

**FR/EN**



**COMMISSION OF THE EUROPEAN COMMUNITIES**

**Commission report  
on the implementation of the Action Plan against Racism**

**Mainstreaming the fight against racism**



## CONTENTS

1.	<i>Introduction</i> .....	3
2.	<i>Implementation of the Action Plan</i> .....	4
2.1.	Legislative initiatives.....	5
2.2.	Integration of the fight against racism into Community policies and programmes ("mainstreaming") .....	7
2.3.	Developing and exchanging new models .....	14
2.4.	Strengthening information and communication work .....	17
3.	<i>Conclusions – Prospects and strategy for "mainstreaming"</i> .....	19

## ANNEXES

Forward studies .....	22
The structural funds.....	23
Education, youth and vocational training .....	26
Justice and Home Affairs cooperation.....	35
Information, communication, culture, audiovisual and sport.....	37
Research activities .....	39
External relations .....	41

# COMMISSION REPORT ON INTEGRATING THE FIGHT AGAINST RACISM INTO COMMUNITY POLICIES AND PROGRAMMES IN THE CONTEXT OF IMPLEMENTING THE ACTION PLAN AGAINST RACISM

## I. INTRODUCTION

*In 1995 the Commission presented a Communication on racism, xenophobia and anti-Semitism<sup>1</sup> which defined the priorities for developing the European Union's contribution to the fight against racism. This Communication underlined that many Community policies and programmes could contribute positively to the fight against racism either by presenting diversity in a positive light, or by creating favourable conditions for tolerance and respect in a multicultural society. Since then, and in particular with the momentum created by the European Year against Racism (1997) and the adoption of an Action Plan (1998), the Commission has sought to put such principles into effect in its areas of work. This report is an account of these efforts.*

*The principle of "mainstreaming", to which the Commission committed itself in its Action Plan in 1998, aims to integrate the fight against racism as an objective into all Community actions and policies, and at all levels. This means not only implementing specific measures, but deliberately using all general actions and policies to combat racism by actively and visibly considering their impact on the fight against racism when drawing them up.*

*In order to further this process of integrating the anti-racism dimension into all Community policies and programmes, a working group has been set up which brings together different departments of the Commission. The purpose of this group is to evaluate current policies and programmes and pinpoint ways of developing a coherent strategy to increase their impact on the fight against racism and to promote joint initiatives and the exchange of experiences.*

*One of the next steps in setting up and consolidating the integration strategy must be, as well as specific positive action measures, a global and systematic approach using all policies to set up procedures to check that the anti-racism dimension has been taken into account and a method for analysing its impact which is adapted to the different sectors. This should be done straight away and on the basis of certain priority measures including an external evaluation.*

*This evaluation exercise will enable an assessment to be made of the way in which the anti-racism dimension has been taken into consideration in Community policies until now. This will form the basis for a set of guidelines and proposals to extend the scope of anti-racism to sectors and activities of the Commission which have not yet been affected, in order to integrate this dimension as a strategic objective in its own right.*

*This action comes within the scope of the increased powers of the European Union in the field of human rights (Articles 6 and 7 of the Treaty) and of the Commission's general anti-discrimination activities, particularly the recent set of proposals on Article 13 of the Treaty and the next programme on equal opportunities.*

*Building on the Commission Communication on an Action Plan against Racism, the European Council calls for the fight against racism and xenophobia to be stepped up. The*

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<sup>1</sup> COM (95) 653, December 1995

*Member States will draw on best practices and experiences. Co-operation with the European Monitoring Centre on Racism and Xenophobia and the Council of Europe will be further strengthened. Moreover, the Commission is invited to come forward as soon as possible with proposals implementing Article 13 of the EC Treaty on the fight against racism and xenophobia. To fight against discrimination more generally the Member States are encouraged to draw up national programmes.*

*In 2000 and 2001 the Commission will be actively involved in the preparation of two major conferences. The United Nations "World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance", which will take place in South Africa in July 2001, aims to assess the progress achieved in the fight against racism throughout the world. It will also examine the ways and means to ensure better application of existing rules and the implementation of the instruments available to combat racism. Finally it aims to formulate concrete recommendations with a view to taking new and pragmatic measures at national, regional and international level to fight all forms of racism.*

*The Council of Europe has been given the task of coordinating the European contribution to the World Conference and is organising a conference for this purpose on 11-13 October 2000 in Strasbourg. The Commission is involved in the work of the working group which has been set up to prepare for this conference. The Commission will prepare a document for the conference in 2000 on the basis of this report and a Communication setting out its priorities in the fight against racism for the World Conference. The Commission will also contribute to the European conference by supporting the participation of NGOs in the preparatory process in a joint programme between the Commission and the Council of Europe financed under the European Initiative for Democracy and Human Rights.*

*This report focuses on the implementation of the Action Plan against Racism and, in this context, reports on the application of the "mainstreaming"/integration of the anti-racism dimension into the different sectors of Community policy. It is a preliminary factual report based on the contributions of 18 Commission departments concerning their respective activities in the fight against racism.*

## **2. IMPLEMENTATION OF THE ACTION PLAN**

*This report presents the progress, results and prospects of Community action in the fight against racism according to the four objectives defined in the Action Plan:*

- a) paving the way for legislative initiatives;*
- b) mainstreaming the fight against racism;*
- c) developing and exchanging new models, and*
- d) strengthening information and communication work.*

## 2.1. Legislative initiatives

In the *Action Plan against Racism*, the Commission recalled its 1995 commitment to seeking an amendment to the Treaty to provide a power to combat discrimination and, in the meantime, to ensure the non-discriminatory application of Community law by proposing, where appropriate, broad non-discrimination clauses both in new Community instruments and amendments to existing laws. Early experience with such clauses, which were included in proposals on parental leave<sup>2</sup> and part-time work<sup>3</sup>, was disappointing as the Council rejected the legally binding clauses in favour of a general affirmation of the principle of non-discrimination in the recitals.

However, the Commission, the European Parliament and non-governmental organisations maintained their demands for amendments to the Treaty to incorporate powers to combat human rights abuses, racism and xenophobia and discrimination in general. These changes were agreed by the Heads of State and Government in Amsterdam in June 1997 and, with effect from 1 May 1999, have come into force as Articles 6, 7 and 29 EU and Article 13 EC.

### *Human rights and fundamental freedoms*

Article 6 EU clearly states that the Union is founded on the principles of liberty, democracy, respect for human rights and fundamental freedoms and on the rule of law, principles which are common to the Member States. It goes on to specify that the fundamental rights guaranteed by the European Convention for the Protection of Human Rights and Fundamental Freedoms and those common to the constitutional traditions of the Member States shall be respected as general principles of Community law. Article 7 EU provides for a procedure for the suspension of the rights of a Member State where a serious and persistent breach of the principles mentioned in Article 6 EU has been determined.

In order to provide a legal basis for all human rights and democratisation activities of the European Union under Chapter B7-70, the Council adopted two Regulations on 29 April 1999 (975/1999 and 976/1999) on the development and consolidation of democracy and the rule of law and respect for human rights and fundamental freedoms under Articles 179 and 308 TEC<sup>4</sup>. This chapter B7-70, entitled "European Initiative for Democracy and Human Rights", was created by an initiative of the European Parliament in 1994, which brought together a series of budget headings specifically dealing with the promotion of human rights.

### *Police and judicial cooperation*

Building on earlier intergovernmental action, the new Title VI of the Treaty on European Union sets as an objective of the Union the provision of a high level of safety for citizens "within an area of freedom, security and justice by developing common action among the Member States in the fields of police and judicial co-operation in criminal matters and *by preventing and combating racism and xenophobia*" (emphasis added).

On 15 July 1996, the Council adopted a Joint Action, under its earlier powers, concerning action to combat racism and xenophobia<sup>5</sup>. The Joint Action commits the Member States to ensuring effective co-operation in respect of offences based on certain types of racist and

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<sup>2</sup> COM (96) 26 final, 31.1.1996

<sup>3</sup> COM (97) 392 final, 23.7.1997

<sup>4</sup> OJ L 120/8, 8.5.1999

<sup>5</sup> OJ L 185, 24.7.1996, p.5

xenophobic behaviour and, if necessary for the purposes of that co-operation, either to take steps to see that such behaviour is punishable as a criminal offence or, failing that, to derogate from the principle of double criminality for such behaviour.

### ***Non-discrimination***

Even before the signature of the Amsterdam Treaty, various actors in society – notably the European Parliament and NGOs – had long been calling for European legislation to combat discrimination. In particular, the need for legislation to combat racial discrimination was widely acknowledged during the 1997 European Year against Racism and, in its Social Action Programme 1998-2000, the Commission announced that it was to launch a broad debate on the implementation of Article 13 EC, including the possibility of a framework programme to combat all forms of discrimination.

Following the signature of the new Treaty, the Commission held extensive consultations with civil society including the social partners, with the Member States and with the European Parliament about the scope of such legislation. In addition, the European Parliament adopted two Resolutions in January and December 1998 which expressed clear views on the use of Article 13 in the field of racism and its Committee on Employment and Social Affairs adopted a Working Document on March 1999 giving general support for a horizontal binding instrument to fight discrimination.

Those consultations confirmed the importance attached by the Commission's partners to four principles: the need to move forward on a broad front - Community action dealing horizontally with all the grounds included in Article 13 was considered necessary; the need to take account of the varying levels of progress made in the Member States; the need to make full use of the available momentum and political will to secure greater progress where this was possible in specific areas; the need to contribute to the development of practical policies on the ground as well as to the establishment of rights not to be discriminated against.

### ***The Commission has come forward with proposals to implement Article 13 taking account of these principles. It proposes the following measures:***

*First, a directive to combat discrimination in the labour market on all grounds referred to in Article 13, with the exception of sex, which has been covered by Community legislation dating from the 1970s and 1980s and which has a specific legal basis in this area (Article 141 EC). This proposal will tackle the area where discrimination on all grounds is most evident and where it is frequently most damaging to individuals' chances of success in society.*

*Second, a directive to combat discrimination on grounds of racial and ethnic origin which goes beyond the labour market to deal with the most common areas of discrimination in society within the limits of the powers of the Community – education, the provision of goods and services, social protection and social advantages. This takes account of the experience of the Community during the European Year against Racism and, in particular, of the strong political will which exists to take action to combat as many aspects as possible of racial discrimination.*

*Third, a programme of action, designed to complement the legislative proposals by supporting and supplementing the Member States' efforts to combat discrimination on all the grounds covered by Article 13 in particular by enabling exchanges of experience and good practice between the Member States.*

## **2.2. *Integrating the fight against racism into Community policies and programmes ('mainstreaming')***

### **Areas for mainstreaming**

As provided for in the Action Plan, the “mainstreaming” approach ensures the integration of the fight against racism and discrimination into all areas of activity which lend themselves to this. These areas include, in particular, employment, the European Structural Funds, the education, training and youth programmes, public procurement policy, research activities, external relations, information work and cultural and sports initiatives.

*The progress of the integration process in these different areas is summarised below and some projects and programmes are mentioned in more detail in the second part (Annexes) of this report.*

### **Looking ahead**

Exploratory work looking at the long to very long term, undertaken with a view to better understanding and conceptualising the challenges, has been focused on questions which are considered to be priority issues for the future of European citizens, the European institutions and the Member States. Also, the ‘minorities’ issue has been studied in terms of the ‘new borders’, examining the best way forward for an EU which is in the process of extending its Eastern and Southern borders. The study of the religious component of societies in Europe, which are constantly moving and reshaping themselves, has been tackled by means of a multidisciplinary approach to the examination of Muslim participation in the processes of change which are developing on the continent. Assessment of the new means given to the EU Institutions and the Member States by the new Treaties, which came into effect on 1 May 1999, has been the subject of basic research focussing on economics, law and sociology, which aims to clarify the centripetal potential of ‘closer cooperation’.

### **Employment strategy**

As was noted in the Action Plan, the promotion of employment is fundamental to strengthening the economic and social cohesion of all societies and therefore to tackling the social conditions in which racism and racial tension develop. Action to combat unemployment will therefore in itself contribute to reducing racial tensions in particular by addressing circumstances in which racism thrives. The Employment Strategy implemented by the Community since the European Council in Luxembourg in 1997 is therefore an important tool in the fight against racism.

In fact, the growing interdependence of the economies of the Member States led to the inclusion of a new Title on employment in the Amsterdam Treaty. This provides for a coordinated strategy on employment and the adoption of guidelines which the Member States take into account in their employment policies. The *employment guidelines* - based on the four pillars of Employability, Entrepreneurship, Adaptability, and Equal Opportunities - and their transposition by the Member States into national action plans for employment (NAPs) provide the framework for financial support at European level.

When preparing the Employment Guidelines for 1999, the Commission was nevertheless clear about integrating the principle of non-discrimination into the labour market. In addition to general employment promotion measures, specific actions to tackle the problems faced by members of particular disadvantaged groups are also required. To that end, the 1999

Employment Guidelines contained a *specific guideline* requiring Member States to give special attention to the needs of the disabled, ethnic minorities and other groups and individuals who may be disadvantaged, and to develop appropriate forms of preventive and active policies to promote their integration into the labour market.

