



Arxiu històric FUNDACIÓ JAUME BOFILL

The Trans-Mediterranean Civil Society Dialogue.

Promoting Philanthropy Across the Greater Mediterranean Region

Luso-American Development Foundation

NOVEMBER 2000

FUNDACIÓ
Fundació
JAUME
Jaume
BOFILL
Bofill

European Foundation Centre



© Med. for Phil.

THE TRANS-MEDITERRANEAN CIVIL SOCIETY DIALOGUE

Promoting Philanthropy Across the
Greater Mediterranean Region

A European Foundation Centre Programme
Led by Luso-American Development Foundation
Lisbon, Portugal

**European Foundation Centre
Brussels, Belgium**

**THE TRANS-MEDITERRANEAN
CIVIL SOCIETY DIALOGUE**

Promoting Philanthropy Across the
Greater Mediterranean Region

**A European Foundation Centre Programme
Led by the Luso-American Development Foundation
Lisbon, Portugal**

Luso-American Development Foundation
Rua do Sacramento à Lapa, 21 • 1249-090 Lisboa - Portugal
Tel.: +351 21 393 58 00 • Fax: +351 21 396 33 58
e-mail: fladport@flad.pt
Home page site: <http://www.flad.pt>

November, 2000

Points of Departure

At a meeting convened by the European Foundation Centre (EFC) on June 30 and July 1, 1997 and hosted in Lisbon by the Luso-American Development Foundation and the Oriente Foundation, representatives of foundations and independent philanthropic organisations from Algeria, Belgium, Cyprus, Germany, Morocco, Portugal, Saudi Arabia, Spain, Tunisia, the United Kingdom and the United States reviewed the status of civil society structures and organisations in the Greater Mediterranean Region.

Participants went on to propose the launch of a multi-annual programme to be known as the Trans-Mediterranean Civil Society Dialogue (TMCD) Programme.

The following profile reflects inputs to the Lisbon Meeting and to a series of preparatory meetings held *inter alia* in Seville (1995), Paris (1996), Brussels (1997) and Florence (1998). It also reflects inputs from members of CIVICUS, the World Alliance for Citizen Participation, and conclusions drafted at the June 1996 Foundations Forum coordinated in Istanbul by the Turkish Third Sector Foundation (TÜSEV) and the European Foundation Centre within the framework of the Second United Nations Conference on Human Settlements (HABITAT II).

On May 22-23, the Trans-Mediterranean Civil Society Summit was convened in Lisbon to reinforce and expand cooperation among foundations, corporate funders and their respective grantees in order to foster and sustain civil

society mechanisms and structures in the Euro-Mediterranean Region.

The Summit acquired special relevance in that it afforded independent funders an opportunity, via the closing statement from the Summit (The Lisbon Declaration), to represent their collective views to the institutions of the European Union, to Euro-Mediterranean partner states, to other national and supranational institutions, to individual national governments and to foundations, corporate donors and other concerned civil society organisations. The Lisbon Declaration is found in the annex to this booklet (page 16).

The Need for Dialogue

The Mediterranean Region cannot be viewed in isolation. In political, social and economic terms, it is a benchmark example of a global phenomenon the growing interdependence of traditionally separate regions. The political, economic, social and cultural well-being of Europe is inextricably linked to the stability and prosperity of the regions on its Mediterranean and Middle Eastern peripheries. At the same time, the political, economic, social and cultural well-being of countries in the Mediterranean Region cannot be divorced from their relationships with their neighbours to the West and North.

At no juncture has the need for dialogue and action been

more acute. At no juncture, however, has the potential for dialogue and action been greater:

- In Brussels, a new European Commission and a new European Parliament are now in place;
- In Israel, a change of government presages a more positive and more flexible approach to the resolution of persistent confrontation and conflict;
- Heightened trans-Atlantic awareness of the imperative for civil society dialogue and action in a global context has given a fresh impetus to cooperative effort; and
- Following the conflict in Kosovo, the input of civil society organisations will be indispensable if the massive programme of stabilisation and reconstruction around the eastern fringes of the Mediterranean is to be effective and sustained.

A Means to an End

The Trans-Mediterranean Civil Society Dialogue is a means to an end: to initiate, to reinforce and to expand cooperation between foundations, corporate funders and their respective grantees across the Mediterranean Region in order to help develop and sustain civil society mechanisms and structures. The Dialogue secures this objective by identifying within the rich admixture of societies and cultures of that Region a broad spectrum of sector and region-specific challenges rooted in its long history of political, cultural,

economic, social and linguistic diversity.

Central to the Dialogue is a resolute commitment to foster and sustain mutual understanding and respect for the divergent cultures, traditions and beliefs which obtain in the countries of the Region, and to encourage initiatives to combat misconceptions, prejudices and stereotyping.

In essence, the Dialogue sets out to put in place a corpus of shared values at the heart of which are the universal concept of human rights, the acceptance of democratic principles and the advocacy of citizen participation.

A Common Platform

Leading European foundations have identified and endorsed the need for a common platform on which to build confidence and mutual understanding, share experience and challenges, and foster dialogue and cooperation as a basis for practical projects in the Mediterranean Region.

Initiatives proposed or in place in the Region have pioneered responses to common concerns and needs. Such initiatives represent a vital contribution both to the structure of the Dialogue and to its scope and priorities.

The Dialogue operates throughout the Greater Mediterranean Region, e.g., both in countries which border the Mediterranean Basin and in contiguous countries.

In its initial phase of development, the Dialogue accords

priority to four core objectives:

- Representation and Advocacy;
- Networking and Convening of Donors;
- Information and Communication; and
- Technical Assistance and Training.

Responsibility for each of these core objectives is assigned to four respective Task Forces (*cf.* pages 10-11 and 12).

Core Objectives

Representation and Advocacy

Under this objective, the Dialogue:

- Facilitates access to supra-governmental and intra-governmental bodies, including the World Bank as well as the European Commission and the European Parliament, with a view to improving the channelling of public funding towards civil society in the Region. Specific attention is accorded the European Union MEDA Programme, which sets out the financial and technical measures accompanying the reform of social and economic structures within the framework of the Europe/Mediterranean partnership; and
- Raises awareness and understanding within the broader donor community about trans-Mediterranean issues, and encourages increased financial support for trans-Mediterranean activities.

Networking and Convening of Donors

Under this objective, the Programme:

- ▮ Assists in the setting up of a network of donors active in the Region; and
- ▮ Organises regular donors' meetings that serve as a forum to review donor priorities, enhance information sharing, identify gaps in programmes and services, and facilitate donor cooperation.

Information and Communication

Under this objective, the Programme:

- ▮ Develops a topography of Mediterranean civil society by mapping resources, donor activities and projects in the Region; and
- ▮ Ensures that this information is available and accessible to the audience requesting it, through electronic dissemination and with open access, professionally-run library services.

Technical Assistance and Training

Central to the Programme is an extension *mutatis mutandis* to the Mediterranean Region of the proven methodology developed under the EFC Orpheus Programme to underpin and facilitate civil society initiatives and networks in the emerging democracies of Central and Eastern Europe.

An overview of Orpheus Programme initiatives in Central and Eastern Europe is set out on page 13.

Complementary Goals

Subsumed into these core objectives are a broad range of complementary goals, e.g.,

- ❑ Quantifying current and future resourcing needs with a particular view to promoting greater cooperation in the Region between independent funders and supranational bodies such as the European Union and its institutions and the World Bank;
- ❑ Identifying and eliminating existing barriers to cooperation;
- ❑ Developing a programme of conferences, seminars, workshops and study missions;
- ❑ Identifying and replicating viable model projects;
- ❑ Evaluating the potential of electronic information technology exchanges;
- ❑ Underwriting mutual research programmes;
- ❑ Encouraging and resourcing translation activity, notably from and into Arabic; and
- ❑ Setting up internships and academic exchanges.

Specific Initiatives

The Trans-Mediterranean Civil Society Dialogue collects and disseminates information on current third party initiatives throughout the Mediterranean Region; further, it launches specific initiatives which complement rather than duplicate ongoing projects.

Specific short, medium and longer-term initiatives currently proposed by Programme participants are:

Representation and Advocacy

- Monitoring the relevant programme interests and funding opportunities of supra-governmental bodies, particularly with respect to the European Union MEDA programme, the activities of the World Bank and the Council of Europe North-South Centre; and
- Promoting exchanges between civil society leaders and parliamentarians generating feedback to the European Union 1994-1999 MEDA Programme.

Convening and Networking

- Organising two major meetings per year for TMCD Programme members, one of which is held in conjunction with the EFC Annual General Assembly; and
- Scheduling a Mediterranean Donors' Forum within the framework of the proposed Bethlehem 2000 celebrations.

Information and Communication

- Collecting and disseminating information on existing and new initiatives and best practices in the form of directories of independent donors in the Region and/or via the EFC website and other related sites; and
- Publishing a regular (3 issues per year) TMCD Bulletin to

provide current information on donor activities and projects, successful regional and international partnerships, internships offered, a training and events calendar, and a public funding and legislation watch. The Bulletin is available in both hard copy and electronic formats.

Technical Assistance and Training

Helping develop and sustain indigenous information and support centres serving foundations and associations in the Mediterranean region by:

- Facilitating study visits;
- Developing an internship programme; and
- Providing high-quality, cost-effective technical assistance to enable national or regional support centres to offer resources in critical areas including management, information and communications training, and resourcing and funding from foundations and corporate investment programmes.

Operational Responsibilities

The Mediterranean Dialogue is co-chaired by:

- The Turkish Third Sector Foundation, Istanbul;
- The Luso-American Development Foundation, Lisbon; and
- AGFUND, the United Nations Arab Gulf Program for Development Organisations, Riyadh.

A chapter of EFC members takes the lead role with regard to specific initiatives set out in the preceding section.

Other identified initiatives are encouraged by EFC member organisations acting individually or in bilateral/multilateral partnership. These include:

- ▮ Developing a Young Leaders Programme for the Greater Mediterranean Region to focus on youth exchanges and a youth parliament initiative; and
- ▮ Promoting Mediterranean Studies as a core component of high school and higher education curricula.

The European Foundation Centre acts as the Programme Secretariat and designates a programme coordinator and such additional personnel as are appropriate.

Task Forces

To streamline coordination of the Programme, the co-chairs and the EFC Secretariat coordinate the work of four generic Task Forces which convene physically and/or electronically on an agreed basis (typically, three times per year).

Each of the four Task Forces assumes responsibility for coordination of one of the four core Programme objectives: representation/advocacy, convening/networking, information/communication, and technical assistance/training.

The Programme coordinator ensures dissemination of Task

Force information and other pertinent data to participants in the Programme and other interested parties, including the public sector, supranational institutions, and the international media.

A list of organisations currently participating in the Trans-Mediterranean Civil Society Dialogue is shown on pages 20-22. The list includes organisations which have been kept informed of developments in the Dialogue.

The EFC Orpheus Programme

A Template for the Mediterranean Region

Central to the success of the Trans-Mediterranean Civil Society Dialogue Programme is the extension *mutatis mutandis* of the proven approach and methodology developed under the EFC Orpheus Programme, a decentralised network which builds on the strengths of networking centres throughout Europe.

Orpheus serves grantmakers, grantseekers, EU institutions, international organisations, researchers and the media by providing a public record and a public information service on foundations and corporate funders active in and with Europe. In particular, the Dialogue can draw on experience derived from the Orpheus Civil Society Mutual Support Project set up in 1994 to underpin and facilitate civil society initiatives and build networks in the emerging democracies of Central and Eastern Europe. This Project develops and sustains indigenous information and support centres serving

foundations and associations, focusing on management training, information and communication, funding, legal and fiscal issues, and the promotion of the social economy. Twenty-seven resource centres in seventeen countries currently participate in this network.

Elements of the Civil Society Mutual Support Project for Central and Eastern Europe serve as a template for the Dialogue, which targets parallel priorities in the Greater Mediterranean Region, serving *inter alia* the following objectives:

- Boosting awareness of the scope and impact of the indigenous independent funding community;
- Providing a resource centre infrastructure to serve indigenous civil society organisations;
- Exchanging legislative and fiscal information;
- Building strategic planning skills;
- Encouraging communications training;
- Articulating a communications/marketing strategy for the above;
- Facilitating study visits;
- Promoting pilot schemes for the exchange of expertise;
- Publishing hard copy and on-line newsletters and documentation;
- Disseminating case study information on individual projects;
- Introducing and/or reinforcing information technology competence;

- ❑ Assisting the professional development of full or part-time personnel and volunteers;
- ❑ Coordinating the provision of training in monitoring, evaluation and reporting skills; and
- ❑ Reinforcing representation and advocacy with respect to the indigenous independent funding community.

The Dialogue can also draw on experience gained under the Orpheus Philanthropy Network Project, set up in 1996 to promote effective and collaborative philanthropy by strengthening information flows and building relationships among associations of foundations.

The Lisbon Declaration

Civil Society Cooperation and Partnership in the Euro-Mediterranean Region

Representatives of civil society organisations convening on May 22 and 23, 2000 in Lisbon at the invitational **Trans-Mediterranean Civil Society Summit**, a benchmark meeting hosted by the Luso-American Development Foundation within the overall framework of the European Foundation Centre Trans-Mediterranean Civil Society Dialogue Programme, *collectively and formally* call upon the European Union institutions, the World Bank, the United Nations, the Council of Europe, national governments, foundations, corporate donors, citizens' associations, volunteers and concerned individuals to acknowledge, support and sustain mechanisms which are conducive to initiating, reinforcing and expanding civil society cooperation and partnership throughout the Euro-Mediterranean Region.

Recognising that genuine cooperation and partnership can only be achieved by fostering mutual understanding and respect for disparate cultures, traditions and beliefs and by launching initiatives and programmes which combat misconceptions, prejudices and stereotyping, participants in the **Trans-Mediterranean Civil Society Summit** (convened as part of the official programme of the Portuguese Presidency of the European Union and with the patronage of the European Commission; hereinafter "the Summit") undertake to:

- Foster cooperation between foundations, corporate funders and public authorities to build and transfer knowledge and expertise as a

platform from which to launch projects and to provide swift, flexible, coordinated and effective responses

- Raise consciousness of mutual and reciprocal areas of civil society concern throughout the Euro-Mediterranean Region and of the contribution civil society organisations make to stability in the Region
- Promote exchanges and evaluate and assist cooperation among organisations which operate in civil society; and
- Assume responsibility for the promotion of good practice, transparency, accountability and credibility.

While welcoming and endorsing the undertaking given at the Third Euro-Mediterranean Conference of Foreign Ministers in Stuttgart in April 1999 (Barcelona III) “to turn the Mediterranean basin into an area of dialogue, exchange and cooperation through the strengthening of democracy, respect for human and basic social rights, the rule of law, good governance, and sustainable and balanced economic and social development, the fight against poverty and the promotion of greater understanding between cultures”, the Summit noted that Barcelona III (*Conclusions* at ¶30) also calls for “a strengthening of the dialogue between governments and civil society” and, specifically, dialogue on “good governance and human rights, education, youth, health, women’s participation, migration and human exchanges and the fight against racism and xenophobia” (*ibid*, at ¶29).

Inasmuch as the Trans-Mediterranean Civil Society Summit and Programme are designed specifically to foster ongoing dialogue between governments, corporates and civil society organisations,

Summit participants call on:

- ☐ The twenty-seven partner countries in the Euro-Mediterranean Partnership (the 15 EU Member States and the 12 Mediterranean countries) convening at foreign minister level on May 25 and 26 in Lisbon, to give undertakings to implement the said partnership in all its components, be they political, financial and economic, or social, cultural and human, and to make provision for *SUSTAINABLE* information and communication mechanisms to be put in place to reinforce and promote the civil society component of the Euro-Mediterranean partnership at national, regional and cross-frontier levels
- ☐ The twenty-seven partner countries to take such steps as are appropriate to review and improve the *OPERATING ENVIRONMENT* for civil society organisations
- ☐ The twenty-seven partner countries, donor agencies and independent funders to support measures conducive to civil society *CAPACITY-BUILDING*; and
- ☐ The twenty-seven partner countries to encourage *CORPORATIONS* to review their perspective and role in respect of increasing their business investment in the area and their contribution to its social and economic development by cooperating with civil society organisations and building on the latter's proven expertise and knowhow as intermediaries and partners.

With respect to the resourcing of Euro-Mediterranean cooperation and initiatives in areas such as the environment, health, education, social inclusion, social affairs and justice,

the Summit also urges:

- ❑ That overall MEDA funding be increased and that an **AGREED AND SUSTAINED** proportion of funding within the MEDA II Programme be allocated to civil society programmes which advance bilateral and multilateral cooperation
- ❑ That administration of said MEDA funds be entrusted to established civil society organisations such as foundations and major non-governmental organisations which have demonstrated their capacity through a variety of **RE-GRANTING** techniques and procedures to channel resources available from public authorities in order to provide transparent and accountable support for civil society action
- ❑ That, likewise, other international donors such as the World Bank and the United Nations system are encouraged to entrust to civil society organisations the administration and re-granting of funds; and
- ❑ That proven and field-tested regional civil society **CAPACITY-BUILDING** be adapted and adopted as replicable model structures for similar initiatives throughout the Euro-Mediterranean Region.

The Summit recommended that the Luso-American Development Foundation, together with collaborating co-chair organisations, commit to take the Summit initiative further by feeding conclusions from the Summit and the subsequent meeting of the Euro-Mediterranean Partnership back into the mainstream Trans-Mediterranean Civil Society Dialogue Programme.

Lisbon, Portugal

May 23, 2000

Programme Participants and Distribution List

Alexander S. Onassis Public Benefit Foundation
Agregacion Nacional de Fundaciones "Luis Vives"
Akademik Japi A.S.
Arab Congress for Philanthropy
Arab Gulf Program for UN Development Organisations
Arab NGO Conference Committee
AREA-ED
Association Arabe de Sociologie
Association for Innovative Cooperation in Europe

Bellagio Study and Conference Centre
Bernard Van Leer Foundation
Bertelsmann Stiftung
Bodossaki Foundation
Bundesministerium für Inneres

Calouste Gulbenkian Foundation
Carnegie Endowment for International Peace
Centre for European Not-for-Profit Organisations
Charities Aid Foundation
Charles Stewart Mott Foundation
CIVICUS - World Alliance for Citizen Participation
Collectif 95, Maghreb Egalité
Compagnia di San Paolo
Consiglio Italiano per le Scienze Sociali
Costopoulos Foundation
Council on Foundations
Counterpart International

Dreyfus Health Foundation

Egyptian Organisation for Human Rights
Ente Cassa di Risparmio de Firenze
Eurasia Foundation
European Commission Directorate-General I
European Council of Jewish Communities
European Cultural Foundation

European Foundation Centre
Evkaf Administration

Faculté des Sciences Juridiques Politiques
Fondation de France
Fondation de l'École Normale Supérieure
Fondation Maison des Sciences de l'Homme
Fondation Nicolas Hulot
Fondation Orient - Occident
Fondation Roi Abdul-Aziz Al Saoud
Fondation René Seydoux pour le Monde Méditerranéen
Fondazione Giovanni Agnelli
Fondazione Cassa di Risparmio di Venezia
Fondazione ENI Enrico Mattei
Ford Foundation
Fundação Cidade de Lisboa
Fundação Luso-Africana para a Cultura
Fundação Luso-Americana para o Desenvolvimento
Fundação Luso-Brasileira
Fundação Oriente
Fundació "La Caixa"
Fundación Banco Bilbao Vizcaya
Fundación Empresa y Sociedad
Fundación Entorno Empresa y Medio Ambiente
Fundación MAPFRE
Fundación ONCE
Fundación Santa Maria

German Marshall Fund of the United States

Haci Ömer Sabancı Foundation

Instituto de Estudos Estratégicos e Internacionais
Instituto Europeo de Salud y Bienestar Social
International Council of Social Welfare
International Energy Foundation
International Fund for Agricultural Development

International Youth Foundation
ISCTE
Istituto Affari Internazionali

Lambrakis Research Foundation
Lampadia Foundation Vaduz
Institute for Luso-Arab Cooperation

Mikiel Anton Vassalli Foundation

NAQD
National Endowment for Democracy
NGO Association of Lebanon
Noor Al-Hussein Foundation

Prologues

Queen Alia Fund for Social Development

RAND
Rockefeller Foundation

Sts. Cyril and Methodius International Foundation
Sasakawa Peace Foundation
Southern African Grantmakers Association (SAGA)
Stifterverband für die Deutsche Wissenschaft

Third Sector Foundation of Turkey (TÜSEV)

University of Coimbra
University of Lisbon
University of Tunis
University of Utrecht

Van Leer Jerusalem Institute

Young Men's Christian Association

List current as of November 1999

European Foundation Centre

The mission of the European Foundation Centre (EFC) is to promote, underpin and impart added value to the work of foundations and corporate funders active in Europe and worldwide, and to build and sustain a platform for European and global exchanges across a broad spectrum of initiatives in furtherance of civil society goals.

