governments, which are still decisive in negotiations on EU directives. The European Council for Refugees and Exiles (ECRE), in which CCME continued to represent CEC, has been an important partner for advocacy and information on refugee protection throughout the period.

CCME was one of the co-organisers of a research mission to Turkey, undertaken by churches and agencies from Germany, France and the Czech Republic, to look into the situation of refugees and asylum seekers. Turkey applies the Geneva Refugee Convention only for refugees from Europe and not for refugees coming from Asia and Africa. The protection needs of refugees in Turkey remain rather diverse. A full report on this visit in German language is available on request

Promoting additional tools of refugee protection

In addition to the ongoing advocacy, CCME has initiated a variety of activities since 2003, which aimed at promoting refugee resettlement as an additional tool of refugee protection. Refugee resettlement is the process by which refugees, who have to flee their home country and find initial, but insufficient or temporary protection in another country, are resettled into a third country and find permanent protection and a durable, sustainable solution there. While around one hundred thousand refugees are annually resettled to the US, Canada and Australia, resettlement is scarcely used in Europe since the 1970ies: currently only a minority of EU member states carry out resettlement, together resettling between 3,500-7,000 refugees annually. Inspired by the active involvement in refugee resettlement of church partners e.g. in North America, CCME sought to build a broader general knowledge base on what resettlement entails. With support by the European Refugee Fund, consultations, visits to resettlement countries in Europe and North America but also refugee camps in Kenya have been undertaken in the years 2003-2006 and the findings published widely. Based on these efforts, activities have aimed at building capacity of churches and NGO partners for more practical involvement in resettlement and at building up political support for refugee resettlement among EU member states which so far had not taken a position. The publication “Protecting Refugees – Sharing Responsibility” (September, 2006) as well as the five factsheets on refugee resettlement produced in

six languages, are used widely to inform about resettlement and to initiate further debates at various levels.

Political debates and awareness-raising across the EU have helped to enlarge the basis for resettlement to more EU member states and reinvigorated the interest in an EU-wide resettlement scheme as a substantial part of the future Common European Asylum System. More countries have started resettlement programmes, however, they remain very limited in numbers of resettled refugees so far. At the point of writing this report, CCME is involved in developing a position of civil society actors on a common EU resettlement scheme contributing to the consultation, which is expected to intensify as the European Commission plans to launch a policy proposal in spring 2009.

3.2. Human Dignity in the process of labour migration

With economic globalisation, patterns of international migration are changing. While the majority of migrants move within their region, more migrants travel further distances for a job and a living. While they are welcome when (cheap) labour is needed, permanent settlement and participation in societies meet considerable barriers and restrictions. These trends were highlighted by the Global Commission on International Migration in its final report presented to the UN in 2005. Most striking are the findings that migration is indeed a global phenomenon, with the majority of migrants moving within their regions and neighbourhoods. Thus, immigration to Europe from Africa and Asia is smaller in numbers compared to public perception.

The Council of Europe and its conventions and recommendations for migrants' and ethnic minorities' rights plays an important role for a rights-based approach to migration. Thus CCME has participated as an observer in the Migration Committee of the Council of Europe regularly and contributed to expert groups as well as meetings of the Parliamentary Assembly Committee and of NGOs.

Particularly due to already tangible demographic declines of populations in most European countries, the need for immigration is more openly expressed also by politicians. However, a trend can currently be observed in many European countries to increase labour migration; while the status and rights of migrants remain uncertain, restrictions to access to social services for migrant workers are openly discussed. Also the right to family life for migrants is particularly under threat in many countries.

Freedom of movement within the EU for citizens of the EU is regarded as a fundamental value. However, for 10 of the 12 states which joined the EU in 2004 and 2007 respectively, some restrictions are still in place with regard to the freedom of taking up employment. CCME has on several occasions pointed out, that these restrictions are not helping to manage migration, and that the EU rules for freedom of movement of citizens deserve to be looked at more closely and positively as models of migration management.

However, the EU has not yet realised its promises made in the Tampere programme (1999-2004) to harmonise migration policies and bring the status of third country nationals as close as possible to that of EU citizens.

Three directives were adopted in 2003 and 2004:

- The directive on family reunification (Council Directive 2003/86/EC)

- The directive for long-term residence status of third country nationals; (Council Directive 2003/109/EC)
- the directive for entry and residence for the purpose of studies, training and volunteering (Council Directive 2004/114/EC).

