



The Contribution of the Voluntary Sector to Migrant Integration in Europe

A review of the extent to which the work of voluntary and community organisations funded by European foundations supports the EU migrant integration agenda

Eurobriefing, Brussels, 20 March 2006.

Sarah Cooke and Sarah Spencer

Report commissioned by the Barrow Cadbury Trust and King Baudouin Foundation.

Sarah Cooke is an independent consultant and former Director of The British Institute of Human Rights.

Sarah Spencer is Associate Director of the ESRC Centre on Migration, Policy and Society at the University of Oxford

CONTENTS

Contents	2
1. Introduction.....	3
2. EU Migrant Integration Agenda.....	4
Development of the EU integration agenda.....	4
Existing commitments	5
Hague Programme	6
2005 Communication: A Common Agenda for Integration.....	7
Focus on the host society	7
Introduction programmes for new migrants.....	8
Employment.....	8
Education.....	8
Services.....	8
Living environment.....	9
Participation.....	9
Legal and governance framework.....	9
Monitoring and evaluation.....	10
Limits of the EU migrant integration agenda.....	10
Implications of the integration agenda for Civil Society	14
3.1 Overview of relevant funding by European Foundations.....	15
Research question and method.....	15
Target groups.....	16
3.2 Overview by type of work funded.....	18
a. Focus on Host Society.....	18
b. Introduction Programmes for New Migrants.....	20
c. Employment.....	21
d. Education	24
e. Services	25
f. Living Environment	27
g. Participation.....	27
h. Legal and Governance Framework.....	28
i. Monitoring and Evaluation	29
j. Discrimination.....	30
k. Racism and Xenophobia.....	30
l. Human Rights.....	30
m. Research to Build an Evidence Base for Policy Development.....	31
4. Conclusion: Independent foundations and the EU migrant integration agenda	32

I. INTRODUCTION

The Centre on Migration, Policy and Society (COMPAS) at the University of Oxford was asked by the Barrow Cadbury Trust and the King Baudouin Foundation to prepare this report. The intention was to provide an overview of the work of voluntary and community organisations in Europe that is funded by independent foundations and assess the extent to which it is contributing to the European Union's developing agenda for the integration of migrants.

The EU's agenda, and in particular the Common Basic Principles for Integration (CBP) adopted in December 2004, recognise the important and varied contribution which non governmental organisations can make in the integration process. The purpose of this report, in highlighting the work that is being undertaken by NGOs and the foundations, but also some areas where there appears to be less activity, is to inform ongoing dialogue between EU representatives and the foundations on this agenda. It may help to inform debate on the kinds of NGO activities which could be developed, and to avoid duplication of work already underway. In highlighting the contribution of the foundations which may not be well known, it may suggest opportunities for strategic collaboration between the foundations and EU institutions. It may spur progress in particular areas of integration work, including greater interest in developing measures to measure progress in implementing the CBP, and evaluation of individual NGO initiatives.

Compas was not asked to engage directly with the voluntary and community organisations but to base this report on an overview of the work currently funded, provided by the European Foundation Centre (EFC)¹. This is the first time an exercise of this kind has been undertaken. Individual foundations had not previously been asked to provide the EFC with information on the organisations that they fund in the level of detail necessary for a thorough review. For this reason, the report cannot provide a comprehensive overview and may underestimate the range of activity undertaken. It should nevertheless be of value as a background briefing for dialogue on the contribution of the voluntary sector and the important role of the foundations in enabling this work to take place.

Section 2 of the report provides an overview of the EU's integration agenda and initiatives, identifies certain limits on that agenda which need not constrain non governmental organisations, and highlights the diversity of migrants living in Europe who are potentially affected by integration initiatives.

Section 3 explains the way in which the review was conducted before providing examples of civil society activities currently funded by independent foundations and assessing the extent to which the work undertaken matches the needs identified by the European Commission. **Section 4** summarises the conclusion of that analysis.

¹ The European Foundation Centre, established in 1989 and based in Brussels, is the gathering point for independent philanthropic and corporate funders active in and with Europe, www.efc.be

2. EU MIGRANT INTEGRATION AGENDA

The integration of migrants has risen in prominence on the European Union's agenda. EU Member States recognise that inward migration will, at differing levels, be a continuing feature of life in Europe and that the integration of migrants can not be taken for granted. Intervention to promote integration is, first and foremost, a Member State responsibility and the recent development of policy at EU level is not intended to shift the focus from interventions at the national, regional and local level.

Nevertheless, it is argued that a failure of economic or social integration of migrants in one Member State, and the disaffection and radicalisation of a minority of migrants, can have a negative impact beyond its borders. It is also the case that some Member States have extensive experience of migration over many years from which they have lessons to share, while for others – such as Ireland and the new Member States in Central and Eastern Europe – popularity as a destination country for migrants is a recent phenomena. Over the past five years it has thus increasingly become accepted that there is a role for dialogue, information sharing and coordination of policies at EU level, and for intervention through existing EU policy levers and through the funding of civil society initiatives.

A Communication on Integration, setting out the key activities which could be undertaken at an EU and national level, was published by the Commission in September 2005, following a commitment by the Commissioner for Justice Freedom and Security to develop an EU framework based on Common Basic Principles (CBP) agreed the previous year. The Eurobriefing discussion thus comes at a time when the respective roles of the EU, national and municipal government and of the NGO sector are the subject of keen debate.

Development of the EU integration agenda

A decision of the Justice and Home Affairs Council in 2002 led to the establishment of National Contact Points on Integration, mostly officials from national governments, who provide a mechanism to share best practice. They produced (with the support of an NGO, the Migration Policy Group) the first edition of a Handbook on Integration for Policy-makers and Practitioners in 2004. The European Council of June 2003, under the Greek Presidency, reinforced the importance of this agenda and asked the Commission to prepare annual reports on Migration and Integration which would evaluate progress.² The Dutch Presidency also gave priority to the integration agenda and secured agreement on the CBP at the JHA Council in November 2004, as the first step in developing a coherent European policy framework.³

The eleven principles agreed by Member States affirm that integration is a 'dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States'. That is, it does not only require migrants to adapt, as in the assimilation model; and integration is recognised as a process, not a static outcome.

² First report COM(2004) 508

³ Council Document 14615/04 of 19 November 2004. See also European Policy Centre/King Baudouin Foundation *Beyond the Common Basic Principles on Integration: the next steps*, Issue Paper 27, 6 April 2005

Member States have to create the opportunities for the full economic, social, cultural and political participation of migrants. Thus the CBP are affirming that integration is not only important in relation to the labour market, or in relation to cultural values, but across all these four dimensions. In relation to values, the CBP stress that 'everybody resident in the EU' must adhere closely to the basic values of the European Union, not only migrants, and there is an emphasis on the mutual rights and responsibilities of migrants and other residents.

At a practical level, the CBP focus on the importance of employment, for which recognition of qualifications, training opportunities, and addressing discrimination in recruitment policies are recognised as important levers. The principles emphasise the importance of knowledge of the host society's language, history and institutions; of access to education; of equality of opportunity in access to goods and services and respect for diversity; of dialogue and interaction across community and religious boundaries; and of migrant participation in the democratic process at all levels, including the formulation of policies that directly affect them. This approach should, the CBP state, be mainstreamed into all relevant policy portfolios and public services, while developing clear goals and indicators to measure progress and facilitate learning exchange.

Within the CBP is recognition of the important role played by civil society in the integration process. 'Integration is a process that takes place primarily at the local level' and, while governments and public institutions are important actors, 'numerous non-governmental actors influence the integration process of immigrants and can have additional value'. It cites in particular sports clubs and cultural, social and religious organisations – and more generally the importance of 'common forums, intercultural dialogue, spaces and activities in which immigrants interact with other people in the host society'.

Existing commitments

The EU had in practice already taken some policy and legislative initiatives which contribute to this agenda. Most significantly, a legislative framework to address race and religious discrimination in employment, and race discrimination in goods and services, had been set out in Directives in 2000⁴ and supported by a Community Action Programme to Combat Discrimination (2001-2006). The purpose of the programme is to develop, evaluate and raise awareness of measures that combat discrimination on all grounds. It supports networks of NGOs assisting people exposed to discrimination, including the European Network Against Racism and the Social Platform whose member organisations include those representing migrants.