The Centre was established in 1989 by seven of Europe's leading foundations. Today, it has a core membership of over 200 foundations and corporate funders and serves directly or indirectly through national associations of foundations a further 48,000 organisations linked through networking centres in 37 countries across Europe and worldwide.

The Centre is an independent international not-for-profit association under Belgian law. Authority vests in the Annual General Assembly of Members, with governance entrusted to an elected Governing Council supported by Management, European Union and International Committees. Day-to-day administration is entrusted to its Brussels-based Secretariat under the stewardship of the EFC Director. EFC membership implies commitment to the principles and objectives set out in the EFC Prague Declaration and to a voluntary EFC Code of Practice endorsed by members of the Centre and revised on an ongoing basis.

EUROPEAN FOUNDATION CENTRE

51 Rue de la Concorde, B-1050 Brussels, Belgium
Tel. +32-2-512 8938 / Fax: +32-2-512 3265 / E-mail: efc@efc.be
Websites: www.efc.be and www.fundersonline.org.be

Published by
Luso-American Development Foundation
Lisbon, Portugal

Cover

© Malcolm Piers

Map dated 1710

Printed by
M2 Artes Gráficas, Lda.

Second Printing
1.500 copies

Lisbon, November 2000

The Portuguese-American Citizenship Project



**Promote Citizenship and
Participation**

**Supported By
The Luso-American Development Foundation
Lisbon, Portugal**

“QUEM É QUE DECIDE POR TI?”



THE PORTUGUESE-AMERICAN CITIZENSHIP PROJECT
TO PROMOTE CITIZENSHIP AND CIVIC PARTICIPATION

Supported by
THE LUSO-AMERICAN DEVELOPMENT FOUNDATION
LISBON, PORTUGAL

CONTENTS

- Background
- The Issue
- Citizenship Campaigns
- The Portuguese-American Citizenship Project
- The New Bedford Case
- The Luso-American Development Foundation
- Points of Contact

Background

For centuries, Portuguese immigrants have crossed the Atlantic to America in search of the new life. Like other ethnic groups, Portuguese immigrants have steadily become economically and socially integrated into the United States society.

Immigrants on the East Coast of the United States initially sought work in New England's fishing industry, textile mills, and in other labor-intensive industries. The Portuguese people began to immigrate to California during the Gold Rush, and are now most heavily concentrated in the San Francisco Bay area, the San Joaquin Valley, the Los Angeles Basin, San Diego, and in many other areas.

Unlike the early 1900's, today's Portuguese Americans hold various jobs within the work force. Many are judges, nurses, mechanics, police, farmers, or successful businessmen or women. Within the state of California, Portuguese-Americans own a significant percentage of the dairy industry.

Many second and third generation families have moved away from the immigrant neighborhoods where their parents first resided. On the East Coast, a large number of

A number of academic studies¹ have attempted to understand the reluctance of Portuguese-Americans, and from there discussed a way to get Portuguese-Americans actively involved in civic affairs.

Citizenship Campaigns

The history of Portuguese-Americans to advance their political interests and/or to elect Portuguese-Americans has been uneven at best. Local community activists throughout New England and New Jersey believe that their communities have not enjoyed political advantages commensurate with their numbers and with their growing economic stature.

In California, Portuguese-American community leaders have established a dialogue with political leaders. However, there is the same uncertainty about the actual voter participation of Portuguese-Americans. Campaigns to facilitate application for US citizenship have taken place in all communities. In New Jersey, volunteers run

¹ See Dr. Rita Moniz, "Azoreans in America: Political Assimilation", Department of Political Science, Southeastern Massachusetts University (now University of Massachusetts-Dartmouth), May 1981.

See Dr. Onesimo T. Almieda, "The Portuguese-American communities and politics-a look at the cultural roots of a distant relationship", *Gavea-Brown*, Vols XIX-XX (January 1998-December 1999), pp. 229-243.

programs to take an applicant from the first to last step in the Immigration and Naturalization Service process. In New England, citizenship campaigns have been sponsored by volunteer and government organizations. Over the past five years, community organizations in California have run citizenship campaigns for thousands of applicants.

Voter registration in the Portuguese-American communities on the East Coast has largely fallen to organizations with partisan political objectives. Individual politicians, political parties, unions and even the Catholic Church have been prominent in the promotion of voter registration.

Similarly, "get-out-the-vote" campaigns for Portuguese-Americans have been even more partisan than the voter registration campaigns. Campaigns by individual politicians, political parties and unions are designed to ensure that those encouraged to vote support the political objectives of the sponsor.

Throughout the history of communities in the United States, individual efforts to promote responsible citizenship have been marked by extraordinary personal commitment to the community, but these separate projects are notable by the absence of coordinated strategies.

Most efforts have yielded positive results, but often these results have been restricted to the immediate community and the effect of success being diminished within a short time period. Coordination among interested individuals and organizations within the local community has also been limited. Also, cooperation between communities within a particular state has been rare. Interstate cooperation among Portuguese-American communities in neighboring states has not yet taken place.

The Portuguese-American Citizenship Project

On February 1, 1999, the Luso-American Development Foundation in Lisbon, Portugal initiated the Portuguese-American Citizenship Project. As part of its continuing commitment to strengthen the Portuguese-American community, the Foundation inaugurated the Citizenship Project to encourage Portuguese-Americans in the United States to participate fully in civic activities in their communities, become United States citizens, register to vote, and vote in local, state and national elections.

The Citizenship Project is managed by a project coordinator, currently James McGlinchey, who visits the communities frequently, maintains contact with the Foundation, and helps coordinate and arrange meetings among the various communities.

The project is based on the following assumptions about Portuguese-American communities:

- Communities, some for decades, have been engaged in a wide range of activities to promote responsible citizenship.
- The individual communities themselves are best able to determine the best strategy to promote citizenship.
- The best means to contributing to these ongoing activities is to promote the sharing of information, methodologies, and experiences among communities.

- The Foundation should support the best available technical tools to assist communities to mobilize political campaigns including strategic planning and use of computerized voter databases.
- Financial assistance to promote citizenship to communities should match funding from local sources. This assistance should be carefully tailored to contribute to the purpose of promotion of citizenship. Any outside assistance should be of limited duration and be enough to be readily assumable by the local community.

The Project is intended to work with local communities within the parameters of:

- Programs to support the process of application for United States citizenship,
- Campaigns to promote voter registration, and,
- Non-partisan “get out the vote” promotions.

In each community, an established organization or an “ad-hoc” committee of concerned citizens is invited to draft a strategic plan that outlines the community’s priorities and a plan to address these outstanding problems.

The plans contain the following basic points:

- A brief description of the priority problems with citizenship and voting,
- A listing of what the local community has done to overcome their specific problem,
- A description of specific goals to accomplish over the

next two to three year period,

- A listing of what resources the community will devote to implement these plans, and,
- A listing of what additional resources from both within and outside the local community are necessary.

Once a consensus document is completed, the Foundation will take note of the priorities of the local leaders and determine where, as appropriate, the Foundation can best assist. Since its inception, the Project has visited Portuguese-American communities in Connecticut, Massachusetts, New Jersey, and Rhode Island.

Foundation grants have been made to ten communities. The grants support activities and strategic plans completely conceived of and implemented by concerned citizens of each community for such things as advertising, voter education seminars, transportation to the voting sites, creation of voter databases, etc.

The common elements of each grant of that specific initiative:

- Pushes the community well beyond the normal range of activities to promote civic activism;
- Is strictly non-partisan in its message and in its implementation;

- Fits into a coherent strategic vision which reflects the consensus opinion of concerned community leaders;
- Does not underwrite the operations of on-going programs nor entails creation of an organization which will require recurring outside funding, and;
- If successful, can be readily adopted wholly or in part by other Portuguese-American communities.

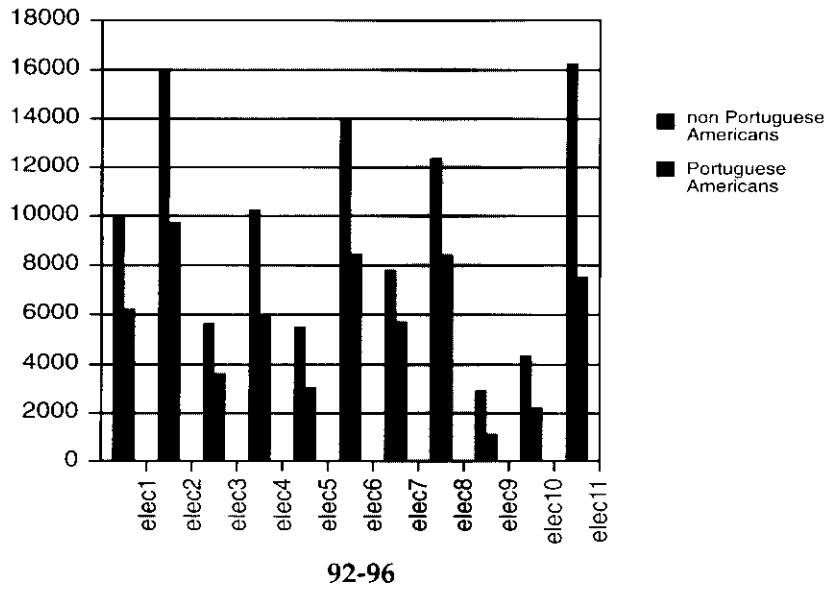
The Case of New Bedford

An examination of voting registration and voting patterns in New Bedford, Massachusetts provides an illustration of the Portuguese-American community's role in political affairs.

A study² conducted for this project separated registered New Bedford voters into two groups, "non Portuguese-Americans" and "Portuguese-Americans." The analysis then examined the voting patterns of the groups in a series of national, state and local elections ranging from the years 1992 to 1996.

² Again the comparison is imprecise because registration of both groups may have changed significantly in the period of 1992 to 1996 and the registration list of 1999. Normalization (i.e., dividing the group's voters by an estimate of the total registered voters in each group) is only intended to approximate the relative performance of each study group.

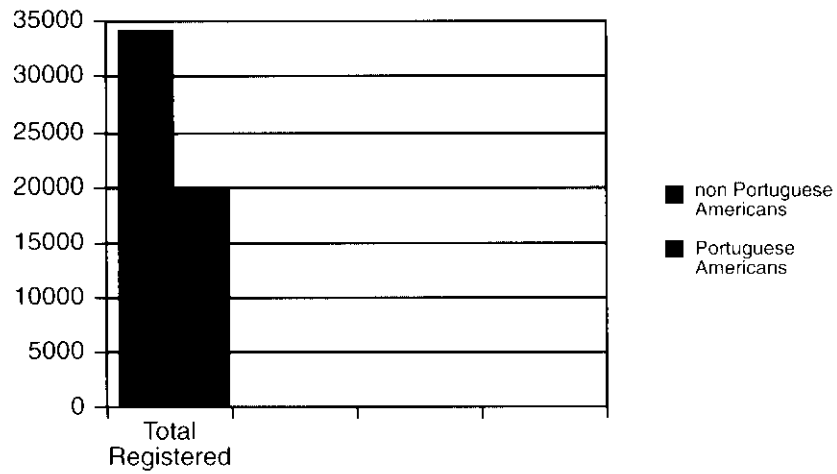
THE PORTUGUESE-AMERICAN CITIZENSHIP PROJECT



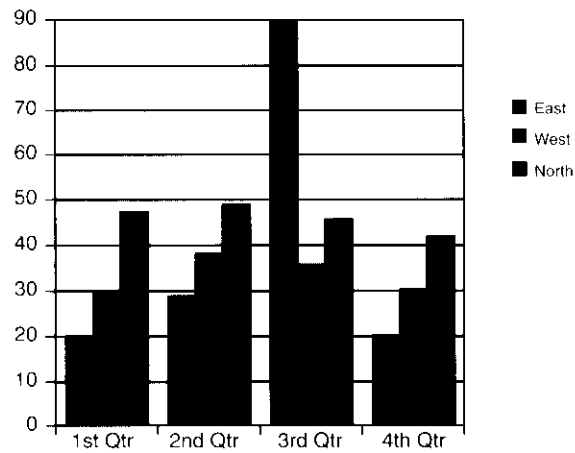
Despite the fact that Portuguese-Americans reportedly constitute 65 percent of the city's population, the "non Portuguese-Americans" group consistently outvotes the "Portuguese-Americans" voting group.

A second analysis examined the comparative registration performance in 1999 of both groups. The "non Portuguese-Americans" group outperforms the "Portuguese-Americans" group by a ratio of 3 to 2. The implication of this data is that Portuguese-Americans are 40 percent of all registered voters in New Bedford and 65 percent of the general population.

THE PORTUGUESE-AMERICAN CITIZENSHIP PROJECT



A final analysis examined the voting records of both groups divided by the registration population of each group as of 1999¹.



¹ See footnote on page 14

Once registered, "Portuguese-Americans" vote in virtually identical percentages as the "non Portuguese-Americans" group.

Possible conclusions from this analysis are:

- Despite their significance as the majority ethnic community in New Bedford, Portuguese-Americans are outvoted in all election scenarios.
- Non-Portuguese-Americans register in greater numbers than Portuguese-Americans and,
- Once Portuguese-Americans do register, they go to the polls in the same relative numbers as non Portuguese-American.

The Luso-American Development Foundation

In May 2000, the Luso-American Development Foundation (FLAD) completed fifteen years of service to Portugal, the United States of America and to bilateral relations. Since its creation in May 1985 by the Government of Portugal, the Foundation has established a distinguished record of creative grantmaking to broaden ties among the peoples and institutions of Portugal and the United States. FLAD is today the major supporter of trans-Atlantic interactions on a wide range of topics of interest to academia, business, civil society, and government. Additionally, by working with other European countries in many of its activities in Portugal,

FLAD has become recognized as a leading contributor to a constructive US-European dialogue on many political issues.

FLAD is a private, non-profit, grant and loan-making development foundation, whose purpose is to contribute to Portugal's growth and development by supporting actions of an economic, scientific, cultural and commercial nature. The Portuguese Government provided funding for FLAD's endowment from financial transfers to Portugal from the United States under a 1985 joint security agreement.

The United States is FLAD's major partner in carrying out its wide range of programs. In general, FLAD has focussed its programs in these areas:

- Education, Science and Technology
- Culture and Portuguese-American Heritage
- Public Policy and Administrative Reform
- Trade and Investment Development
- Environment

Within these areas, the Foundation emphasizes such diverse projects as health management, socio-economic policy studies, journalism, arts and music, city planning, environment, government reform, marine sciences, investment promotion, biotechnology, among many others.

Over time, the Foundation's program strategy has evolved to emphasize policy research and debate, human resources development, joint research projects, and building lasting institutional interactions. A growing focus area today is the strengthening of ties with the Portuguese-American communities in the United States. These communities honor the Portuguese cultural heritage and seek new ways to expand contacts with Portugal and its institutions. FLAD matching grants to Portuguese-American community organizations for educational scholarships, exchange, newsletters, research projects, and cultural dialogue are of growing importance.

Points of Contact

The Portuguese-American Citizenship Project is an ongoing initiative and intended to encompass communities and organizations that share the common goal of promoting the citizenship, voter registration, voting and civic involvement of Portuguese-Americans. Clubs and organizations wishing to inquire about participation in the Portuguese-American Citizenship Project are invited to contact the following individuals:

James Martin McGlinchey
1625 Hunting Ave.
McLean, Virginia 22101
Tel: + 703 963-7618
Fax: + 703 893-1886
Email: jmcglinc@bellatlantic.net

President
Luso-American Development Foundation
Rua do Sacramento à Lapa, 21
1249-090 Lisboa
Portugal
Tel: + 351 21 393 58 00
Fax: + 351 21 396 33 58

Published by
Luso-American Development Foundation
Lisbon, Portugal

Printed by
M2 Artes Gráficas, l. da.

First Printing
2000 copies

Lisbon, October 2000

European Foundation Centre
Trans-Mediterranean Civil Society Dialogue

Fès, Kingdom of Morocco
November 20 & 21, 2000

CIVIL SOCIETY WORKSHOP IN MOROCCO

Building on the Lisbon Declaration on Civil Society
Cooperation in the Euro-Mediterranean Region

Executive Summary

The Luso-American Development Foundation, Portugal
FES-SAISS Association, Kingdom of Morocco

How is it possible to talk about scientific development when our competent youth are unemployed and deprived and without access to adequate training that would enable them to reach their full potential?

How can we talk about social progress and development when women ~ who constitute half of this society ~ are being denied their rights?

And how is it possible to talk about equal opportunities when the disabled are marginalised and kept away from whole sectors of activity?

HRH King Mohamed VI of Morocco

Civil Society Workshop in Morocco

Building on the Lisbon Declaration on
Civil Society Cooperation in the Euro-Mediterranean Region

EXECUTIVE SUMMARY

BACKGROUND	2
OPENING PLENARY: SETTING THE SCENE	3
DONORS FORUM ON NEEDS IDENTIFICATION	4
PLENARY WORKSHOP SESSIONS	6
• Workshop 1: The Operating Environment	
• Workshop 2: Capacity-Building	
• Workshop 3: The MEDA Process	
CONCLUSIONS & RECOMMENDATIONS	13

The invitational Civil Society Workshop convened in Fès, Morocco on November 20 and 21, 2000 under the gracious patronage of His Royal Highness King Mohamed VI of Morocco. The Summit was coordinated by the Luso-American Development Foundation of Portugal and the FES-SAISS Cultural, Social and Economic Development Association of Morocco. It was held within the framework of the Trans-Mediterranean Civil Society Dialogue Programme of the European Foundation Centre (EFC), an initiative co-chaired by the Luso-American Development Foundation and the Third Sector Foundation of Turkey.

BACKGROUND

The Fès Workshop builds on the Trans-Mediterranean Civil Society Summit hosted in Lisbon on May 22 and 23, 2000 by the Luso-American Development Foundation to initiate and expand cooperation among foundations, corporate funders and their respective grantees in order to encourage and sustain civil society structures in the Euro-Mediterranean Region.

The Lisbon Declaration issued at the close of the Summit set out the collective views of participants for the attention of the institutions of the European Union (EU), Euro-Mediterranean partner states, national and supranational institutions, national governments, and foundations, corporate donors and other concerned civil society organisations.

The Declaration identified among its objectives the need to foster cooperation and develop flexible and effective responses to issues of common concern throughout the Euro-Mediterranean Region, to promote information exchanges among civil society organisations, and to assume responsibility for the promotion of good practice, transparency, accountability and credibility.

OPENING PLENARY: SETTING THE SCENE

The Opening Plenary, attended by 180 representatives of Moroccan civil society, representatives of the Moroccan government, and delegates from European and supranational organisations, was chaired by **Mohamed Kabbaj** of FES-SAISS Association, and featured presentations by Moroccan Minister for Human Rights **Mohamed Oujar**, **Olivier Ranaivondrambula** of the United Nations Fund for International Partnerships, **Charles Buchanan** of the Luso-American Development Foundation, Portugal (co-chair of the EFC Trans-Mediterranean Civil Society Dialogue Programme), and **John Richardson**, chief executive of the Brussels-based European Foundation Centre.