Family Life

CCME and Christian partner organisations have criticised the shortcomings of the family reunification directive as it left too much discretion to member states. While the purpose of the directive has been to guarantee family life, the transposition in many member states has led to restrictions to family life: waiting periods for family members have been introduced in a number of countries, and language requirements have been introduced which have negative effects on families. Family life and integration are closely linked, thus it is surprising that authorities of EU member states restrict family life and at the same time focus on integration policies in the Hague Programme 2004-2009.

CCME has participated in an independent evaluation of the transposition of the family reunification directive of the University of Nijmegen/Netherlands in 2007 and participated in the conference where the findings were discussed. Despite shortcomings of the directive, an extension of the directive to persons under subsidiary protection status was recommended to the European Commission. In autumn 2008, the European Commission published its evaluation, and consultations on amendments of the directive will start in 2009.

Long term residence status

The directive on the long-term residence status has been regarded as important to guarantee the status of third country nationals in the EU and provide for their freedom of movement inside the EU. Member States were not able to agree on including refugees and persons under complementary forms of protection into the scope of the directive although the majority of member states had such stipulations in their legislation. After an evaluation in 2007 the European Commission proposed amendments to the directive which are currently discussed in the European Parliament and the Council.

CCME maintains the position that a long-term residence status ought to be granted to all persons who have resided in a country for five years, which is in line with Council of Europe recommendations and a good practice in a considerable number of European countries.

Immigration

Following up on discussions around the green book on labour migration and the subsequent policy plan in 2005, the European Commission has put forward a number of proposals concerning legal labour migration in autumn 2007. CCME and other partners have formulated a comment on the various proposals for a “Blue Card” for highly qualified migrants (COM 2007 637 final), the proposed framework directive on entry and status for migrant workers (COM 2007 638 final) and the proposals for circular migration and mobility partnerships (COM 2007 248 final). While CCME generally welcomes the renewed debate on legal migration, a particular concern is that a set of rights for all migrants should be developed, which would protect them against exploitation and allow them to have a decent family life. CCME and Christian

organisations underlined the need of seeing labour migrants as human beings and subjects of rights rather than reducing them to mere suppliers of manpower.

In this view, CCME has cooperated with the Church and Society Commission of CEC to comment in the European Commission's consultation on "Modernising social protection for greater social justice and economic cohesion, taking forward the active inclusion of people furthest from the labour market" in February 2008 and the Green Paper "Modernising labour law to meet the challenges of the 21 century" July 2007. Jointly with Eurodiaconia, CSC and CCME have commented the consultation papers on "Europe's Social Reality" and "Towards a new social vision". CCME has also contributed largely to a dialogue meeting of CSC and COMECE with the European Commission in this field in the beginning of 2008.

Migration and Development

CCME and Christian partner organisations have been actively involved in the discussions at the level of the EU on migration and development leading up to positions taken at the UN international forum on migration and development in 2006. Comments have been prepared on the European Commission's communication on migration and development in cooperation with APRODEV for the WCC-related development organisations.

A working group meeting on migration and development was hosted by the Dutch Churches' Development Agency ICCO in 2006. The working group exchanged information and concluded that development agencies would be best placed to identify best ways for remittances' transfers.

CCME was also active in the context of the Global Forum on Migration and Development hosted by the Belgian government 2007. A joint statement with partners from Africa and the Middle East was prepared for the Forum. CCME as well as the Middle East Council of Churches and the All Africa Conference of Churches took part in the Civil Society Dialogue, a day before the Forum itself.

CCME and APRODEV (the Association of World Council of Churches-related Development Organisations) met for exchange on several occasions and given changing priorities in APRODEV, it is hoped that with this cooperation positions and instruments can be further discussed and developed.

Irregular Migration

Since the adoption of the CCME position paper on irregular migration in 2003, CCME has participated in numerous meetings on this topic throughout Europe, also in cooperation with the Platform for Information and Coordination on Undocumented Migrants PICUM. With regularisation efforts in many European countries, the largest one was the regularisation of around 600.000 migrants in Spain in 2005, the situation has eased to some extent. But in many countries, undocumented migrants still face tremendous problems and are excluded from health services or education. It has been worrying to note that these regularisation measures were criticized by other member states without proper evaluation of the impact.