The first assessment of the measures implemented by Member States was included in the proposal for the *Joint Employment Report* adopted by the Commission on 8 September 1999. This was based on measures already implemented or announced by the Member States and reports in subsequent years will need to contain more developed assessments. The report noted that policy development and analysis were severely hampered by a lack of data describing the scale or nature of the needs of the target groups in the labour market with only five Member States collecting comprehensive data on one or both of the two main groups.

The Report concluded that, in line with the guideline, a coherent set of policies combining integration and non-discrimination is called for. The majority of Member States, which failed to address the need for measures to combat discrimination, should consider how to deal with this in future. Equally, most Member States need to take steps to ensure that disadvantaged groups and individuals benefit effectively from mainstream active and preventive labour market measures, in addition to providing specific, tailored programmes. This requires, as a first step, effective monitoring of the participation of disadvantaged groups in such measures in relation to, for example, their share in the workforce or in unemployment (as is done in two Member States) and the setting of targets.

### **The European Social Fund**

The European Structural Funds constitute the Commission's main financial tool for promoting economic and social cohesion and, as such, can contribute to the fight against racism and xenophobia within our communities.

The EMPLOYMENT Initiative is a Community initiative of the European Social Fund which targets groups facing specific difficulties in the employment market. With an ESF budget of ECU 385 million for 1995-1999 (which represents about 55% of all Integra funding in Europe), the Integra strand of the Employment Initiative caters for people excluded, or at risk of exclusion, from the labour market. Integra places a specific emphasis on the integration into employment of migrants and refugees. Its approach is one of local integrated action, based on innovative models and partnerships, with a view to supporting the reintegration of the most vulnerable members of the labour force into employment. All Integra projects work closely with transnational partners, with a view to sharing and exchanging good practice.

The new Community Initiative *EQUAL* seeks to build on lessons learned under the current *EMPLOYMENT* and *ADAPT* programmes and will act as a 'testing ground' to develop and disseminate new ways of delivering employment policies in order to combat all sorts of discrimination and inequality felt in connection with the labour market, *i.e.* both by those seeking access to the labour market and by those already within it. The particular needs of asylum seekers will be addressed by taking their specific situation into account.

The *EQUAL* Initiative will be jointly financed by the European Community and the Member States. The total contribution of the European Social Fund to the initiative for the 2000 - 2006 period is estimated at € 2 847 billion (a more detailed description of this programme can be found in the second part (Annexes) of this report).

## **Education, youth and vocational training**

The construction of Europe can only take place if the value of cultural diversity is recognised and the identity of others is respected. European cooperation in education – formal and informal – is an essential tool in this process. The Community programmes *Socrates*, *Leonardo da Vinci*, *Youth for Europe*, *European Voluntary Service and Tempus* and initiatives such as [Netd@ys](#) are extremely important vehicles in spreading democratic principles and respect for others, principles in which Europe is deeply rooted.

In schools, universities, youth groups and vocational training establishments, these programmes enable a large number of initiatives to be supported which aim to create a European education area without discrimination. They also enable those who are victims of intolerance to work together to assert themselves in European society by improving their education and training.

The Community programmes on education, training and youth are therefore in the forefront of this campaign in favour of tolerance and non-discrimination. The new generation of these programmes follows a well-established action line and clearly sets their objective as contributing to asserting these values throughout the European education area, values which are the prerequisite for the existence of such an area. A comprehensive list of current and planned programmes for the different sectors can be found in the second part (Annexes) of this report.

## **Justice and home affairs cooperation**

On 15 July 1996, the Justice and Home Affairs Council adopted a *Joint Action to combat racism and xenophobia* on the basis of Article K.3 of the Treaty on European Union. The main aim of this Joint Action was to ensure collaboration between Member States in terms of judicial cooperation and in the fight against racism and xenophobia. It was a question of finding convergence factors among the Member States with the aim of preventing criminals from being able to exploit the differences in existing legislation in the Member States.

In the context of this action, certain forms of behaviour are considered to constitute an offence such as: incitement to discrimination, violence or racial hatred; condoning and denial of crimes against humanity; dissemination or distribution of racist and xenophobic materials; and participation in activities of groups or organisations which involve racial discrimination, violence or hatred.

A report presented in April 1998<sup>6</sup> concluded that the Member States were already in a position to cooperate in the field of judicial assistance. It also concluded that, as provided for in the Joint Action, racist or xenophobic acts were considered to be criminal offences or the relevant legislation was in the process of being revised so that they are considered as such. A subsequent revision of the Joint Action should take place before June 2000 when it will be possible to consider initiating legislation on the basis of the new powers conferred by the Treaty of Amsterdam (Article 29 EU).

The Commission also has come forward with a proposal on the European Refugee Fund to support and encourage the efforts made by the Member States to receive refugees and bear the consequences of this reception. This proposal should among other objectives facilitate the making of necessary arrangements for their integration in the society of the host country.

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<sup>6</sup> Council Doc. 7808/1/98 Rev. 1 JUSTPEN 44, 29.4.1998

Several legal instruments have been adopted concerning the financing of specific projects in favour of asylum seekers and refugees, which are intended to improve admission facilities for asylum-seekers and refugees in the Member States<sup>7</sup>.

### **Information, communication, culture, audiovisual and sport**

The Commission has taken account of racism and discrimination issues across its public *information and communication* activities, and particularly in its information work with trade unions, women and young people.

In the field of *culture*, the recently adopted framework programme (2000-2004) provides for the development of a structured and comprehensive Community approach to promote the development of cultural activities with a European dimension and cooperation between Member States. In this context, culture is no longer considered a subsidiary activity, but a driving force in society and a way of promoting social integration.

In the *audiovisual* sector, the Commission recognises the need to further develop instruments aimed at fighting discrimination and protecting human dignity, and a Recommendation has been adopted by the Council<sup>8</sup> on the protection of minors and human dignity in audiovisual and information services. This Recommendation concerns the development of competitiveness in the audiovisual and information services industry and sets out common guidelines based on codes of conduct which aim to establish equivalent regulations in the different Member States on the issue of the protection of minors and human dignity. The Commission plans to present a report to the Parliament and the Council on the impact of this action two years after the adoption of this Recommendation.

### **Public procurement**

In its Communication on public procurement in the European Union of 11 March 1998, the Commission recalled the conditions in which the pursuit of specific policy objectives could, in the current state of Community law and particularly of the Directives on public procurement, be taken into consideration during the different phases of awarding a contract. The Commission then embarked on drafting a specific interpretative document on social aspects in order to clarify the possibilities available under the current regime.

Since then the Commission has endeavoured to analyse the different contributions which it has received (from Member States, public purchasers, private operators, NGOs etc) and to identify concrete questions to which it should try to respond. The document, which is currently being drafted, should enable contracting entities to take the fight against racism into consideration in their procurement procedures in the best possible way and whilst respecting the rules and principles of the public markets.

However, the Commission action in this field comes within the wider context of clarifying legislation on public procurement which it has embarked on since the publication of its Communication. For the sake of consistency, when finalising the document in question, the Commission has to take into account the results of action carried out in other areas, namely integrating equal opportunities, protection for disabled people and unemployed people, etc. into public procurement.

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<sup>7</sup> Joint Action of 27.4.1998, OJ L 138, 9.5.1998, p.8

<sup>8</sup> Recommendation 98/560/EC, 24.9.1998

## Research activities

Under its Fourth Framework Programme for Research and Technological Development (1994-1998), the Commission had already supported several research projects and networks focussing on racism, the integration of minority groups and socio-economic development in deprived urban areas. The Fifth Framework Programme for Research and Technological Development specifically includes, as part of the key action on improving the socio-economic knowledge base, the analysis of the phenomena of xenophobia, racism and migration in Europe and their impact on economic development, social integration and social protection. A comprehensive list of current programmes can be found in the second part (Annexes) of this report.

## External relations

The protection and promotion of human rights – including the fight against racism – is an essential component of the European Union's external relations.

Numerous projects on the fight against racism and xenophobia are being funded under the *European Initiative for Democracy and Human Rights*. Council Regulations 975/99 and 976/99 on human rights, which are the legal basis for this initiative, clearly refer to people who are subject to discrimination, as well as to support for 'minorities, ethnic groups and indigenous peoples'. These Regulations also aim to support 'the promotion of equal opportunities and non-discriminatory practices, including measures to combat racism and xenophobia'.

### a) Enlargement

In the context of the enlargement of the European Union, great importance is attached to progress in policies designed to combat racism and to protect minorities in the applicant countries. In fact, the Copenhagen European Council in 1993 defined political criteria which countries applying to be members of the European Union must satisfy. It declared that "*membership requires that the candidate country has achieved stability of institutions guaranteeing democracy, the rule of law, human rights, and respect for and protection of minorities*". The notion of the respect for and protection of minorities is a key element in the fight against racism, xenophobia and anti-Semitism in the applicant countries.

The Commission Communication of 26 May 1999 (COM (99) 256) on countering racism, xenophobia and anti-Semitism in the applicant countries, which was presented to the Cologne European Council of 3-4 June 1999, aims to give an idea of measures which can contribute to combating these problems in the countries concerned. The EU is supporting the applicant countries by adopting the necessary measures, mainly through the Phare programme for the Central and Eastern Europe countries and the Meda programme for Turkey. Projects under the Phare programme are financed either under national Phare programmes specific to each CEEC, under multi-country programmes such as Lien and Phare-Democracy, which concern NGOs and cover all CEECs.

## b) The CIS

In the context of the *Partnership and Cooperation Agreements* negotiated with all the CIS countries except Belarus and Tajikistan, support for democracy and for the rule of law implies actions against racism. Reference is made to “the respect for democracy, the principles of international law, human rights as defined in the United Nations Charter, the Helsinki Final Act and the Paris Pact on Stability...” as well as to “the respect for and promotion of human rights, particularly for minorities”.

In the context of the *Common Strategy on Russia*, recently approved by the European Union with a view to consolidating democracy and the rule of law in Russia, the Commission will support Russia’s efforts to honour its human rights commitments, particularly vis-à-vis international bodies such as the Council of Europe, the United Nations and the OSCE. It will also promote joint EU/Council of Europe actions on Russia in terms of human rights and the rule of law, particularly in the field of the protection of the rights of women, children and minorities, as well as actions in favour of abolishing the death penalty. In the same context, the EU will support the strengthening of civil society in Russia. The same ideas are also contained in the *Common Strategy on Ukraine* which is currently being drafted, and in the *Tacis Regulation*.

The Tacis programme, which is aimed at the New Independent States and Mongolia, encourages the development of harmonious and prosperous economic and political links between the European Union and these partner countries. It aims to support their initiatives to develop societies based on the respect of political freedom and on economic prosperity. Projects aiming to promote and protect the rights of minorities and to fight against discrimination are supported under the Tacis-Democracy programme.

## c) Developing countries

Policy dialogue with *developing countries* is also contributing to the fight against racism. In fact, poverty, social and economic exclusion and a lack of access to education and to basic health services can be at the root of racism and discrimination and be the source of violent conflicts. The EU’s development policy encourages development which respects human rights, is economically viable, is likely to lead to a reduction in poverty and to social progress and which is concerned about environmental protection. These intentions are set out in particular in the Communication COM (98) 146 final on “*Democratisation, the rule of law, respect for human rights and good governance*” in which the Commission insists that the mechanisms, which need to be put in place to guarantee a dynamic process leading to democracy, respond to criteria of non-discrimination and ensure the participation of and equality for all sectors of society – women, minorities etc.

The European Union has also taken measures in favour of certain particularly vulnerable populations. These are taken up in the Council Resolution of 30 November 1998 on indigenous peoples in development cooperation, which shows a political will to take action, and the working document adopted by the Commission on 11 May 1998<sup>9</sup> which gives guidelines on a programme of activities.

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<sup>9</sup> COM (98) 773 final

## **Relations with international organisations**

### **The United Nations**

The Commission follows all the work of the United Nations on the fight against racism and xenophobia and particularly that of the Commission on Human Rights and of the Third Committee of the United Nations General Assembly. The work undertaken on the basis of the International Convention on the elimination of all forms of racial discrimination (1969) must also be taken into consideration. Relations with the UN will be strengthened in preparing for the World Conference on racism and on the basis of the European Union's new competences in the fight against racism.

### **The Council of Europe**

The European Commission participates as an observer in the work of the *European Commission against Racism and Intolerance* (ECRI) which was set up in 1994 following the first summit meeting of heads of State and Government of the member states of the Council of Europe (Vienna, 8-9 October 1993). Its mandate is to combat the growing problems of racism, xenophobia, anti-Semitism and intolerance threatening human rights and democratic values in Europe. ECRI meetings constitute an important forum for the exchange of views between the two organisations.