In a separate initiative, the EU established the European Monitoring Centre on Racism and Xenophobia, an independent body whose primary objective is to provide the Community and its Member States with objective, reliable and comparable data on racism and xenophobia. In 2003 it was decided to extend the remit of the centre to form a Fundamental Rights Agency, while retaining the focus on racism and xenophobia and thus its direct relevance to migrants. Its broader remit will also be relevant to the commitment in the CBP to raise awareness of 'European values'. It

⁴ Directives 2000/43/EC of 29 June 2000 on race discrimination and 2000/78/of 27 November 2000 relating to employment and occupation.

will advise the Union institutions and the Member States on how best to prepare or implement fundamental rights related EU legislation. The Charter of Fundamental Rights is the point of reference for the mandate of the Agency. It is proposed that this new body be operational from 1 January 2007.

Three funding streams support projects which address labour market integration, promote refugee integration, and good practice in relation to integration more broadly. EQUAL, funded by the European Social Fund, co-finances activities in Member States which explore innovative ways to tackle the discrimination and inequality experienced by those in work or looking for employment. It emphasises partnership between key actors, including NGOs, and supports initiatives that increase employability, encourage entrepreneurship, and promote equal opportunities. The EU contribution (2001-2006) is 3.274 billion Euros.

The European Refugee Fund (216 million Euros) supports projects in Member States which assist in the reception of asylum seekers and integration of refugees. This may include services to refugees, including legal advice. The fund is administered through national governments.

The INTI budget of 5 million Euros (2005) is for innovative activities promoting the integration of migrants. Its aim is to promote dialogue between public authorities, civil society and migrant groups, develop integration models, evaluate best practice and set up networks at European level. Priority is given to initiatives which empower migrants and which contribute to constructive transnational dialogue. There is also a focus on initiatives which raise awareness of European values and that promote dialogue between migrants and local communities.

Meanwhile, key policy fields in which Member States are required to take action, in particular on employment and social inclusion, include reference to the need to address the barriers faced by some migrants. A Youth Programme to develop understanding of cultural diversity in Europe and its common values is intended to promote respect for human rights and to combat racism, anti-Semitism and xenophobia. A Culture Programme finances activities that promote inter-cultural dialogue, and projects under the Socrates Programme develop concepts of European citizenship and inter-cultural understanding among people of differing backgrounds.

Hague Programme

The Hague Programme, agreed at the end of the Dutch Presidency in November 2004, asked the European Commission to prepare a policy framework for integration that would bring these initiatives within a coherent policy framework. In so doing, it would translate the Common Basic Principles into practice. The Commission's response to that request, *A Common Agenda for Integration: Framework for the Integration of Third-Country Nationals in the European Union*, was published on 1 September 2005.⁵

Significantly, the EU's work on discrimination, and on employment and social inclusion, including the EQUAL programme, is the responsibility of DG Employment and Social Affairs. The migrant integration agenda, however, is led by DG Justice, Freedom and Security. The Common Agenda for Integration was prepared by

⁵ Com(2005) 389 final

officials within Justice, Freedom and Security in consultation with other relevant DGs and to an extent embraces the relevant dimensions of their work.

2005 Communication: A Common Agenda for Integration.

The Communication, which from 2007 is expected to be supported by a substantial new European Fund for the Integration of Third-Country Nationals, puts forward suggestions for action at both EU and national level. Its proposals, which are not binding and which are subject to debate in Brussels and Member States, draw on the suggestions on good practice in the Handbook and on work funded under INTI, and will be reflected in the criteria for expenditure under the new Fund. It encourages Member States to strengthen their efforts to develop national integration strategies according to the situation in each country, while proposing means to ensure consistency in approach across the EU. It urges that in each area of activity particular attention be paid to the situation of women, migrant youth and children.

The Communication lists, under the heading of each of the eleven principles, the kinds of activities which need to take place to promote integration. These are summarised, and loosely categorised, below – and used in this report as the broad headings under which the work of voluntary and community organisations is set out. While some of the activities listed in the Communication, such as those requiring changes to national laws or policies, are clearly directed at government decision-makers, they can be relevant to NGOs because of the role they play in informing and influencing the policy making process.

The Communication suggests that the EU and Member States need to:

Focus on the host society

- Increase understanding in the host society of the contribution made by migration, and acceptance of diverse cultures and religions, through awareness-raising campaigns, exhibitions or intercultural events
- Promote trust and good relations within neighbourhoods, eg through welcoming initiatives and mentoring
- Promote the use of common spaces and activities in which migrants and other residents interact
- Influence media coverage, for instance through voluntary codes of practice for journalists
- Develop constructive intercultural and interfaith dialogue and ‘thoughtful public discourse’, and dialogue with policy makers
- Raise awareness among existing residents and new migrants about European and national values

Introduction programmes for new migrants

- Provide information to migrants about the host country, and access to language tuition, in the country of origin, pre-emigration
- Provide 'civic orientation' information and activities to newly arrived migrants to inform them about the country's history, institutions, society, economy and cultural life
- Provide language courses appropriate to different levels of existing knowledge, and with flexible access to accommodate work and family commitments

Employment

- Develop innovative ways to tackle discrimination at work and to encourage employers to employ migrants
- Explore ways to recognise migrants' existing qualifications, training or professional experience
- Support the training capacities of small companies and trade unions in sectors of the economy employing many migrants
- Promote employment opportunities for women, tackling the particular barriers to labour market access which they can face
- Support migrant entrepreneurs

Education

- Introduce awareness of diversity into the curriculum
- Address under-achievement at school and improve participation in higher education
- Address anti-social behavior

Services

- Facilitate access to services, for instance with translation or interpretation, provision of specialised services by migrant communities themselves, and one-stop-shop information provision
- Build organisational structures capable of promoting integration and managing diversity, developing the inter-cultural competence of staff, and facilitating information exchange among officials and others responsible for delivery
- Gather and analyse information about the needs of different categories of migrants at local and regional level through consultation, surveys, information exchange

Living environment

- Improve the living environment – housing, healthcare, care facilities for children, neighbourhood safety, educational opportunities, voluntary work and job training, the condition of public spaces and ‘the existence of stimulating havens for children and youth’.

Participation

- Increase civic, cultural and political participation and foster dialogue to promote active citizenship, including consultation and advisory fora at all levels
- Foster dialogue and shared experiences between migrant groups and across generations
- Increase migrant participation in the democratic process, and promote balanced gender representation, through awareness raising, information campaigns, capacity building and addressing barriers to the exercise of voting rights
- Facilitate participation in mainstream organisations, for instance by supporting volunteer and internship programmes and encouraging organisations to be open to migrant participation
- Enable participation specifically in developing the country’s response to migration
- Build migrants’ associations as sources of advice to newcomers and include their representatives in introduction programmes as trainers and role models
- Develop the concept of Civic Citizenship for non citizens which clarifies rights and duties
- Develop programmes to prepare migrants for acquiring Citizenship
- Promote research and dialogue on identity and citizenship questions

Legal and governance framework

- ‘Consolidate’ the legal framework on the conditions on migrants’ admission and stay
- Mainstream integration into all relevant policies while developing targeted integration strategies, paying particular attention to the need to reflect gender equality and the particular needs of youth and children
- ‘Reinforce’ the capacity to co-ordinate national integration strategies across different levels of government and to share information within and between governments
- Ensure that integration is an important element of policy on economic migration

Monitoring and evaluation

- Monitor and evaluate the impact of EU and national regulation and of service delivery on integration outcomes, including the impact of admission procedures and introduction programmes, through impact assessments, stake-holder consultation and research
- Enhance capacity to collect, analyse and disseminate statistics related to integration including measures of progress
- Share good practice and foster local, regional and transnational cooperation, and cooperation with private enterprises and civil society, including migrant associations

Meanwhile, a separate communication on radicalisation was published in the same month.⁶ Its intention was to address the factors which contribute to the radicalisation and recruitment of individuals to terrorist activities. Some of the measures proposed, such as inter-cultural exchanges among youth and promotion of an inclusive, active, European citizenship, clearly overlap with those proposed in the integration agenda.