The EU approach to irregular migration has focussed on border controls and expulsion and deportation, to a lesser extent on cooperation with countries of origin. The majority of legislation adopted is found in this field:

- the recognition of expulsion orders of one member state by all other member states (directive 2001/40/EC);
- carrier liabilities (2001/51/EC);
- directive and framework decision on preventing and penalising the facilitation of illegal entry and residence of third country nationals (2002/90/EC and 2002/946/JHA);
- support by member states for removals by air (2003/110/EC);
- decision on the organisation of joint flights for removals from the territory of two or more Member States of third-country nationals who are subjects of individual removal orders (2004/573/EC).

These are complemented by readmission agreements with countries of origin or transit (e.g. Albania, Hong Kong, Russia) in combination with numerous bilateral agreements (e.g. Italy-Libya, Spain-Morocco). For the cooperation with third countries in order to limit immigration, a network of immigration liaison officers has been created by the EU (2004/377/EC) and an action programme return initiated in 2002. A European Return Fund was launched in 2005 and after pilot years is operational as of 2008, after the adoption of the return directive. With financial programmes common measures for border security have been undertaken since 2002 leading to the decision in 2004 of establishing the EU border agency FRONTEX which now coordinates member states activities for guarding the EU's external borders. It appears that as of 2008 FRONTEX takes a role also in the coordination of joint EU deportation flights. CCME had commented on some of these developments by saying that more cooperation would be useful, but should also take into consideration the best practice of cooperation with churches and NGOs with regard to intercultural and human rights training of border police as well as monitoring of removals.

A highly symbolic and controversial project of the European Commission is the proposed directive "providing for sanctions against employers of illegally staying third-country nationals", which was presented in May 2007. CCME has in several informal meetings highlighted the concerns that an adoption of the directive might have negative consequences as exploitative employers would be likely to suppress irregular migrants even more brutally as a consequence of the proposed directive.

Removals

Until the adoption of the Return Directive in June 2008, the negotiations on the directive on common standards for return policies have been a priority based on the work of the coalition of NGOs in 2005. Already in 2002, CCME and COMECE had participated in the consultation of the European Commission on an EU return policy.

Jointly with members, Christian organisations and NGO partners, CCME has held several meetings with members of the European Parliament. Major issues have included the length of administrative detention, the conditions of detention, a mandatory re-entry ban as well as the particular vulnerability of children. CCME was involved in raising public awareness on the worrying developments around the detention of migrants. The European Parliament's LIBE Committee voted on its draft report in September 2007. While a number of issues of concern were addressed in the draft EP report, it remained disappointing with regard to the duration of administrative detention and the re-entry ban.

Following a resolution of the CEC Central Committee in November 2007, CCME and CEC, in cooperation with Caritas Europa and COMECE, wrote to the Presidents of the European Parliament, European Commission and EU Council to voice the churches' concerns, followed by meetings with the EU Presidency in Slovenia and the EP President in Strasbourg. The EU Presidency, the EP rapporteurs and the European Commission meanwhile undertook trialogue consultations to reach a compromise agreement. While certainly improved, the directive which was adopted in June 2008 still foresees the possibility to detain persons prior to removal – in exceptional cases up to 18 months. The re-entry ban is still foreseen as a sanction, a measure which churches throughout Europe regard as a disproportionate penalty for persons not entitled to stay. It is now up to EU Member States, and Norway, Iceland and Switzerland, to transpose the directive into national legislation. As not all the restrictive clauses are mandatory, advocacy at national level may prevent the downgrading of better standards.

EU Member States cooperate increasingly in the organisation of deportations with the use of common deportation flights, the so-called EU charters. They were funded through preparatory activities of the EU return budget line and particularly African countries are chosen for return operations. CCME and its members have sought to develop cooperation with the All Africa Conference of Churches in monitoring such deportations. With the adoption of the Return Directive, the European Return Fund – in principle adopted in 2007, but frozen until the directive was adopted - will provide Member States with more funding for removal operations.

A seminar comparing various monitoring mechanisms in a number of EU Member States was co-organised with CCME's German member organisations EKD and Diakonisches Werk, as well as with the German refugee organisation Pro Asyl in September 2007. A report "Monitoring forced returns/ deportations in Europe" was published in April 2008 and presented in the European Parliament in June 2008.