The session was designed to set the scene for subsequent in-depth discussion by exploring how European, American and Moroccan civil society organisations can best identify issues of common concern and develop an agenda for cooperation and partnership.

Accordingly, **John Richardson** briefly profiled the objectives and core programmes of the European Foundation Centre, noting that, as the pressures of globalisation continue to mount, national governments are coming gradually to accept that many aspects of provision for their citizens cannot be accomplished in the absence of partnerships with civil society organisations. The Trans-Mediterranean Civil Society Dialogue aims to put in place a network of individuals and organisations capable of moving forward quickly on individual projects. The Workshop would serve as a springboard for meaningful dialogue, building on what has already been achieved within the TMCD Programme.

Charles Buchanan reminded delegates that the Mediterranean exemplifies the growing interdependence of traditionally independent regions. The TMCD Programme aims to identify within this rich admixture of societies and cultures of the Region a broad spectrum of sector and region-specific challenges rooted in the Region's long history of political, cultural, economic, social and linguistic diversity:

Central to the Programme is a resolute commitment to foster and sustain mutual understanding and to encourage initiatives to combat misconceptions, prejudices and stereotyping. In essence, the Programme sets out to put in place a corpus of shared values at the heart of which are the universal concept of human rights, the acceptance of democratic principles and the advocacy of citizen participation.

Olivier Ranaivondrambola described the "new" United Nations and its role in the 21st century, stressing that the need to forge new partnerships with civil society organisations is perceived as fundamental. He singled out for special mention the recently

announced UN *Global Compact* initiative and described the UN Fund for International Partnerships, a resource set up in 1998 to coordinate, channel and monitor contributions from the United Nations Foundation.

Human Rights Minister **Mohamed Oujar** prefaced his remarks by some general observations on the socio-economic climate in Morocco before going on to note that Morocco regards the promotion of human rights as an essential component of socio-economic development. The country has committed to a series of measures designed to improve and enhance the development of civil rights. This commitment has resulted in the establishment of a roster of new government and private institutions and in the ratification of international conventions.

The Minister concluded by referring to the new EU-Moroccan Association Agreement which calls specifically for support for economic reforms, development of the private sector through direct support for Moroccan companies, achievement of a better social balance, the fight against poverty, the full integration of women, and the promotion of additional means to strengthen civil society.

The Opening Plenary was followed by a short session moderated by Charles Buchanan of the Luso-American Development Foundation and **Hamid Benmakhlouf** of FES-SAISS Association and reserved to representatives of donor organisations ~ grantmaking foundations, corporate philanthropic programmes, associations and national and supranational public bodies (see box, page 5).

The session identified a series of problem areas, including the natural environment, demographics, economic conditions, specific social issues ranging from unemployment to substance abuse. And, not least, the legal and fiscal operating climate.

DONORS FORUM PARTICIPANTS

For the record, the Donors Forum session was attended *inter alia* by representatives of the following organisations:

- AFS Fès
- Association ANGAD
- Bernard Van Leer Foundation/ATFALE
- C.G.E.M.
- Centre d'Etudes et Recherche sur la Femme
- Charities Aid Foundation
- European Foundation Centre
- FES-SAISS Association
- Fondation BMCE
- Fondation du Sud - Madrid
- Fondation Hassan II
- Fondation Mohamed Aouad
- Fondation Mohamed V pour la Solidarité
- Forum Euro-Méditerranéen
- Fundación del Sur
- Institute for Luso-Arab Cooperation (ILAC)
- La Fondation du Sud
- Luso-American Development Foundation
- Moroccan Ministry of Human Rights
- Moroccan-American Commission for Education and Cultural Exchange
- Rawabit Association
- Sidi Mohamed Ben Abdellah University
- Ulema League
- United Nations Development Program
- United States Embassy in Morocco
- USAID Rabat

PLENARY WORKSHOP SESSIONS

The second day was earmarked for three invitational Plenary Workshop Sessions which focused on the Operating Environment for Foundations, Capacity-Building, and Regranting Techniques respectively.

- **Workshop 1: The Operating Environment**

The session on the operating environment was co-chaired by **Emmanuelle Faure**, Deputy Director of the European Foundation Centre and **Mohamed Laraqui Housseini** of FES-SAISS Association. It featured panellists **Farid Essarhir** of Morocco's Ministry of Human Rights, **Moha Ennaji** of Sidi Mohamed Ben Abdellah University, and **Salama Saidi** of Association RAWABIT for Communication and Networking. The session focused on the need for transparency, legal and fiscal provisions and compliance, human rights, and the provision of technical support.

Emmanuelle Faure set the tone by noting that it was not enough for civil society organisations to work in parallel with governments:

At a time when citizens everywhere are clearly aware of government's retreat from certain areas of civic responsibility, it is essential that civil society organisations define not only their own role but also the interface to be developed between themselves and governments and public authorities generally. It is also vital that civil society organisations understand and react to the need to project their goals and demonstrate their capacity to act in the best interests of the citizen.

Co-chair **Mohamed Laraqui Housseini** endorsed Ms. Faure's view, stressing that the key issue in the CSO operating environment in Morocco was that of legal and fiscal compliance and accountability.

Farid Essarhiri added that Moroccan foundations and CSOs should be aware of their rights and freedoms as decreed under the revised Constitution:

King Hassan II built in new freedoms for the media and for the electoral procedure and more latitude for foundations and CSOs to organise and operate. Post-1989, however, Morocco has become increasingly aware of shortcomings in the law and the need for additional changes. In effect, the role of associations was reinforced and sustained by popular acclaim, particularly as regards their input to the fostering of and respect for human rights and freedoms.

For **Moha Ennaji**, it was self-evident that human rights were inalienable. It was essential, however, to achieve a balanced approach:

There is a fundamental difference between “Western” human rights ~ which tend to have a focus on the individual ~ and the “African” concept of human rights, which is oriented towards the family and community. Moreover, in the latter concept, the emphasis is on dignity, solidarity and mutual respect closely linked to duty and communal service within the context of Islamic law and tradition. Acknowledgment of the cultural relativism of human rights is particularly important in the Moroccan context.

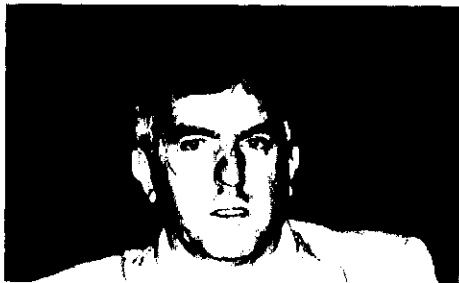
Salama Saidi of RAWABIT took a practical approach to the civil society operating environment in Morocco by identifying a number of basic challenges.

Internal challenges include a lack of professionalism, a shortage of permanent staff and continuity of personnel, a dearth of cumulative knowledge and expertise, and an inherent conservatism which can dilute democracy within our foundations and obstruct dynamism and openness to change.

External challenges include the need to adapt to a changing fiscal and statutory environment, the continued absence of a “heavyweight” NGO umbrella organisation, inadequate involvement in international dialogue, and shortcomings in communication and training structures.



Above: Needs identification at the Donors Forum. Below: In reflective mode (Clockwise): Khalid El Andaloussi, Dawn Traut, Salama Saidi, Charles Buchanan



- **Workshop 2: Capacity-Building**

The workshop session on capacity-building was moderated by **Abdessalam Gharmini** of the Ulema League and **John Richardson**.

Opening the session, **Abdessalam Gharmini** noted that the Lisbon Declaration had called for increased cooperation between foundations, corporate funders, public authorities, national governments and supranational agencies to build and transfer knowledge and experience:

A central need is to build capacity at the level of indigenous civil society organisations to ensure that they can access, absorb and properly apply resources made available to them.

John Richardson added that capacity-building was the key to effective dissemination of expertise, the provision of project-related training and good governance:

What we must build is access to information which has been processed into knowledge that can then be synthesised into wisdom. To do this effectively, we must establish resource centres and information points.

How this need could be filled emerged in short presentations by **Dawn Traut** of USAID Morocco, **Sharon Norrish** of the Charities Aid Foundation, **Fatima Sadiqi** of Sidi Mohamed Ben Abdellah University, and **Nawal El Moutawakel** of the BMCE Foundation, each of whom briefly outlined the role and strategic approach of their respective organisations.

Dawn Traut led off by describing how USAID in Morocco adopted a customised approach:

The ultimate aim is to “Moroccanise” USAID’s Democracy and Governance Programme rather than to parachute that programme into Morocco. In practice, the focus is on four principal issues: civil

society structures, the rule of law, the decentralisation process, and women's rights.

Sharon Norrish described how Charities Aid Foundation (CAF) has emerged over the last ten years as an increasingly international player:

CAF sees its mission as increasing the flow of resources to NGOs and other civil society partners irrespective of their geographical location, and creating a legal structure to help encourage the development of NGO activities within individual countries and help them learn from each other.

As a financial/investment agency holding funds for the benefit of NGOs and charities, CAF is the nearest equivalent to a bank for the NGO sector:

In essence, what CAF does is to help create sustainable NGOs by building knowledge and capacity and by ensuring optimisation of resource use. CAF's role is typically that of a facilitator at the local level, with a focus on training, training of trainers, and grantmaking linked to capacity-building in terms of consulting, project management, monitoring and project evaluation.

Fatima Sadiqi pinpointed an area of priority concern within the Moroccan context, namely the urgent need for capacity-building in rural areas to support women's rights and their efforts to secure equitable recognition and treatment:

A feature of Moroccan civil society is that, in the wake of progressive male rural-to-urban migration, rural women are more often than not socio-economically disadvantaged. There are several reasons for this, starting with the male exodus itself, but including a lack of rural civil society infrastructure and facilities, the gradual disappearance of traditional agricultural structures, endemic poverty, illiteracy, unemployment and the vagaries of climate. As a result, rural women populations in Morocco represent an ideal target for civil society capacity-building.

Nawal El Moutawakel and staff of Fondation BMCE closed the session by profiling an ambitious community schools project spearheaded by the Moroccan Bank for External Commerce (BMCE) which is designed to establish 100 schools in rural areas per annum over a ten-year period:

Following a Royal Call for mobilisation in favour of education, the BMCE determined in 1998 to demonstrate its commitment to Moroccan civil society by contributing substantially to the fight against illiteracy and to improving the quality of teaching, particularly in rural areas. This was done in the conviction that its initiative will trigger similar support within the Moroccan business community.

- **Workshop 3: The MEDA Process**

The third and final plenary workshop session ~ moderated by **Antonio Horta-Lobo** of the Institute for Luso-Arab Cooperation (ILAC) and **Naguib Lahlou** of Sidi Mohamed Ben Abdellah University ~ was designed to provide interactive debate on a key aspect of the Lisbon Declaration as regards the potential role of CSOs in the “regranting” process.

The co-chairs noted that the MEDA Programme finances activities in the fields of education, vocational training, health, and basic infrastructure such as water and sanitation, and provides support to small-to-medium size enterprises. The Programme is currently running at around Euro one billion per year, with European Investment Bank loans roughly in parallel. Up to 1998, MEDA had committed Euro 2,325 million to economic transition, social cohesion and regional cooperation.

Naguib Lahlou added that the Euro-Mediterranean Association Agreement (EMAA) concluded between the European Union and the Kingdom of Morocco (which entered into force as of March 1, 2000) marked a deepening and widening of relations:

The Agreement makes provision for support for economic reforms, particularly in the shape of sectoral adjustment programmes, the development of the private sector through direct support for Moroccan companies, and support for the Moroccan Government's Social Development Agency Action Plan which is designed to achieve a better social balance and to step up the fight against poverty.

The Lisbon Declaration had urged that European Union funding for the Euro-Mediterranean Partnership be increased and that an agreed and sustained proportion of said funding within the next-generation MEDA II be earmarked for allocation to civil society initiatives that advance bilateral and multilateral cooperation.

The Declaration had also urged that a portion of EU funding under MEDA II be entrusted to established civil society organisations which would act as intermediaries in the regranting process.

In the ensuing debate, it emerged clearly that MEDA, the principal EU financial instrument for the implementation of the Euro-Mediterranean Partnership, was not wholeheartedly supported by Workshop delegates. While the aims, objectives and good intentions of the Programme were applauded, there was consensus that the Programme appeared to deliver more on paper than in practice.

The principal criticisms were that its resources were spread too thin and that approved funding frequently arrived too late.

John Richardson pointed out that these problems might be alleviated to some degree under MEDA II (2000-2004):

The focus of the Programme has been narrowed and the Programme's slowness in paying out funds acknowledged. According to the Commission's own figures, a mere 26% of scheduled financial support under MEDA I was actually transmitted to partner countries.

MEDA II has now been restructured as programme-based rather than a project-based EU initiative.

Khalid El Andalouss of the Bernard Van Leer Foundation/ATFALE, suggested that this move to a programme-based approach could result in larger *tranches* of support funding being allocated but fewer specific small projects being targeted for funding:

Even as things stand, too many projects are already being administered top-down rather than bottom-up. As to the human resources issue, an obvious alternative presents itself, as proposed in the Lisbon Declaration, namely that an agreed and sustained proportion of resourcing allocated to Euro-Mediterranean cooperation could be entrusted to civil society organisations which have the experience and human resources to act as intermediaries and channel resources downstream to civil society projects and programmes.

♦

The session concluded with an insight into the workings and impact of a binational cooperation agreement. This was provided by **Daoud Casewit**, who profiled the Moroccan-American Commission for Educational and Cultural Exchange (MACECE), an organisation established in February 1982 to facilitate academic and cultural exchanges for U.S. and Moroccan citizens and to administer a broad spectrum of research, study and teaching grants, principally within the context of the worldwide Fulbright Exchange Program.

Mr. Casewit noted that increasing costs of U.S. education have resulted in a downward trend in the number of grants available to Moroccan students. To offset this, MACECE is developing partnerships with the private sector via a Fulbright Business Advisory Council (FBAC) created in June 1998 groups 35 of Morocco's leading businesses which have sponsored new Fulbright awards and have been instrumental in the setting up of The Mohamed VI Moroccan-American Scholarship Endowment Fund.

CONCLUSIONS AND RECOMMENDATIONS

The final workshop session featured short statements from **Charles Buchanan** on behalf of the Luso-American Foundation and the TMCD Programme, and by **Hamid Benmakhlouf** of FES-SAISS Association.

EFC chief executive **John Richardson** then summed up the conclusions of the Workshop and presented a series of proposals and recommendations, “in an atmosphere of shared responsibility and within the spirit of the Lisbon Declaration”. These included a number of points of agreement on downstream cooperation between Moroccan foundations and independent donors and European and American partner organisations.

He prefaced his remarks by noting that Workshop participants deeply regretted the absence ~ as a result of tragic developments in the Eastern Mediterranean ~ of colleagues and friends who have to date been proactive participants in the TMCD Programme. The decision to press forward with the Workshop initiative in their absence had been taken in the conviction that the continuing involvement of foundations, associations, other civil society organisations and concerned individuals was vital if a just and sustainable peace in that region is to be achieved.

On behalf of Workshop participants, Mr. Richardson applauded recent initiatives in Morocco with respect to human rights and thanked the Minister for Human Rights for his commitment to resolving issues of concern. He went on to outline a number of points of agreement that had emerged as a result of discussions held during the Workshop between Moroccan civil society organisations and representatives of the fact-finding delegation from Europe.

Specifically:

- That the TMCD Programme can provide a viable framework for discussion with participants in the Moroccan Workshop to

- determine how best to promote networking and capacity-building within Morocco
- That the European Foundation Centre will extend an invitation to Moroccan foundations to apply for membership of the Centre
 - That the TMCD Programme will assist Moroccan colleagues by participating in a joint committee to be established to frame proposals for the creation and operation of a networking and capacity-building centre in Morocco that would be directly linked via the EFC to other such centres throughout Europe and beyond, to the EFC Secretariat in Brussels, and to the Centre's expanding network of affiliated organisations worldwide
 - That steps will be taken to implement a series of bilateral initiatives agreed during the Workshop following discussion with the TMCD Programme, the EFC Secretariat, the Luso-American Development Foundation, the Charities Aid Foundation and the Bernard Van Leer Foundation. All proposals for partnership and shared responsibility will be encouraged
 - That the TMCD Programme and the European Foundation Centre and its member organisations welcome inputs from Moroccan organisations in the form of detailed information with regard to any delays and obstacles encountered within the framework of the MEDA Programme of the European Union; the TMCD Programme and the EFC Secretariat in Brussels undertakes to do whatever is appropriate to bring such problems to the attention of the relevant EU institutions; and
 - To the extent that there is throughout the European Union and beyond a clear trend towards the encouragement of philanthropy and increased support for foundations and the communities of associations they serve, that the Luso-American Development Foundation, the Charities Aid Foundation, the Bernard Van Leer Foundation and such other EFC member organisations as are appropriate will work in concert to assist Moroccan civil society organisations by providing benchmark legal and fiscal advice on current operating environments in the European Union.

In this context, Workshop participants were informed that the President of the Luso-American Development Foundation, **Rui Chancerelle de Machete**, is the current chair of the EFC Legal Committee; that the Policy Director of the Charities Aid Foundation, **Simon Hebditch**, is the current chair of the EFC Fiscal Committee; and that the Executive Director of the Bernard Van Leer Foundation, **Rien van Gendt**, currently chairs the EFC International Committee.

Mr. Richardson concluded by extending an invitation to Workshop participants and other interested parties to attend the next meeting of the TMCD Programme scheduled to be held during the EFC Annual General Assembly in Stockholm from May 20 to May 23, 2001.

4.10.10. Workshop Report

Participants expressed their thanks to **Ahmed Lamarti** of FES-SAISS Association and his staff for the lead role they had played in organising and hosting what had proved to be a productive meeting.

The Workshop closed with a formal vote of thanks to His Royal Highness King Mohamed VI delivered by **Mohamed Kabbaj**, President of FES-SAISS Association.

©2001 Luso-American Development Foundation.
All rights reserved.

The Executive Summary was compiled on behalf of the Foundation by Eddie Crockett. Every effort has been made to ensure accuracy, but neither the author nor the Foundation shall be held liable for any inaccuracies or distortions.

Additional copies may be requested from:

LUSO-AMERICAN DEVELOPMENT FOUNDATION

Rua do Sacramento à Lapa 21, 1249 - 090 Lisbon, Portugal

Tel. +351 21 393 5800 Fax +351 21 396 3358

E-mail: fladport@flad.pt

A detailed **Report of the Proceedings** is available on request. Please contact Charles Buchanan or Antonio Vicente at the above address.

THE LUSO-AMERICAN DEVELOPMENT FOUNDATION

The Luso-American Development Foundation / Fundação Luso-Americana para o Desenvolvimento was set up in Portugal in May 1985 as a private, non-profit, grant and loan-making foundation whose purpose is to contribute to Portugal's growth and development by supporting economic, scientific, cultural and commercial initiatives.

In general, the Foundation has focused its programmes in the areas of Education; Science and Technology; Culture and Heritage; Public Policy and Administrative Reform; Trade and Investment Development; and the Environment.

Within these areas, the Foundation stresses such diverse products as health management, socio-economic policy studies, journalism, arts and music, city planning, government reform, marine sciences, investment promotion and biotechnology.

Over time, the Foundation's programme strategy has evolved to emphasise policy research and debate, human resources development, joint research projects, and building lasting institutional interaction.

To date, the Foundation has made grants, loans and equity investments with respect to close on 10,000 projects. Funding has leveraged additional resourcing through matching contributions from foundations, government agencies and private companies.

LUSO-AMERICAN DEVELOPMENT FOUNDATION

**Rua do Sacramento à Lapa 21, 1249 - 090 Lisbon, Portugal
Tel. +351 21 393 5800 Fax +351 21 396 3358
E-mail: flad@ind@fladport.pt**

LUSO-AMERICAN
FOUNDATION

IS AN
ETHCLASS
EMERGING IN
EUROPE?
THE PORTUGUESE CASE



Research Coordinator
MARIA IOANNIS BAGANHA
CES/FEUC

With
JOSÉ CARLOS L. MARQUES
FEUC/UCP, LEIRIA

GRAÇA MARIA DA FONSECA
CES/FEUC

LISBON,
July 2000

PUBLISHED BY
Luso-American Development Foundation

DESIGN
B2, Atelier de Design

COVER
Salette Brandão

EDITING
AmeriConsulta, Lda.