Limits of the EU migrant integration agenda

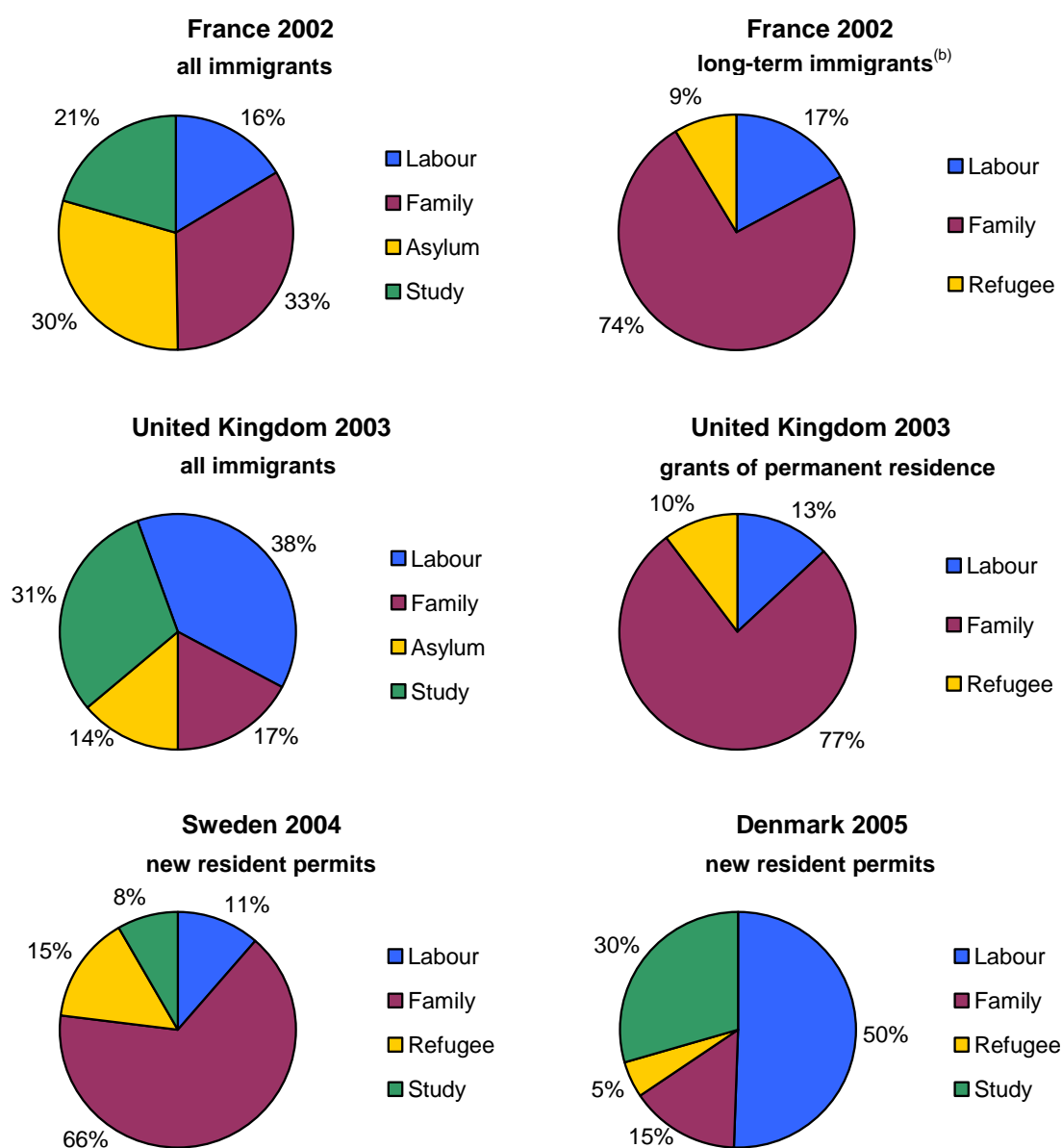
There are certain limitations in the EU agenda on integration which need not limit the objectives of civil society organisations and the foundations which fund them. This relates, first, to the migrants to whom the EU's policies are addressed: legally resident third country nationals. While there are reasons why the EU is constrained to limit its strategy to those migrants, it is excluding categories of migrant who may in practice require some assistance if their rights are to be respected, their basic needs met, and positive relationships with other residents fostered.

Categories of migrant not included in the EU agenda but who nevertheless need to be considered include EU nationals who have moved elsewhere in the EU, such as the recent Accession state nationals entitled to work in Sweden, Ireland and the UK; third country nationals who are living only temporarily in the EU (including asylum seekers) but need a level of integration during that period; victims of trafficking, and migrants who are living or working without permission but cannot be ignored in the integration debate. A narrow focus only on those intending and permitted to remain in the long term would ignore those migrants most at risk of social and economic exclusion.

Even among third country nationals, there can be a tendency in national integration policies to focus on refugees rather than on the full range of immigrants for whom some policy intervention may be necessary. The following figures are included to illustrate some of the range of migrants now living in selected Member States – serving as a reminder that an integration strategy needs to consider all of categories of migrant (labour, family, refugee and student for instance) as well as the sheer diversity of country of origin, faith, language, gender, age and permanent or temporary status.

⁶ *Terrorist recruitment: addressing the factors contributing to violent radicalisation*. Brussels 21.9.2005. COM (2005) 313 final.

Figure 1: Main categories of immigrants in selected EU countries (a)

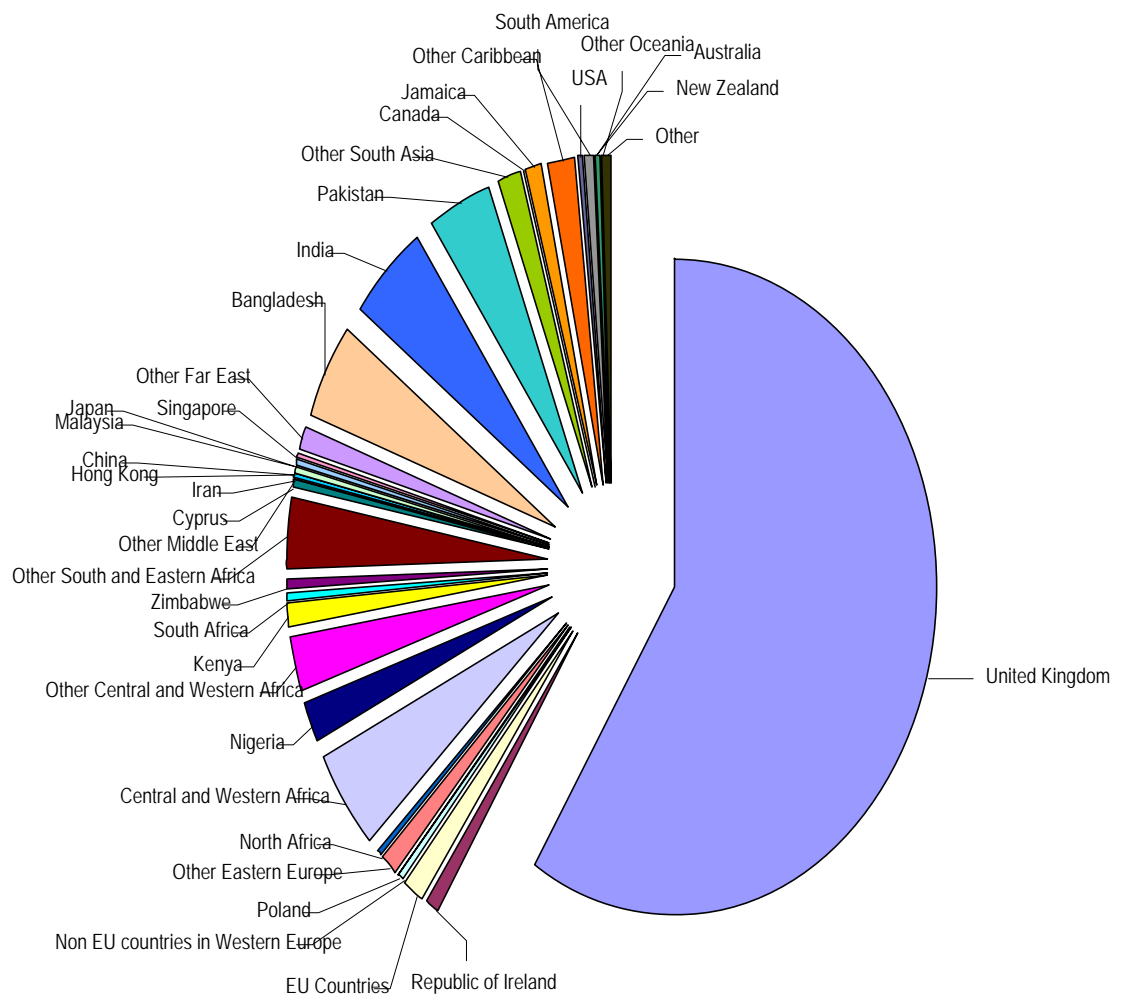


Notes – (a) Only labour, family, study and asylum-related inflows are considered. For the sake of comparability other minor categories which are not homogeneous across countries have been excluded, so the percentage distribution does not refer always to the total registered inflow. In addition, the data for the different categories come sometimes from different sources. (b) People settling for at least one year.