Churches as witness to inclusive communities in Europe

Various forms of exclusion exist in societies, and are becoming even more dramatic. Vulnerable groups of migrants are particularly affected by exclusion, e.g. asylum applicants and undocumented migrants, children of migrants, but also ethnic minorities are often marginalised. Anti-discrimination legislation provides an important instrument even if it also poses challenges and needs improvement.

CCME has followed up on the joint CCME/CEC conference on Roma in Bratislava by maintaining the Roma newslist on the internet sharing information on European developments and the EU decade for Roma inclusion.

CCME was also partner in a project of the International Labour Organisation ILO on the integration of migrants 2005-2006. A brochure with suggestions for churches regarding equal opportunity measures in employment was published in this context, and a conference "Promoting Equality in Diversity" organised in Brussels.

CCME is a founding member of the European Network against Racism (ENAR) and since 2006 holds the chair of the coordination of European organisations within ENAR.

Since the conference of ministers responsible for integration during the Dutch EU Presidency in 2004, integration has been regarded as a priority for the EU in the area of migration despite the fact that the competences in this field remain at national or local levels. The Council of Ministers has adopted integration indicators and

guidelines for integration which are published in a Handbook on Integration by the European Commission. CCME and Christian organisations have participated in numerous conferences and meetings over the past years on this topic, also in view of the creation of an EU internet portal for integration and an EU forum on integration. CCME and Christian organisations have emphasised that integration is a two-way process, a position which is now reiterated in most policy documents. However, the programmes launched are mainly targeting migrants and a one-way process of integration.

POLITIS – Civic participation of new citizens

The POLITIS project started in 2004 and was coordinated by the Institute for Intercultural Studies at the University of Oldenburg (Germany) and supported by the 6th EU Research Framework - with CCME and ELIAMEP (Greece) and the European Union Institute Florence (Italy) as partners. CCME participated in the steering group of the project. In the first year, 35 experts for 25 EU member states provided information on the migration situation in these countries. A network of more than 70 international student partners participated in two summer schools (2005 and 2006) and in interviewing more than 150 active immigrants. In addition, a group of students at the University of Oldenburg was involved in the analysis of perceptions of Europe among immigrants and the production of a video-film. At the second summer school of the POLITIS project, held at Villigst, Germany 2006, first results of the project were shared with the interviewers. The project has created a database of 176 interviews with civically active immigrants across 24 EU countries and analysis on motivations, promoting factors and other issues was undertaken throughout 2006 by the research team.

The project was selected as a best practice model for an exhibition on models for intercultural dialogue by the European Commission DG on Education and Culture in 2006 in Brussels. The project came to an end in September 2007. As NGO partner, CCME had organised or coordinated around 70 dissemination events in 23 EU countries, as well as two final conferences in May 2007 at the European Commission and European Parliament respectively. The steering group agreed on a set of recommendations which were published for these conferences. Two books containing the results of the analysis have been published at the end of 2007. Of special interest are the findings for mainstream organisations in society, how to attract active immigrants into their activities. All information can be found on: <http://www.unioldenburg.de/politis-europe>.

Living in diversity with ethnic minorities in Europe has been approached from various aspects in the past years. Particularly the process of uniting in diversity – being Church together (see below) has become a priority for CCME and its members. At the level of European institutions, diversity has been addressed in various ways. CCME has cooperated with the Church and Society Commission of CEC in elaborating comments on the Council of Europe White Paper on Intercultural Dialogue (see report of the Church and Society Commission) and in activities for the year of intercultural dialogue of the EU 2008. CCME has also participated in conferences such as the role of religion for peace and stability in the Mediterranean region held in Rabat 2005, or conferences on the role of religion in integration in Lisbon April 2004 and Brussels in December 2007.

3.3. Countering contemporary forms of slavery, in particular trafficking in human beings

In the past two decades trafficking in human beings as a new form of slavery has become more and more visible. The concern about trafficking in women, which had been brought to the attention of CEC at its assemblies in Prague 1992 and Graz 1997 was at the focus of a European consultation organised by the CEC women's desk in Driebergen, The Netherlands, 1999. Since 2002, the impetus of the Driebergen conference has been taken up by action-oriented networking by CCME.