PRINTED BY
Textype – Artes Gráficas, Lda.

FIRST PRINTING
2000 copies

Lisbon, July, 2000

ISBN
972-98255-5-6

DEPOSITO LEGAL
151 662 00

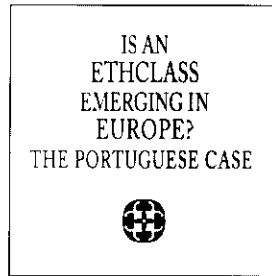


Table of Contents

Introduction.....	5
<p>PART A General Descriptive Overview</p>	
1. History and Groups of Immigrants.....	11
1.1. Patterns of Settlement – 1990-1997	12
1.2. Sociodemographic Characterization – 1990-1997.....	13
2. Legal status	17
2.1. Legal Framework on Entry, Residence and Expulsion.....	17
2.2. Legal Framework on Nationality.....	22
2.3. Social Citizenship: Legal Rights.....	24
2.4. Political Citizenship: Legal Rights.....	25
3. The Socio-economic Situation of Immigrants.....	27
3.1. “Ethnic” Differentiation in the Labor Market.....	27
3.2. “Ethnic” Differentiation in the Educational System.....	30
4. Public and Semi-public Measures for Integration.....	35
4.1. The Portuguese Legal Framework on Non-discrimination	35
4.2. Positive Discrimination: Public Measures for Social Inclusion	37
4.3. Non-Governmental Organizations	45
5. Trends Towards an Ethnic Class Formation.....	49
5.1. Residential Segregation and Living Conditions	49
5.2. Deviant Behavior and Criminality	52
5.3. Violence Against Immigrants	55
5.4. Exclusion from Social and Political Rights.....	57
5.4.1. Political Participation.....	61
5.4.2. Immigrants and Naturalization	63

5.4.3. Inter-Marriages Between Portuguese and Foreign Nationals	63
5.4.4. Cultural Diversity	64
6. Recommendation for best practices.....	66

PART B
Statistical Appendix

Statistical Appendix.....	73
Bibliography.....	90

INTRODUCTION

All Southern European countries have a long-standing tradition of emigration and a quite recent history of immigration. It is a well-known fact that new developments require adaptation and adaptation requires time, which essentially means that societal processes of adaptation to the existence of significant and visible foreign minorities are still in the making in all Southern European countries.

Given the extremely different economic and political contexts in which the in-flows to Southern Europe are taking place, the political handling of immigration by Southern European countries has been substantially different from the migration policies endorsed by the Northern European countries during the “thirty glorious years” following the Second World War. It is, thus, reasonable to presume that this difference in contexts will produce different outcomes both in terms of domestic societies’ responses to the presence of foreigners in their midst, and of immigrants’ processes of integration into their respective host societies¹.

The main objective of the present report is to describe the recent Portuguese immigratory experience according to a standardized framework of items to be followed by all the countries involved in the project².

Given the overall research design and the methodological approach that were proposed for this project some methodological clarification needs to be done in order to insure the greatest possible accuracy in interpreting and handling the information contained in the present report.

This clarification is of utmost relevance when we consider the content of the three basic concepts that guided all the data collected and subsequent analysis, namely: immigrants, ethnic minorities and ethnic class.

¹ The present report resulted from a European Project named “Towards An Emerging Ethclass” whose aim was to provide a description and discussion of the current situation and recent trends of immigration in seven European countries (United Kingdom, Netherlands, Belgium, Germany, Italy, Spain and Portugal). In this project participated the following Foundations: European Cultural Foundation (Amsterdam), Fondation Roi Baudouin (Brussels), Fondazione Cariplo per le Iniziative e lo Studio sulla Multietnicità (Milan), Freudenberg Stiftung (Weinheim), Fundação Luso-Americana para o Desenvolvimento e Fundação Oriente (Lisbon), Fundacio Serveis de Cultura Popular (Barcelona), The German Marshall Fund of the United States (Berlin).

² The original report, (Freudenberg Stiftung, 2000), also includes a section that focuses on the economic incorporation of immigrants into the Portuguese informal economy not included in the present publication.

³ The project "Towards An Emerging Ethnias" was guided by a common framework, titled "Model for Country Report" elaborated, in April of 1999, by the project coordinators.

The concept of immigrants was defined in the "Model for Country Report"³ as follows: "all people from a foreign origin living and working in the country, including non-working family members". The present report has adopted this definition.

The concept of ethnic minorities was defined as "descendants of immigrants who have the country's citizenship but who suffer from discrimination due to their origin". This concept, however, raises serious questions of accuracy with regard to its objective and in its subjective components. First, it is more than debatable that in Portugal "foreign" ethnic minorities are the outcome of previous processes of immigration. In fact, the existence of ethnic minorities of non-European origin is, in the case of Portugal, largely the outcome of a process of de-colonization that, contrary to the rest of Europe, only took place during the mid 1970's, after the Revolution of 1974. The disorganized transfer of political power to the former African Colonies entailed the forced return to the mainland of about half a million people, a substantial part of whom retroactively lost their Portuguese nationality on account of their African ancestry. In light of Portuguese history, to consider "some" of the children of these returnees as "descendants of immigrants" is, in our opinion, unacceptable.

Second, the definition of ethnic minorities mentioned above also involves a value judgment regarding the existence or non existence of "discrimination due to their origin". As it stands, this value judgment introduces an extremely high level of subjectivity into the project, since each national team may eventually adopt different types of measurements to evaluate discrimination, seriously undermining future prospects of comparability on this topic.

Given that no further operationalization of the concept was done to insure comparability of results, we have defined the content of the term "ethnic minorities" as follows: first, we

restricted the content of the term ethnic minorities and excluded from the analysis a substantial domestic ethnic minority, the Gypsies. Second, we consider ethnic minorities to be those groups of people who, owing to their visibility and spatial concentration in run-down suburban areas, are referred to as ethnic minorities in the media, in academic works, and included in a number of public and semi-public programs aimed at social inclusion. These are Portuguese or foreign citizens of African ancestry and their descendants, from Portugal's former African colonies, who inhabit or have inhabited downgraded suburban areas. This definition (and it is the only possible definition to adopt, given the secondary sources available on this topic) imposes specific limitations on the interpretation of results that need to be taken into consideration. First, the term overlaps with the concept of immigrant, since the definition is based on African ancestry (independently of legal status and of date of arrival) and poor living conditions (regardless of the roots of their present social exclusion). Consequently, the content of the term adopted in the present report will probably address a different population than the one targeted under the same concept by the other national reports. Second, the definition of the term "ethnic minorities" that has been adopted implies that our assessment on the emergence or non-emergence of an ethnic class will be based on the aforementioned definition.

Finally, the content of the last basic term "ethnic class" also presents problems, since the definition proposed by the "Model for Country Report" specifically states that "an ethnic class is the outcome of a process of ethnic stratification, which means a systematic and stable combination of material class positions at lower levels with specific cultural characteristics". Given the novelty of the presence of sizable and visible minorities of African ancestry in Portugal, the first problem the definition

raises is how long is “long enough” for a social process to be considered stable? Is less than one generation a long enough span of time when intergenerational stability is crucial to the definition? The second problem has to do with the empirical evidence available to verify the condition “only a systematic and stable social exclusion due to origin is to be considered the basis for an ethnic class”. In fact, to our knowledge, in the case of Portugal, there is no empirical evidence that can reliably be used to determine causation for social exclusion. Due to the above-mentioned conceptual problems and empirical limitations, our reflection on the emergence or non emergence of an ethnic class in Portugal will probably be based on different assumptions than the reflections on these topics presented in the other national reports.

IS AN
ETHCLASS
EMERGING IN
EUROPE?
THE PORTUGUESE CASE



Part A

General Descriptive Overview

1. HISTORY AND GROUPS OF IMMIGRANTS

Until the mid-1970's, the number of foreigners residing in Portugal was of small relevance numerically. The Census of 1960 registered 29,000 foreign residents in Portugal of which 67 percent were from Europe, 1.5 percent from Africa, and 22 percent from Brazil⁴. Fifteen years later, the number of resident foreigners was still only 32,000 (INE, *Estatísticas Demográficas*, 1995)⁵.

After the revolution of 1974, and due to the process of decolonization that ensued (1975-1980), the foreign population grew at an annual average rate of 12.7 percent and progressively changed in composition to the extent that it became primarily composed of African citizens, largely from Portugal's former colonies⁶ (in 1980 there were 58,000 foreign residents, of whom 48 percent were from Africa, 31 percent from Europe and 11 percent from South America). During the next 10 years, the number of foreign residents increased at an annual rate of 6.4 percent, and became more diversified, due particularly to a renewed in-flow from Brazil.

Finally, in the past seven years, the growth of the foreign population has intensified, increasing at an average of 7.2 percent per year, while becoming more heterogeneous in composition. In 1997, of the 175,000 legally registered foreigners, 47 percent were from Africa, 28 percent from Europe, 14 percent from South America and 6 percent from North America. It is important to note that during the 1990's, two drives to legalize the status of the foreign population took place. The first, in 1992, was aimed at legalizing the status of approximately 39,000 foreign individuals, while the second drive in 1996, took in 35,000 immigrants. This means, in essence, that the growth observed in the legal foreign population during this period was

⁴ In Esteves, 1991:161. Note that, at that point in time all natives from any of the former Portuguese colonies in Africa were Portuguese nationals.

⁵ On the characteristics of the resident foreign population in Portugal several summaries are available, like Esteves, (1991), Malheiros (1996), Baganha (1996, 1998a, 1998b), Pires (1993, 1999), Baganha and Góis (1999), Baganha, and Ferrão et al., 1998.

⁶ "The growth of immigration in Portugal during this period can be attributed to: 1) entrance and residence in the country of Portuguese nationals of African origin and presence of Portuguese nationals of African origin previously residing in Portugal, who lost their Portuguese nationality (D.L. 308-A/75); 2) entrance of relatives that joined them between 1976 and 1981" (Baganha and Góis, 1999: 259).

⁷ The term PALOP means African Countries having Portuguese as their Official Language.

⁸ Throughout the next sections we will use national averages for the mainland, obtained in the 1991 Censuses or in the Employment Surveys of 1992-1997 as the control group. We will refer to these national averages as the Portuguese population, the domestic or the national population. No major distortion is introduced in the analysis by the slightly different time spans of the data, because no significant structural changes occurred in this period.

⁹ 64 percent of the immigrant community lives in the Metropolitan Area of Lisbon (from now on referred as MAL) where, in 1991, they represented approximately 5 percent of the resident population.

essentially more the result of these two special legalization drives than of new inflows (Table 2).

For analytical purposes, the resident foreign population was divided into three numerically significant sub-groups: citizens from Portugal's former colonies in Africa (from now on referred to as citizens from the PALOP⁷), citizens from other European countries, and citizens from Brazil. The following description of the main characteristics of legal foreign residents, based on the past seven years, takes specifically these three sub-groups into consideration.

1.1. Patterns of Settlement – 1990-1997⁸

At the aggregated level, the resident foreign population in Portugal reveals a pattern of settlement similar to the one expected for low skilled economic migrants. This is, a population with a marked tendency towards that segment made up of males of working age, highly concentrated in the suburban areas of the capital city⁹. However, when the data is broken down into the three above-mentioned analytical sub-groups (citizens from the PALOP, Europe, and Brazil), we find three different patterns of settlement, indicating different migratory motivations and objectives. Thus, while the percentage of immigrants from the PALOP that in 1990-1997 inhabited the MAL ranges between 72 percent for citizens from Guinea to 90 percent for citizens from São Tomé, for Europeans the corresponding figure is 50 percent, and for Brazilians, 43 percent. In table 3, we show the regional distribution by districts for some selected nationalities.

Looking at the areas of preferred settlement for Europeans, the Algarve, a tourist region with a mild climate, stands out, while Brazilians present a more diffuse pattern of settlement.

The diversity of these three sub-groups becomes even clearer if we look at their sociodemographic characteristics.

1.2. Sociodemographic characterization – 1990-1997

As expected, when compared to the national distribution for the Portuguese mainland at the time of the last census, in 1991 all the foreign groups present an age structure biased toward the active age cohort (15 to 64 years of age) and lower dependency rates. The gap is, however, narrower for the European group than it is for the other two groups, the PALOP and Brazil.

The most interesting fact with regard to the age distribution of foreigners is that those aged 65 years or older is practically twice as large as the group composed of individuals 14 years of age or younger (Table 4). This pattern of age structure is obviously the result of very diverse migratory flows. European citizens have a share of 16 percent of elderly people (age group 65 or older) and 1 percent of young people (0 to 14 years of age), while citizens from the PALOP exhibit a similar share (5 percent) in both groups. Brazilian citizens display the largest share of youngsters (9 percent) and the smallest of elderly individuals (2 percent). Overall, we may say that the immigrant communities from the PALOP and Brazil have lower dependency rates than the immigrants from Europe. It is, however, important to note that the numbers of youngsters among citizens from the PALOP may be highly under-represented. In fact, and even taking into consideration that under similar headings different sources target quite diverse populations, it is remarkable that while the statistics of SEF¹⁰ indicate, between 1990 and 1992¹¹, the existence of approximately 820 young immigrants from the PALOP (bet-

¹⁰ SEF, Serviço de Estrangeiros e Fronteiras (Portugals Foreigners and Borders Bureau).

¹¹ The information available on ages stops at 1992.

As stated ahead 'EntreCulturas' adopts an ethnic concept where the parents nationality is more important than the nationality of the children.

ween 0 and 14 years), the numbers presented by 'EntreCulturas' indicate that in 1997, 30,638 students whose parents were from the PALOP¹² were enrolled in compulsory primary school (normally with ages between 6 and 16) (Table 12). Also relevant is the fact that in the special regularisation of 1996 a substantial number of illegal immigrants were children. The two most frequent situations were children living in Receiving Institutions and children born in Portugal but never legally registered.

The current age structure of the foreign population from the PALOP seems to be the outcome of a very specific migratory story. Consider, for example, the case of the population from Cape Verde, the largest group. The 1981 Census showed that the Cape Verdean population residing in Portugal had a very young population structure, with 18.7 percent of that population in the age bracket of 0-14 (Census of 1981. Vol. 1, pag. 207); while in 1990, SEF data registered less than 1 percent in the same age bracket .

In our opinion (and regardless of possible errors in both sources), the huge gap observed between the age structures between 1981 and the early 1990's is essentially the outcome of two different migratory waves. The first wave, which took place between 1975 and 1980, during the process of independence of the former colonies, often entailed the displacement of the family unit. The second wave began to take shape after the mid-1980's and was essentially made up of economic migrants who usually do not bring their families with them in the first phase of their migratory experience.

Given the weight of the age cohort 65 and over in the age structure of the European resident population, it would be reasonable to expect this group to have the highest inactivity rate of all the foreign groups. Furthermore, it is 'common knowledge' that this group is essentially composed of retired

people from Great Britain, Germany, and Scandinavian countries who are looking for a region with a mild climate in which to spend the "twilight years" of their lives. As we so often see, the stereotypes are not borne out by reality. In fact, Europeans register lower inactivity rates than the ones observed for the domestic population¹³ (the national inactivity rate for the mainland Portugal averaged 51 percent between 1992-1997) (Table 5).

In comparison with the domestic inactive population, the foreign population is over-represented in the domestic, and student categories, and under-represented in the retired and others categories (Table 6). The gap between the share of the national and of the foreign population in the housekeeper category is particularly interesting because it is known that this category is essentially made up of women, and, as is also known, female immigrants tend to have higher activity rates than native females. In *A Comunidade Caboverdiana em Portugal* (França et al., 1992) the low inactivity rates of Cape Verdean women is attributed to three main causes: low level of qualifications, low level of language proficiency; and the preponderance of the young population in Cape Verdean families¹⁴. Of the three suggested reasons for the low inactivity rates observed for Cape Verdean women, none seems particularly convincing, especially if we consider that several female immigrant populations in similar situations (e.g. the Portuguese female immigrants in Switzerland and France), do show, as a rule, higher activity rates than the activity rates of the domestic female population of the receiving country. In our opinion, if a comparative historical perspective is taken on this topic, other factors such as employment opportunities and different cultural values regarding labor must be affecting the behavior of the female populations from the PALOP.

As the data on Table 7 shows, the average sex distribution of the foreign population in Portugal between 1990 and 1997

¹³ The two other immigrant groups that register lower inactivity rates than national average of 51 percent are made up of individuals from Cape Verde and Guinea.

¹⁴ A serious methodological problem arises when we try to compare or consider results obtained for the Cape Verdean or any other 'ethnic' community in Portugal (e.g. Costa et al., 1991). First of all, given the historical context in which these communities from the PALOP were formed, it is highly debatable that we can speak about immigrants. It is difficult to argue that someone who has been a Portuguese citizen all his/her life is an immigrant, and this was the case of the overwhelming majority from the PALOP that arrived in Portugal before 1981; and it is even more difficult to contend that he/she is an immigrant if the skin colour is black, but he/she is Portuguese if the skin colour is white, regardless of the date of arrival, and for how many generations the family lived in a PALOP country (Baganha and Góis, 1999).

is biased towards male immigrants. They represent, in fact, 58 percent of the total foreign population. Given that the national average distribution in the 1991 Census was 48 percent for males and 52 percent for females, the conclusion to be drawn from the findings on inactivity and on the sex distribution of the foreign population is as follows: relative to the domestic population, immigrant women are, as expected, under-represented in the total foreign population but they are, surprisingly, extremely over-represented in the inactive population.

2. LEGAL STATUS

The legal status of immigrants will be analyzed on three different levels: the entry, residence and expulsion of immigrants within national territory; the possibilities of acquiring citizenship and naturalization; and, finally, the access to social and political citizenship.

2.1. Legal Framework on Entry, Residence and Expulsion

The Portuguese legal framework on immigration has gone through several reforms in the present decade. This process started with the revision of the Law regulating the entry, residence and expulsion of foreigners – Law 37/81 of October, 1981 – which was replaced by Law 59/93 of March, 1993. This new legal framework was the natural consequence of Portugal's joining the European Community in 1986, and later becoming part of the Schengen zone, which required harmonization with other member states concerning certain legal provisions, such as visa typology.¹⁵ Recently, a new Law – 244/98 of August 1998 – was enacted which introduced relevant changes, especially with regard to the right to family reunification. This new legal framework will be briefly described.

In order for nationals from a third country to enter Portuguese territory, a number of general conditions must be met. One must have a valid in-out journey title, be able to prove sufficient economic means of support, not be listed on the Schengen or national lists of non-admissible persons, and have a visa suitable for entry purpose.

¹⁵ Thus, for example, the uniform visa, a short term visa valid in all the member countries, formerly not included in Portuguese legislation, was introduced in 1993 (Law n. 59/93 of March, 1993).

¹⁶ The kind of visa most commonly used for entry in Portugal is a short duration visa. The reasons given for asking for this type of visa are various, from visiting family members to tourism. After this, many just stay on beyond the 90 day validity of the visa; some just overstay, others "hand in their documents" for a residence permit, others just do not bother.

¹⁷ Law 59/93 stipulated a maximum period of 90 days for this type of visa

¹⁸ Law 59/93 stipulated a maximum period of 90 days for this type of visa

¹⁹ Law 59/93 did not take in this type of visa. Instead, there was a uniform visa that was a transit or short duration visa granting the possibility to stay within European Community borders up to three months.