Sources – France: OECD-Sopemi report on data from Ministry of Interior (AGRDEF), Office des Migrations Internationales (OMI) and UNHCR. United Kingdom: Labour Force Survey, International Passenger Survey, Home Office and UNHCR. Sweden: Statistics Sweden. Denmark: Danish Immigration Service. (Compiled by Alessio Cangiano, Compas)

Figure 2 London Borough of Newham, UK, by country of birth

Source: Vertovec S (2006) From Multiculturalism to Super-Diversity, Compas Working Paper, www.compas.ox.ac.uk using data from 2001 census



The Commission communication does not prioritise the activities which it proposes. This may reflect the paucity of evidence on the impact of different approaches, itself pointing to the importance of monitoring outcomes so that a strong evidence base can be developed as the basis of future decisions by policy makers (and, indeed, by funding bodies). It is also true that progress on one dimension, eg employment, may not be sustainable in the long term if migrants do not also have the opportunity to participate socially and politically: the Commission is right that progress needs to be made on all fronts simultaneously. Nevertheless, it could have been helpful to have some indication of which activities – such as facilitating access to language tuition and to employment – are of fundamental significance, while not playing-down the importance of progress in the other fields identified.

Third, there are areas of EU and national policies which the Commission has not identified, perhaps because of political sensitivities, which are nonetheless important. Foremost are the barriers to integration which are intentional and built into the conditions of entry of many new migrants: restrictions on mobility in the labour market, for instance, in order to ensure priority for national and EU workers; restrictions on family reunion; prohibition of access to some public services and welfare benefits, in order to protect the public purse; and restrictions on access to voting. The Communication refers to ‘consolidating the legal framework on the conditions for the admission and stay of third country nationals, including their rights and responsibilities’ when arguably what is needed is a review of those conditions to assess whether all of the restrictions are necessary or could be relaxed in order to facilitate the integration process. A further example is the need to review the conditions of access to Citizenship status which differ significantly between Member States. Activities by non governmental organisations which promote dialogue and advocate policy reform on these issues, while strictly outside of the EU’s current agenda, would nevertheless be contributing to progress on migrant integration.

Fourth, the Commission’s communication on integration makes little reference to activities to counter racism and xenophobia and the growth in support for the far right. Although much of the proposed activity would contribute to that aim, including raising awareness of the contribution made by migration and promoting positive contact between migrants and members of the host society, there are initiatives undertaken by civil society groups, such as monitoring far right activity or addressing racist propaganda, which contribute directly to a migrant integration agenda.

Finally, the list of activities proposed by the Commission is reliant on a thin-evidence base: too little is yet known about the barriers to integration nor the range of measures that are most effective in promoting it. The recent involvement of a small minority of migrants in political violence has, for instance, brought home how little is understood about the causes of such extreme alienation; but we also have little knowledge about the impact of family reunion on integration prospects, of access to public services; nor of access to voting and Citizenship. Greater focus could thus have usefully been given in the EU agenda to the importance of research into the factors promoting or impeding integration, and in evaluation of ‘what works’. Civil society organisations which contribute to that agenda, by conducting research or assisting academics to do so, are making an important contribution to the agenda.

Implications of the integration agenda for Civil Society

The primary responsibility of Member States for delivery on this agenda is not questioned. Some of the interventions can only be initiated, legislated for or funded by the state. It must provide the leadership and the vision, promote public understanding and be the catalyst that enables partners in civil society to fulfil the roles which they are most suited to fulfil.

Among those partners are local community organisations and national voluntary organisations. Whether migrant led and migrant focused, or mainstream organisations which have included migrants within their remit, they fulfil a range of functions necessary in the integration process: including provision of information, advice, and services; assistance to migrants in building social and employment networks; and access to decision makers so that migrants' voices are heard. This latter function is a particular challenge at EU level where few means currently exist for migrants' to engage directly with those developing policy or allocating resources.

Civil society organisations commonly embrace a diversity of spaces, actors and institutional forms, varying in their degree of formality, autonomy and power.⁷ While some are multi-million Euro organisations with hundreds of staff, others rely solely on volunteers. The fluidity of the sector provides a greater flexibility and ability to respond to changing needs on the ground. It can be well placed to recognise and respond to the cross cutting nature of migrants' needs, from housing to jobs, emotional support to the fostering of good community relations. Civil society is uniquely positioned to take a holistic, person centred approach to the question of integration. Much of the work which it undertakes in relation to migrants is funded or part funded by independent foundations and we review below the extent to which the work currently funded matches the activities which the Commission, in its communication of September 2005, has suggested is needed.

⁷ Based on the definition of the Centre for Civil Society, London School of Economics.

3.1 OVERVIEW OF RELEVANT FUNDING BY EUROPEAN FOUNDATIONS

Research question and method

The purpose of this analysis is to establish the extent to which the agenda of the grant making community in the field of migrant integration matches the priorities set out by the European Commission.

This analysis is based on a mapping of the work currently funded provided by the European Foundation Centre (EFC). It sought information from its member foundations on funded activity relating to all categories of migrants including those newly arrived, refugees and asylum seekers, undocumented migrants, legally residing immigrants and their descendants. More detailed information was then sought by questionnaire from foundations found to be among significant funders in this field and responses were received from fourteen foundations.

The contribution of 62 independent foundations has been considered for the purposes of this report. The foundations were spread across 13 countries as follows:

Country	No of Funders
Germany	15
United Kingdom	13
Italy	10
France	7
Spain	4
Netherlands	4
Ireland	2
Belgium	2
Portugal	1
Estonia	1
Greece	1
Turkey	1
Sweden	1

A total of 263 projects, representative of those supported by the 62 foundations, were considered in this analysis. The support received ranged from core funding for organisations dedicated to migrant integration to project funding for an integration project run by an organisation with a broader mandate, such as tackling social exclusion. Most of the independent foundations provided funding for projects or

organisations run by others, but a number had undertaken their own initiatives in this field.

As noted in the introduction, this report is not a comprehensive overview of projects funded by the foundations as insufficient detail on the work funded was available. This is understandable – the organisations funded undertake their own dissemination about their work. It meant, however, that in some cases it was not always clear which categories of migrants were benefiting from the funded activity, whether the initiative was being undertaken independently or in partnership with other agencies, nor the full range of services provided. Factors such as the amount and duration of funding, the level of engagement with national and local governments, the nature of the organisations carrying out the projects, the scale of projects (whether global, national, regional, local) and the numbers of beneficiaries reached could not always be identified.

A further difficulty was the reference in some instances to work relating to ethnic minorities, where the extent to which it benefited migrants was not clear. Finally, many non governmental organisations reject the term ‘integration’ because of its perceived association with assimilation. Hence the review covered activity which may contribute to migrant integration but is described by the organisations themselves using different terminology. We mention in some detail here the limitations on the information available so that the advantage of collecting detailed and comparable information in future may be considered by the EFC, but also to make clear that the discernable trends from the projects reviewed are necessarily advanced tentatively at this stage.

Target groups

Some notable trends were observed from the mapping report. A large number of projects, nearly a third (30%), had an exclusive or primary focus on refugees and/or asylum seekers. A fifth of projects (20%) were aimed either exclusively or in large part at migrant children. By contrast a very small number of projects (1%) were specifically aimed at older migrants. Similar numbers of projects were aimed at migrant women (6%) and migrants from particular countries or regions (5%). In the UK in particular, work relating to migrants could not always be separated from work targeted at ‘ethnic minorities’, some but not all of whom could be people who had arrived in the UK from abroad.

It was not always possible to discern whether a project would benefit migrants who fall outside the EU definition of migrant, that is, ‘legally resident third country national’. However where the target group was identified, the beneficiaries of over 85% projects were either partly or exclusively migrants who fell outside of this definition, for example, asylum seekers, failed asylum seekers, and undocumented migrants. However, there were no projects specifically dealing with one category of migrant outside of the EU definition - EU nationals who have moved to another country within the EU. It was not always clear how many people would benefit from a particular project. Where the number of beneficiaries was indicated it ranged from 7 to 4,000.