This cooperation is also strengthened by an agreement formalising the cooperation between the European Monitoring Centre on Racism and Xenophobia and ECRI, signed on 10 February 1999 by the European Community and the Council of Europe. Given ECRI's wider geographical coverage, this cooperation will enable joint activities to be carried out in the EU and in the 25 other countries which are members of the Council of Europe.

Since 1993, the Council of Europe and the European Commission have established Joint Programmes for the benefit of several countries of Central and Eastern Europe. A top level quadripartite meeting in October 1996 voiced a commitment to intensify further and develop the common endeavours for strengthening democratic institutions, human rights and the rule of law in these countries. This commitment has since been reflected in increased Joint Programme co-operation between the European Commission and the Council of Europe in these fields.

These programmes, which to date have concentrated on legal systems, the setting up of human rights protection mechanisms, the promotion of local self-government and the promotion and protection of national minorities, have complemented the European Commission's and the Council of Europe's cooperation and assistance programmes with these countries.

The first Joint Programme "Minorities in Central European Countries", established in 1996, came to an end in March 1998. Activities in this field, which allowed for the establishment of cooperation mechanisms among governmental offices responsible for minorities issues, will continue in the framework of a second Joint Programme for "Minorities in Europe" which was launched in May 1999.

### **The OSCE (Organisation for Security and Cooperation in Europe)**

The **Helsinki Final Act** in 1975 associated with the formation of the Organisation for Security and Cooperation in Europe (OSCE), encompasses a wide range of commitments on principles governing relations between participating states, on measures designed to build confidence between them, on respect for human rights and fundamental freedoms. The OSCE High Commissioner for National Minorities maintains close working contacts with the European Commission in its work on questions concerning ethnic relations and minorities in the candidate countries.

The **Pact on Stability** signed in Paris in May 1995, focussed the attention of the candidate countries on the importance for the European Union of respect for human rights, including those of minorities, as the guarantee of a stable and democratic Europe. It also highlighted the importance of regional co-operation and the strengthening of democratic institutions through co-operation arrangements.

The OSCE is currently looking into the situation of the Roma population, in particular, in the context of its human dimension work, and organised a special meeting on this subject on 6 and 7 September 1999 in Vienna.

## **Commission staff policy**

The Staff Regulations of the European Communities have always incorporated the general principle of equality of treatment and non-discrimination in the public service (including implicitly on the grounds of racial or ethnic origin).

The transposition of anti-racism provisions within the Commission applying to its own staff was reaffirmed by Council Regulation No 781/98 of 7 April 1998 amending the Staff Regulations of officials and conditions of employment of other servants of the European Communities in respect of equal treatment.

The new provisions of Article 1a, aimed more generally at all cases of unequal treatment, state in the first paragraph that “*officials shall be entitled to equal treatment under these Staff Regulations without reference, direct or indirect, to race, political, philosophical or religious beliefs, sex or sexual orientation, without prejudice to the relevant provisions requiring a specific marital status*”.

In the same spirit, Article 27 of the Staff Regulations was added to by a revision of its second paragraph and specific mention is made of the right to equal treatment between officials “without distinction as to race” during recruitment. The conditions of employment of other servants of the European Communities are consequently also amended in Article 12(1)(2) and by adding a new paragraph to Article 53.

These principles have also been reflected in the new name of the unit responsible for these issues within the Personnel and Administration Directorate-General, the “*Non-discrimination and equal opportunities*” unit.

It is mainly when choosing someone from the list of successful competition candidates and when selecting temporary agents that racist attitudes could manifest themselves and this is why the Commission intends to include an ‘*anti-racism*’ module in the training courses for members of competition juries, which aims to raise their awareness on this issue. As the next stage is when a candidate is selected for recruitment by their future superior (normally a Director or a Head of Unit), the Commission intends to include an ‘*anti-racism element in the management training programme*’. This training should also cover the promotions aspect, which also comes under this level of management.

Moreover, the Commission will continue to organise conferences and seminars with the aim of raising awareness amongst its staff about actions against racism. Conferences on the fight against xenophobia and poverty have already been organised in the continuing training programme. Other conferences will be organised in the future.

### **2.3. Developing and exchanging new models**

Experience in the European Union continually demonstrates the importance of the contribution of local and regional authorities, the social partners and civil society in designing, implementing and evaluating any strategy which aims to combat racism.

On the basis of the budget lines approved by the Council and the European Parliament each year, the Commission has supported co-operation between organisations in the Member States to promote the social integration of members of minority ethnic and migrant communities and

to combat racism and xenophobia. These initiatives have produced many valuable results, stimulating the emergence of new partnerships and new approaches to anti-racism work.

However, it has sometimes been difficult in the past to see what the added value of these projects has been at European level, as their impact has often been limited, partly because they have been on a relatively small scale and because the partnerships across national boundaries have been rather weak. In addition, the Commission has not had the capacity to manage the hundreds of projects across the Community closely enough to identify and disseminate the lessons which have been learned and the authorities in the Member States have not been sufficiently closely involved in and committed to the work.

To try to overcome these difficulties and to prepare for future action under Article 13, the Commission developed an approach in 1999 leading to collaboration with larger scale initiatives, with an average budget of around €250,000 (up from €70,000 in earlier rounds), involving partners from at least 4 Member States to allow genuine comparisons of different approaches to similar problems.

To ensure the effectiveness of the action, each initiative needs to be co-ordinated by a single organisation on the basis of a signed agreement with all of the partners setting out the work programme, how the anticipated expenditure and resources will be allocated between the partners and a description of the expected results, together with a programme for the Europe-wide dissemination of the lessons learned. Finally, to ensure that the lessons are embedded into policy and practice in the Member States, each initiative needs to involve a variety of partners, including those who have the power and authority to implement changes.

The priority areas for action in 1999 were:

- promoting anti-discriminatory measures in and/or by public administrations (including for example education, health, social services, social security, the police or justice systems)
- promoting anti-discriminatory measures in and/or by the media
- overcoming discriminatory barriers to participation in decision-making/democratic processes
- monitoring discrimination on the ground, e.g. through diversity audits, in public bodies (as employers and as providers of services) and in the private sector
- overcoming discriminatory barriers to accessing marketed goods and services
- overcoming discriminatory barriers to participation in culture and leisure activities
- methodologies of mainstreaming anti-discriminatory approaches
- promoting the right to non-discrimination as a contribution to the protection of fundamental rights and freedoms

The Commission will produce an evaluation of these new initiatives and in particular of the effectiveness of the changes in structure and approach introduced in 1999.

To provide a solid basis for further work, preparatory actions based on this approach will continue in 2000 on the model proposed for the Programme on Non-discrimination under Article 13 EC. The results of these preparatory actions will be incorporated into the programme itself once it has been adopted by the Council following consultation with the European Parliament.

### **ENAR – European Network Against Racism**

During the preparations for the European Year, several organisations proposed the creation of a European network of anti-racism organisations. The Commission welcomed this idea and asked the Migration Policy Group (MPG) to draft a feasibility report, in consultation with more than fifty NGOs from all over Europe. This report, published in July 1997, concluded that it would be useful to give NGOs the means to establish cooperation at European level.

The preparatory work for putting the structure in place was performed during 1998. A provisional secretariat was created and national correspondents were designated by each Member State. National (and even regional) round tables, as well as a European round table gathering together European organisations, were held in all the Member States, to raise awareness amongst a vast array of organisations about this initiative and to encourage them to join up.

The main objective of the ENAR action programme is to add a European dimension to the fight against racism, xenophobia, anti-Semitism and anti-Islamic feeling. A link between local/national initiatives and European initiatives must be made in order to exchange experiences in this field, learn the lessons from these experiences, strengthen existing initiatives, develop new strategies to combat racism and promote equal rights and opportunities.

The Network's activities will include: exchange of information between the organisations involved on relevant Community programmes, funding opportunities available for anti-racism activities as well as legislative initiatives to be taken to combat racism. The Network will also run European campaigns and will encourage the European Institutions to keep a check on anti-racism policy in order to influence the decision-making process and increase the resources available for anti-racism activities.

## **2.4. Strengthening information and communication work**

In all its campaigns to raise the media's awareness about the fight against racism, the Commission will continue to support activities which use new media and new technologies. The Commission has developed an Internet site on its Europa server which provides information on Commission activities (European Year, Action Plan, etc.) as well as on the European Monitoring Centre on Racism and Xenophobia and on the European Network Against Racism. The site includes links to these organisations and to other useful sites, information about ongoing activities and projects, and a discussion forum.

Throughout 1998 a wide-ranging debate took place involving the main players in the fight against racism in order to identify specific ways of implementing Article 13. This debate also involved a general study of the situation at Member State level.

In this context, the Commission organised a number of seminars and conferences at national and European level, particularly in cooperation with the European Parliament and the Presidencies of the Council of the European Union. High-level officials from the Member States met in Oxford in April 1998 to examine the possibilities for future action in terms of non-discrimination in employment. A conference of representatives from the Member States, NGOs and the social partners, which took place in Manchester in June 1998, was the forum for a debate on good practice and national legislation. The second European Social Policy Forum, which took place in Brussels, also in June 1998, gave civil society organisations the possibility to discuss means of combating discrimination. The Innsbruck conference in September 1998 on the application of positive action programmes highlighted in particular the experiences of the United States and Canada. Various meetings have taken place initiated by NGO networks and important work has been done in the European Parliament on this issue.

A major conference was held in Vienna in December 1998 to present ideas on anti-discrimination legislation and to consult all the main players in the fight against discrimination. Whilst dealing with the issue of discrimination in the broader sense, the conference focused mainly on discrimination based on race and ethnic origin, with a view to preparing a legislative initiative in 1999.

The European Commission is organising a conference on "Tackling racism at European level" on 24 and 25 February 2000 in Brussels. NGOs, representatives from ethnic minorities, representatives from local and national authorities in the Member States and experts will take part in this event. During the conference the Commission will make an initial evaluation of the progress made in the fight against racism at European level and will concentrate in particular on the integration of the fight against racism into Community policies and programmes.

A number of innovative projects from those supported by the Commission in 1997 and 1998 will be presented at the conference to draw attention to the important work carried out in the context of anti-racism projects and to emphasise the role which the projects have played in raising awareness amongst the public.

At this conference the European Commission also intends to present a prize for innovation for projects on issues relating to discrimination on the grounds of race, ethnic origin or religion. This prize, initiated by the Action Plan against Racism, aims to reward such projects, which may have been presented/financed under different Community instruments or programmes (for example, the European Social Fund, Leonardo, Socrates, Youth, Daphne, research etc).

### **The European Monitoring Centre on Racism and Xenophobia**

To promote better understanding at European level of racist and xenophobic phenomena, the Cannes European Council, in June 1995, asked the Advisory Committee on Racism and Xenophobia, created by the Corfu European Council in June 1994, to make a joint assessment with the Council of Europe of the feasibility of a European monitoring centre on racism and xenophobia. The Advisory Committee concluded that only a European monitoring centre would be able to follow properly the development of racism and xenophobia in the Union, give warning signals and encourage politicians to take concrete action. In June 1997, therefore, the Council adopted the Regulation "*establishing a European Monitoring Centre on Racism and Xenophobia*"<sup>10</sup>, the seat of which was established in Vienna.

The Centre, whose budget was € 2 million in 1998 and € 3.75 million in 1999, is run by a Management Board made up of independent persons designated by the Member States, the Council of Europe and the European Parliament, as well as a representative of the Commission. The main aim of the Centre, which will soon publish its first annual report on the situation in the European Union and on its activities, is to study the extent and development of racism, xenophobia and anti-Semitism in the Union and to analyse the causes and effects of such phenomena. It is also responsible for gathering and analysing information to provide reliable and comparable data at European level and for drawing conclusions and formulating opinions for submission to the European Institutions and Member States, as well as conducting research and studies, organising expert meetings and encouraging the organisation of round tables in the Member States.

Several activities have been planned:

- the Centre is in the process of setting up and will subsequently coordinate a "*European Racism and Xenophobia Information Network*" (*Raxen*). Preparatory meetings have taken place with national research centres, NGOs, the social partners and independent national bodies responsible for promoting the fight against discrimination in order to identify the main objectives and working methods of the Network;
- a conference was organised in Cologne (20/21 May 1999) on the role of the media in promoting cultural diversity, in collaboration with the Westdeutscher Rundfunk (WDR) and with the support of the European Media Institute (EMI) in Düsseldorf and the European Broadcasting Union (EBU) in Geneva. The conference focussed on themes such as the responsibility of the media and their specific role in the face of discrimination and intolerance and vis à vis cultural differences and their coexistence;
- in terms of information work, the Centre has also developed its own web site and published a number of brochures and a newsletter called "Equal Voices". There will be a documentation centre which will be open to the public;
- as it attaches much importance to the responsibility of politicians to deal with the problems of minorities in a responsible way, and to the fair representation of minority groups in the ranks of political parties, the Centre is working on monitoring and strengthening the *Charter of European political parties*, presented at the Utrecht Conference in February 1998.
- in order to coordinate all the efforts in this field, the Centre will have to work in close cooperation with organisations in the Member States and international organisations, in particular the Council of Europe, as mentioned below in section 7 of the second part (Annexes) of this report.