The Portuguese consulate is the entity responsible for issuing mandatory visas¹⁶. According to Law 244/98, the types and duration of valid visas are:

- a.* The stop over visa only grants permission to stay on international territory in order to make a travel connection;
- b.* The transit visa, grants permission to stay on Portuguese territory, for a maximum of 5 days, in order to go to a third country;
- c.* The short duration visa, grants permission to stay up to three months;
- d.* The residence visa, grants permission to stay up to six months, allowing the holder to request a residence permit;¹⁷
- e.* The student visa, grants permission to stay up to one year for study purposes;
- f.* The work visa, grants permission to stay up to one year.¹⁸ There are four types of work visas, according to the activity the individual is to carry out on Portuguese territory: 1. Sports activities; 2. Show business; 3. Independent Work; 4. Dependent work;
- g.* The short-term stay visa grants permission to stay up to one year for medical treatment to patients themselves and accompanying family members. This visa is also granted under other special circumstances.¹⁹

Prior application to the Foreigners and Borders Bureau (SEF) must be made before the following visas are granted: short term stay; residence and work visas for independent or dependent workers (Law 244/98 article 40). Furthermore, Law 244/98 prescribes specific conditions for granting work and residence visas:

- The work visa is contingent upon authorization from the Ministry of Labor, and should favor EU workers and workers

from third countries with legal residence in Portugal. It can be refused on grounds of unemployment in the economic sector for which the foreigner has been contracted.

- When considering a residence request, authorities have to pay particular attention to the objective declared for establishing residence in Portuguese territory, namely family reunification, and the existence, or not, of housing and working conditions for those requesting the visa.

In special cases, at the moment of entry of a third country national, the Foreigners and Borders Bureau may issue, whenever the person does not possess a valid visa, one of three types of permits: transit, short duration or special visa. The first two are contingent upon the general conditions stipulated by law, and have a time limit of 5 or 15 days. Special visas may be granted for humanitarian reasons or reasons that serve national interests. Special visas are not contingent upon the general conditions usually required for entry and allow the bearer to remain on Portuguese territory on a temporary basis.

After a visa expires, it may be extended or changed to a residence permit. If a residence permit is authorized a residence card is issued. The types and duration of these cards are, according to Law 244/98, as follows:

- a. Temporary residence card, valid for two years and eligible for renewal;
- b. Permanent residence card, granted to foreigners legally residing in Portuguese territory for the past ten years.²⁰

In exceptional cases, when humanitarian issues or national interests are involved, a temporary residence card can be granted. According to article 88.º of Law 244/98, this card does not require the fulfillment of legal conditions. The previous

²⁰ Law 59/93 established a maximum period of five years for a temporary residence card and a minimum of twenty years of legal residence for issuing a permanent residence card. There was also an annual card.

law – 59/93 – allowed for the granting of a similar residence card only for reasons of national interest. Art. 88.º of Law 244/98 is considered, by the NGOs working in the immigration field, to be a very important legal mechanism, since it affords the chance to stay to many persons, who under other circumstances, would not have been able to remain in the country.

It is not possible, at this point, to fully evaluate the impact of this new mechanism of requesting residence, considering that we only have statistical results regarding 1998, and Law 244/98 was only enacted in September of 1998. Its importance becomes clear, however, when we consider that in 1998, the Foreigners and Borders Bureau received 1,873 requests for residence on the basis of national interest reasons and logically, in smaller numbers, for humanitarian reasons. In 1999, only until August, and according to one of our key NGO informants, SEF had already received over 5,000 requests for residence on the basis of humanitarian reasons. In general, immigrants who request this type of visa state two kinds of motives. The first deals with illness and the need for medical attention and treatment that is not available in their country of origin. The second is family-related. For example, it is frequent for immigrants who, during the last legalization process did not legalize their children born on Portuguese territory, to try to effect this legalization under Art. 88 of Law 244/98.²¹

²¹ Note that immigrants could also invoke, in this case, the right of family reunification, established in article 56 of Law 244/98.

Law 244/98 is considerably open to family reunification, regarded as a fundamental right of foreign citizens. It expressly recognizes the right to family reunification in Portuguese territory and requires that the petitioner legally resides in Portugal and that he or she presents proof of housing and sufficient economic means to support the family. Moreover, Law 244/98 confers upon all foreign family members of Portuguese citizens the same rights as those granted to relatives of an EU citizen,

namely the right to stay as a permanent resident. Under the same law, children born on Portuguese territory to parents who are legal residents, have the right to be covered by the same residence card granted to the parents, provided the parents file a request within six months of the child's birth.

Finally, it is important to mention the legal conditions under which a foreigner can be expelled from Portuguese territory. Law 244/98 establishes that, besides those circumstances related to violation of constitutional and criminal law, illegal entry and sojourn within national borders constitutes sufficient motive for expulsion. Regarding this matter, we should make a short reference to the legalization processes that have occurred this decade.²²

Two special processes for legalizing the status of illegal immigrants were launched, in 1992 and 1996 respectively, with the stated objective of bringing out in the open the growing number of immigrants that, from 1985 onwards, had entered or remained in the country illegally. In both processes, a similar number of candidates applied to legalize their residential status. Thirty nine thousand persons filed applications in 1992 and thirty-six thousand in 1996. Both processes specifically targeted illegal immigrants from Portuguese speaking countries i.e. both included positive discriminatory articles that specifically favour this group (see Table 31).

Thus, for example, the title conditions governing how an immigrant could apply to legalize his or her residential status under Law 17/96 (May 1996) stated the intention to legalize "citizens from countries in which Portuguese is an official language (i.e.; PALOP and Brazil) who entered the country on or before December 31 of 1995, have remained, and who have the minimum economic conditions to care for themselves, namely by exercising an economic activity".²³ This possibility was also extended to all citizens from other countries who,

²² The simple occurrence of these legalization processes points to the existence of a political will to include those who are illegally in the country. In fact not only was the launching of the last legalization process unanimously approved, but the political will was never questioned during the preceding debates that took place on the Portuguese parliament.

²³ Immigrants who were in the country before June 1 of 1986 did not need to prove means of subsistence.

²⁴ Excluded were those foreigners who had been judicially condemned to prison sentences of periods over one year; those who had pending decisions of expulsion for other causes than unlawful entry and/or sojourn in the country; and those who in the Schengen System of Information are indicated as non-admissible.

²⁵ During the process of independence of the former African colonies, more than half a million persons returned or came to Portugal. Although the composition of the so called 'returnees' (retornados) was overwhelmingly made up of persons born in Portugal (68% of the returnees that in 1981 were over 15 years of age were born in Portugal, in Esteves, 1991: 16), a significant share was not.

²⁶ This new legal provision on nationality created legislatively, with retroactive effect,

under these same conditions, entered the country on or before March 25, 1995.²⁴

The requests were to be filed on an individual basis, so every member of a foreign family living in national territory had to fill out one application, including the children. Those who were admitted received a residence permit valid for one year, renewable up to a three-year period, after which it can be converted into a permanent residence permit.

2.2. Legal Framework on Nationality

Portuguese migratory policy after 1974 is first of all marked by the legal framework produced on nationality, which was rendered urgently necessary by the end of the Portuguese colonial empire and the subsequent accession to independence of the former African colonies.²⁵

The law in force in 1974 – Law 2098 of July 29, 1959 – stated that “All infants born on Portuguese territory are Portuguese”, except when the parents are foreign representatives of another state. In other words, anyone born in the former colonies was legally entitled to Portuguese nationality. In 1975, the government limited the maintenance of Portuguese nationality held by residents in the former African colonies, by revising the law of nationality to include only those persons born in Portugal, or of Portuguese parentage.²⁶ Still, Law 308-A/75 (June 24) allowed for the possibility of extending or maintaining Portuguese nationality to those persons born in the former colonies who had a “special connection with Portugal or showed an undeniable wish” to become Portuguese.

It was only in 1981 that a legal framework aimed at regulating the acquisition of nationality (Law n. 37/81) was enacted. The great novelty of Law 37/81 on nationality is that it

abandons the dominance of the *jus soli* tradition that marked Portuguese legislation on nationality for more than a century, in favor of the *jus sanguini* principle²⁷. In 1994, the Law on Nationality was revised, introducing positive discriminatory rules for foreigners from Portuguese-speaking countries.

Within the Portuguese legal framework, one can be Portuguese by origin or by acquisition of nationality, through marriage, adoption or naturalization.

Nationality by birth can be either automatic or by declaration of will:

- Automatic nationality by virtue of birth is reserved for those who are born on national territory of Portuguese parentage;
- Persons of Portuguese parentage who are born in a foreign country are considered Portuguese provided they make an official declaration of their will to that effect;
- Those who are born on national territory may be considered Portuguese if their parents are foreigners who have been legally residing in Portuguese territory for at least six years if from a Portuguese speaking country, or ten years if from other countries, provided they make an official declaration of their will to that effect;
- Those who are born on national territory, and have no other nationality, are also considered Portuguese by origin.

The acquisition of Portuguese nationality through marriage may occur after three years of marriage with a Portuguese citizen, provided the person files a declaration of will.

The acquisition of Portuguese nationality is automatic for those who are adopted by Portuguese nationals.

Finally, one can acquire Portuguese nationality through the process of naturalization. Furthermore, children of foreign parentage may acquire Portuguese nationality if their parents have

the largest "immigrant" community in Portugal. This immigrant population was composed mainly of persons of African ancestry already in the country and of 'returnees' of African ancestry that entered Portugal when the former African colonies became independent states.

²⁷ The interviews conducted during a previous project "MIGRINF Project" showed that the *jus soli* principle was considered still in effect by many immigrants. In fact, we were told that many children of illegal parents, who were born in Portugal, did not become legalised because it was assumed by the parents that a child born in Portugal was automatically Portuguese (Bagnha, 1998). The recognition of this situation is being addressed by the government under a special legal provision that allows later requests for authorization to stay in the country.

become Portuguese nationals, and if they declare the will to naturalize their children.

In order to be naturalized the petitioner must:

- a.* Be of legal age;
- b.* Have maintained legal residence in Portuguese territory for at least six years if from a Portuguese speaking country, or ten years in other cases;
- c.* Be sufficiently fluent in the Portuguese language;
- d.* Prove an effective connection to the Portuguese national community;
- e.* Have civic integrity;
- f.* Have the ability to take care of oneself.

2.3. Social Citizenship: Legal Rights

According to articles 13 and 15 of the Portuguese Constitution, except for political citizenship rights, all other citizenship rights – civil, social, and economic – are granted to foreign nationals legally settled in the country, which means that everyone has the same social dignity and is equal before the law. Furthermore, Portugal has signed all major international instruments on human rights and migrant worker protection and has established several bilateral treaties extending social and various political rights to the main extra-Community immigrant groups in Portugal, namely the Brazilians and the immigrants from the Portuguese speaking African countries (PALOP).

However, while the guarantee of civil rights is universal, social and economic rights, although separate from nationality, are linked to residence status and to the social mode of economic incorporation. In fact, those social rights specified in the Constitution only pertain to legal residents, and the enti-

tlement to several relevant social security benefits (e.g. unemployment benefits, or retirement pension) are directly dependent on formal employment.

In sum, the existing legal framework bars access to full social citizenship to all immigrant workers and their dependents who do not have lawful residence status and to all those who, regardless of their residence status, are incorporated into Portuguese society in the informal economy. Or, in other words, from the legal-institutional point of view, we may say that the degree of exclusion from social rights is a function of legal residence status and of the level of economic informality exhibited by the foreign population in the country.²⁸

Several legal instruments serve to illustrate this. Law 19-A/96 on the Guaranteed Minimum Income establishes that access to this important mechanism of social inclusion depends on having legal residence in Portugal and not having sufficient income to provide for the needs of oneself or the one's family. Law 20/98, regulating the working conditions of foreigners in Portuguese territory, states that foreigners with legal residence or permission to remain in Portugal, are entitled to the same working conditions as nationals. Law 48/90, regulating the National Health Service, says that citizens from third countries legally residing in Portugal have access to the national health services in conditions of reciprocity. The national policy for the re-location of individuals living in run-down areas has been guided by the principle of undifferentiated access to housing conditions for all resident citizens and, thus, only depends on the legal status of the immigrant.

²⁸ The term "informal economy" is taken to mean economic actions that bypass the costs and are excluded from the protection of laws and administrative rules covering 'property relationships, commercial licensing, labor contracts, torts, financing credit, and social security systems' (in Feige 1990: 990-992).

2.4. Political Citizenship: Legal Rights

1997 marked the first year in which foreigners were allowed to participate in local elections. Law 50/96 of September 4 allows

EU nationals, citizens from Portuguese speaking countries with legal residence for more than two years, and other foreigners with legal residence for more than three years to vote in local elections. According to that same law, nationals from Portuguese-speaking countries and other foreigners can run in municipal elections, provided they have four and five years of legal residence in the country, respectively. However, the right to vote and to run for office hinges on reciprocity, that is, only if Portuguese nationals have the same rights in those countries. At present, aside from EU citizens, only those from Norway, Cape Verde, Argentina, Brazil, Peru, Uruguay and Israel are entitled to vote and run for office.

3. THE SOCIO-ECONOMIC SITUATION OF IMMIGRANTS

3.1. "Ethnic" Differentiation in the Labor Market

Three indicators will be used to evaluate ethnic differentiation in the labor market: professional status, occupational distribution and unemployment of the foreign population.

The professional status of the foreign population between 1990 and 1997 was on average, when compared to the domestic population, slightly biased in favor of wage earners (77 percent for the foreign population and 74 percent for the domestic population²⁹) (Table 10). If we analyze the distribution by professional status and nationality, it becomes evident that the share of the domestic employed population (on average 26 percent for 1992-1997) in the categories employer and self-employed is much lower than the share of these categories among resident Europeans (43%) and Brazilians (31%).

Conversely, the percentage of employed domestic population in the mentioned categories is much higher than that registered for the PALOP (varying from 1 percent for Cape Verdeans to 15 percent for citizens of Mozambique). This singular result for the citizens from Mozambique may be partially attributed to the bearing that persons of Hindu extraction have on the population from Mozambique in Portugal. This group has been consistently found to be overwhelmingly connected to trade activities (e.g., Bastos, 1990, Freitas e Castro, 1993 and Malheiros, 1996). In sum, the Portuguese population presents a distribution by professional status between the distribution registered for Europeans and Brazilians and that observed for the PALOP. The explanation for these findings is partially found in the

²⁹ The data is for 1992 to 1997 and includes unpaid family workers to make both figures comparable.

analysis of the occupational structure of foreign groups, to which we turn now.

Both Brazilians and Europeans present an occupational distribution strongly biased towards professional, technical, and managerial occupations (occupation codes 0/1 and 2). The percentage of these occupations in total employment ranges from 51 percent for Brazilians to 56 percent for Europeans. Between 1992 and 1997, the corresponding figure for this set of occupations was, for the domestic employed population, approximately 27 percent³⁰. Table 11 shows the available information on the occupational structure of the foreign population.

³⁰ We cannot be rigorous, since the occupational data in the Employment Surveys (INE. IE., 1992-1997) for the domestic population is not fully comparable to the groups used by the SEF.

The relative distribution of the employed population from the PALOP by occupation is, compared with the national average, over-represented in the blue-collar occupations (occupation codes 7/8/9) and under-represented in all the white-collar occupations (occupation codes 0/1 to 5), with one exception. The percentage of employed persons from Mozambique with occupations connected to trade (occupation code 4) is well above the mainland average, and may be linked to the fact that, among the employed from the PALOP, citizens from Mozambique register the highest share of employer and self-employed and the lowest of blue-collar workers.

In sum, the occupational structure of the foreign population is, when compared to the occupational structure of the domestic population, biased both towards the top (Brazilian and European occupational structure) and towards the bottom (PALOP occupational structure) of the occupational ladder.

The growing inflow from Brazil and from some European countries can be partially attributed to the labor needs of the most modern tertiary activities, namely finance, insurance and business services, political marketing, and so on, all of which have increased considerably. The remaining growth, particularly

that observed for the PALOP, has been mainly determined by the labor opportunities promoted by a market growth of construction and public work in the past few years (Baganha, Ferrão and Malheiros, 1998) and by the special processes of legalization of 1992 and 1996 that helped bring to light a large number of immigrants formerly submerged in the underground economy.

As a recent study concluded, “foreign workers in Portugal are largely complementary to the Portuguese active population mainly in professional areas where skilled labor is required (marketing, design and others). In specific qualified sectors such as dentistry and medical practice and in unqualified professions such as construction and personal and domestic services where Portuguese applicants are fewer and fewer, they are apparently substituting the domestic population” (Baganha, Ferrão e Malheiros, 1998).

In Portugal, there are two main sources for official statistics on unemployment: the *National Employment Survey* carried out yearly by the National Institute of Statistics (INE); and the *Register of the Unemployed* of the National Employment Institute (IEFP). The first source is of little use for the present topic because, on matters concerning the attributes of the foreign population, the survey registers sampling errors of unacceptable magnitude.

We will thus, base the following reflection on the register of foreigners as unemployed individuals in the files of the National Employment Institute³¹. Since registration is not compulsory, the numbers leave out those who consider registration unnecessary because they aren't eligible for unemployment benefits and/or believe that it cannot aid them in finding employment. On the other hand, it includes foreign workers who were unemployed at the time of registration but did not annul their registration when they started working again³².

³¹ It would also be possible to use unpublished data from the employment survey conducted by the National Statistical Institute. However this source has, in regard to figures on immigrants, sampling errors that are usually above 25 percent for those attributes being studied.

³² For example, the National Employment Survey carried out by INE indicates that in 1997, 313,100 people were unemployed, while the register of the National Employment Institute indicates that there were 405,964.

The first and indeed most puzzling fact revealed by the evolution of the unemployment registers is that Brazilians, Europeans and Cape Verdeans have consistently a much lower tendency to be registered as unemployed than the remaining foreigners and the domestic population. Even though this result is to be expected in the case of Brazilians and Europeans who, due to their general high level of qualification, could be seen as less prone to unemployment; the case of the Cape Verdeans is surprising, since it is a very poorly qualified population that should be at least as prone to unemployment as the domestic population. Their under-representation on the IEFP registers may indeed be an indirect indicator of the strength of this “ethnic” network and of their privileged position in the construction and public building sector, where members of their community dominate the intermediary level of recruitment (this is, sub-contractors to construction firms).

The second remarkable feature is the greater tendency to become unemployed exhibited by workers from São Tome, which stands out for being higher than the domestic rate in all the three observations. Finally, it is interesting to note that a comparison of the behavior of the national ratio of the registered unemployed and active population with the ratio for the PALOP seems to indicate a systematic worsening of the position of the latter group in the Portuguese labor market. This is a particularly interesting result. Unfortunately, since we only have observations over a three-year period, we cannot make any sound inferences from this fact, which undoubtedly deserves future attention.

3.2. “Ethnic” Differentiation in the Educational System

Since the creation, in 1991, of a database on students enrolled in public schools, managed by the task group ‘EntreCulturas’

(Cordeiro, 1997: 17), it has been possible to gather data on “ethnic” differentiation in the educational system, based on two indicators: school leavers and success rates.

It should be noted that ‘EntreCulturas’ adopts an ethnic concept in which the nationality of the parents assumes greater importance than that of the children. This concept diverges from the concept of immigrant that has been followed in this report and also from the concept of ethnic minorities proposed, since “EntreCulturas” ascribes ethnicity according to parents’ nationality.

In 1997, children of foreign parentage represented 4.7 percent of the whole student population on mainland Portugal³³. As can be expected, due to the immigrants’ geographical distribution, the students of foreign parentage are concentrated, above all, in the districts of Lisbon and Setúbal where they represent 10.5 percent of the school population. In decreasing order, the most highly represented geographical areas of origin of students of foreign parentage were: Angola, Cape Verde, Europe (only the European Union), Mozambique, Brazil, Guinea and São Tomé. Together they represented 82 percent of the total number of students of foreign parentage (Table 12). If we break down these numbers by school levels, we notice that the weight of the different groups varies with each school level. Thus, while at compulsory primary school the students from PALOP represent 63 percent against 14 percent from Europe and 5 percent from Brazil, at the secondary school level, the percentages were respectively, 47 percent, 24 percent, and 9 percent.