Where information was given about migrant involvement, 70% reported that projects had some level of migrant input. These projects were either led by migrants

or engaged them in a significant way, for instance as part of the management board of a project. As the projects for which this information was not given may be those which have less migrant involvement, it is not possible to form a view about the level of migrant involvement in projects overall.

The geographical range of projects covered the local, regional, national, European and international level. The greatest number of funded projects were locally based (60%). Few (4%) had an international focus. There were a similar number of projects aimed at national, regional and European levels (ranging between 7-15%).

The detailed information provided by fourteen foundations revealed an array of differing relationships between the work undertaken and government at local and national level. These ranged from partnership, co-operation agreements, and agreed protocols to funding by government for services provided. Many of the projects, including those involving direct service provision at grass roots level, included as one objective the intention to influence government policy or practice, at national, regional or local level.

Funding was generally for either for one, two or three years, with rare examples of independent foundations providing funding over four years. Foundations were regularly providing up to half the cost of the project funded and occasionally were the sole funder.

3.2 OVERVIEW BY TYPE OF WORK FUNDED

This overview illustrates the type of projects in each area listed under the kinds of initiative identified in the Commission Communication as necessary to support the integration process.

a. Focus on Host Society

Increase understanding in the host society of the contribution made by migration and acceptance of diverse culture and religions

A number of projects focussed on campaigns raising public awareness about migrants, their background, challenges they face and their contribution to the host society. Projects included hosting exhibitions, funding theatre and other creative arts.

Comic Relief in the UK provided core costs to Refugee Week, an organisation that organises a UK wide festival that celebrates the contribution of refugees to UK life and promotes understanding of why people become refugees.

The Federal Culture Foundation in Germany runs a Migration Project which seeks to depict the societal changes that migration movements have brought about. It does this by acting as a clearing house for events such as film and lecture series, in-house and public workshops, theatre performances, film and art projects. These events have taken place throughout Europe.

Fundacion Cear-Consejo De Apoyo a Los Refugaidos (Spain) supported Ensename Africa to run a public awareness campaign aimed at students from Madrid and Spanish society in general. The campaign highlighted the realities of refugee migration to Spain, emphasising the motivations behind migration, the problems faced by migrants and the impact of displacement on the migrants' everyday lives.

Some foundations focussed on funding intercultural events.

The Lecco Foundation provided a grant to Associazione Mediatori Interculturali Sociolinguistic (Italy) to promote intercultural understanding through public readings of history and literature in original languages.

The Freudenberg Foundation (Germany) funded the Intercultural Education Centre which hosts a variety of intercultural activities including a reading centre for mothers and children and a co-operative project between artists and children.

Promote trust and good relations within neighbourhoods

There were some innovative projects aimed at promoting good relations within neighbourhoods.

The Allen Lane Foundation (UK) gave a grant to the Eastern Jubilee Trust to facilitate friendship links with refugee women.

Sygekassernes Helsefond (Denmark) provided a grant to Uzeyir Tireli to promote the development of common experiences and friendships between young Danish people and migrants.

The Foundation d'Enterprise Vinci Pour La Cite (France) provided funding to Eureka in Lyon for a collective gardening project to stimulate multicultural and intergenerational relations.

Comic Relief (UK) funded the Housing Association Charitable Trust to produce community toolkits to help build a better understanding of the ways in which long terms residents and newer refugee communities can build positive relationships at community level.

Promote the use of common spaces and activities in which migrant and other residents interact

There were a number of projects providing or promoting use of common spaces for interaction between migrants and residents of the host society.

The Oltre Onlus Foundation based in Italy provided funding to Comitato Inquilini Association in Milan to support an after-school project for 50 Italian and immigrant children living in disadvantaged neighbourhoods of the city. This provided a multi-ethnic and safe space in which children and adults alike can create positive relationships.

The Dutch Council for Refugees provided funding for a project run by one of its local branches in Bilt in which refugee women showed other women living in the neighbourhood how to prepare typical food from their home country and shared the finished products in a simple, informal setting.

The Fondazione Centro Astalli in Rome itself runs a Literature and Exile project whereby refugees, migrants and university students meet in order to share their personal experiences and discuss the challenges faced by people in exile, as well as reading texts by literary figures in exile.

Influencing media coverage

The media can play an essential role in providing balanced coverage and informing public debate on immigration and integration. There is some work that directly relates to media coverage including projects aimed at promoting programme making in the area of integration and multiculturalism and one aimed at highlighting the consequences of poor media coverage.

Civis Mediem Stiftung (Germany) funded a European Art Media Prize awarded to programmes which promote peaceful co-existence within European society. It also funds a prize for young journalists who make TV programmes or videos on the theme of integration and multicultural co-existence.

Comic Relief (UK) funded the PressWise Trust to run a media project examining the consequences of inaccurate and sensational media coverage of asylum seekers, refugees, Roma and other non settled groups.

The King Baudouin Foundation (Belgium) and the Joseph Rowntree Charitable Trust (UK) organised a training seminar on communication strategies for NGOs dealing with migration. The seminar developed a new communications strategy with key messages and tools for communicating with the media.

Developing constructive intercultural and interfaith dialogue and 'thoughtful public discourse' and dialogue with policy makers'

One project illustrates the potential for work in this area.

The Heinrich Boll Foundation (Germany) – described as the Green Party's think tank – provided space for constructive dialogue between Muslims and green politicians with the aim of promoting equal opportunities, fighting the 'integration deficit', developing democratic competencies and promoting the equality of Muslims in public life.

Raise awareness among existing residents and new migrants about European and national values

An important part of the integration process is an understanding by migrants of the nature of the society which they are joining. There were examples of work being funded in this area, one project making reference to learning about national values in the context of a two way learning process where the migrant culture is also taken into account. There were no projects among those covered by the review which aimed to promote migrants' understanding about European values (although there may be work focusing on raising human rights awareness of the public as a whole which fell outside the projects mapped by EFC).

The Herbert Quandt Foundation based in Germany co-operates with CIBEDO, an initiative launched by the conference of German Catholic Bishops for Christian-Islamic relations. The aim is to raise awareness among children and parents of their own traditions in an amicable environment of co-existence in which they also become acquainted with the traditions of others. This is achieved through practical experience such as celebrating Christmas and the end of Ramadan together, visiting a mosque together, or talking about life and dying, birth and death in various cultures.

b. Introduction Programmes for New Migrants

Providing information to migrants about the host country and access to language tuition in the country of origin - pre emigration

Some Member States are now providing information to migrants prior to departure. This does not appear to be an area of work currently funded by the independent foundations.

Provide civic orientation information and activities to newly arrived migrants to inform them about the country's history, institutions, society, economy and cultural life

There were projects which involved some degree of civic orientation after arrival, usually in a local area. There were general 'introduction programmes' included within the projects analysed, usually as part of general advice and information given to migrants about their rights and services available to them.

The Mother Child Education Foundation based in Turkey is implementing mother and child education initiatives in Germany, Belgium, France and the Netherlands which target Turkish citizens living in these countries. It aims to help parents become

more aware of the education system in these countries as well as providing support in their parenting roles generally.

The Joseph Rowntree Foundation (UK) funded Kirkless Refugees and Friends Together to expand and develop the use of volunteers in the delivery of support to refugees and asylum seekers by way of mentoring and befriending, providing a welcoming service and information about practicalities of living in the UK, provision of education and training guidance and social and cultural activities.

The Allen Lane Foundation (UK) funded Slough Refugee Support to help refugees achieve their rights and potential and to settle with confidence and dignity in a new community. Its work includes provision of a drop-in advice, information and advocacy service on subjects such as benefits, immigration, housing and welfare. It also provides a job club and language tuition.

Provide language courses appropriate to different levels of existing knowledge and with flexible access to accommodate work and family commitments

More evident than civic orientation programmes were projects providing language courses for migrants, particularly by foundations which operate at a community level. Language acquisition is essential not only for migrant workers but for all families members including children. It was unclear if provision for adults was arranged to accommodate work and/or family commitments.

Foundation Eveil and Jeux based in France supported Progressions Ensemble in Marseille. This organisation helps children aged 3 – 6 years to make the transition from primary use of their mother tongue to the French language prior to starting primary school through the medium of educational games.