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<sup>10</sup> Council Regulation (EC) No 1035/97 of 2.6.1997, published in OJ L 151 of 10.6.1997

### **3. CONCLUSIONS – PROSPECTS AND STRATEGY FOR "MAINSTREAMING"**

Following the European Year against Racism (1997), which brought real progress and opened up new prospects for the European Union and the Member States to cooperate in joint actions, the adoption (1998) and implementation of the Action Plan against Racism provided scope for more ambitious projects at Community level, particularly under the new non-discrimination provisions of the Treaty.

These efforts have led in particular to the proposal of a set of legislative initiatives on Article 13. On the ground, existing initiatives have been revived, numerous other innovative initiatives have been stimulated and a large range of partnerships and networks have been set up or strengthened.

This report is one step in a process which must be continued in order to give real meaning to the principle of mainstreaming and to make a significant impact on the ground on combating racism. The Commission is conscious that the progressive implementation of mainstreaming obviously calls for a significant strengthening of cooperation between Commission departments and of the partnership with the Member States and the various players and organisations concerned.

#### ***Evaluation of "mainstreaming" and further integration of anti-racism into Community policies and programmes***

In the Action Plan, the Commission undertook to evaluate the results of the process of integrating anti-racism into Community policies and programmes. This evaluation exercise, monitored by a steering committee set up within the Commission's inter-service group, is to take place in two phases.

The first analysis, to start at the end of 1999/beginning of 2000, will focus, as provided for in the Action Plan, on the development of Community action, including legislation, and on the potential impact of Community policies and programmes in combating racism. The aspects covered will include the integration of the fight against racism into all the areas of activity provided for in the Action Plan, in particular, employment, the European Structural Funds, the education, training and youth programmes, public procurement policy, research activities, external relations, information work and cultural and sports initiatives. The analysis will take the form of an in-depth examination of documents, programmes, case studies and results of existing evaluations.

This analysis will enable the Commission to identify the gaps in each area and to draft specific proposals where necessary. These will be in the form of practical and concrete measures geared to the needs identified for each area, which could increase the impact of the fight against racism in these specific sectors. It should also enable a method to be established for analysing this impact (possibly adapted to the needs identified for each specific area) and proposals to be made for improving the coherence and impact of Community policies to combat racism.

During this evaluation exercise, particular attention will be given to analysing the link, in each area, between racial or ethnic discrimination and discrimination based on gender, taking into account that the latter is often an additional factor within other forms of discrimination. Similarly, the possible extension of the "mainstreaming" concept to include all the grounds for discrimination covered under Article 13 of the EU Treaty will be taken into account.

This first evaluation exercise is to be supplemented by a much more comprehensive evaluation over the next few years (by the end of 2001) of the real impact 'on the ground' of Community action on anti-racism. The conclusions of this evaluation, in the form of a Commission Communication, will serve as a basis for the Commission's contribution to the United Nations Conference in 2001.

***Improving coordination/information in relations with international organisations, the Member States, local authorities, the social partners and civil society***

*International organisations*

Since 1993, the Council of Europe and the European Commission have established Joint Programmes for the benefit of several countries of Central and Eastern Europe. These programmes, which to date have concentrated on legal systems, the setting up of human rights protection mechanisms, the promotion of local self-government and the promotion and protection of national minorities, have complemented the European Commission's and the Council of Europe's co-operation and assistance programmes with these countries. These efforts have gathered momentum since 1996 and have been reflected in increased Joint Programme co-operation between the European Commission and the Council of Europe.

Similarly, in relations with the Organisation for Security and Cooperation in Europe (OSCE), the OSCE's High Commissioner on National Minorities has established close cooperation with the European Commission on questions concerning ethnic relations and minorities in the applicant countries. Cooperation with these organisations will certainly be stepped up in the years to come.

*The Member States*

During the European Year against Racism, the creation of an ad hoc Group bringing together representatives of the Commission, authorities of the Member States and NGOs, was an important step towards better cooperation and towards reaching a consensus on strategy and action to be taken in the fight against racism.

It must be stressed, however, that whilst this Group has been dissolved for procedural reasons (their mandate ran out at the end of the European Year), it is now essential to resume this cooperation in order to widen the scope of mainstreaming, to spread information on Commission actions in the context of mainstreaming and to encourage dialogue and exchanges of experience, or even national initiatives in this field.

*Local authorities, the social partners and civil society*

*Local authorities* have a key role to play in developing strategies to prevent and combat racism. The Committee of the Regions, in its Opinion on the Action Plan against Racism, recognises that local and regional authorities have an essential role in several areas, including, as employers, in equal opportunities policies and practice and also in developing regional strategies for creating employment. They are also active agents in raising awareness about legislative and social aspects, in education and training, in promoting the participation of members of ethnic minorities in the political process and in the link between urban development policy and the guidelines for the Structural Funds and the fight against racism.

Similarly, following the *social partners'* adoption in 1995 of a Joint Declaration on the Prevention of Racial Discrimination and Xenophobia and the Promotion of Equal Treatment at the Workplace, the Commission has endeavoured to encourage initiatives by employers'

organisations and trade unions alike, with a particular focus on joint action. In fact, racism in the workplace remains a reality for employees from immigrant and ethnic minority groups across the European Union. This can manifest itself in day-to-day working relationships or in recruitment, in access to training and promotion, in access to management positions, and in participation in elected bodies such as trade unions.

As for *civil society* organisations, the added value of their participation in decision-making, and during the design and evaluation of projects, centres around their capacity to question programme goals and methods on the basis of a different and legitimate perception of needs. The target groups' own organisations, in particular, achieve good results because they know and understand needs and aspirations on the ground, they provide sustainable long-term services and are gaining legitimacy in dialogue with politicians.

The Commission has therefore continued to support the *Migrants' Forum* in its broad role of providing representation at European level for immigrant and ethnic minority organisations, and also the European Network Against Racism (ENAR) which is working specifically in the fight against racism at local, regional, national and European levels. Similarly, the Commission is continuing to support the efforts of its partners, particularly in the transnational projects and programmes mentioned before in section 2.3.

## ANNEXES

### INTEGRATING THE FIGHT AGAINST RACISM INTO COMMUNITY POLICIES AND PROGRAMMES

#### FORWARD STUDIES

Within the Commission a Forward Studies Unit is responsible for analysing certain questions relating to long-term changes which could occur in European society and their impact on the integration process in the European Union.

For example:

On the subject of social change in the European Union, in 1998-99 the Commission is supporting the work of a study group on the “Long-term implications of EU enlargement: the nature of the new borders”, in partnership with the Robert Schuman Centre of the European University Institute. In one of the five chapters the study group deals with *Minority Rights*, a field in which the Union needs to establish a coherent policy, at the level of its own Member States as well as in the framework of enlargement.

Also on the issue of social change, but in Europe, an interdisciplinary comparative research project has been set up on the subject of “The presence of Muslim Communities in the EU and the future of European society”. With the aim of opening up a debate and stimulating reflection, the research focuses on collecting information which is likely to contribute to a better understanding of Muslim communities as important participants and players in the European process of social change. It is based on the premise that despite the heterogeneous nature of this phenomenon, there are certain interrelations and comparable circumstances across the Muslim communities in Europe. The first conference, organised by the Commission in April 1999, brought together academics and experts from all backgrounds and showed that there was interest in undertaking an analysis of the *Islamic phenomenon* on the continent from an innovative, pan-European angle.

In the area of Community law and its future development, a research project combining law and political sciences has been set up on the “Scope and effects of the closer cooperation introduced by the Amsterdam Treaty”. This has focussed on the impact of *differentiation* on the dynamics of European integration and particularly on identifying the conditions and areas which are better able to exploit the new instrument of the Treaties, using the results to establish ways of safeguarding unity in the long term. The first workshop, in July 1999, demonstrated the value of further study on differentiation as a way of moving forward in unity using an original methodological approach involving a combination of fields of action, eligible policies and suitable incentives to encourage those Member States which were not involved in the beginning to join those who want to strengthen their cooperation within the Union.

In the context of the new area of freedom, security and justice, this forward-looking debate focuses on the trio of “*Human rights – citizenship – immigration*” and aims to look thoroughly into the themes of “*Europe – migration – employment*”.

## THE STRUCTURAL FUNDS

### *The Community Initiative EMPLOYMENT-INTEGRA*

The creation of the Community Initiative *EMPLOYMENT-INTEGRA* as the main Structural Fund instrument in the fight against racism is in line with the priorities defined in the 1995 Commission Communication on racism, xenophobia and anti-Semitism. This Communication, which lays down the guidelines for the new initiative (OJ No C 200/13 of 10 July 1996), defines actions explicitly directed towards anti-racism:

*"(...) a particular emphasis should be given to actions that focus on the special needs of migrants, refugees and similarly vulnerable groups, who are likely to be faced with greater discrimination on the labour market, as a consequence of the rise in social tension, racism, xenophobia and anti-Semitism that Europe is witnessing. (...) To be successful, strategies for the fight against discrimination need to be people-driven and based on broad cross-community partnerships".*

The *EMPLOYMENT* Initiative is a Community initiative of the European Social Fund which targets groups facing specific difficulties in the employment market. With an ESF budget of ECU 385 million for 1995-1999 (which represents about 55% of all Integra funding in Europe), the Integra strand of the Employment Initiative caters for people excluded or at risk of exclusion from the labour market. Integra places a specific emphasis on the integration into employment of migrants and refugees. Its approach is one of local integrated action, based on innovative models and partnerships, with a view to supporting the reintegration of the most vulnerable members of the labour force into employment. All Integra projects work closely with transnational partners, with a view to sharing and exchanging good practice.

In their Operational Programmes for *EMPLOYMENT-INTEGRA*, most Member States mention migrants and refugees as a priority target group but propose different types of actions to combat racism and discrimination in employment. Some OPs focus on the need to raise awareness of racist and discriminatory behaviour and attitudes amongst labour market actors, while others prioritise training and support for people from different ethnic backgrounds to create their own employment ('ethnic entrepreneurship'). A number of Member States refer to the need for special measures to facilitate the integration of refugees into the host culture (language courses, socio-cultural integration and (pre-) vocational training).

*EMPLOYMENT-INTEGRA* aims to promote access to work and employability for the most vulnerable groups - in particular migrants, refugees and similar groups which increasingly face negative discrimination, racism and xenophobia. Other target groups include the long-term unemployed, jobless single parents, the homeless, prisoners, ex-prisoners and substance abusers.

Projects usually last between two and three years and they work together in transnational partnerships to develop and test new models and practices for the reintegration into employment of the groups most at risk of exclusion. These pilot actions serve as catalysts for innovation in Member State and European mainstream policies and practices.

Under *INTEGRA*, 361 of a total of 1073 projects address issues of racism and discrimination against migrants, refugees and similar groups. Another 195 projects are developing actions aimed at helping these groups overcome the barriers to their integration on the labour market. Prior to the creation of *INTEGRA*, 43 projects under *HORIZON-Disadvantaged* were concerned with anti-discrimination and racism.

The above projects have mainly focused their development activities in areas such as

- Action-oriented **surveys** of the causes, modalities and consequences of discrimination on the labour market often carried out by trade unions and aimed at combating racism and discriminatory practices within the unions and of the social partners in general.
- **Integration pathways** to employment adapted to the special needs of migrants and refugees, providing pre-training to develop basic skills such as language and communication, literacy and numeracy and induction into workplace culture and behaviour.
- **Intercultural learning** to develop the abilities of front-line workers and other intermediate agents to overcome communication difficulties, misunderstandings and unnecessary delays. Successful approaches include the training of people from ethnic groups as 'cultural mediators'.
- **Local approaches** to social and labour market integration of migrants and refugees by mobilising employers, local authorities and NGOs in co-operation networks. Such approaches often lead to the establishment of one-stop-shops providing information and support for refugees and migrants who encounter difficulties in accessing local services and finding work due to a lack of understanding of the social and employment systems.
- **Empowerment** of those experiencing racism and discrimination enabling them to play a full role in society and in economic activity through capacity building, i.e. the direct involvement of the people concerned in the decisions affecting them and in developing and managing new local services, organisations and infrastructure.

The transnational co-operation between projects accelerates the transfer of experience and know-how in reducing discrimination in training and employment. Partnerships demonstrate how to tackle simultaneously some of the complex causes of the persistence of racism: poor education, unemployment, poverty, exclusion, degradation of the urban environment and insecurity.

### **Employment-Integra**

Since the beginning of 1998, a European-level thematic group under *INTEGRA*, led by a UK national support structure, has been exploring the best innovative practices in empowering excluded people and their relationship to national and European policy priorities. The group is looking at how to develop the capacity and opportunity for individuals and groups to play a full role in economic and social life, focusing on social, economic, political and psychological aspects of empowerment.

In June 1999, a European Conference "Empowerment: strategies for employment and inclusion" brought the thematic discussion to a wider audience. A good practice database, reports and publications will be produced and key indicators are being developed, benchmarking stages in the process of empowering excluded people.