Let us now turn to some indicators of foreign parentage in relation to students’ school performance. As we can see from table 13, the success rates of students of foreign parentage are, in general (except for Brazil), lower than the national average. Cape Verde reveals a success rate that lags far behind that of

³³ It is important to note the huge discrepancy that exists between the numbers presented by ‘EntreCulturas’ and the ones presented by SEF. For this last source in 1997 there were 33,825 foreign students, while for the first source there were 60,539. A great part of this difference can be due to the use of different concepts by the two sources (see footnote n.º 11). Another part of the difference can be attributed to the reasons pointed out above.

children with parentage of other nationalities. If we take a closer look at table 13 and figure 1 and 2, we detect two different situations. During compulsory primary school, the Cape Verdeans and the São Tomense exhibit success rates that are lower than those displayed by the rest of the school population, while at secondary school these two groups exhibit success rates that almost attain or even surpass (as in the case of students from São Tome) the national average. The justification for that is, according to the coordinator of the 'EntreCulturas' database, that there are few immigrant children who succeed in entering secondary school, but those who do, perform at a level that is slightly higher than the national average (*Público*, July 26/99).

The low success rate of Cape Verdeans and São Tomense in compulsory primary school seems to be directly related to their high drop-out rates during this school level. Table 14 shows that the percentages of school leavers during compulsory primary school are much higher for these two groups. This negative picture changes at secondary school where these two groups are among those with the lowest drop-out rates, while in 'compensation' all other nationalities register a sharp increase in drop-outs. These figures substantiate the statement of a key NGO informant who evaluated the situation as follows:

"... at the primary school level, here, initially 80% of the kids are Africans, who by the end of the secondary level, in the final year, have been whittled down to 12%". (Interview, cit. in Baganha, 1998).

The percentage of school waivers (Table 15), that is, students who leave school during the academic year, shows that a high percentage of students of foreign parentage do not complete the academic year. In general, this percentage is at least

three times higher than the national average and affects all students of foreign parentage. When observing the two school levels, we can see that the number of school waivers is much higher than the average in both school levels under observation. If we take this percentage as an indicator of school failure, it is significant that at secondary school, almost one third of students of foreign parentage did not finish the academic year for which they enrolled.

The differences observed point to the existence of a highly divergent pattern of behavior between the foreign and the domestic populations, the determinants of which need to be further researched, since they may be due to a much higher degree of mobility of the foreign population, earlier entry in the job market for foreign youth, and/or to the number of foreigners who definitively drop out of the Portuguese school system.

In conclusion, we may say that there are a number of signs of ethnic differentiation in the educational system. The fact is that the children of foreign parentage, especially those from the PALOP, generally have lower success rates than the average. This group also contains a high percentage of students who do not finish the school year and a significantly high proportion of school leavers. But it would be fallacious to conclude from these observations that the lower performance of the children of immigrants in the educational system is due to ethnic discrimination. Other variables such as the socio-professional status of the parents and the living conditions of the children play an important role in how children perform at school, regardless of their backgrounds. All these factors were considered by the task force to be of great relevance when trying to understand the school performance of children of African parentage enrolled in primary schools.

Consequently, a special program on 'Intercultural Education', coordinated by the task force 'EntreCulturas', was launched in 1993. The program was aimed at promoting the integration within schools of students belonging to minority groups and the creation of harmonious and constructive relationships between the school and the community (Alaiz, 1998: 17). The program coordinators soon realized that some of the causes behind the lack of integration layed in the very poor living conditions of some of the children (*Público*, 14/08/99). Thus, a substantial part of the efforts of the program were aimed at 'feeding children' (Alaiz, 1998: 40). This means that the primary objectives of the program were not fully attained because some of the most basic pre-conditions, such as adequate nutrition, had not been guaranteed. Even so, the evaluators of this four-year program affirm that there has been an improvement in the success rates of children of immigrant parentage in most of the schools taken in by the program (Alaiz, 1998: 47-54). Unfortunately no measurement of such an improvement is given in the evaluation report.

4. PUBLIC AND SEMI-PUBLIC MEASURES FOR INTEGRATION

Integration policies in Portugal will be analyzed with reference to social policies, social labor policies and educational policies. Two different levels will be considered: the non-discrimination level and the positive discrimination level

4.1. The Portuguese Legal Framework on Non-discrimination

Portuguese Constitutional Law establishes the principle of equality as one of its fundamental precepts. As mentioned before, article 13 of the Constitution states that a person can not be discriminated against for reasons of sex, race, language, nationality, religion, political or ideological ideas, and economic or social status. Furthermore, article 15 states that all foreigners, while on Portuguese territory, enjoy the same rights (except political rights) and are bound by the same duties as Portuguese citizens. Under Portuguese constitutional law, people coming from Portuguese speaking countries may enjoy extended citizenship rights (see legal status).

In 1996 the Portuguese Government institutionalized the Office of High Commissioner for Immigrants and Ethnic Minorities. The High Commissioner operates within the Office of the President of the Council of Ministers and answers directly to the Prime Minister. The High Commissioner is responsible for promoting, in permanent dialogue with private and public institutions working on migration issues, the improvement of the living conditions of immigrants and ethnic minorities and their inclusion in Portuguese society, while respecting their identity and culture. Aside from its activities at the political level, the Office of the High Commissioner also works directly with

immigrants and members of ethnic minorities, providing counseling services that deal primarily with legal and bureaucratic problems (Law no. 3-A/96).

In August of 1999, the Legislative Assembly passed an anti-discrimination Law (134/99) prohibiting discriminatory practices based on race, color, nationality and ethnic origin. Article 1 states that the objective of this Law is to prevent and prohibit racial discrimination in all its forms and sanction all acts that violate a person's basic rights or impede the exercise of economic, social, or cultural rights for reasons such as nationality, color, race, or ethnic origin. Some examples of discriminatory practices are specifically addressed, with special attention being given to discrimination in economic activities and labor relations, health, education, and social rights in general. As examples, Law 134/99 considers discriminatory practices to be those that involve refusing or limiting access to health services and to public or private educational institutions. It also bans all advertisements for labor recruitment that may directly or indirectly indicate any kind of preference regarding race.

Law 134/99 also provides for an Advisory Committee for Equality and Against Racial Discrimination, working within the governmental framework for Immigration and Ethnic Minorities. The Committee is responsible for promoting studies on equality and racial discrimination, supervising enforcement of the law, and making legislative proposals considered suitable for the prevention of all forms of discrimination.

Restriction of certain rights taken in by constitutional law and acts of positive discrimination are not prohibited within this legal framework. Positive discrimination is considered an important instrument in guaranteeing equal access to social, economic, and cultural rights by members of underprivileged groups such as immigrants and ethnic minorities.

4.2. Positive Discrimination: Public Measures for Social Inclusion

As far as public measures for the social inclusion of immigrant communities and ethnic minorities are concerned, two types of programs are worthy of mention. The first comprises programs designed to include all those excluded from social benefits, employment, health care, the educational system, housing, etc. Given that a significant number of the immigrants living in Portugal qualify to be included, they benefit from several programs designed to eradicate social exclusion in all its forms. Besides these programs, there are specific actions and programs targeting immigrants and ethnic communities, which are designed to respond to the specific needs of this population. The most relevant examples of public programs and actions for social integration will be mentioned, with reference to social and employment policies (in the case of Portugal, these two areas are dealt with by the same ministry) and educational policies.

A. SOCIAL AND LABOR INCLUSION OF IMMIGRANTS AND ETHNIC MINORITIES.

Under the national policy for the eradication of social exclusion and poverty, several specific programs have been implemented. All these programs come under the Ministry of Labor and Social Solidarity and are implemented with two main principles in mind: the creation of institutional networks and the utilization of a multi-disciplinary approach. This means that the programs are designed to be developed by several institutions, namely central and local authorities, NGOs, and other private partners, and include joint actions to eradicate the main causes of social exclusion such as problems involving the minimum income, employment, housing, health, and social educa-

tion. In the following paragraphs, mention will be made to the programs that are of particular relevance to immigrants and ethnic minorities.

1. Guaranteed Minimum Income

The Minimum Income (Law 19-A/96) was instituted in 1996 as a multi-level instrument designed to combat exclusion and poverty. In addition to the monetary benefit itself, it includes an insertion program that can only be implemented with the agreement of the beneficiaries. The insertion programs, in place since 1996, focus primarily on six areas of intervention:

- a.* Social actions, namely parenting support, nurseries, support for the elderly, leisure time activities, etc.;
- b.* Health initiatives, namely vaccination, birth control and programs for persons with problems of drug and alcohol abuse;
- c.* Educational initiatives for children and adults;
- d.* Employment services that provide users with access to the labor market, professional counseling, and self-employment support;
- e.* Housing support services to allow participants to purchase housing accommodations or improve their current living conditions;
- f.* Opportunities for professional qualification.

³⁴ The Ministry only has data broken down for people coming from the PALOP who correspond to 1.5 - 1.6 percent of their total resident population.

The percentage of individuals from Portuguese-speaking countries in Africa enrolled in the minimum income system corresponds roughly to their ratio in the total resident population³⁴. Until June 1999, and since January 1997 when this program started, 304,022 requests were made to receive the minimum income, of which 54 percent were approved and 31

percent rejected (the remainder is still being evaluated). If we isolate, from these totals, the numbers corresponding to requests coming from persons of African origin, we see that 1.5 percent of the requests approved and 2 percent of the requests rejected were filed by individuals coming from a Portuguese-speaking African country. When looking at the number of families that, in June 1999, were still receiving this benefit and those who had already left the minimum income system, we see that 1.6 percent and 1 percent, respectively, were from an African country.

Number of Requests to Sign Up for the Minimum Income Program

	Total	PALOP	
		Total	In Percentage
Approved	164 592	2 535	1.5
Non-approved	95 945	1 962	2.0
Finished	29 974	310	1.0
In progress	134 618	2 225	1.6

Source: Social Development Institute, Ministry of Labor and Solidarity.

The main reasons for non-approval were, for the African population, having incomes above the threshold (63 percent), not providing the required documents (23.2 percent) and not having a valid residence permit (10.7 percent). In the total population, those who had incomes above the limit came to 85.7 percent. Among the non-approvals, those who did not have a valid residence permit came to 1.6 percent and those not able to provide necessary documentation, 8.6 percent.

When looking at the cases that led to being taken off the program, 58.3 percent of the cases were due to a change in the household income, 8.3 percent of the cases involved non-fulfillment of insertion actions planned, and 6.1 percent were caused by suspension of the holder's residence permit.

The minimum income is attributed to the household, which means that all the members of the family benefit from the program and that different types of insertion actions may be designated for each member of the family. If we consider the number of individuals who, in June of 1999, were included in the program, we have a total of 405,777, of which 5,463 or 1.3 percent were from an African country. Within this last group, 36.2 percent were from Angola and 33 percent from Cape Verde. If we bear in mind that, among the African population residing in Portugal the share of individuals from Cape Verde is much higher than that of Angola, we see that the Angola group displays a clear tendency toward greater social exclusion.

The numbers of persons receiving minimum income among the African population is quite similar to that of the total population: within the African population we have 14 percent of women living alone and 6.5 percent of men living alone, and among the total population, we have 14.4 percent of women living alone and 9.7 percent of men living alone (Ministry of Employment and Social Security, unpublished data).

The make-up of families benefiting from minimum income, however, is different when we compare the total population and the African population. While the total population shows 36.8 percent of nuclear families with children and 21 percent of single mothers with children, the African population shows 48 percent of single mothers with children and 20.8 percent of nuclear families with children (Ministry of Employment and Social Security, unpublished data). Since this is the very first time that this source has been the object of academic evaluation, we can only raise several exploratory hypotheses for the huge discrepancy observed:

1. Three factors inter or not inter-related must be of crucial relevance in explaining the discrepancies observed: cultural norms, the marriage market and social support networks.

2. The fact that PALOP nuclear families seem to be less prone to fall below the poverty line than Portuguese nuclear families, may also be linked to easier access to some segments of the labor market by PALOP breadwinners. We would also tend to advance the hypothesis that the higher tendency shown by PALOP single mothers to fall below the poverty line may be due to less support from immediate family, other relatives, and neighbors.

Looking at the sex and age of the individuals receiving the minimum income, we see that 32 percent are men and 68 percent are women; 43.9 percent are 18 years old or under, 25.8 percent are between 25 and 44 years of age. The individuals least represented are those aged between 19 and 24 (7.1 percent) and those aged 65 years or older (5.9 percent). Within the African population, 64.1 percent are women and 35.8 percent are men; 36.7 percent of this population is 18 years old or under and 34.5 percent is between 25 and 44 years of age. Those individuals who are least represented in the total population are those aged between 19 and 24 (8.7 percent) and those aged 65 or more (6.1 percent) (Ministry of Employment and Social Security, unpublished data).

With regard to the types of insertion programs attended by the individuals while in the minimum income system, we only have data concerning the total population. So in June 1999, 126,482 insertion actions had taken place, 31.9 percent of which dealt with the social action area, 21.6 percent with health, 19.5 percent with education, 12.7 percent with employment, 10.8 percent with housing and 3.5 percent with professional qualification. No real evaluation of the impact of these actions is available (Ministry of Employment and Social Security, unpublished data).

2. Northern and Southern Commissioners for the Eradication of Poverty³⁵

³⁵ It manages the National Program for the Eradication of Poverty, which is chiefly supported by governmental funding.

³⁶ There are no statistics on the number of immigrants covered under these projects.

Our Key-informants estimate that 4,000 immigrants are targeted by the 4 projects approved for Lisbon.

³⁷ *Integrar* means *Integrate*. Program financed by European Funds.

³⁸ Documents of the Alto Comissário para a Imigração e Minorias Étnicas (High Commissioner for Immigration and Ethnic Minorities), Informação n.º 12 e 24 of August 1997 and August 1998, respectively.

This institution was created in 1990 (*Council of Ministers Resolution no.8/90*) to support and implement projects designed to promote the inclusion of socially excluded groups, namely children and young people at risk and ethnic minorities. In 1999, about 20 projects specifically geared toward immigrant communities were approved for financial backing.³⁶ Intervention under these projects has been centered on urban qualification, parental education and development of family competence, economic inclusion through professional qualification, and support of self-employment, support of self-organization and group self-sufficiency.

3. The Integrar Program³⁷

This program was launched to promote the social and economic inclusion of groups that are socially excluded or at risk of being excluded³⁸. It has five specific sub-programs. As far as immigrants and ethnic minorities goes, it is important to mention sub-program four, conceived to promote labor inclusion as a way of becoming integrated into society, namely through professional qualification/orientation initiatives. Its target population are groups with specific needs, namely long-term unemployed individuals, drug addicts, ex-convicts, and members of ethnic minorities.

Sub-program four subsidizes two types of projects presented and implemented by local authorities/private associations and NGOs: projects designed to promote professional qualification through subsidized courses; and projects to facilitate, in general terms, social and labor inclusion, namely information/orientation initiatives and projects to promote self-employment.

In 1998, individuals from ethnic minorities represented the most significant share of persons who had benefit from subsi-

dized courses for professional qualification – 1,685 individuals or 31.1 percent – followed by young people at risk of social exclusion, a group which we may assume includes second generation immigrants. In 1998, individuals from ethnic minorities represented the third beneficiary group in the second type of projects – 1,120 individuals or 12.8 percent. However, the number has been growing faster in the last two years.

4. Social Employment Market

In 1996, recognizing the growing number of individuals excluded from the labor market, particularly those identified with socially vulnerable groups such as ethnic minorities, young people or long-term unemployed, the government launched a program known as the “Social Employment Market” (*Council of Ministers Resolution* no. 104/96 from July 1996 and *Government Order* 348-A/98 from June 1998). This integration policy utilizes several action instruments such as “insertion businesses”, which gives individuals the opportunity to work, for a maximum of two years, in small, private businesses, while their wages are paid out of program funds. There is no data concerning the number of individuals from ethnic minorities covered by the Social Employment Market.

5. Specific Measures for Promoting the Labor Integration of Third Country Nationals

5.1. Labor Policies

Decree 60/97 approved an agreement between the Portuguese and Cape Verde Governments aimed at facilitating the access of citizens from Cape Verde, with no residence in Portugal, to the Portuguese labor market. It also establishes mechanisms for the recruitment of Cape Verdean workers.

In January 1999, the Portuguese Institute of Employment and Professional Training (IEFP) established an agreement with the High-Commissioner for Immigration and Ethnic Minorities for cooperation in joint actions concerning professional qualification, access to the labor market, and the social inclusion of immigrants and ethnic minorities.

5.2. Educational Policies

In 1991, the government created the Coordinating Secretariat for Multicultural Education Programs.³⁹ This governmental body was empowered to coordinate and promote, within the educational system, programs designed to encourage tolerance and respect for different people, ethnic groups, and cultures.

One of the most important projects implemented and coordinated by the Secretariat was the “Inter-Cultural Education Program”, launched in 1993⁴⁰. Within this program, a number of schools were selected. The schools chosen, which had a great number of students from ethnic minorities, were selected to be the recipients of information and training on issues of intercultural education. The aim was to ease the inclusion of these students into the Portuguese educational system.

The launching of this program marked the beginning of a new educational policy, aimed at promoting awareness of problems of inter-cultural relations and multicultural education. Within the Multicultural Secretariat, five areas of action have been developed in the last few years: knowledge and diagnosis of the multicultural characteristics to be found in Portuguese schools, research and intervention in schools that are characterized as being multicultural, elaboration of specific teaching manuals and books, training and education with an inter-cultural outlook, inter-cultural relations and citizenship.

³⁹ Directly under the dependency of the Ministry of Education.

⁴⁰ See Despacho (Government Order) 170/ME/93.

Within those five areas, several projects were implemented, always in partnership with schools, immigrants' associations, and other NGOs and municipal authorities. As examples, there are programs sponsoring the activities of immigrant associations in the areas of inter-cultural education and information, projects of inter-cultural education in the kindergarten system as well as projects to improve the language skills of children of foreign parentage in order to combat learning difficulties.

This policy is still in its early stages. Willingness to develop the inter-cultural dimension within the educational system exists but, according to our key-informants, this dimension has not yet become a basic and important feature of the educational system. In other words, it is still in the target project phase and is not yet governed by an institutionalized general policy. For instance, key-informants have stressed the absence of support measures such as special classes for helping children of foreign parentage to learn the Portuguese language. This kind of institutionalized measure is, in their informed opinion, necessary, as the use of the language of origin by children of foreign parentage is common and widespread in the schools where they are placed.

As public educational policies are taking shape, a private teachers' association is also working specifically on inter-cultural education. This NGO promotes programs and actions aimed at fostering understanding of different cultures. The organization has established a training center for teachers dealing with children from ethnic minorities⁴¹.

4.3. Non-Governmental Organizations

There is an extensive list of Portuguese non-governmental organizations working in the area of immigration. The most significant share of these organizations are located within the more

⁴¹ For instance, between November and December of 1999 a specialized course will be given on how to teach the Portuguese language to children of Cape Verdean parentage.

problematic areas and neighborhoods where the percentage of immigrants is particularly high. These organizations concentrate on the specific problems felt by those communities. There are other NGOs that work on a national scale and function as pressure groups, promoting immigrant rights and combating racism and discrimination.

The activities of the local non-governmental organizations may be divided into a few key-areas, according to the group those associations target. Some deal primarily with the problems of youth and their activities focus mainly on helping young people overcome school failure and social exclusion through cultural activities, sports, and professional qualification courses. Some have day and night shelters for impoverished and homeless persons. Other associations chiefly promote professional and educational qualification courses for adults and function, in some cases, as employment centers. In general, all these NGOs have as their main goal to promote the integration of immigrants into Portuguese society. For this reason, they are taken in by the public integration projects mentioned above and receive backing from project funds.

At the national level, we may identify three different types of NGOs. The first group works on immigrants' rights in general and focuses on specific types of rights. An example of this is the *Obra Católica das Migrações* (a Catholic charity institution) that deals primarily with social rights of immigrants. Trade unions, which target immigrants' labor rights are another example. The second type of NGO includes those organizations that deal with the rights of the main immigrant communities living in Portugal. Examples are the Cape Verde Association, the Guinea Association, and the *Casa do Brasil*. The third type of organization aims to promote equality and combat discrimination against certain groups of individuals and these groups often include members of the immigrant population. Examples are the SOS racism and 'Olho Vivo'.