The Joseph Rowntree Charitable Trust (UK) supported the Association of African Affairs which, among other services, provides basic training in English language to refugees and asylum seekers of African origin living in Leeds.

The Community Foundation Bergamo in Italy provided funding to Ruah Onlus for Italian language courses for immigrants.

The Freudenberg Foundation in Germany supported the Weinheim Forum in promoting language skills of children and mothers with a migrant background.

c. Employment

Access to the labour market is an important aspect of successful integration. There were few projects aimed at employers nor for instance supporting the training capacity of small companies employing migrants. This may be an area of activity less suited to NGOs but there were also few projects aimed at developing innovative ways to tackle discrimination at work.

Fondation MACIF (France) is part of the 'Pole europeen des foundations de l'economie sociale' which is undertaking a project to look at discrimination faced by young migrants in the workplace. The project aims to 'show how social economy has the capacity to participate effectively in the fight against discrimination' and to promote good practice.

There were examples of projects focussed on employers with the intention of encouraging the employment of migrants.

The Esmee Fairbairn Foundation (UK) support the Employability Forum which was set up to promote the employment of refugees but now includes integration of broader categories of migrants. It works to engage employers as constructive partners, promotes the development of public policy on the integration of migrants and raises awareness of the contribution that migrants make to the UK and ways in which they can be more effectively integrated into the workforce. Some of the means engaged to do this include the organisation of seminars and the production of booklets and factsheets.

The King Baudouin Foundation (Belgium) supported De Eerste Zwaluw (The First Swallow), an informal group of 10 medium or highly qualified migrant women, to help local enterprises recognise the professional skills and capacities of unemployed new migrants. They organised a dinner with 20 business leaders or human resources directors to raise awareness of the undervalued capabilities and qualifications of new migrant workers.

Nearly all of the projects that related to employment focused on helping immigrants into work, either by acquiring new skills or by means of providing access routes to the labour market, for instance through a job club.

The Lecco Community Foundation (Italy) provided funding to the Namaste Volunteer Association to provide training for Arab immigrants to help gain access to employment.

The Esmee Fairbairn Foundation (UK) supported the Refugee Education and Employment Programme which gives refugees and asylum seekers educational and employment support and guidance. It has developed a tailored education programme combining language tuition and literacy work – delivered flexibly to match individual needs – with social opportunities.

The Barrow Cadbury Trust (UK) supports the Bosnia and Herzegovina UK Network which works to improve the job prospects and opportunities in the employment of refugees in the West Midlands and provides training and mentoring support for refugees in finding employment as well as influencing government policy to ensure equal access to employment for refugees.

There were some initiatives that looked at improving education and employment opportunities for migrants.

The Robert Bosch Stiftung (Germany) made a call for proposals for a programme entitled 'Local education and employment initiatives to integrate German re-settlers mainly from the countries of the ex-Soviet Union'. This was open to local or regional level networks throughout Germany focusing on municipalities where there were up to 300,000 inhabitants. The focus is young migrants between 12-27 years old. Ten projects were to be selected in February 2006. All projects must be easy to implement and sustainable, migrants should be involved in the planning and implementation, cross- sectoral partners should be involved and projects should strengthen civic engagement and participation.

Explore ways to recognise migrants' existing qualifications, training or professional experience

There were three projects in this area covered by the review.

The Calouste Gulbenkian Foundation based in Portugal funds the Jesuit Refugee Service in relation to a professional integration project for immigrant doctors and similarly for immigrant nurses. The projects allow the beneficiaries to stop working so that they can concentrate on studying to achieve the necessary recognition of their qualifications. Both projects provide, inter alia, Portuguese language classes, including the necessary technical language, costs of translating documents required by the Portuguese Faculty of Medicine/School of Nursing, a monthly grant and enrolment fees. There is an agreed protocol with the Ministry of Health that beneficiaries are guaranteed a work placement in the National Health Service.

The Atlantic Philanthropies provided funding to the Council for Assisting Refugee Academics based in the UK which helps refugee academics to re-establish their careers.

Promote employment opportunities for women tackling the particular barriers to labour market access which they can face

There were a number of projects aimed at promoting employment opportunities for women, but usually in the context of other information, advice and service provision aimed at women migrants.

Compagnia di San Paolo (Italy) funds Associazione Almaterra which works on several projects aimed at migrant women in Turin. In addition to orientation services, linguistic and legal support and advice it also provides a support group for migrant women who are searching for a job.

There were some projects aimed at promoting business enterprise among migrant women (see below).

Support migrant entrepreneurs

There were a number of projects which specifically looked at supporting migrant entrepreneurs and a small number encouraging business enterprise.

The Intent Foundation based in the Netherlands itself provides assistance to migrant entrepreneurs from Surinam, Ghana, Morocco and Turkey living in the Netherlands who wish to set up their own businesses.

Compagnia di San Paolo (Italy) funds Associazione Almaterra which works on several projects aimed at migrant women in Turin. It runs a project called 'Alma solidale' in support of women who have started a microenterprise, including through microcredit.

Fondation MACIF (France) has undertaken a project which aims to improve the functioning of social co-operative enterprises so that they are better able to respond to the needs of young migrant entrepreneurs, especially those from disadvantaged urban neighbourhoods who have experienced discrimination. The programme is

being carried out in partnership with numerous actors, including the Department for Population and Migration within the Ministry for Social Cohesion.

The Allen Lane Foundation (UK) funds the Central African Association, South Wales, which encourages refugee woman from Africa to participate in a sewing group with a view to helping them set up their own business.

The Barrow Cadbury Trust (UK) funds the Black Training and Enterprise Group which promotes enterprise among black and minority ethnic communities.

d. Education

Introducing awareness of diversity into the curriculum

Education and training systems play an important part in the integration of young migrants and continue to do so with the second and third generation. The systems themselves need to adjust to managing increased ethnic, cultural and religious diversity amongst pupils and students.

There were a number of projects in this area, including these typical examples.

The Citizenship Foundation (UK) ran a project called 'Education for Racial Harmony' which included development of an anti-racist resource pack for teachers.

Foundation Bernheim (Belgium) and Foundation Evens Stichting (Belgium) both support 'Classroom of Difference', an anti-prejudice diversity training programme and curricular resources for teachers and other staff.

Address under-achievement at school and improve participation in higher education

There were also a number of projects which focussed on under-achievement or improving the chances of migrant children at school.

The Esmee Fairbairn Foundation (UK) provided funding to the Washington Asylum Seekers Project which seeks to raise the academic achievement of asylum seeker and refugee children up to the age of 8.

A number of funders based in Germany including the Hertie Foundation, Wiesbaden Foundation and Gutersloh Community Foundation supported the START programme. This provides financial assistance to promising migrant pupils who show commitment to academic work and public service.

There were also projects with a particular focus on reaching 'hard to reach' migrants.

The Fondazione Comunitaria Della Provincia Di Pavia (Italy) provided funding to the Centro Servizi Formazione Coop Soc to provide training to young immigrants who are having difficulties integrating into society particularly in school, work and neighbourhood environments.

Address anti-social behaviour and offending.

There were a small number of projects explicitly aimed at this particular area although it seems that some aspects of anti-social behaviour are dealt with in the context of hard to reach young migrants.

The Barrow Cadbury Trust (UK) supported the Youth Development Programme run by Windows for Sudan, an organisation which works with Sudanese migrants in the West Midlands. This programme is aimed at the reduction of anti-social behaviour by young people aged 18-25 through increasing positive relationships and confidence building training. It runs training in IT, English, communication skills, interview techniques, leadership skills and time management.

The Calouste Gulbenkian Foundation (Portugal) has initiated a partnership including a city council, district government, voluntary organisations, state schools, a local parish council and others, to look at the problems faced by young people living in a re-housing borough in Amadora (a city near Lisbon) in which the population is 65% Cape Verdian migrants. The project aims to develop a better understanding of why children and young people do not feel well integrated and to lay the foundations for future integration for younger generations that live in under-privileged boroughs.

e. Services

Facilitate access to services without discrimination

Many projects are aimed at facilitating access to services via information and advice provision, often using a one stop shop model. Some services are specialist, for example, dealing with legal advice or health issues.

The Digital Opportunities Foundation (Germany) supports a website with links and resources for migrants.

The Jill Franklin Trust (UK) gave funding to Refugee Action to provide advice and information to asylum seekers and other migrants concerning most mainstream services.

