

Multi-Regional Operative Programme to Combat Discrimination

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European Network Against Racism (ENAR)

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

One of the biggest challenges facing the European Union is to promote the social and economic inclusion of ethnic minority communities, and in particular to address discrimination faced by Roma, Sinti and Travellers, new migrants, established minorities of immigrant origin and other minority groups. Ethnic and religious minorities and migrants across Europe are still amongst the groups most vulnerable to poverty and social exclusion. For instance, they are more likely to be from lower socio-economic background, and they are still disproportionately affected by unemployment, homelessness, bad housing, poor health and crime. There is therefore an obvious need to consider how ethnic and religious minority individuals are affected by poverty and exclusion and to assess appropriate responses to this specific issue within social inclusion policies.

In March this year, ENAR held an ad hoc expert group on social and economic inclusion of disadvantaged ethnic and religious minorities.¹ This group identified that Social inclusion is a process that:

- 1) Should apply to **everyone** (regardless of passport, skin colour, faith etc.);
- 2) Needs to be based on fundamental underlying principles: **rights, equality and anti-discrimination** (anti-discrimination measures must be robust);
- 3) Provides the opportunity to **participate**, economically, culturally, socially, and politically;
- 4) Reaches the outcome of good quality of life, which implies **minimum standards**;
- 5) Approach must be **holistic**; tackling social exclusion is not only about poverty; but encompasses a wide range of policies
- 6) Need for **policy coherence** and to avoid contradiction between different policy areas (i.e. migration policy undermining social inclusion policy);
- 7) **Participation and interaction** include a two way process. This question relates to belonging and the link between civic activation in social inclusion.

ENARs analysis of the programme will be based on this definition and the findings of the ad hoc expert group report. This analysis does not pretend to be a technical analysis of the programme. This function is carried out far more effectively by others involved. We in particular support the analysis of the European Anti Poverty Network.

¹ See Report at annex 1. Available at: http://www.enar-eu.org/en/events/SOCIAL_INCLUSION/index.shtml

1. The anti-discrimination context in the EU

1.1 The manifestation of racism and discrimination across the EU

While racism and social and economic exclusion cannot be automatically equated with each other, there is a link between experiences of discrimination and exclusion. Discrimination and racism can lead to exclusion, while those who find themselves in situations of exclusion are more likely to be discriminated against.

The ENAR Shadow Report for 2005² identified a worrying rise in manifestations of racism and a notable increase in far-right and extremist expressions of racism. Preliminary findings for the ENAR Shadow Report 2006³ confirm this trend. The ENAR Shadow Report for Spain states that:

“Having assessed all the areas and reported cases, this report concludes that racism and xenophobia are continuing to rise in Spain while, at the same time, prejudices and discriminatory stereotypes are settling deeper into Spanish society.”⁴

In 2005, the Shadow report identified particularly vulnerable communities as including Roma, Sinti and Travellers; third country nationals, particularly undocumented migrants and asylum seekers; the Jewish community and the Muslim community. Preliminary findings from the 2006 ENAR Shadow reports confirm this, as well highlighting the discrimination faced by ‘intra-EU’ migrants, i.e. nationals of EU Member States migrating to other EU Member States. Findings also highlight that vulnerability to racism can vary according to generation and there are both similarities and differences between the experiences of first, second and third generations, established minorities and new minorities.

1.2 Policy Coherence

A concern that ENAR has consistently highlighted is that there is a need for policy coherence between action on migration, integration, social inclusion and anti-discrimination. A Policy Seminar held by ENAR in March 2007 highlighted the difficulties faced by ethnic and religious minorities as a result of disconnections between migration and immigration policy and social inclusion and anti-discrimination measures.⁵ The ENAR Spain Shadow Report covering 2006 found that, while there have been some remarkable new and useful policies and the public discourse on the development and implementation of migration and integration policies has improved, the priority given to strict migration policy limits their impact.

² The European Network against Racism (ENAR) Shadow Reports for Europe provide a unique mechanism to collect and present the views of civil society on the state of racism in EU member states and across Europe. The reports provide an update on and analysis of the issues relating to racism and religious discrimination across Europe and identify commonalities in the experience of racism. The 2005 Shadow Report for Europe was based on a comparison of national reports from 20 of the (then) 25 EU Member States. The 2006 Shadow Report for Europe, which is currently in production and the preliminary findings are used in this paper, is based on a comparison of national shadow reports from 26 of the 27 EU member states.