Before the last government drive to legalize the status of illegal immigrants, a number of NGOs formed a group called the Coordinating Secretariat of Associations for Legalization. The aim was to join forces to ensure that the legalization process was successful, while pressuring the Government to promote immigrants' rights. The involvement of the immigrants' associations which disseminated information, helped applicants to fill out forms, as well as their presence at the reception points, contributed largely to the success of the 1996 legalization process. The Coordinating Secretariat still plays a very important role in immigration policy, namely in the enactment of legal reforms. The initiatives of the Secretariat were very important in the adoption of the new Law on entry and residence – 244/98 – and other legal instruments recently published.

To end this section on a positive note, a special reference will be made to the work of the *Associação Cultural e Juvenil BATOTO YETU – Portugal*. Batoto Yetu is a non-profit organization that was established in New York City's Harlem District in 1990. Since the organization was founded, Batoto Yetu and its dance group have worked with hundreds of young people between the ages of 7 and 17. It came to Portugal six years later, sponsored by the Luso-American Development Foundation. Batoto Yetu's cultural program is geared toward disadvantaged children and adolescents of African descent. It was developed with the idea that through the beauty of dance, songs and legends, and involvement in them, the participants could be in contact with their roots and at the same time develop self-esteem, perseverance, and discipline. One of the basic requirements for being a member of the "Batoto Yetu family" is that the participant maintain a good academic record. Because of this, many children have achieved a level of both artistic skill and personal success that might not have been possible without their participation in the project.

The reason the work of this Association has been singled out by the researchers is that, in our opinion, it is a paradigm of the type of effective initiatives that can be called “best practices”. In other words, it is a program designed both to preserve and promote public recognition of the group’s African cultural identity. At the same time, it positively reinforces that same African identity by bringing it into the performing arts mainstream, thus developing the self-confidence and self-esteem of the group’s members and highlighting them and their African culture as positive elements of an emerging, multicultural society.

5. TRENDS TOWARDS AN ETHNIC CLASS FORMATION

5.1. Residential Segregation and Living Conditions

As mentioned earlier in this report, a large majority of immigrant communities (in particular those from PALOP) are concentrated in the Metropolitan Area of Lisbon, with a higher incidence in the outskirts of the city of Lisbon (Baganha, 1998). The general tendency is a concentration of "islands" in run-down parts of Lisbon and/or adjacent districts like Loures, Oeiras, Amadora, Almada and Seixal.

The living conditions in these areas of spatial concentration of immigrants are frequently extremely poor, not only on account of housing conditions, but also on account of the lack of social infra-structures, of public amenities, and difficulty in access to public transportation that is frequently associated with illegal construction. In 1991 at the national level, 6.4 percent of the resident foreign population inhabited shanties or non-classic dwellings (Table 17). The percentage of immigrants living in these conditions was particularly high for those from the PALOP (16 percent), although there was great variation among the several nationalities involved. Thus, while 22 percent of the immigrants from Cape Verde lived in this type of dwelling, only 6 percent from Angola did. Immigrants from Brazil and Europe register a percentage of persons living in non-classic lodgings (0.2 percent) well below the national average of 0.6 percent. In the Metropolitan Area of Lisbon where, as it was said, the majority of immigrants reside, the percentage of immigrants from the PALOP living in shanties or non-clas-

sic dwellings increases considerably (Table 18). Those most affected continue to be the immigrants from the PALOP (20 percent), especially those from Guinea (27 percent), Cape Verde (23 percent) and São Tome (23 percent). The European and Brazilian immigrants maintain a percentage well below the national average of 1.3 percent.

In sum, when compared to the rest of the resident population, immigrants from the PALOP represent an overwhelmingly larger number of those inhabiting shanties or non-classic dwellings. Furthermore, the distribution by type of dwelling and nationality reflects the same pattern that was identified for the labor market. In fact, Brazilians and Europeans show an upper privileged position with regard to housing, followed by the Portuguese, who in turn are followed by the citizens from the PALOP. In other words, as in the labor market, the housing market reflects a bias towards the top in favor of Europeans and Brazilians and an even greater bias towards the bottom against the citizens from the PALOP.

The equipment of classic dwellings is another indicator available on housing conditions. In 1991, almost 14 percent of the resident foreigners in Portugal lived in dwellings without or with only partial basic amenities (toilet, running water, bathroom and electricity) (Table 19). Again, the percentage was far higher for the immigrants from the PALOP (22 percent), and especially for Cape Verdeans (31 percent), and far lower for immigrants from Brazil (7 percent) and Europe (11 percent) than the national average of 19 percent. This reinforces the picture of a biased placement in the social structure that the PALOP population holds at the bottom and that the Brazilians and Europeans hold at the top.

Percentage of Population Inhabiting Shanties or Non-classic Dwellings, 1991 – selected nationalities

Nationality	Percentage	
	Portugal	Lisbon and Setubal Districts
Cape Verde	22.3	24.3
Angola	5.5	9.6
Mozambique	2.1	3.1
S. Tome	20.8	23.2
Guinea	24.2	27.1
Brazil	0.2	0.4
Europe	0.2	0.6
Total Foreigners	6.3	12.4
Total Population	0.6	1.3

Source: Table 17 and 18

The information resulting from a survey on urban ethnic minorities (Costa et al., 1991) conducted in 1990 (Table 21) reveals a similar picture of housing conditions. Regardless of the *de facto* poor housing conditions, 66.5 percent of the respondents to this survey declared they liked the place where they lived. Perhaps even more revealing is the fact that in a survey conducted in 1986 on the Cape Verdean community, 54 percent of the respondents living in run-down quarters declared that their current dwellings were better than the lodgings they inhabited in their native countries (França, 1992: 148).

In other words, using these sundry indicators, we may say that a very sizable part of the population from the PALOP, immigrants or Portuguese, seems to have extremely low expectations when it comes to housing conditions. This is partly because their current lodgings are seen as being better than their previous homes, and partly because the housing market of the region where they are concentrated overtly discriminates against all low-income segments of the population, regardless of place of birth. The reasons for this situation lie in distortions arising

from decades of rent control and a social housing policy that has not yet been able to have full impact on the decayed housing conditions of a very sizable part of the poor population inhabiting the Lisbon Metropolitan Area.

5.2. Deviant Behavior and Criminality

Several surveys on criminality have consistently pointed out that the Portuguese associate crime essentially with drugs, unemployment and poverty. Furthermore, in public opinion surveys and their respective analyses and comments that, we may assume, reflect and have the highest impact on the formation of public opinion, no direct connection was made between crime, drugs and immigrants. In fact, and contrary to what seems to be a major trend in other European countries, there is no evidence of the existence in Portugal of a social image of immigrants as potential delinquents or as potential drug dealers. In Portuguese public opinion, immigrants come to Portugal from the PALOP, contracted by immigrants or nationals from their own countries, to work without contracts and without rights in the major public works that are under construction.

However, some recent studies have shown that foreigners tend to be over-represented in crime statistics. The research conducted in 1996 on immigrants' insertion in the informal economy (Baganha, 1996) concluded that although the growth rate of the foreign population accused of being involved in criminal activities and in jail is growing more slowly than the corresponding rate for the Portuguese population, the foreign population is still over-represented in all the categories related to legal proceedings, considering their weight in the resident population.

Analyzing the numbers of foreigners among the resident population and in legal proceedings related to criminal activi-

ties, and looking at the annual average growth rates of the foreign population (See Table 23), we can conclude that:

- a.* Foreigners tend to be in jail more than the Portuguese;
- b.* Foreigners tend to be accused and convicted more than the Portuguese;
- c.* Foreigners tend to be over-represented in the accused, convicted and prison population.

According to another research study, conducted specifically on the involvement of foreigners in criminal activities (Seabra, 1999), the number of immigrants and descendants of immigrants in the Portuguese prison system is constantly growing. This study concludes that in 1998, foreigners represented about 11 percent of the total population in the prison system, a value too high for the percentage they represent in the population residing in Portuguese territory. Of this 11 percent, more than 60 percent were from an African country (PALOP).

In sum, foreigners show a higher probability of being accused, convicted and sentenced to jail than the Portuguese population. Two hypotheses may be put forward to explain these tendencies. The first attributes the results obtained so far to the type of crimes committed by foreigners and the respective control and legal punishment. The second attributes the results to institutional discrimination (police and judicial system) against foreigners.

If we look at the involvement of foreigners by type of crime, we see that the first four main crimes of the accused population are common to both the domestic population and foreign population, although the ranking is different (Table 24). Marked divergence occurs in the relative weights of activities related to illicit drugs, where the involvement of foreigners is double the total score. This involvement is severely punished by the jus-

tice system and may correspond, according to the Portuguese Penal Code, to three types of crime, from the most severely punished to the least severely punished by law: 1. Trafficking; 2. Trafficking and consumption; 3. Consumption.

Analyzing the involvement of the Portuguese and the foreign population in legal proceedings related to drugs by type of crime (summarized in table 25 for the period 1983-1995), we may conclude that foreigners tend to be much more involved in the crime of trafficking than in the other two types, whereas the domestic population tends to be much more involved in consumption or in trafficking and consumption. For the year 1997, we see that foreigners are over-represented in the crime of trafficking and that, within this group, Africans are predominant.

Involvement of Foreigners in Drug-Related Crimes, 1997

1997	Total	Consumption %	Trafficking and consumption %	Trafficking %
Total	4 292	52.1	4.2	43.6
Foreigners	542	36.3	2.2	61.4
African	192	20.8	2.1	77.1

Source: Statistical information summaries, in Seabra (1999:14)

In sum, it seems that foreigners tend to be more involved in the most severely punished crimes related to drugs, may explain their over-representation in the accused, convicted, and prison population. However, since drug trafficking is an organized international business and we cannot determine whether the foreigners involved were immigrants or transient individuals, we need to further our research to confirm our hypothesis.

The other hypothesis points to institutional discrimination against foreigners and it is based on the assumption that if

Justice is blind, there should be no difference between the rate of convictions, by type of crime, when comparing the foreign population to the Portuguese population (Table 26). The comparison of these two indicators shows, however, that the rates of conviction are always lower for Portuguese, which lends some support to the hypothesis of institutional discrimination against foreigners, at least by the judiciary.

In sum, although we cannot fully analyze the growing criminal involvement of foreigners, we are of the opinion that the over-representation of foreigners in the accused, convicted, and imprisoned population may be linked to these two hypotheses. On the one hand, there is a growing social awareness of drug problems and the control and punishment of related crimes is increasingly tighter. Police efforts to eradicate and control drug dealing are especially concentrated in certain run-down areas where most of the African immigrant population in Portugal lives, rendering this population more vulnerable to arrest. In the Portuguese judiciary system, crimes related to drugs are severely punished and the percentage of non-conviction and non-application of prison sentences is extremely low. Given that the probability of being convicted is higher for foreigners than for the Portuguese, one might predict that institutional discrimination also goes hand in hand with the major type of crimes committed by foreigners.

5.3. Violence Against Immigrants

The Portuguese show low levels of acceptance of “others” in their private lives. However in their public lives they tend to adopt forms of conduct and to express values that they consider to be socially correct. According to recent studies

⁴² Several studies published in Vála (1999). See also País (1998).

on racism, Portugal may constitute an example of a society that is formally anti-racist but in which racist attitudes persist.⁴² This paradox is explained through the different concepts of racism that stem from the position one assumes towards the anti-racist social norm that has progressively developed in Western societies since the Second-World War and which condemns expressions of traditional racism (Pettigrew and Meertens, 1995). A concept of prejudice or flagrant racism is shown as different from subtle racism. While the first rejects the anti-racist social norm and openly expresses traditional racism, the second accepts that norm but is an expression of new forms of racism, forms that are not condemned by the anti-racist norm. That is to say, those who are subtly racist accept the anti-racist norm as a way of being socially correct and not being punished for their actions in public life. However, they do not, and cannot, internalize a norm that is not congruent with their values and belief system. So, the authors conceive the non-racist as one who internalizes the norm as part of a value system based on equality, and who rejects all forms of racism, including those that are socially accepted.

The studies mentioned before, point to the conclusion that, in Portugal, as in the rest of Europe, the anti-racist social norm exists only for flagrant racism not for subtle racism. This conclusion is consistent with some of the findings of the 1996 report on immigrants' insertion in Portuguese society. In point five, on the values and attitudes of the Portuguese towards immigrants, it is clear that the Portuguese show low levels of acceptance of "others" in their private lives but in public life they tend to adopt forms of conduct and to express values that they consider to be socially correct.⁴³ Rather than racist, a sizable share of the Portuguese population seems to be discriminatory.

⁴³ This study was mainly supported by the results of a European Survey on Values (1990) and several national surveys conducted on this issue over the past few years.

We could say that, in Portugal, not only is racism not an assumed attitude, but also militant racism is extremely rare.⁴⁴ 'Skinhead' groups have never had any social support or numerical relevance compared with similar groups in other European countries. However, we may list a number of violent racist incidents involving groups of skinheads, directed mainly towards the black population, that have occurred in the last ten years. In 1995, for instance, five persons were killed and fifty others were injured in 30 racist incidents. The most serious case, known as the "Bairro Alto" incident, occurred in June of 1995, when a group of skinheads caused eleven injuries and the death of a Cape Verde citizen aged 25.

So, regardless of their reduced numerical significance, skinheads are a clear sign that militant racism does exist in Portugal. However, in the last few years, these groups have been much less active, possibly as a result of the Public Prosecutor's proposing the charge of genocide for the skinheads involved in the incident mentioned above.

⁴⁴ Public opinion and public authorities have firmly and widely condemned all racist incidents occurred in the last decade.

5.4. Exclusion from Social and Political Rights

According to the High-Commissioner for Immigrants and Ethnic Minorities, "the overwhelming majority of those who live in poverty are, in our context, immigrants and members of ethnic minorities. Fighting poverty implies, thus, that everybody is entitled to benefit from the social policies designed to eradicate poverty and build social citizenship for all" (public speech, 1997). Numerically speaking, the High-Commissioner's statement is not totally accurate (see table 22) but his prescription for fighting poverty is beyond dispute.

As it has already been mentioned, economic and social rights are linked to residence status and to the mode of economic

incorporation, which means that the level of social exclusion is a result of the level of illegal residence and economic informality within the immigrant community. Being illegal and working in an unregulated labor market influences other factors like access to council housing, health, education, mechanisms of social protection, in other words, full access to social citizenship.

When the 1996 drive to legalize immigrants was launched, one of its main objectives was to halt the negative effects of illegality. Although no evaluation of the legalization drive has been made, it seems indisputable that it allowed the bonding and settling of a sizable immigrant community. Especially important among those were persons from Portuguese-speaking African countries whom the government, local authorities, trade unions, NGOs, and society as a whole are trying to integrate both socially and economically.

Although having legal residence constitutes a necessary condition, it is not sufficient to insure access to full citizenship. In fact, all the programs, projects, and institutions mentioned as actors in an inclusion policy targeting immigrants and ethnic minorities were set up to respond to the widespread social exclusion which some of these groups were, and still are, experiencing. The problems faced by immigrants in Portugal are varied. Perhaps the most decisive are those related to housing and employment for the older generations and/or unsuccessful schooling or integration difficulties for the younger generations.

Insufficient and poor living conditions in run-down areas play an important role in immigrant integration problems, as they are easily identified with the idea of exclusion and marginal living. The very fact that the majority of immigrants live in areas associated with high crime rates may, as asserted by members of several NGOs, influence other aspects of their lives

such as access to the labor market and types of work where they can be employed. The national re-housing program was planned as part of the solution to this problem (Baganha, 1998a, 1998b).

On the other hand, unemployment and precarious working conditions are rendering immigrants particularly vulnerable to social exclusion. A recent survey on active immigrants in Portugal revealed that 47 percent of the men and 21 percent of the women worked without any type of contract and that the percentage of males working without contracts in the construction and building sector attained the astonishing rate of 74 percent (Baganha, Ferrão, and Malheiros et al., 1998). The high level of non-contractual work and the absence of social contributions, either to the tax department or to social security, explain the low percentage of non-nationals registered in the social security system.

According to the Employment Survey for 1992 to 1995, immigrants from the PALOP are consistently and substantially more excluded from social security than the rest of the immigrants.⁴⁵ The same source also indicates that the share of the female immigrant population, particularly from the PALOP, with permanent contracts and registered with the social security authorities is much larger than the corresponding male share. In 1995, for example, the proportion of male immigrants from the PALOP with permanent contracts was 56 percent, while the corresponding figure for females was 70 percent and the proportion registered in social security was 70 percent for males against 94 percent for females (INE, Inquérito ao Emprego, 1992-1995). However, it must again be mentioned that the Employment Survey contains measurement errors on the attributes of the foreign population that are extremely high.

The unpublished data of the Social Security System points to a much lower inclusion in the system than the one estima-

⁴⁵ Although data contained on the Employment Survey for 1992 to 1995 presents an extremely poor coverage of the population of interest, and very low reliability of the estimators for almost all of the categories considered, it can still provide us with some important indicators.

ted by the Employment Survey. For 1995 the rate of registration observed for foreigners in the Social Security System was 38.6 percent.

Foreigners Registered in the Portuguese Social Security System

	1995
Foreigners registered in Social Security System	32 566
Active Foreigners	84 383
Registration rate	38.6

Source: Social Security System (unpublished data)

In previous studies, the situation of exclusion from social citizenship of a sizable number of immigrants was attributed to the following:

1. Immigrants, mainly of rural origin, in the prime years of their active lives tend to attribute very little or no value to the possible benefits that having legal residence status and belonging to the formal labor market may entitle them;
2. Since their economic incorporation in the labor market essentially takes place in the informal economy, it prevents them from entering the social security system;
3. A sizable share is in the country illegally which automatically excludes them from several relevant social rights;
4. The widespread future costs implied by the present situation do not generate sufficient societal pressure for the government to change the status quo, which has clear short-term benefits to the economy (Baganha, 1998a, 1998b).

The new evidence specifically collected for the present report lends further support to the above-mentioned conclusions.

5.4.1. Political Participation

There is not much information available on the participation of foreigners in Portuguese local elections, since no relevant studies have been done on this issue. Furthermore, information on participation numbers in Portuguese local elections by nationality is denied to the public under the Personal Data Secrecy Act.

However, there is some data on the numbers of foreigners who registered to vote, which is summarized in this next table.

Foreigners registered to vote in local elections

Country	Norway	Cape Verde	Argentina	Brazil	Peru	Uruguay	Israel	E.U.	Total
1997	9	9 572	30	732	8	13	2	3 158	1 524
1998	14	11 645	40	1 132	12	14	2	4 089	16 948

Source: STAP – Ministry of the Interior

With regard to the right to be elected, the Department of Foreigners and Borders registered 16 requests by foreigners who intended to be local candidates in the 1997 elections.⁴⁶

Thus, if we examine the numbers of foreigners from third countries living in Portugal (Table 1), only an extremely low percentage of those entitled to political rights did, in fact, exercise their political citizenship. One reason may be that Law 50/96 conditioned the entitlement of political rights to the principle of reciprocity, thus excluding some important immigrant communities such as those coming from Angola. It is our conviction, however, that the main reason resides in the fact that immigrants from Cape Verde and Brazil could only vote if they had been legally residing in Portugal for two years, and run for office if legally residing in the country for at least four years. When we consider that the last and most important legalization process occurred only in 1996, and that the local elections

⁴⁶ This number refers only to those without dual citizenship.

were in 1997, we may assume that a sizable share of foreigners with legal residence in Portugal was not entitled to vote, since they had only been legally residing in the country for a year.

Other Forms of Political Participation

An institutional framework has been in the making for these past few years, in order to insure that immigrants and ethnic minorities participate in Portuguese society, both at the national and local levels.

At the Municipal level, 1993 marked the creation of the Municipal Council for Immigrants in Lisbon. This Council is headed by a member of the City Council and includes representatives of several immigrants' associations, members of the City Council itself, and two persons chosen by the former group. Its objectives are to support projects designed to respond to the specific needs of immigrant communities living in Lisbon. More recently, the City Council of Amadora, where a very significant part of the immigrant community lives, decided to institutionalize a similar structure.