The Oltre Onlus Foundation (Italy) provided technical assistance to Crinali Social Co-operative to work towards the provision of affordable medical services for immigrant women and their children.

The Atlantic Philanthropies funds the Migrant Rights Centre in Ireland which runs a Drop-In Centre Programme. This service provides direct assistance and information on employment rights, on rights and responsibilities arising from immigration status, the work permit system, family reunification, discrimination, general immigration and residency matters. This work generates evidence based information on the situation of migrant workers and their families which informs the broader activities of the organisation.

The Barrow Cadbury Trust supports Wolverhampton Asylum Seekers and Refugee Service which provides direct integration assistance to refugees and asylum seekers in the West Midlands, including legal advice.

Some voluntary sector organisations are also the direct providers of services, for example, in relation to health and childcare.

The Medical Foundation for the Care of Victims of Torture (UK) provides care and rehabilitation to survivors of torture. Over 95% of its clients are refugees and asylum seekers.

The Bergamo Community Foundation (Italy) provides funding to Associazione Donne Internazionali di Bergamo to support a nursery for children aged 0-3 years from immigration families.

Compagnia di San Paolo (Italy) supports Associazione Alouanur Onlus in running a project entitled 'family care' in the city of Turin the overall aim of which is to support the integration process for migrant families. It provides a variety of services including a family-run micro nursery for children aged 0-3 years and a play circle for children aged 0-6years.

The King Baudouin Foundation issued three calls for projects which were designed to allow groups of immigrants as well as Belgian associations or public services to develop response to the needs and difficult living conditions of new arrivals in Belgium. The work concentrated on social isolation and the search for employment or training, housing, health or legal aid. 130 projects out of 788 were supported with an average grant of 5,000 Euros.

Build organisational structures capable of promoting integration and managing diversity

Public and private service providers need to develop their capacity to interact with migrants and to understand and respond to their needs.

The Lecco Community Foundation (Italy) provided funding to ARCE Nuove Associazione to help social services adapt to the needs of immigrant families. It also funded Associazione Nazionale Oltre Le Frontiere to train medical staff working closely with immigrants in a local hospital.

Foundation AVIVA (France) provided funding to the Parcours Association which, inter alia, trains professionals to improve the treatment of refugees and asylum seekers who are patients and who have been victims of torture.

Gather and analyse information about the needs of different categories of migrants

Information about the differing needs of migrants can help service providing organisations shape their delivery to the migrants' actual needs. It was not evident that this was an area of work receiving specific funding, although it may have been an incidental part of the work of many of the organisations funded, if they keep systematic records which can be used to inform policy and service provision.

The James Bofill Foundation (Spain) is involved in a 'Monitors for Youth' project which aims to promote research into the situation of immigrant teenagers living on the streets with no parental support, regarding their living conditions and the services available to them.

f. Living Environment

Measures to improve the general living environment and thus help promote a sense of belonging play a role in promoting integration. There were a number of projects focussing on the improvement in the living conditions of migrants, particularly in relation to accommodation.

The Lecco Community Foundation (Italy) provided funding to L'Arcobaleno Social Co-operative to renovate six apartments for housing migrant families.

The Schader Foundation set up a research project 'Immigrants in the City' to develop, implement and test approaches to housing and urban space development to integrate immigrants successfully. This project also received funding from the German Federal Ministry of Education and Research.

There were a small number of projects dealing with improving other aspects of the living environment for migrants such as care facilities for children, voluntary work and job training, the condition of public spaces and the 'existence of stimulating havens for children and youth'.

The Camelot Foundation (UK) provided a grant to the British Trust for Conservation Volunteers to develop a modular personal and vocational development programme for young unaccompanied asylum seekers aged between 12 -15 in Kent. Each young person is given the opportunity to combine practical environment projects such as hedge weaving, heather clearing, coppice crafts and managing wetlands with basic skills training.

One of the local branches of the Dutch Council for Refugees set up a sponsorship scheme with a local football club to enable young refugees and other migrants to take part in organised sport.

The Air France Foundation supported Association Jeunes Errants which provides psychological and educational support to street children in Marseille, the majority of whom are unaccompanied migrant children.

g. Participation

The participation of migrants in the democratic process, particularly at local level, can enhance their sense of inclusion and belonging. While many projects engaged migrants directly in the work of the project, there were few for which the objective was to increase civic, cultural and political participation more widely. One example is a project, mentioned above, in which the Heinrich Boll Foundation in Germany provide space for dialogue between Muslims and green politicians.

Projects which aimed to facilitate participation in mainstream organisations did not have a significant profile in this review but there was an interesting example of a project to encourage statutory bodies to commission refugee and migrant community organisations in the provision of support services. There were also examples of projects enabling migrants to participate specifically in developing a country's policy response to migration.

The Joseph Rowntree Foundation has provided funding to the Housing Association Charitable Trust to develop a good practice guide on commissioning refugee and migrant community organisations.

The Esmee Fairbairn Foundation funded the European Council on Refugees and Exiles to co-ordinate a series of consultation meetings with refugees to enable participation in the debate on voluntary return.

The Joseph Rowntree Foundation has agreed to provide funding (with project holder yet to be confirmed) for a project to promote and increase the influence of migrant community organisations and improve stakeholder understanding of their contribution in supporting settlement and cohesion.

There were also projects concerned with building the capacity of migrants' associations.

The Fundacion Luis Vives (Spain) has developed a plan for strengthening organisations which work with migrants, including those established by migrants themselves. One objective of this plan is to improve communication skills between such organisations and public bodies involved with migrants.

There were no projects covered by the review which were developing the concept of civic citizenship for non citizens or more directly engaging with migrants to prepare them for acquiring citizenship. There were, however, a small number of projects promoting research and dialogue on identity and citizenship questions.

The Heinrich Boll Foundation (Germany) has run conferences on citizenship in this context. One entitled 'Citizenship and Security' concentrated on finding solutions to the challenge of reconciling enhanced national security in the face of a transnational terrorist threat with the rights and responsibilities of citizenship and the core values of democracy. It had a particular focus on countries with significant migrant and minority populations.

h. Legal and Governance Framework

A small number of projects had as their focus the legal and governance framework relating to migrants. Two projects, for instance, involved consideration of the legal framework on the conditions of migrants' admission and stay.

The Rodolfo DeBenedetti Foundation in Italy undertook a study 'Migration, Co-ordination Failure and EU Enlargement'. This project looked, inter alia, at the effects of co-ordination failures in national migration policies and at ways to reverse the trend towards stricter barriers to immigration control.

The CIDOB Foundation in Spain focuses on a number of research topics relating to migration, one of which is the construction of a European Immigration Policy, comparative analyses and convergence strategies.

There were projects which aimed to reinforce the capacity to co-ordinate national integration strategies across different levels of government and to share information within and between governments and other stakeholders.

The King Baudouin Foundation organises policy debates with the European Policy Centre on migration in Europe, aimed at European decision makers. The same foundation is the Belgium partner in a Network for the Exchange of Information on Migration Policy which provides a platform for exchanges and information in Belgium with the stakeholders active in this area. Network members also regularly receive information on developments and issues involving European migration policy and their application in Belgium.

The Joseph Rowntree Charitable Trust funds the Migration Policy Group in Brussels whose work includes organising exchanges on rights-based immigration policies and anti-discrimination legislation, linking policy initiatives at European level and stimulating co-operation among stakeholders and promoting partnerships.

There were no projects specifically concerning the mainstreaming of integration into all relevant public policies and no projects focusing on integration as an important element of policy on economic migration. These areas may again be considered more appropriate for state-led initiatives.

However, a new initiative of the Network of European Foundations will commence in 2006 which will open debate and encourage a broader commitment to the development of constructive integration policies at EU level. Through a series of national conferences and grants to European and national NGOs the project will promote effective linking of EU integration policies with those of Member States at the national, regional and local level. It will seek to engage the widest possible range of stakeholders in society in this process with a view to embedding constructive integration policies and practices in other social and economic programmes.

i. Monitoring and Evaluation

While there were a number of projects looking at the effects of migration, there were few which looked at the impact of EU and national regulation and of service delivery on integration outcomes per se.

We have suggested that there are some kinds of work most appropriate to state involvement for which the scope for civil society engagement is limited. This may explain why there were, for instance, few projects aimed specifically at enhancing capacity to collect, analyse and disseminate statistics relating to integration including measures of progress.