Under *INTEGRA*, NGOs, voluntary and charitable organisations, informal and community groups are directly involved in 10% of the projects addressing issues of racism and discrimination, either as the formal project promoters or as implementing organisations responsible for the project activities. In addition, these organisations often form part of the local consortia set up by promoters to support the development of their projects.

### **Community Initiative EQUAL**

1) Under *EQUAL*, Community funding in the form of grants will be made available for activities which respect the guidelines laid down in the Commission Communication, and which are included in proposals presented by each Member State, and approved by the Commission of the European Communities in the form of Community Initiative programmes (CIPs).

2) The experience acquired in implementing the *EMPLOYMENT* and *ADAPT* initiatives has shown the value of certain elements which have been taken up in projects supported by the new Community initiative *EQUAL*, in particular: the transnational dimension which allows the exchange of experiences; the participation of local and regional authorities which ensures an internal coherence between the action carried out and local needs in terms of development; the importance of the participation of businesses in order to ensure real employment prospects.

3) In the current period, *EMPLOYMENT* and *ADAPT* have supported individual small-scale projects promoted by a single entity. Under *EQUAL*, therefore, the Commission proposes a more strategic basis for projects to ensure a greater co-operation between the different players. *EQUAL* projects will be prepared and implemented by partnerships established at local or sectoral level. By involving all the relevant partners, they should help to improve the dissemination of good practices.

4) Successful innovation and good practices developed under *EQUAL* should be disseminated widely and, where appropriate, incorporated into mainstream Structural Fund programmes. This will in turn serve to promote the objectives set out in Articles 13 and 137 of the Treaty. Since *EQUAL* contains mechanisms to support this process, it will provide the 'labour market' element of an integrated strategy at Community level to combat discrimination and social exclusion and will be complementary to other policies, instruments and actions developed in this respect and which go beyond the labour market area and, in particular, the specific legislation and action programmes under Articles 13 and 137 of the Treaty.

5) The *EQUAL* Initiative will be jointly financed by the European Community and the Member States. The total contribution of the European Social Fund to the initiative for the 2000 - 2006 period is estimated at € 2,847 billion.

## EDUCATION, YOUTH AND VOCATIONAL TRAINING

### EDUCATION

#### COMMUNITY ACTS

**Council Directive of 25 July 1977 on the education of the children of migrant workers (OJ L 199 of 6.8.1977).** The aim of the Directive is to integrate migrant children into the education environment and school system of the host country. It deals with the obligation for Member States to provide free education, including tuition in the language of the host country, to train teachers who provide this tuition and to promote the teaching of the language and culture of the country of origin.

**Resolution of the Council and the Ministers of Education meeting within the Council of 22 May 1989 on school provision for gypsy and traveller children (OJ C 153 of 21.6.1989).** The objective of the Resolution is to improve the quality of education for gypsy and traveller children by promoting a variety of measures at Member State and Commission levels.

**Resolution of the Council and the representatives of Member States' Governments meeting within the Council of 23 October 1995 on the response of educational systems to the problems of racism and xenophobia (OJ C 312 of 23.11.1995).** The resolution aims to strengthen the role of education in fighting racism. It emphasises the importance of education in fighting racism; calls on Member States to increase the flexibility of educational systems and to promote new teaching methods and programmes favouring understanding and tolerance as well as co-operation between schools and their local communities; calls on the Commission to ensure coherence of activities at national, European and international levels with the aim of fighting racism through education and training

**Reports on the implementation in the Member States of Directive 77/486/EEC on the education of the children of migrant workers (COM(88) 787 final of 3.1.1989 and COM(94) 80 final of 25.3.1994).** The report is the result of monitoring the implementation of the 1977 Directive. It provides detailed information on measures taken by Member States to ensure implementation of the above Directive.

**Report on the implementation of measures envisaged in the Resolution of the Council and the Ministers meeting within the Council of 22 May 1989 (89/C 153/02) on school provision for gypsy and traveller children (COM(96) 495 final of 22.10.1996).** The report provides a detailed overview of measures taken by the Member States and the Commission.

**Declaration by the Council and the representatives of the Governments of the Member States meeting within the Council of 16 December 1997 on respecting diversity and combating racism and xenophobia (OJ C 001 of 3.1.1998).** The Declaration's main objective is to promote the fight against racism by stressing the important role of education in fighting racism and calling on Member States to make safeguarding the values inherent in cultural diversity a fully integrated part of all education.

**Decision No 819/95/EC of the European Parliament and of the Council of 14 March 1995 establishing the Community action programme 'Socrates' (OJ L 087 of 20.4.1995).** The Comenius and Erasmus chapters of the Socrates programme are set out in more detail below.

**Council Conclusions of 22 September 1997 on safety at school (OJ C 303 of 4.10.1997) – “Violence in Schools” Initiative.**

This initiative has reinforced European cooperation on violence prevention and management in school settings. In this context, transnational pilot projects have been supported which address how these phenomena are handled in intercultural school populations in which racism may be one of the causative factors underlying violent behaviour.

**Proposal for a European Parliament and Council Decision establishing the second phase of the Community action programme in the field of education 'Socrates' (OJ C 314 of 13.10.1998).**

The Commission proposal for *Socrates II (2000-2006)* introduces a horizontal priority for projects giving a special emphasis to multicultural aspects in an effort to mainstream the promotion of intercultural education. The text proposed for the *future COMENIUS action* will in addition include references to the specific target groups which are currently covered by Action 2 of COMENIUS, and, depending on the outcome of the current negotiations with the Parliament and the Council, include direct references to intercultural awareness and anti-racism.

*The COMENIUS chapter of the Socrates programme* supports transnational cooperation between schools, teacher training institutions and other institutions in the field of education. By fostering contacts and cooperation between teachers and pupils across Europe COMENIUS contributes to intercultural awareness and the fight against attitudes and stereotypes underlying racism. In addition to this indirect contribution to the fight against racism, many COMENIUS projects, in particular Action 2 projects, have a direct thematic focus on the fight against racism.

### *Action 1*

The objectives of Action 1 of COMENIUS are: promoting cooperation between schools in Europe; enhancing the quality of teaching; improving knowledge of the cultures and languages of Europe; encouraging contacts between pupils in different countries; promoting the European dimension of education; encouraging the mobility of school teachers. Action 1 provides support for multilateral school partnerships, the mobility of teachers and exchanges within the framework of European Education Projects (EEP). Schools taking part in COMENIUS choose autonomously the topics on which to build their European Education Project. The vast majority of projects are developed in the field of European citizenship, exploration of identity issues (national, regional, local) and projects exploring European cultural heritage. Priority is given to projects which explore Europe's cultural diversity and promote openness and dialogue between cultures.

During the European Year against Racism in 1997, schools were invited to develop specific projects on the theme of the fight against racism. Several partnerships were launched and are currently under way. Projects developed under COMENIUS Action 2 (see below) on intercultural dialogue or on the fight against racism have often developed into a number of partnerships funded under COMENIUS Action 1.

The Guidelines for participants, as well as the handbooks of good practice for teachers, always encourage schools to make use of their participation in an EEP to promote mutual understanding between their schools, pupils and teachers.

### *Action 2*

Action 2 aims to improve the quality of education given to the children of migrant workers, travellers, gypsies and occupational travellers, as well as promoting the intercultural dimension in schooling and thereby combating racism and xenophobia. It provides support to transnational cooperation projects focusing on the above objectives. The average annual budget is EUR 5 million. The average number of projects supported annually is 100.

Relevance to anti-racism: by targeting the education of migrant children and gypsies and by promoting intercultural education for all pupils, Action 2 is directly or indirectly contributing to the fight against racism, which is specifically mentioned as one of the objectives of the Action. In 1998, 40% of all projects selected focused directly on the fight against racism and xenophobia in the field of education.

### Action 3

Action 3's main objective is to enhance the professional development of educational staff by supporting European in-service training projects, thus improving the quality of education in Europe and giving it an added European value. It provides support to transnational cooperation projects focusing on the above objectives.

Relevance to anti-racism: a number of the projects supported by Action 3 have developed materials and courses focussing on anti-racism at school level.

The Comenius unit will, in cooperation with the sub-committee on school education, establish a working group on the evaluation and dissemination of COMENIUS products. This group will also look at outcomes of projects focusing on intercultural education and COMENIUS Action 2 target groups.

### LINGUA

Lingua promotes the learning of languages. It supports the mobility of pupils, students and language teachers, thereby enabling them to cooperate with young people and teachers from other European countries. This contributes to an increased awareness about different cultures and can therefore help prevent racism in an indirect way.

### Adult education

More than 10% of adult education projects include a clear anti-racism dimension. One of the priorities of the Socrates guidelines is to promote individual demand and to provide access to adult education for disadvantaged people (including migrants). Another priority is to improve the knowledge of the culture of other countries and to strengthen the spirit of European citizenship.

By fostering cooperation in higher education, the ERASMUS chapter of the SOCRATES programme contributes generally to intercultural awareness and the fight against racism. In particular within Action 1 of ERASMUS, a number of Curricular Development projects focus on the fight against racism. The selection criteria for such projects include the assessment of so-called "transversal" policies encouraged by the European Commission.

### **Pilot projects on the fight against racism and xenophobia**

**Das bin ich** - Project coordinated by the German education and sciences union (Gewerkschaft Erziehung und Wissenschaft) to produce anti-racist teaching materials for children between 5 and 12 based on the day-to-day experiences of two children from Germany, Denmark, the Netherlands and Luxembourg and how they live through intercultural confrontations. Similar products (for different age groups) have been developed by projects coordinated by the Anne Frank Foundation.

**Adjuk, la petite grenouille** - Development and dissemination of a book for children in primary and nursery schools which tells the story of Adjuk, a little frog trying to foster friendship and mutual understanding between animals. A number of activities to stimulate intercultural awareness accompany the book, including painting and music workshops and an itinerant exhibition to promote ties between Europe and the Maghreb countries.

**Jeune Européen, que vois-tu autour de toi? Eveil à la solidarité locale/européenne** - The project coordinated by the "Association pour le volontariat à l'acte gratuit en Europe" aims to promote active European citizenship by turning youngsters at school into observers and active agents of solidarity in order to fight racism and xenophobia.

**RINKKR – Cultural heritage as an instrument against racism** - This project coordinated by the Swedish town of Rinkeby aims to develop a network between pupils and teachers in Europe and other institutions and organisations. It focuses on the use of cultural heritage to fight racism and xenophobia. Among other activities, a puppet theatre play will be developed by pupils in cooperation with a puppet theatre artist.

**CRAVE - Citizenship, religion and values education** - This project aims to develop an in-service programme for teachers to enhance pupils' self-esteem, notions of self-worth and identity through the use of stories from religious sources in the major faiths and the involvement of children in drama and storytelling activities. The project intends to bring together and train teachers with successful experience and interest in areas of citizenship, values education and multicultural or multifaith education on the one hand, and on the other hand teachers with experience of drama and storytelling in the classroom. The materials developed will cover such subjects as citizenship, racism and xenophobia. It is also planned to bring in the concept of shared values and to run several seminars as part of the project.

**Intercultural education - Meeting the challenges of Europe** - This project involves developing an in-service course for teachers to help them promote intercultural education. The project seeks to explore similarities and differences in European identities in an effort to develop knowledge, understanding and tolerance in a multicultural Europe. It will explore issues of cultural identity and the meeting point of cultures in order to promote tolerance, understanding and knowledge. The outcome of the project is to be two in-service training courses. The first will assist teachers in planning their own curriculum which promotes a critical awareness of cultural identity. The second will assist them in promoting a greater knowledge and understanding of multicultural Europe, using Christianity and Islam as a paradigm.

**Learning to live in a multicultural society** - This project coordinated by a German adult education institution aims to analyse adult education practice in Europe concerning minority groups and migrant populations. A comprehensive action programme to integrate anti-racist and anti-discrimination practices into the training of adult education trainers is planned. Outputs will be the publication of a newsletter and a handbook on how to live in a multicultural society.

**Pour des citoyens européens antiracistes, tolérants et solidaires** - The project, coordinated by France Libertés - Fondation Danielle Mitterrand, aims to produce interactive educational software and a CD-Rom on the fight against racism, anti-Semitism and xenophobia. The project takes into account concrete examples of European solidarity and the emergence of the concept of European citizenship.

### **Curriculum development projects directly addressing the issue of racism**

Social work and social policy teaching modules (28165 GB; Coordinator: University of Central Lancashire)  
Social dimension and intercultural resources of European Migration (29716 DE; Coordinator: University of Mainz); Comparative studies in contemporary European migration (28454 IE; Coordinator: University College Cork); Multicultural awareness: enhancing communication throughout Europe (28690 ES; Universidad Europea de Madrid); Curricular development (Advanced level "Master" type) MA International Social Work/Community Development (27885 GB; Coordinator: University of East London).