Between 2003 and 2009 CCME has undertaken a series of multi-annual projects, which aimed at raising the awareness and strengthening the response of churches and their partners against trafficking in human beings. The abbreviation "CAT", which stood for the first two project phases of the network "Christian Action and networking against Trafficking in Women" have in the meantime become a generic name for European Churches' networking against trafficking. The projects looked at identifying and building best practice of governmental and non-governmental actors against trafficking, at strengthening partnerships between these actors and the development of quality standards for social work – be it in prevention, assistance or reintegration of trafficked persons. Most project events included a public-relations and advocacy component, e.g. a joint hearing with members of the European Parliament or national parliaments, joint conferences with the Ministry of Interior or meetings held at churches' headquarters.

Project results have been published for use by a wider audience – a hugely successful exercise. Several thousand copies of all three volumes of the CCME anti-trafficking guide have been distributed across Europe and beyond, and have been translated in various languages. According to feedback from churches across Europe, it has inspired them to edit own publications relevant for the specific national situation.

The project work undertaken by CCME went hand in hand with efforts to strengthen the social and legal position of trafficked persons. CCME promoted in particular the adoption of human rights centred legislation by the European Union and the Council of Europe.

The directive on "Residence permits issued to third-country nationals who are victims of trafficking or who have been the subject of an action to facilitate illegal immigration or who co-operate with the competent authorities." (2004/81/EC) has been the main legal instrument adopted on EU level. Presented as a cornerstone of the fight against trafficking in human beings, the directive falls short of providing protection to those being exploited. It was complemented by the "EU Action Plan on best practices, standards and procedures for combating and preventing trafficking in human beings" (2005/C 311/01) which was adopted in 2005. The activities of the European Commission's expert group on trafficking in human beings added to these policy developments. As of 2007, the EU anti-trafficking day on 18 October provided another opportunity of engagement with the EU. Advocacy on EU policies highlighted the enormous resistance by EU member states to address the human rights dimension of trafficking. While border control measures and efforts against organized crime have been stepped up to some extent as a result of EU anti-trafficking policy efforts, the protection of the rights of trafficked persons still remains largely insufficient. While public rhetoric of the EU member states representatives constantly acknowledge the human rights of trafficked persons, practical measures to recognize them as victims of a serious, often traumatizing crime and human right violation, are

missing at both national and EU level. CCME and its partners have advocated for using best practice, such as the Italian legislation article 18 on a residence title for trafficked persons, and best practice of NGO support to trafficked person, which exists in some German regions, in policy debates, but so far has remained largely unsuccessful. However, CCME was successful in nominating a member of the EU expert group on trafficking in human beings. In December 2004 the expert group presented a comprehensive report with a strong human rights focus – which however has been largely disregarded ever since.

A potentially significant step forward in the area of protecting victims and their rights is the Council of Europe's convention on action against trafficking in human beings (CATS 197). CCME and churches across Europe had been lobbying before the adoption in May 2005, and with their network promoted the ratification of this important instrument, which finally entered into force on 1 February 2008. CCME, also in cooperation with the Church and Society Commission of CEC has appealed on various occasions through open letters or parliamentary questions by MEPs to the European Commission to become signatory to the convention. Since the convention entered into force, CCME has encouraged churches in Europe to influence the process on the composition of the expert body "GRETA", which will monitor the correct implementation of the convention.

In the course of its engagement against trafficking CCME has become a resource and competence centre for churches and Christian agencies in Europe with regard to work against trafficking. CCME has thus been able to inform national, regional as well as European initiatives, often from their conception and through the implementation. Activities included, among others, the development of a policy document on trafficking by the Dutch Inter-Church Aid development organisation (ICCO) in 2004, the conception of a national Lenten fundraising campaign for Norwegian Church Aid in 2005, the regional networking among Churches in the former Soviet Union against trafficking (started with a seminar in 2007), and an advocacy training delivered for church partners in Moldova in 2008. CCME was in this context able to inform the work of Ecumenical bodies, e.g. through an anti-trafficking workshop at the WCC assembly in Porto Alegre in 2006, a workshop at the EEA3 in Sibiu and a conference during the CEC Central Committee and CCME General Assembly in Protaras, Cyprus, in October 2008. On this basis the CCME General Assembly adopted a position paper on the churches' work against trafficking in human beings.