The Atlantic Philanthropies funds the Immigrant Council of Ireland which seeks to provide credible data and information for key policy makers and opinion formers, drawn from official sources and independent research. It uses baseline data to inform its own work, such as its legal, policy development and communication strategies, and provides indicators of change. One short term aim of this work is for the NGO sector in Ireland to have agreed mechanisms for collating trends in service provision which will be communicated to policy makers on an annual basis, with a view to illustrating the impact of existing policies on migrants and to making evidence-based recommendations for change.

There were a small number of projects aimed at the sharing of good practice and at fostering local, regional and transnational cooperation and engagement with private enterprises and civil society.

The Bertelsmann Foundation based in Germany launched, in partnership with the German Interior Ministry, a Strategies for Integration competition. Cities and communities from all across Germany were invited to present their strategies and solutions for integrating migrants. The objective is to highlight pioneering strategies and optimize them, making the best approaches available to all communities throughout the country.

The same foundation also produced a CD Rom presenting ideas, strategies and best practice from across the EU regarding sustainable integration policy as a tool for decision makers.

j. Discrimination

A number of projects focussed on the promotion of equality of opportunity to migrants. There were also a number of projects addressing race discrimination and promoting equality generally, rather than in relation to migrants per se.

The Joseph Rowntree Charitable Trust funds the Runnymede Trust which works to promote a successful multi-ethnic Britain. It seeks to build bridges between various minority ethnic communities and policy makers. It promotes debate and strategies in areas such as education, the criminal justice system, employment and citizenship. The JRCT also funds the 1990 Trust, which is a national Black organisation set up to protect and pioneer the interests of Britain's Black Communities. It engages in policy development and advocacy work and the dissemination of information via public events and its website. It articulates the needs of Black communities from a Black perspective.

k. Racism and Xenophobia

There were a significant number of projects which focussed on combating racism and xenophobia and the rise of the far right. The majority of projects focussed on changing public attitudes.

Stiftelsen Expo, a foundation based in Sweden, publishes a quarterly magazine containing investigative journalism focused on nationalist, racist, anti-semitic and far-right movements and organisations.

The Barrow Cadbury Foundation provides funding to ECRE, a European network of 76 NGOs in 30 countries. They have been working to strengthen refugee voices at EU level, training advocates and recording the views of refugees with the aim of improving the quality of debates on these issues.

l. Human Rights

There were a small number of projects which were concerned with promoting and enhancing human rights protection in relation to migrants.

The Marangopoulos Foundation for Human Rights (Greece) promotes the advancement of human rights education and training and the raising of public awareness in all matter affecting human rights. It offers free legal assistance to refugees and asylum seekers whose human rights have been infringed.

The Lecco Community Foundation (Italy) funds Les Cultures Onlus to help immigrants to know their rights and take full benefit of them.

The Atlantic Philanthropies (Ireland) provides support to the Migrant Rights Centre in Dublin. Through its Policy Engagement Programme the centre seeks to contribute to the formation of a national migration policy which recognises the human rights of migrant workers and their families.

m. Research to Build an Evidence Base for Policy Development

There were a number of examples of research helping to inform the policy agenda of 'what works' in promoting integration and identifying some of the barriers to the integration process.

The Joseph Rowntree Foundation funds a number of projects under an Immigration and Inclusion Programme to contribute to the development of appropriate evidence based policy and practice responses to new migration. This included funding to the London Metropolitan University to improve understanding of the relationship between recent immigration and social cohesion in order to inform policies strengthening social cohesion and civil society in communities that include established and new migrants.

4. CONCLUSION: INDEPENDENT FOUNDATIONS AND THE EU MIGRANT INTEGRATION AGENDA

It is evident from this brief overview of the work funded by independent foundations that voluntary and community organisations are making an important contribution to the integration of migrants in EU member states. Here we summarise key observations and tentatively suggest their implications for independent foundations and the European Commission.

- The flexibility of the voluntary and community sector - in the range of migrants to whom they can provide support and versatility in services provided and tasks undertaken - enables them to fulfil a niche which could not be filled by state agencies. While there are clearly interventions which are more appropriate for national government or municipalities, there are also those most suited to voluntary and community organisations, particularly but not exclusively those at the local level.
- In prioritising this area of work, independent foundations are contributing to implementation of the EU's agenda. As the EU institutions take forward that agenda they may want to consider the potential of the foundations as strategic partners (while recognising their autonomy in determining their priorities and recipients of funding). Their knowledge of the voluntary and community sector and of the advantages (and challenges) of working with the sector rather than relying solely on state agencies to promote integration, could be of benefit to EU policy makers.⁸
- We cannot draw any firm conclusions on the extent of activity funded in any geographical or policy area nor identify apparent gaps with any certainty, because of the limited information currently available to the EFC, on which the review was based. Some broad trends are clear – that there is more work focused on the needs of refugees than other migrants (such as those arriving for family reunion for instance or to study); and no apparent work to meet the needs of EU nationals who have migrated within the EU, despite what is known about the difficulties some face. Although many projects would include Muslim migrants within their beneficiaries, there were few specific examples of projects working exclusive with or in relation to them (with the exception of policy dialogue such as an event organised by the King Baudouin Foundation and the European Policy Centre on the training of Imams).
- There are initiatives funded by the foundations in most of the categories set out in the Commission's Communication. However there is more activity in some areas than others, the latter including areas where we might expect to see significant voluntary sector activity, such as promoting civic participation, as well as those such as monitoring and evaluation which may require the resources of the state.

⁸ We note that the European Commission is proposing to work more closely with the philanthropy sector in relation to a separate objective – research. Its recent report *Philanthropy for Research* (DG Research, Development, Technology and Innovation) identifies a need to develop the role of charities, foundations and trusts as funders in the sector.

- While it is widely agreed that integration is a two way process requiring adaptation not only by migrants but also by the public and institutions of the host society, there is a significantly greater focus on the needs of migrants than on the need to address the attitudes of the public towards migrants, for instance, or on the discriminatory behaviour of employers and service providers. That said, there was perhaps more evidence of activity to inform the public about the economic and social contribution made by migrants than of information provided to new migrants about the society in which they have come to live. Projects were more likely to focus on provision of advice about the law, welfare benefits and housing, than to include civic orientation on the history of the host country, its institutions, society, economy and cultural life.
- Recognising the importance of language acquisition and of employment, there is a significant focus on provision of tuition and employment assistance, including work to ensure recognition of existing experience and qualifications and to support migrants in relation to business enterprise. The range of projects addressing diversity, cultural awareness and tackling discrimination into the school curriculum equally reflected the importance of education in the integration process, including the need to address under-achievement.
- In relation to services, the funded work illustrates the importance of voluntary organisations providing specialist services (for instance to torture victims), as well as to provide a pathway for migrants to access mainstream services. The voluntary sector should not be used by Member States as an alternative to state provision in order to save money. In many cases, however, national and municipal government appear to recognise, that the sector can in some instances be a more appropriate provider.
- There appeared to be an even distribution of projects aimed at improving the living environment of migrants across a number of areas including, as suggested in the Communication, housing, healthcare, care facilities for children, educational opportunities, voluntary work and job training, the conditions of public spaces and the existence of stimulating havens for children and youth. The improvement of neighbourhood safety was the only area of activity suggested in the Communication where there was no project covered by the review.
- There was an apparent gap in the area of migrant participation across the entire spectrum of activity suggested in the Communication. This included a lack of projects promoting the involvement of migrants in strategy and policy development (as opposed to the involvement of organisations led by non migrants) as well as migrant involvement in the democratic process.
- While there were a few, impressive, examples of projects involving the sharing of good practice in relation to migrant integration, there was a gap in terms of projects monitoring and evaluating the impact of EU and national regulation, or the impact of service delivery on integration outcomes. There was similarly a limited amount of work to enhance capacity to collect, analyse and disseminate statistics related to integration including measures of progress.
- Finally, each of the initiatives funded will be acquiring significant information about migrants, the barriers they face and the impact of voluntary and state

initiatives. One priority for independent funders and for the European Commission could be to ensure that this data is collected and collated systematically; and, second, that the outcomes from funded initiatives are evaluated so that relevant lessons learnt can be widely shared to inform future policy and resource allocation. The EFC may want to consider the benefit of asking foundations to provide comprehensive information on projects funded in this field so that a more systematic review could in future be undertaken.

Sarah Spencer / Sarah Cooke

March 2006