## NETD@YS

### Learning in the Information Society – Action Plan for a European education initiative (COM(96) 471 of 2.10.1996)

Netd@ys Europe, which comes within the scope of the Action Plan “Learning in the Information Society”, aims to demonstrate the contribution of the Internet and new media to education and knowledge by means of training activities. Teaching practices using the Internet are rich and varied. Netd@ys Europe represents a unique opportunity to promote this and to give substance to new initiatives. The activities enable new multimedia teaching materials to be developed, which is one of the ambitions of Netd@ys Europe, networks between schools and between training centres to be created or extended and open days to be organised to raise awareness amongst other groups of people.

Project promoters have shown a keen interest in subjects dealing with human rights (for example the project Teenspe@k Euroschool M@g – France), the fight against racism and xenophobia (for example Intercultural Education and NetPaz – Spain) and citizenship, with a particular focus this year on the 150<sup>th</sup> anniversary of the abolition of slavery (for example the 1948 Abolition project – Guadeloupe). Netd@ys Europe has shown in a concrete way that the Internet and new media in general are of real educational value. In the work of pupils, teachers, trainers and the general public, they enable these subjects to be promoted and highlighted, debate to be provoked and ideas and experiences to be exchanged with people from other countries.

## COOPERATION WITH NON-MEMBER STATES

### COMMUNITY ACTS

**Council Decision of 29 April 1993 adopting the second phase of the trans-European cooperation scheme for higher education (Tempus II) (1994 to 1998) (Official Journal L 112 of 06.05.1993).**

The *Tempus programme* is a trans-European cooperation scheme for higher education. It forms part of the overall programme of the European Union for the economic and social restructuring of the countries of Central and Eastern Europe (the Phare Programme) and for economic reform and recovery in the New Independent States and Mongolia (the Tacis Programme).

*Tempus* is a very pragmatic grass-roots programme which has been successfully helping 26 Phare and Tacis countries to cooperate as much as possible with EU countries in the field of higher education.

*Tempus* is above all an instrument to promote democracy. Although anti-racism does not appear as an objective of the programme, *Tempus* has promoted and continues to promote tolerance both in the "East" and the "West" by encouraging contacts and initiatives that build on the respect of human rights and cultural diversity.

## YOUTH

### COMMUNITY ACTS

#### **Decision 818/95/EC of the European Parliament and of the Council of 14 March 1995 adopting the third phase of the "Youth for Europe" programme (OJ L 87 of 20.4.1995).**

Youth for Europe (1995-1999) is a non-formal education programme promoting active citizenship amongst young people through a variety of activities where they are the key actors. In this perspective, the programme also promotes European cooperation in youth-related matters. There are different types of activities ranging from those directly involving young people to those aimed at youth workers or those responsible for youth affairs.

Youth exchanges are the core of the Youth for Europe programme; these are pedagogical activities that bring together young people from all types of backgrounds, and the main emphasis is on understanding the value of cultural diversity. Around 70,000 young people participate every year in these types of activity. Exchanges also involve countries from Central and Eastern Europe, the ex-Soviet Union, Latin America and the Mediterranean basin.

Created and managed by young people, the Youth for Europe initiatives are probably the best expression of young people's perception and response to issues of direct concern to them. Approximately 20% of the Youth Initiatives funded every year deal with anti-racist subjects. The role of youth workers is essential for the success of youth activities particularly youth exchanges involving young people from ethnic minorities. Pro-tolerance and pro-integration approaches are an integral part of youth worker training funded under Youth for Europe.

Relevance to anti-racism: understanding the value of cultural diversity as well as tolerance is a condition for European citizenship and a specific objective of the programme, and as such this understanding underlies all activities carried out with the support of the programme. One of Youth for Europe's main concerns is raising awareness amongst young people about the dangers of racism, xenophobia and anti-Semitism (Article 1, point 2, 5th indent). In addition, the fight against racism, xenophobia and anti-Semitism and the promotion of tolerance amongst young people are the specific theme of numerous projects supported by Youth for Europe.

#### **Declaration by the Council and the representatives of the Governments of the Member States meeting within the Council of 24 November 1997 on the fight against racism, xenophobia and anti-Semitism in the youth field (OJ C 368 of 5.12.1997).**

The Council Declaration asks for renewed efforts in the field of informal education to fight against racism and xenophobia. The Declaration specifically asks both Member States and the Commission to give support to pilot projects and networks whose aim is to fight intolerance. It also asks the Commission to present a report, by the end of 1998, on the impact of and prospects for Community measures in the field of informal education for young people to promote tolerance. This report is currently being drafted.

#### **Decision 1686/98/EC of the European Parliament and the Council of 20 July 1998 establishing the Community action programme "European Voluntary Service for Young People"**

The European Voluntary Service (1998-1999) is also a non-formal education programme aimed at providing young people with skills and experience that can contribute to their social and professional integration. The principle of solidarity is at the heart of the programme: young volunteers contribute to the well-being of the hosting community where they are carrying out their voluntary activities.

European Voluntary Service is based on the understanding of the value of cultural diversity and, as in Youth for Europe, this understanding underlies all activities carried out with the support of the programme. A significant number of projects focus specifically on the fight against racial discrimination and the promotion of tolerance. European Voluntary Service offers enormous potential for young people to contribute actively to the prevention of racism and xenophobia.

#### **Proposal for a European Parliament and Council Decision establishing the Community action programme for youth (COM/98/331 final - COD 98/0197, OJ C 311 of 10.10.1998).**

The proposal (2000-2004) builds on the experience of previous youth programmes, namely Youth for Europe and the European Voluntary Service, and integrates in one single programme the whole range of Community-supported youth activities. The proposal specifically envisages the possibility of carrying out joint actions in formal education and vocational training programmes. This opens up the possibility of initiatives to fight racism and xenophobia in European education as a whole.

### AWARENESS RAISING CAMPAIGNS

Through the various activities and information actions, youth programmes raise awareness amongst young people of the dangers of racism and xenophobia and encourage tolerance. More than 70,000 young people participate every year in these programmes.

**Voices against racism** - Youth for Europe has supported specific awareness raising initiatives. In 1998 two specific projects were supported in connection with 21 March (European Day against racism). In Paris the association of community radio stations (AMARC-Europe) coordinated a radio broadcast involving more than 18 radio stations from all over Europe on the issue of the prevention of racism and xenophobia. The programmes were broadcast via satellite and fed to radio stations through an Internet live stream. The programmes can still be listened to at the AMARC web site.

**Contact 21: Anti-racism via the Internet** - Also on 21 March, the "Maisons et clubs de jeunes" in Belgium brought together partners throughout Europe to give young people the possibility to exchange their views over the Internet on the need to fight racism. A web site was created to give young people the possibility to express themselves on this issue.

**The EMMA Initiative: Anti-racist filmmaking competition** - Proposed after the announcement of the "European Year against Racism 1997" and funded by DG XXII (Youth for Europe and Socrates), DG V and DG X, the EMMA (European Multimedia Agency) initiative is a competition targeted at young directors with little or no film-making experience. Young directors from Portugal, France, the UK and Sweden are winners of the TV production awards. The resulting four video documentaries will be broadcast in late 1998 and 1999 by five TV channels - the BBC (UK), France 2, RTP (Portugal), Teleac/NOT (Netherlands) and UR (Sweden).

### ADVISORY COMMITTEES

On account of the very nature of Community youth action, committees assisting the Commission in implementing the programmes often discuss the fight against racism. Member States have consistently supported the Commission in financing initiatives in this area.

## PILOT PROJECTS

The Youth for Europe and the European Voluntary Service programmes have supported numerous projects that deal with the subject of anti-racism. The following are some examples.

### **Extremism amongst young people and ways of promoting tolerance**

Through the Youth for Europe programme, the Commission has supported studies that touch on the theme of the fight against racism. In 1999 ISIS (Institut für Sozialwissenschaft, Informationen und Studien) will be carrying out a study whose main purpose is to analyse the phenomenon of extremism amongst young people in the European Union and to explore methods and instruments to combat racist attitudes.

### **Typology of youth work against racism under Youth for Europe**

Although not under the Community youth programmes, but working closely with DG XXII, an American Fullbright researcher is carrying out a study on the typology of youth work against racism and xenophobia, looking particularly at the experience gathered with the Youth for Europe programme. The researcher will examine reports and other relevant materials produced by YFE funded projects and will also carry out a number of field visits. The results of the research will be available in autumn 1999.

### **A transatlantic effort to combat prejudice**

Amongst the pilot projects already in preparation it is worth noting the initiative of the CEJI (Centre européen juif d'information) whose objective is to establish a dialogue between partners across the Atlantic on the fight against prejudice. This initiative builds on the experience of the peer training against prejudice project funded by Youth for Europe in 1997, which enabled the programme "A world of difference", launched in the U.S. by the Anti-Defamation League, to be implemented in Europe.

## VOCATIONAL TRAINING

### COMMUNITY ACTS

#### **Decision of the Council of Ministers of the European Union adopting the Leonardo da Vinci programme for the implementation of a Community vocational training policy (OJ L 340 of 29.12.94).**

This programme, adopted for a period of five years (1995-1999) has as its key objective supporting the development of innovative policies and action in the Member States, by promoting projects in the context of transnational partnerships which involve different organisations with an interest in training.

The programme seeks to prepare for the 21st century by improving the quality of vocational training systems and their capacity for innovation, which are key factors for mastering technological and industrial change and its impact upon work organisation and the competitiveness of enterprises. It is concerned with enabling vocational training to prepare for the professions of tomorrow, to anticipate change, to visualise the future, to prepare and experiment with new ways and new methods. The programme therefore promotes equal opportunities for migrant workers, one of its concerns being to eliminate race discrimination.

#### **The following examples illustrate pro-integration action in Leonardo da Vinci:**

##### **ECAP Foundation - Training for immigrant women**

Immigrant women often have difficulty in accessing the labour market. In Ravenna, Italy, the ECAP Foundation has set up training specially designed for these women. The challenge for the Foundation is to turn a certain know-how into marketable skills and to help women set up their own small businesses.

##### **East Birmingham College: Ethnic minority businesses on the web**

Businesses run by ethnic minorities sometimes have unique resources and the know-how that put them in a good position to compete in large markets. However, they sometimes lack the capacity to market their products. East Birmingham College, an institution active in the promotion of equal opportunities, has opened 15 local centres, one of them for Asian women.

Thanks to European support, EBC will develop training material in order to help small companies create their own web pages. These companies operate in an area with a large population of Asian origin and where the unemployment rate is one of the highest in the U.K. The training material will be developed in four different languages in cooperation with a Finnish partner.

##### **Mediators to improve immigrants' access to public services**

Lack of comprehension and ignorance combined with a certain degree of prejudice can create a lot of difficulties for immigrants trying to find their way around the administration of the host country. The intervention of somebody with adequate training in this matter can make things easier and contribute to fighting prejudice. The Association for Community Study and Development in Barcelona has received support from the Leonardo da Vinci programme to set up a training scheme for mediators in cooperation with a Portuguese and another Spanish partner. The first group of trainees came from Spain, North Africa and Latin America. After the evaluation of the first experimental period, a training manual will be prepared and disseminated throughout Europe.

#### **Council Decision of 26 April 1999 establishing the second phase of the Community vocational training action programme "Leonardo da Vinci" (OJ L 146 of 11.6.1999)**

The new programme proposal builds on the experience of the first phase of the programme and concentrates on three major objectives: to improve skills and competences of people in initial vocational training; to improve the quality of continuing vocational training and the life-long acquisition of skills and competences; to promote and reinforce the contribution of vocational training to the process of innovation, with a view to improving competitiveness and entrepreneurship. In implementing these objectives, particular attention will be paid to people who are at a disadvantage on the labour market and to the fight against discrimination. Social inclusion and therefore the fight against discrimination will be among the priorities of the Leonardo da Vinci programme.

Relevance to anti-racism: the proposal for a second phase of the Leonardo da Vinci programme specifically refers to the need to step up the fight against racism and xenophobia and to remove all forms of inequality.

## SUPPORT FOR SMEs

The third multiannual programme for small and medium-sized enterprises (SMEs) in the European Union (1997 - 2000) of 9 December 1996 includes amongst its objectives:

- to promote entrepreneurship and support for target groups: business culture and entrepreneurship; craft, small and micro-enterprises; enterprises in commerce and distributive trades; women and young entrepreneurs; enterprises run by entrepreneurs from disadvantaged groups.

- support for entrepreneurs from disadvantaged groups has included:

- a) a study, launched by the Commission via a call for tenders published in July 1998, on young entrepreneurs, women entrepreneurs, co-entrepreneurs and entrepreneurs from ethnic minorities.

The objectives of this study are to examine the specific characteristics of each of the target groups (young entrepreneurs, women entrepreneurs, co-entrepreneurs and entrepreneurs from ethnic minorities) and the obstacles faced by them in setting up and maintaining a successful business. The study has not been finalised yet and should be available in early 2000;

- b) the financing of a pilot project, “*EMBNet – The Ethnic Minority Business Network*”, via a call for proposals (97/C 117/17).