³ Due to be published late November 2007

⁴ Available at: http://www.enar-eu.org/en/publication/shadow_reports/index.shtml

⁵ ENAR Policy Seminar: Migration, Integration, Social Inclusion and Anti-discrimination, March 2007.

2. How does the programme address the inequalities experienced by members of racial, ethnic and religious minorities? A preliminary analysis.

This section of the paper outlines the key questions that, from ENARs perspective, need to be addressed in making an assessment of the OPCD. It offers a preliminary identification of points that are particularly welcome and points that need to be further explored.

Does the programme adopt a definition of social inclusion that is based on equality and anti-discrimination, takes a holistic approach that goes beyond employment aspects and ensures policy coherence between social inclusion, integration, immigration and anti-discrimination strategies?

The clear recognition of a link between non-discrimination and social inclusion policies and the development of a broad programme to take concrete action;

However, it is not clear how far this also goes to taking a holistic approach that goes beyond employment aspects and ensures policy coherence between social inclusion, integration, immigration and anti-discrimination strategies.

Is the visibility of ethnic minorities in the Programme ensured? Does the programme include the establishment of baseline data? Can this data be disaggregated by ethnicity, gender, disability, age etc?

Does the data enable monitoring of the long-term impacts of the intervention? Does it enable the measurement of the longer-term impact on both the individuals and on levels of inequality more broadly?

The Programme includes the conduct of research and studies on the collectivities at risk of exclusion. Additionally, data is collected on the beneficiaries of the Programme and the report is able to provide data on gender and age of beneficiaries, as well as identify the proportion of beneficiaries who are either Roma or immigrants.

However, it is not clear how far this research relates to the experience of discrimination, or how far it enables the setting of concrete benchmarks that can be measured over time, nor is it clear whether this data can be disaggregated by ethnicity, gender, disability, age etc?

Does the programme address the range of groups vulnerable to racism and discrimination in the EU? Is it limited to Migrants and Roma? Does it include also issues of Islamophobia? Discrimination against ethnic minorities or other religious minorities?

Do specific and targeted approaches also take account of intersectional discrimination, such as that experienced by Migrant women?

The programme clearly recognises Roma and immigrants as groups vulnerable to discrimination and in need of specific targeted action.

The acceptance of the need for specific, targeted actions to address the inequalities faced by communities vulnerable to exclusion is very much welcomed.

However, other ethnic and religious minority groups are not clearly visible in the programme, nor is it clear that intersectional discrimination is addressed.

It is also not clear how far the programme tackles manifestations of discrimination and racism, either within the specific settings of the programme or within society more broadly.

Do national authorities take a leadership role in promoting 'joined-up' and coherent policy approaches in the field of social and economic inclusion?

The scale of the programme gives a strong indication of the willingness to play a leadership role. The recognition of discrimination as a priority concern is also welcome.

A concern in relation to 'joined up' approach here, however, is the fact that Spain is among the 14 Member States that were highlighted in summer 2007 as not having properly transposed the Race Equality Directive. This may undermine the indication of leadership given through this programme.

Does the programme recognise the existence of and impact of structural inequality?

Is an emphasis placed on the importance of mainstreaming anti-discrimination? Does it envisage race equality impact assessments?

As is highlighted by the thematic expert report, there remains a fundamental question of whether issues of discrimination were successfully brought into the political, administrative and training system. This suggests that, while there is a recognition of the need for an impact on structural and systemic inequalities, there remains a question on if this has been achieved.

Does it aim to remove formal barriers to equal access to services necessary for social inclusion and poverty, including addressing the impact of legal status on situations of social exclusion and to promote inclusion policies that are disassociated from legal status?

The ENAR Spain Shadow Report for 2006 suggests that there remains a problem that progressive integration and social inclusion policies only come into play after the application of strict migration policy. This suggests that this is an area of concern.

Does it promote the full and meaningful participation of those most directly affected by poverty and social inclusion and the civil society organisations representing them, by creating a framework that enables them to foster input, engagement and power-sharing in the decision-making process and overcomes the barriers to participation that these specific groups may face?

Does the Programme enable NGO participation and partnership in a way that ensures their independence and ability to function as a challenge voice?

The inclusion of NGOs in the delivery of the programme can be seen as one of the most positive aspects, and a clear attempt to ensure the programme is able to reach the beneficiaries.

It need to be ensured that in this process the NGO role is properly valued and that financial mechanisms are fully accessible, especially to NGOs that represent the most vulnerable within society.