3.4. Uniting in Diversity: migration as an opportunity and challenge for the unity of the church

Migration is changing the ecclesial landscape in Europe: more congregations of migrants are found, a greater diversity of denominations is observed. Separate and also segregated church life is a phenomenon similar to fragmentation in societies, while at the same time more transnational and international congregations emerge. Since the 1990's more and more churches in Europe recognise that migration constitutes an enormous opportunity and yet a considerable challenge for their witness and unity in Europe. Churches which had been active in diaconal work and service for migrants and refugees are realizing that this work needs to go hand in hand with working with migrants and refugees and the building of inclusive communities within the churches.

As early as 1978 and 1982, CCME has been involved in organising a European meeting of “migrant pastors“. The third conference in 2001 addressed “migrant churches” and signalled a renewed interest in the issue and already highlighted an important shift of paradigm: the main issue was no longer to be church *for* migrants but rather a church *of* and *with* migrants. This change of paradigm has been a central point of reference for CCME’s work since 2003. This shift, which was inspired by reflections on Ephesians 2:19 “So then you are no longer strangers and aliens, but you are fellow citizens with the saints, and members of the household of God“, also indicated that migration was no longer only a calling on the diaconal and socio-ethical work of the churches, but rather an issue with strong implications for ecclesiology, questions of faith and order and essentially a calling for the churches towards unity. In this calling for unity, the ecumenical dimension of migration has become apparent.

Since 2003 CCME has used an approach building on existing and emerging best practice among churches in Europe to share experience and encourage further reflection.

The international consultation “Uniting in Diversity” in Ciampino, Italy, 26-28th March 2004 took stock of the existing models and initialized further reflection under headlines such as “Religion – a tool for survival”, “Liturgy and Music”, “Mission, Evangelism, Testimony”, “Models and traps”, “Culture: Conflict and Dialogue”. The conference proceedings (in English and Italian, as well as in summary in English, German and French) have become important reference points for churches across Europe.

The importance of migration for the missionary calling of the churches was highlighted through a presentation of the work on “uniting in diversity” at the 13th World Conference on Mission and Evangelism in Athens in May 2005.

Jointly, with the World Students’ Christian Federation Europe, the Ecumenical Youth Council in Europe and the Federation of Protestant Churches in Italy, CCME organised a conference on migrant youth, held 2007 in Italy. The World Council of Churches had invited churches for a theological platform in November 2007 focussing on migration as well. CCME and CCME members contributed to this gathering.

CCME has highlighted the importance of migration for both the unity and witness of the church at the ecumenical encounters in the process towards the 3rd European Ecumenical Assembly 2006-2007. The presence of representatives of migrant churches at the EEA3, which has been made possible by a special agreement between CEC and CCME, has been much appreciated and has been an important step towards coming closer and sharing experience and work. The “Migration Forum” during the EEA3 assembly in Sibiu was co-organised by CCME and CCEE under the title “Migration and the Churches – opportunity and challenge for renewal and unity in Europe”. The Forum in the Lutheran Cathedral of Sibiu on 6 September 2007, which attracted some 500 participants, concluded that “the light of Christ shines upon Christian Europe **and** the new neighbours in this Europe”. In this context migration was offering new opportunities for ecumenism in Europe: migration reminded the churches of the calling to be the one people of God. However, the central question to the churches in their own ministry would be how to achieve the involvement of migrants as integral and equal members of the community.

In order to broaden the knowledge basis, CCME in cooperation with WCC and the Nova Research Centre undertook a study in 2007-2008 in order to further explore the reality of migration in European countries and where churches in Europe already were addressing migration as an ecclesial and ecumenical question. The study was published under the title “Mapping migration in Europe, mapping churches' responses” in April 2008 and initiated vivid discussion and encouraged many churches in Europe to study, document and share where they are in the process of “uniting in diversity”.

The issue of the changing ecclesial landscape due to migration has played an important role in CCME's global cooperation and is in fact the title of a multi-annual project of the WCC following its assembly in Porto Alegre 2006, to which CCME contributed as well. The issue was addressed together with partners from the Middle East Council of Churches in Beirut, Lebanon, in April 2008 in a public hearing on migration as well as in the meeting of the Global Ecumenical Network and a visit of a WCC delegation to the Gulf region. At the moment of writing this report, CCME is preparing the “Africa – Europe Churches' Consultation on Migration and the changing ecclesial landscape” which is held from 20 to 23 November 2008 in Palermo – a cooperation event with the World Council of Churches, the All Africa Conference of Churches and the Federation of Protestant Churches in Italy.