EMBNeT aims to identify and transfer best practices for the development and expansion of ethnic minority businesses at EU level and to assist ethnic entrepreneurs in overcoming business obstacles and regulation constraints. The project leader is the Swedish Association of Ethnic Entrepreneurs (IFS), and project partners are the Migration Policy Group, Belgium (members in France, Germany, Italy, Netherlands, Sweden and UK) and the London Enterprise Agency, UK.

The partners are establishing a trans-European multi-sector exchange network on current information and practices in the area of migrant and minority enterprise development, promoting private-public partnerships aimed at fostering ethnic minority business creation and elevating this issue onto the EU agenda so as to raise awareness of ethnic minority businesses and the barriers they must overcome. Its activities are targeted at intermediary organisations of ethnic minority businesses, financial sector representatives and national and local authorities.

An EMBNet website was launched recently, and is accessible at [www.embnet.com](http://www.embnet.com). The project started on 1 September 1998 for a total period of 24 months. The total cost of the project is € 803,972, 50% of which is being funded by the European Commission.

## JUSTICE AND HOME AFFAIRS COOPERATION

The new Article 29 of the Treaty on European Union, as amended by the Treaty of Amsterdam, includes specific reference to “preventing and combating racism and xenophobia”, and provides scope for cooperation between police forces and judicial authorities to this effect. This cooperation is envisaged in the immediate term in a Joint Action adopted by the Council on 15 July 1996<sup>11</sup> and mentioned previously in section 2.2.

In the meantime, some of the existing cooperation programmes (namely *Grotius* for judicial cooperation, *Oisin* for police cooperation and *Odysseus* in the area of immigration policy) do offer the possibility to support projects which aim to raise the awareness level of professionals in this area.

### *Grotius programme*

On 28 October 1996 the Council adopted a programme of incentives and exchanges for legal practitioners, i.e. judges (including examining magistrates), advocates, solicitors, bailiffs, ministry officials, criminal investigation officers, court interpreters and other professionals associated with the judiciary (Joint Action of 28.10.1996, OJ 287, 8.11.1996). The programme covers the period 1996-2000 and the approximate annual amount available is ECU 2 million.

*Grotius* comprises research, seminars, conferences, training, exchanges and distribution of information. The aim of these projects for which financing can be requested is to contribute to improving mutual understanding of legal and judicial systems and to facilitate judicial cooperation between Member States. Projects must be submitted by public or private organisations, have a European dimension and involve practitioners in several Member States. They can also involve practitioners in non-member countries, in particular the applicant countries.

### *Information society*

The information society can play an important role in promoting empowerment and integration, particularly in enhancing citizens' ability to participate fully in democratic processes. However, public expression and experimentation with information society resources can also have negative aspects, and one of these is the worrying growth in the numbers of so-called 'hate-sites' and the widespread circulation of racist material on the Internet. The Commission's Action Plan on promoting safe use of the Internet<sup>12</sup> includes provision to combat the use of the Internet for incitement to racial hatred or racial discrimination.

### *Freedom of movement for people*

In terms of freedom of movement for non-active people, the legislation makes no provision for racial discrimination. The issue of the fight against racism mainly arises in the context of checking the correct application of Community law. Discrimination against EU citizens or members of their family on the grounds cited in Article 13 of the Treaty is detected or brought to the attention of the appropriate departments which, if necessary, institute infringement proceedings. Such discrimination takes place most often at border controls and when dealing with the cases of family members of EU citizens of third country origin.

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<sup>11</sup> OJ L 185, 24.7.1996

<sup>12</sup> COM (97) 582, 26.11.1997

In this field, the recent Commission Communication on the special measures concerning the movement and residence of citizens of the Union which are justified on grounds of public policy, public security or public health<sup>13</sup> underlines the need to respect the principle of non-discrimination in the application by the Member States of special measures (for example expulsion) taken on such grounds.

### **Protection of people with regard to the processing of personal data**

The other area where the fight against racism is a fundamental element is the electronic processing of personal data. In this context, the first paragraph of Article 8 of Directive 95/46/EC on the protection of individuals with regard to the processing of personal data specifically prohibits the processing of personal data revealing racial or ethnic origin, political opinions, religious or philosophical beliefs, trade-union membership, and the processing of data concerning health or sex life.

#### **COMMUNITY ACTS**

**Directive 95/46/EC of the European Parliament and of the Council of 24 October 1995 on the protection of individuals with regard to the processing of personal data and on the free movement of such data** – (*Official Journal L 281 of 23/11/1995 p.31–50*). The first paragraph of Article 8 specifically prohibits the processing of personal data revealing racial or ethnic origin, political opinions, religious or philosophical beliefs, trade-union membership, and the processing of data concerning health or sex life.

**Decision No 276/1999/EC of the European Parliament and of the Council of 25 January 1999 adopting a multiannual Community action plan on promoting safer use of the Internet by combating illegal and harmful content on global networks** (*Official Journal L 033 of 6.2.1999 p.1–11*). The action programme deals with the protection of human dignity (incitement to racial hatred or racial discrimination) as well as the protection of private life (unauthorised communication of personal data etc).

**Communication from the Commission to the Council and the European Parliament on the special measures concerning the movement and residence of citizens of the Union which are justified on grounds of public policy, public security or public health (Directive 64/221/EEC)** – (*COM(99) 372 of 19 July 1999*). This Communication underlines the principle of non-discrimination in the application by the Member States of special measures (for example expulsion) on the grounds of public policy, public security or public health.

#### ***Freedom of movement for non-active people:***

**Council Directive 90/364/EEC of 28 June 1990 on the right of residence** – Official Journal L 180 of 13/07/1990 p. 26-27  
**Council Directive 90/365/EEC of 28 June 1990 on the right of residence for employees and self-employed persons who have ceased their occupational activity** - Official Journal L 180 of 13/07/1990 p. 28-29  
**Council Directive 93/96/EEC of 29 October 1993 on the right of residence for students** - Official Journal L 317 of 18/12/1993 p. 59-60

#### **ADVISORY COMMITTEES**

Council working group on terrorism: since 1995 this group has been responsible for observing the development of racist and xenophobic crimes. On the basis of a methodology set up by Council document 11143/95 ENFOPOL 54 of 27 October 1995, a preliminary survey was distributed (Document 7141/96 ENFOPOL 85 of 14 May 1996). A new methodology was subsequently set up (Council doc. 13551/97 ENFOPOL 245 of 18 December 1997) and approved on 14 October 1998.

Statistical reports on racist and xenophobic crimes have been published annually by the Council since 1995.

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<sup>13</sup> COM (99) 372, 19.7.1999

**Information and communication**

In its information work for young people, the Commission has given high priority to initiatives which aim to inform people of the dangers of racism and xenophobia. For example, it co-financed the TV competition for young people aged 17 to 25 in 18 European countries, organised on the initiative of EMMA (European Multicultural MEDIA Agency) and organised various information seminars, radio information campaigns etc.

In autumn 1998 the Commission also published a comic strip against racism and xenophobia entitled "What? Me? Racist?". 520,000 copies were produced in the 11 Community languages. The comic strip, aimed at schools, was distributed via the Commission networks, in 1400 schools and to 11,000 civil society organisations in the 15 Member States. It was also distributed via the delegations outside the EU.

The fight against racism and xenophobia will also be one of the priorities of the meetings and seminars taking place on town twinning.

**Cultural action**

As stipulated in the Treaty on European Union, Community action in the field of culture is founded on the concept of respect for cultural diversity while highlighting common heritage. Equal access to culture is essential to multiculturalism and multilingualism, and to the full participation of minority groups. In the context of cultural action, the Community programmes, and in particular the Kaleidoscope programme which has run since 1996, have supported projects which aim to combat racism, providing that they are cultural projects involving at least three European partners.

The recently adopted framework programme in support of culture (2000-2004) provides for the development of a structured and comprehensive Community approach to promote the development of cultural activities with a European dimension and cooperation between Member States. In this context, culture is no longer considered a subsidiary activity, but a driving force in society and a way of promoting social integration.

**Audiovisual**

The development of the audiovisual and information services sector calls for particular attention to be paid to the protection of human dignity. Article 22.2 of the "Television without frontiers" Directive, which ensures 'free movement' for television programmes, already prohibits incitement to hatred on the grounds of race, sex, religion or nationality.

The Commission recognises the need to further develop instruments in this regard, and it has proposed to the Council a Recommendation (Recommendation 98/560/EC of 24 September 1998) on the protection of minors and human dignity in audiovisual and information services. This Recommendation concerns the development of competitiveness in the audiovisual and information services industry and sets out common guidelines based on codes of conduct which aim to establish equivalent regulations in the different Member States on the issue of the protection of minors and human dignity. The Commission plans to present a report to the Parliament and the Council on the impact of this action two years after the adoption of this Recommendation.

## Sport

The European Year against Racism had provided a first opportunity for the Commission to take account of the fight against racism in its action and cooperation in the field of sport. Reference is made in two Commission documents to using sport in actions to combat racism. One document entitled "The Development and Prospects for Community Action in the Field of Sport" explains the possibilities for sports activities to be used as a way of fighting racism. The other document, "The European Model of Sport", is a consultation document which invites sports organisations to suggest ideas about the involvement of sport in the fight against racism.

The results of this consultation were the basis for the first European Sports Conference, held in Olympia in June. One of the working groups at this conference looked at the issue of sport as an instrument of social policy and analysed issues of racism and the fight against xenophobia. Following this Conference and at the request of the European Council, the Commission is now preparing a report on the social significance of sport and particularly the role it can play in the fight against racism. This report will be presented to the Helsinki European Council in December 1999.

### The involvement of NGOs

*The Commission/DG X's information networks (Info-Points (IPE), Rural Carrefours) have taken an active role in the information campaign which was launched in the context of the European Year against Racism. (In May 1997 the Emilia Romagna Rural Carrefour organised an information stand in a large shopping centre in the town distributing various brochures and information on the subject).*

*In Genova the integration of populations of immigrant origin is one of the IPE's main priorities. The Cosenza IPE is developing activities specifically aimed at populations of immigrant origin in the context of the URBAN Community initiative.*

*The CIUDAD REAL (Castile-La Mancha) Rural Carrefour has developed transnational partnership projects for migrants relating to the integration of refugees and actions to combat racism, xenophobia and anti-Semitism.*

*The Granada Urban Forum organised seminars bringing together public authorities and associations working with migrants and refugees in order to develop a better understanding of the situation. The Granada Urban Forum is running environmental awareness campaigns for populations of immigrant origin in order to promote their integration into the local community.*

## RESEARCH ACTIVITIES

The Fourth Framework Programme for Research and Technological Development (1994-1998), and in particular the Targeted Socio-Economic Research Programme, enabled the Commission to support a number of research projects and networks which focus on issues such as racism, the integration of minority groups and socio-economic development in deprived urban areas.

Amongst many other measures, the Commission's support for the European branch of the Metropolis project can be mentioned. This initiative involved research institutes from 13 countries, which sought to better understand the links between migration and economic restructuring and thus to identify policies to accommodate and manage social change. The final results of this research will be available soon.

### **TSER programme (projects dealing with the issue of racism)**

#### **ERBSOE2CT953005: Migrant insertion in the informal economy. Deviant behaviour and the impact on host societies.**

This research project is about the role of migrant workers in the growth of the informal economy, the spread of deviant behaviour among migrants and the shifting of migrants into the illegal economy and the negative attitudes of host societies towards migrants. The project aims at getting over the usual division among the different approaches to the informal economy. It also draws attention to the extent to which immigration reflects the problems of the host societies.

#### **ERBSOE2CT953011: Migrants and minorities in European cities: the interaction of economic, spatial and social factors in generating pathways to social exclusion.**

The thematic network addresses three different questions and two specific concerns. Does globalisation affect different cities in different ways? Are ethnicity and host societies important variables? What are the specificities, if any, that derive from the different origin of migrants and different host countries? What are the different strategies adopted by the Member States concerning migrants? The two specific concerns are the data available on these questions and the link between research and policy.

#### **ERBSOE2CT963024: Muslim voices in the European Union: the stranger within the community, identity and employment.**

The aim of this research project is to examine the nature of social exclusion, marginalisation, economic deprivation and cultural disadvantage for certain groups and communities within the European Union in light of the recent initiatives to enhance "economic growth and competitiveness". In order to achieve this, the project focuses on an important and increasingly visible European ethno-religious community, namely European Muslims (citizens, residents and immigrants). The project's aims include developing specific recommendations and formulating policies which aim to enhance the social re-integration of European Muslims.

#### **ERBSOE2CT973042: Self-employment activities concerning women and minorities: their success or failure in relation to social citizenship policies.**

The project focuses on the evaluation of social citizenship policies in relation to self-employment activities implemented by member countries of the European Union. These policies aim to promote self-employment as a social integration strategy and target women and minority groups, as the groups most likely to be threatened by exclusion. Globalisation, the reduction in the number of jobs in formal sectors, as well as long-term unemployment have led many people, particularly in these two categories, to decide to start up their own business in order to integrate themselves into the labour market. Self-employment has thus become a social strategy for individual integration. The project is establishing a European-wide research infrastructure and is planning to create a common database and to run training in data analysis.

**ERBSOE2CT973047: Evaluation of local socio-economic strategies in disadvantaged urban areas.**

The aim of the project is to evaluate the impact of local economic development strategies in urban regeneration areas, to understand the processes and circumstances that condition their effectiveness, identify areas for improvement and define appropriate policy responses.

**ERBSOE2CT973055: Effectiveness of national integration strategies aimed at second generation migrant youth in a comparative European perspective.**

The research examines national policies and strategies to integrate second generation migrant youth within different European societies. In particular the researchers are carrying out a systematic assessment of the nature and extent of their integration by simultaneously comparing national differences among “native” young people with the differences between the children of migrants and “native” young people. The assessment of these integration strategies in France, Germany and Great Britain is supplemented by a range of secondary analyses of parallel phenomena in the Netherlands, Sweden, Spain, Finland and Switzerland.

**ERBSOE2CT983065: Working on the fringes: immigrant businesses, economic integration and informal practices.**

The objective of this project is the establishment of an international network to study immigrant businesses, looking at the following questions: How has immigrant entrepreneurship evolved in the last two decades both in terms of distribution over the various sectors of the economy and of competitive strength, and what are the structural determinants of the trends observed in the selected countries? What kind of profiles of informal economic activities do the immigrant entrepreneurs display, what is their impact on activities in the mainstream economy and on the regulatory framework (in particular the welfare state)? What significance should be attributed to these (semi-) informal economic activities in terms of combating social exclusion and socio-economic integration of immigrants into mainstream society in the long term? How is the dilemma between upholding the law and facilitating immigrant entrepreneurship approached in the selected countries, what practices should be adopted for identifying and dealing with these issues?

**ERBSOE2CT983067: Comparative evaluation of the implementation of a European policy on the fight against insecurity of young people in the Member States.**

The project aims to carry out a systematic and in-depth comparison of similarities and differences in situations of insecurity for young people in four Member States of the EU. It focuses in particular on the study of the following overlapping elements: social perception of the causes of youth insecurity, the division of work and of social protection between the family and the State as expressed in the relation between private law (maintenance obligations) and social law (forms of guaranteed minimum income etc). The group is also studying national institutional plans specifically aimed at youth insecurity and possible responses to this problem. What socio-political developments have followed the Luxembourg summit and what political and scientific arguments accompany them? The group is studying the nature of global debate about insecurity and unemployment in the four national contexts and the significance of youth insecurity, the discourse on insecurity, the semantic fields of the concepts used and the forms of recourse to redistributive standards of justice.

**ERBSOE2CT3074: The bazaar economy in the Euro-Mediterranean metropolises: informal market activities, transborder migration networks, commercial centrality and codes of honour.**

What the group defines as “bazaar economy” constitutes a set of activities pertaining to the vast constellation of “underground economies”. The economy of the bazaar characterises the commercial systems shaped by articulation of nomadic transborder networks and sedentary marketplaces through which products which are licit but difficult to handle and illicit products circulate and are marketed on both sides of the Mediterranean. The hypothesis is that these systems provide a good route into the north European economy for migrant populations from the south. The researchers further hypothesise that the linking of nomadic networks and sedentary commercial systems favours arrangements lying somewhere between the formal and the informal, legality and illegality.

**SOE2CT983081: Family reunification evaluation project.**

The group of researchers is analysing policies at European level on reunification of immigrant families at European level and is seeking a better understanding of the current problems that reunified immigrant families face in order to better ensure their well-being and to reduce the possibility of their marginalisation.

The study: 1) evaluates the process of granting family reunification from both qualitative and quantitative angles; 2) evaluates the consequences of family reunification looking in particular at the kind of changes which occur in the family structure and how the family adjusts to the new environment in the host country; 3) evaluates the reunified family from both sociological and economic standpoints; 4) delineates existing support policy for reunified immigrant families in order to gain a better understanding of the areas in which these families need additional assistance; 5) develops standard European criteria for family reunification policy ranging from the process of granting family reunification to support policies for already reunified immigrant families.

## EXTERNAL RELATIONS

### *Applicant countries and the CIS (Community of Independent States)*

Problems relating to racism in the applicant countries concern the treatment of national and ethnic minorities in particular. The Commission's opinions on the applications of several Central and Eastern European countries published in July 1997 already highlighted concerns about the treatment of certain minorities in the applicant countries. This issue was an important element of the pre-accession strategy and of the regular progress reports drafted by the Commission in the context of the accession partnerships.

*The Phare-Democracy and Lien programmes* have made a considerable amount of money available to NGOs to be used in combating racism and xenophobia, protecting minorities and consolidating democracy and the respect for human rights in the Central and Eastern European countries. Particular attention is paid to the situation of the Roma population in this region. Similarly, in the *Partnership and Cooperation Agreements with the countries of the Community of Independent States* and the *Common Strategies* for Russia and Ukraine, the European Union clearly supports actions and policies in favour of human rights and against racism and xenophobia. Since 1998 the *Phare and Tacis-Democracy* programmes have been integrated into the *European Initiative for Democracy and Human Rights* (Chapter B7-7 of the budget). This has given priority to the fight against racism in the run up to the World Conference on racism.

### *Phare-Democracy programme*

This programme was launched in 1992 to contribute to the consolidation of pluralist democratic procedures and practices as well as the rule of law, with a view to supporting the overall process of economic and political reform in the countries of Central and Eastern Europe by encouraging NGOs to act to boost civic society and democracy. In 1998, this programme was integrated into the *European Initiative for Democracy and Human Rights* which brings together a series of budget headings specifically dealing with the promotion of human rights world wide.

Until 1997, the Democracy programme supported activities in the areas of promoting and monitoring human rights, minority rights, equal opportunities and non-discrimination practices. From 1993 to 1996, a budget of € 4.5 million meant that projects could be started which would run until 1998. These projects were mainly in support of the Roma population and included in particular a programme aimed at the education of Roma children in Central Europe, which was run in the Czech Republic, Slovakia, Hungary and Bulgaria.

Since 1998, small sized projects managed by Commission Delegations in Central and Eastern Europe have been given greater prominence under the European Initiative for Democracy and Human Rights. Their aim was to make the resources available under the Initiative more accessible to local applicants and to target grassroots NGOs. Many projects in support of the Roma and other minorities can be financed through this facility.

### *Tacis-Democracy programme*

The Tacis Democracy programme, launched by the Commission in 1993, aims to contribute to the consolidation of pluralist democratic procedures and practices, as well as the rule of law, with a view to supporting the overall process of economic and political reform in the countries of the former Soviet Union, and Mongolia (CIS). The Programme forms part of the

European Initiative for Democracy and Human Rights. It directly supports the activities and efforts of non-governmental organisations, thereby complementing the mainstream Tacis programme.

The Democracy programme aims to support:

- the acquisition of knowledge and techniques of democratic practice and organisation by multi-party groups of politicians and by multi-party staff
- the strengthening of NGOs and associations
- the transfer of specific expertise and technical skills in the field of democratic practices and the rule of law to professional groups and associations in the region.

One of the specific areas of activity of the programme is minority rights, equal opportunities and non-discrimination practices. Examples of projects funded in this area include an information centre for indigenous people in Russia and an initiative to foster integration of Russian minorities in the Baltic States.

#### *Lien programme*

A wide range of projects for the Roma in applicant countries have also been financed through the *Lien* programme, which provided funds to non-governmental organisations in the social sector to strengthen their capacity and to raise citizens' awareness about disadvantaged groups of the population.

#### *Meda programme*

In the framework of the Meda programme (Euro-Mediterranean partnership), the Meda-Democracy<sup>14</sup> programme aims to promote human rights, democracy and the rule of law. With regard to Turkey, the projects are defined on the basis of the priority sectors identified jointly by the Commission and the Turkish authorities, taking into account economic needs as well as social and cultural aspects. A large part of this support is targeted at projects in the South-East region of Turkey where social and economic development could be an essential element of a civil solution to the Kurdish question. In addition, as part of the European strategy for Turkey, the Commission also intends to support projects in the field of human rights and the protection of minorities.

#### *Obnova programme*

The *Obnova* programme for the reconstruction of the Republics of Former Yugoslavia was established to deal with the consequences of war and the worst human rights violations. Its basic intention is to contribute to the reconstruction of countries which suffered war and racial/ethnic hatred and whose societies have still not overcome post-war traumas. Examples of projects supported which contribute to the fight against racism in the region include the Human Rights Chamber and the Ombudsman Offices in Sarajevo, the reform of judiciary, the promotion of free and independent media and assistance for the building of housing for refugees.

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<sup>14</sup> *This programme also comes within the scope of the European Initiative for Democracy and Human Rights*

## Developing countries

Recent changes have taken place in the formulation of development policies, and particularly in Community policy, partly as result of a change in the nature of relations with developing countries and partly as a result of the content of the cooperation policies and programmes. The 'cooperation' policies have been progressively replaced by setting up 'partnerships' with the accent on political dialogue, the principle of ownership, the primary responsibility of the governments of the partner countries concerned, and the need to promote participative approaches which encourage private and civil society initiatives.

It is in the context of the EU-ACP partnership, which is characterised by regular political dialogue and by a participative approach, that the anti-racism dimension can be best integrated. The new EU-ACP development partnerships should serve as an institutional framework for this purpose.

The approach in development policies is tending to become increasingly global. Community policy reflects this trend with the global importance given to the respect for human rights and democratic principles, good governance and the key objectives of poverty reduction, consolidation of peace and the prevention of conflict in Africa. Integrating the fight against racism into development policies should be considered in this context.

The current basis for cooperation between the EC and its Member States and the 71 ACP countries is the Lomé IV Convention, revised in 1995. With Article 5, respect for human rights, democratic principles and the rule of law have become an essential element of the Convention. In the same Article the two contracting parties restate their obligations and undertake to apply international law in order to endeavour to eliminate all forms of discrimination based on ethnic origin, race, nationality, colour, gender, language, religion or any other grounds.

It was on this basis that, in 1998, the Commission prepared the *Communication on "Democratisation, the rule of law, respect for human rights and good governance: the challenges of the partnership between the European Union and the ACP States"* (COM (98) 146 final) approved by the *Council Resolution of 28 November 1998*. In terms of the human rights guidelines, this Communication clarified the concepts cited in Article 5 of the revised Lomé IV Convention and proposed an action plan. This aimed to establish a systematic dialogue with the ACP countries by stimulating debate on these questions and to identify a number of measures and priorities to strengthen democracy and the rule of law as well as an institutional climate favouring good governance.

Since September 1998 negotiations have been under way on a new EU-ACP partnership agreement (*post-Lomé negotiations*) which should be finalised towards the end of this year. This partnership will have a strong political dimension. In this context, the parties concerned have already agreed to have regular political dialogue, which will be comprehensive, balanced and in-depth, and which will deal with all the objectives fixed in the agreement as well as all general, regional or sub-regional questions of common interest.

The political dialogue should be focussed in particular on specific political questions which are of mutual concern or questions of general importance for achieving the objectives of the agreement, such as the arms trade, excessive military expenditure, drugs and organised crime or ethnic or religious discrimination. The dialogue will also encompass a regular assessment of developments in human rights, democratic principles, the rule of law and good governance.

Since 1991 the EC has taken a proactive approach to supporting human rights, democratic development and the practices of good governance in the developing countries. The EC has financed actions in these fields under the Human Rights budget line or under the European Development Fund (EDF) for beneficiaries mostly in Africa. Under the 8<sup>th</sup> EDF, the EC has further strengthened the support measures for democratisation by increasing the financial assistance for institutional and administrative reform in the context of national indicative programmes or the use of incentive amounts made available under regional cooperation.

Civil and political rights and democratic principles are key issues in the Commission's support for establishing regional and national networks for dialogue, consultation and monitoring. They are at the heart of activities supporting human rights and civic education and activities strengthening civil society and women's participation in the process of democratisation and development.

**ACP countries - examples of activities focusing on anti-racism and reconciliation**

After the genocide in Rwanda, an important action programme was identified in the field of human rights and the rule of law, laying appropriate emphasis on the reconciliation aspect. Funding was given to a civil society organisation to take measures aimed at survivors of the genocide and organisations of survivors, in a spirit of reconciliation.

The priority given to the question of indigenous peoples led to the decision in December 1998 to give funding to three civil society organisations to promote the rights of these peoples who often suffer from economic, social and cultural exclusion and thus from racism.

In South Africa, the European Union's human rights programme had a budget of € 13.8 million in 1994 under the European Programme for Reconstruction and Development. Its main objective was to contribute to establishing a democratic state and a democratic society based on the rule of law and social justice, in accordance with the new South African Constitution and the Charter of Fundamental Rights. The beneficiaries of the programme are all those who were historically denied fundamental rights. Although not specifically an anti-racism programme, its aim is to repair the damage caused by the racist apartheid regime.