At the national level, there is the Office of the High Commissioner for Immigrants and Ethnic Minorities and the recently-created Commission for Equality and Against Racial Discrimination (see non-discrimination legal framework). The Office of the High Commissioner is a Government body established to promote consultation and dialogue with all the associations representing immigrants' rights and all public authorities involved in this area. The High Commissioner heads the Commission for Equality for Immigrants and Ethnic Minorities which includes both representatives from the government and legislative assembly and representatives of immigrants' associations, anti-racist associations, human rights associations, and trade unions.

5.4.2. *Immigrants and Naturalization*

The total number of naturalization cases observed between 1994 and 1997 (Table 28) never came to more than 0.8 percent of the resident foreign population for the given year. Clearly, Brazilians show a much higher tendency to become Portuguese than any other foreign group⁴⁷. Even so, the highest percentage of Brazilians that acquired Portuguese nationality was 1.5 percent in 1997.

The rate of naturalization observed is extremely low when compared to the rate of naturalization observed in other countries. In fact, the rate of naturalizations observed for Portugal (1994-1997) is only lower than that of Luxembourg, according to a survey for the years 1988-1995 that included 16 OECD countries (Sopemi Report 1996, OECD, 1997: 60). Furthermore at this rate, it would take between 20 to 50 years for one third of the present members of a given foreign group to become Portuguese. This can also be considered extremely slow if we take into account the rate of naturalization observed for non-European immigrants who arrived after the mid-1980s in countries like France (Tribalat, 1995).

5.4.3. *Inter-Marriages Between Portuguese and Foreign Nationals*

Between 1990 and 1994 the number of marriages among Portuguese nationals decreased substantially while the number of marriages of Portuguese nationals to foreign nationals increased steadily and substantially (Table 29)⁴⁸. Unfortunately, Portuguese official statistics only classify persons according to their nationality, which means that the increase observed in the volume of marriages of Portuguese nationals to nationals from a PALOP country may either be the result of an increase in inter-ethnic marriages or an increase in intra-ethnic marriages, since

⁴⁷ Even more so after Brazilian law was changed, in 1994, to allow for dual citizenship (Marques et. al., 1999).

⁴⁸ Here we consider as inter-ethnic marriage only marriages between Portuguese nationals and foreigners. Marriages between foreigners of other nationalities have been left out.

all PALOP communities include a substantial number of Portuguese nationals.

Between 1995-1996, marriages of Portuguese nationals to foreigners followed the same downward trend that was noted for marriages overall. However, in 1997, both groups (marriages among Portuguese nationals and marriages of Portuguese nationals to foreign nationals) registered a slight increase.

⁴⁹ Information about the nationality of individuals who get married stops in 1994.

From 1990-1994⁴⁹ Portuguese nationals married in the first place with other European citizens (it must be recalled that not all of these marriages were between a Portuguese and an immigrant, in fact, many of these marriages were between a Portuguese emigrant and a national of the country of immigration, very frequently of Portuguese ancestry). In second place they married citizens from the PALOP, while citizens from Brazil came third.

Only future in-depth studies will be able to determine if mixed marriages involving Portuguese and PALOP citizens can be categorized as an “inter-ethnic” marriages. If they can, then the available evidence may be considered a positive indicator of a tendency toward integration of the immigrant population.

5.4.4. *Cultural Diversity*

Cape Verdean, Brazilian, and other ethnic restaurants, discos, art galleries, and other ethnic businesses now dot the city of Lisbon. Some of these businesses are in ethnic neighborhoods, while others are in the high income residential and commercial areas of the capital.

The evidence points to these cultural transferences as being welcome and easily accepted by the Portuguese. There are visible signs that the city is becoming increasingly diversified culturally. These external signs go hand in hand with other less visible indicators that point in the same direction. In fact, a comparison of the expressed religious beliefs of the resident

population, both domestic and foreign, in 1981 and 1991, (Table 29) allows us to draw two preliminary generalizations based on the numerically small fringe of people who do not belong to the Catholic faith. According to the figures, the number of Muslims has more than doubled, while the number of those who profess the Christian Orthodox faith has more than quadrupled. These figures may point to an increase in cultural diversity at least when measured by the evolution of the indicator of self-ascribed religious belief.

As was said in the introduction to this report, adaptation to new developments requires time, but as far as can be gleaned from the scanty evidence available, the Portuguese seem to be adapting well to the loss of their long-standing tradition of cultural homogeneity.

6. RECOMMENDATION FOR BEST PRACTICES

In terms of human capital and access to social amenities, the Portuguese clearly fall in between two foreign groups. Above them is a group essentially made up of other Europeans and Brazilians, and below them is a group made up overwhelmingly of citizens from the PALOP. No matter what indicator we choose to look at, the socio-economic ranking of these three groups is clear: Europeans and Brazilians followed by the Portuguese, who in turn are followed by the citizens of the PALOP. Furthermore, the magnitude of the differences between the three groups is the cornerstone of the hypothesis that both foreign groups are segregated from Portuguese mainstream society, albeit by extremely different types of segregation.

“ Human capital differences, although probably the most powerful determinant, are, however, not the only factor concurring to the observed differences. As the works of Peixoto (1999) indicate, a sizable number of the members of this group are directly linked to international strategies of international and transnational corporations, who offer very special and rewarding employment packages to their employees and families to move to Portugal for a given period.

The gap between the first and the second group (Europeans and Brazilians / Portuguese) may be attributed to differences in human capital between the two groups which are well-expressed by the differences observed in the professional status and occupational structure of these two groups⁵⁰. This differentiation, when associated with higher incomes, private social and cultural infra-structures (such as private international schools, hospitals, medical doctors, clubs, associations, newspapers, and closed residential condominiums) has promoted the auto-segregation of a significant number of members of the first group from direct interaction with mainstream Portuguese society.

Some of the differentiation between the second and the third group (Portuguese / citizens from the PALOP) may also be attributed to differences in human capital. However, other factors must be at play as well, since the majority of the indicators reveal that, on average, the latter group exhibits a consistently higher propensity to be in disadvantageous social and economic positions than the Portuguese population, even when populations observed in both groups show no major differences in

human capital. The existence of systematic inequalities between the Portuguese and the citizens from the PALOP cannot be simplistically taken as firm evidence of discrimination on the part of Portuguese society towards citizens from the PALOP because of their African ancestry. Rather, it can and should be considered a clear symptom of undesired social segregation.

The process of social segregation of immigrant communities usually arises from multiple causes, where factors like human capital, social capital, cultural norms and values, labour market positioning and opportunities, access to public social amenities (for example, public transportation) and the social security system interact within different social contexts of either predominant acceptance or rejection of the “other”. The respective weight of each one of these factors in determining the observed outcome varies considerably, and along with it, the ranking of the explanatory variables in specialized literature available on the topic⁵¹.

Unfortunately, the indicators available for Portugal are too scant and rudimentary to enable one to rank the numerous factors that evidence shows play an important role in the current social segregation of various immigrant and ethnic minority groups. They are sufficient, however, to enable us to recommend a number of “best practices” that stand out in the descriptive survey presented earlier in this report.

First Recommendation

It is undeniable that the launching, from the 1990's onwards, of a great number of public programs and governmental actions specifically aimed at curbing some of the primary obstacles to integration of immigrant and ethnic minorities, be they directed towards the labor market, the educational system, or guarantee of a minimum income, testify to a great political will

⁵¹ For a very recent example of what is being said see, for example, Portes and MacLeod, 1999.

to rescue the numerous resident minority groups in disadvantaged conditions from social exclusion. The fact is that no evaluation reports on the impact of these multiple policy programs are available that would allow for even an preliminary assessment of their efficacy. Therefore, the most that can be said is that one of the necessary conditions for erradicating social exclusion does exist – the political will to do so. Whether the various policy programs that are in place are sufficient and suitable or not, is yet to be determined.

Our first recommendation would, therefore, be that at least some of these programs be evaluated before others are launched. If, in human terms, it is indisputable that the budget of the “Intercultural Education” program was put to good use when it was spent feeding young students, it is equally indisputable that the project seemed to have been designed without prior knowledge of the target population and that its main objectives were completely distorted afterwards.

In a country with the highest proportion of poor people of the EU (25 percent), a country with the lowest qualified active population (two-thirds with no or only primary schooling), and one with a recently formed and weak welfare state, public resources will always be scarce compared with the magnitude of the existing social problems and the continual rise in expectations of the population. In this context, careful and expert policy planning and rigorous, professional, and efficient policy evaluation would be the first obvious recommendation to be made.

Second recommendation

We have seen that local and national NGOs play a significant role as partners in the development of immigration policies, whether as pressure groups or by taking responsibility for implementing social inclusion projects, in many cases mana-

ging legal and social counseling services directed at the specific needs of the immigrant population. However, NGOs and other foundations working in the field of immigration and ethnic minorities depend overwhelmingly on government financial support for infra-structures and human resources, which may eventually limit the choice of programs to be implemented⁵². Recently, several studies have pointed out the negative impact that such financial dependency on governmental funding may entail, particularly in terms of distortion of objectives and goals that are to be effectively pursued⁵³.

Based on this evidence, our second recommendation would be that the Portuguese Third Sector try to find ways to be more linked to civil society and to multiple sources of financial support in order to be able to follow its own objectives more autonomously.

Third Recommendation

As the record shows, it seems reasonable to assume that the Portuguese are receptive to cultural transference. In this case, any positive action aimed at diversifying the Portuguese cultural landscape, bringing specific cultural aspects of ethnic minority groups to the Portuguese mainstream, as is the aim of Batoto Yetu-Portugal, is to be enthusiastically recommended. We believe this type of program is a prime example of what can be construed as “best practice”. These types of programs and actions can aid in the evolution of a multicultural society, a society in which the cultural identities of numerous ethnic minorities make up part of a mainstream set of cultural identities that any citizen, Portuguese or not, living in Portugal, can choose from, and ascribe to him or herself.

⁵² For instance, the Coordinating Secretariat of Associations for Legalization receives annual funding from the Government.

⁵³ Revista Crítica de Ciências Sociais (forthcoming).

IS AN
ETHCLASS
EMERGING IN
EUROPE?
THE PORTUGUESE CASE



Part B

Statistical Appendix

STATISTICAL APPENDIX

Note: In Portugal, statistical data on flows only began to be published in 1995. For this reason, the available information was not used in this report. Moreover, given the statistical constraints already mentioned, the analysis carried out was based on stocks of foreign population.

Table 1 Immigrants in Portugal by Continent of Origin, 1980-1997

Year	Total Immigrants	Africa	North America	South America	Asia	Europe	Other
1980	58 091	27 748	4 821	6 403	1 153	17 706	260
1981	62 692	27 948	6 018	8 123	1 394	18 931	278
1982	68 153	28 903	6 855	10 481	1 663	19 924	327
1983	79 015	32 481	8 520	13 351	2 219	22 053	391
1984	89 625	37 128	9 887	15 394	2 860	23 896	460
1985	79 594	34 978	7 987	11 567	2 564	22 060	438
1986	86 982	37 829	9 047	12 629	2 958	24 040	479
1987	89 778	38 838	8 623	13 009	3 124	25 676	508
1988	94 453	40 253	8 338	14 645	3 413	27 280	524
1989	101 011	42 789	8 737	15 938	3 741	29 247	559
1990	107 767	45 255	8 993	17 376	4 154	31 410	579
1991	113 978	47 998	9 236	18 666	4 458	33 011	609
1992**	122 348	52 037	9 430	19 960	4 769	34 732	621
1993	136 932	55 786	10 513	21 924	5 520	37 154	696
1994*	157 073	72 630	10 739	24 815	6 322	41 819	748
1995	168 316	79 231	10 853	25 867	6 730	44 867	768
1996	172 912	81 176	10 783	25 733	7 140	47 315	765
1997	175 263	81 717	10 573	25 274	7 192	49 747	760

Source: 1980-1995: Estatísticas Demográficas and SEF cit. in Baganha, 1996/1996, 1997: Estatísticas Demográficas, 1996, 1997.

* The statistics for 1994 include the special legalization (1992/93).

** The values for 1992 and 1993 vary from table to table in the statistics.

Over 95% of the foreign residents from Africa are from the former Portuguese colonies; for Europe over 90% are from an EEC country.

Table 2 Immigrants in Portugal by Selected Nationality, 1997

Nationality	Absolute numbers	% of total population
Angola	16 296	0.17
Cape Verde	39 789	0.42
Guinea	12 785	0.13
S. Tome	4 304	0.04
Mozambique	4 426	0.05
Brazil	19 990	0.21
Europe	49 747	0.53
Total Immigrants	175 263	1.87
Total Population*	9 382 200	100.00

Source: Estatísticas Demográficas, 1997.

* Estimation of total population by INE.

Table 3 Regional Distribution by Selected Nationalities,
Yearly average 1990-1997

Nationality	Absolute numbers			In Percentage		
	Lisbon	Setubal	Total in Portugal	Lisbon	Setubal	Total in Portugal
Angola	7 157	1 301	10 921	66	12	100
Cape Verde	22 943	6 951	34 554	66	20	100
Guinea	5 647	565	8 692	65	7	100
Mozambique	2 784	649	3 912	71	17	100
S. Tome	2 413	532	3 254	74	16	100
Brazil	6 708	569	16 571	40	3	100
Europe	19 281	1 923	42 606	45	5	100
Total	77 401	1 435	143 656	54	10	100

Sources: 1990-1995 – SEE cit. in Baganha, 1996; 1996, 1997 – Estatísticas Demográficas, 1996, 1997.

Note: The values for 1992 by district are different from the values in all the other tables in the statistics

Table 4 Immigrants by Age Groups and Selected Nationalities,
Yearly average 1990-1992

Nationality	Age groups			Total
	0-14	15-64	65 or +	
Angola	306	5 273	262	5 882
Cape Verde	240	28 774	786	29 889
Guinea	113	4 689	52	4 855
Mozambique	124	3 085	161	3 370
S. Tomé	37	2 135	73	2 245
Brazil	1 082	11 366	265	12 713
Europe	493	28 615	5 588	34 696
Total Immigrants	4 775	100 525	9 119	114 419

Source: 1990-1992 – SEF cit. in Baganha, 1996.

Note: For 1992 totals on the table by district are different.

Table 5 Yearly Average Inactivity Rates by Selected Nationalities,
1990-1997 (percentages)

Country of Citizenship	Inactivity Rate
Angola	59
S. Tome	56
Mozambique	54
Brazil	51
Europe	45
Cape Verde	43
Guinea	39
Average Foreigners	49
Average Nationals (1992-1997)	51

Sources: 1990-1995 – SEF cit. in Baganha, 1996; 1996, 1997 – Estatísticas Demográficas, 1996, 1997.

Table 6 Yearly Average Inactivity Rates by Selected Nationalities, 1990-1997

Inactive	Foreigners (1990-1997)	Nationals (1992-1997)
Domestic	44.4%	13.6%
Student	44.6%	36.3%
Retired	7.6%	36.0%
Others	3.4%	14.1%

Sources: 1990-1995 – SFF and INE cit. in Baganha, 1996; 1996, 1997 – Estatísticas Demográficas and Inquérito ao Emprego, 1996, 1997.

Table 7 Immigrants by Sex and Selected Nationalities,
Yearly average 1992-1997

Nationality	Total	Male	Female
Angola	13 719	8 048	5 671
Cape Verde	37 154	22 634	14 520
Guinea	10 870	8 070	2 800
Mozambique	4 193	2 371	1 823
S. Tome	3 784	1 949	1 835
Brazil	18 527	10 092	8 435
Europe	43 689	23 519	20 169
Total*	159 015	92 691	66 324

Sources: 1992-1995 – SFF cit. in Baganha, 1996; 1996, 1997 – Estatísticas Demográficas, 1996, 1997.

* For 1992, totals on the table by district are different.

Table 8 Active Immigrants Since 1990 in Portugal (selected nationalities)

Year	Total Immigrants	Angola	Cape Verde	Guinea	Mozambique	S. Tomé	Brazil	Europe
1990	51 781	1 562	16 581	1 785	1 571	786	4 729	16 692
1991	54 939	1 665	16 943	2 347	1 609	825	5 362	17 516
1992	59 236	1 897	17 721	3 108	1 660	992	6 362	18 859
1993	63 085	2 281	18 053	3 545	1 692	1 171	7 156	20 335
1994	77 599	6 590	20 574	6 036	1 831	1 739	8 864	22 169
1995	84 383	7 990	21 849	7 023	1 899	1 906	9 618	23 782
1996	76 132	8 213	22 153	7 206	1 901	1 945	9 712	25 002
1997	87 893	8 179	22 073	7 230	1 905	1 946	9 671	26 273
Yearly average								
1990-1997	69 381	4 797	19 493	4 785	1 759	1 414	7 684	21 329

Sources: 1990-1995 – SEF cit. in Baganha, 1996; 1996, 1997 – Estatísticas Demográficas, 1996, 1997.

Table 9 Officially Registered Unemployment of Foreigners Since 1994 in Portugal (mainland) (absolute figures and percentage of registered unemployed to the respective active group)

Nationality	1995		1996		1997	
	N	%	N	%	N	%
Angola	633	7.9	743	9.0	959	11.7
Cape Verde	999	4.6	1 079	4.9	1 122	5.1
Guinea	525	7.5	573	8.0	637	8.8
Mozambique	136	7.2	133	7.0	167	8.8
S. Tomé	200	10.5	210	10.8	252	12.9
Brazil	326	3.4	325	3.3	373	3.9
Europe	752	3.2	759	3.0	919	3.5
<i>Total Immigrants</i>	<i>3 831</i>	<i>4.5</i>	<i>4 098</i>	<i>5.4</i>	<i>4 615</i>	<i>5.3</i>
Total Population	439 562	9.6	448 022	9.8	405 964	8.7

Source: Instituto de Emprego e Formação Profissional, 1999.

Table 10 Active Immigrants by Occupational Status,
Yearly average 1990-1997

Nationality	Employer and self-employed	Wage earner	Unknown / other	Total
Angola	328	4 468	3	4 798
Cape Verde	228	19 260	6	19 493
Guinea	284	4 497	4	4 785
Mozambique	270	1 488	0	1 759
S. Tome	134	1 278	2	1 414
Brazil	2 379	5 293	8	7 680
Europe	9 116	12 191	22	21 329
Total	15 934	54 700	82	70 716

Sources: 1990-1995 – SEE cit. in Baganha, 1996; 1996, 1997 – Estatísticas Demográficas, 1996, 1997.

Table 11 Active Immigrants by Occupations, Yearly average 1990-1997
– selected nationalities

Nationality	Occupation codes							Active Total	Inactive Total
	0/1	2	3	4	5	6	7/8/9		
Angola	475	15	154	159	593	33	3 387	4 815	5 844
Cape Verde	295	14	641	122	1 157	109	17 155	19 493	14 474
Guinea	367	13	112	88	295	78	3 834	4 785	3 103
Mozambique	238	58	149	434	102	4	775	1 759	2 065
S. Tome	175	5	87	43	243	7	854	1 414	1 804
Brazil	3 543	353	603	838	418	67	1 857	7 679	8 070
Europe*	9 406	3 337	1 129	2 740	1 165	400	4 559	22 736	18 338
Total	17 260	4 401	3 071	5 689	4 542	992	34 761	70 716	65 613

Sources: 1990-1995 – SEE cit. in Baganha, 1996; 1996, 1997 – Estatísticas Demográficas, 1996, 1997.

Note: In 1991 there were 143 actives for Angola and 3 for Cape Verde whose occupations were unknown. They are included in 7/8/9. In 1993 there is one active with occupation unknown in the grand total included in 7/8/9.

* average for Europe is only for the period 1992-1997. Occupational codes: 0/1 Professional, scientific and technical occupations; 2 Executive and managerial occupations; 3 Clerical workers; 4 Sales workers and vendors; 5 Safety, protection, personal and domestic workers; 6 Farmers, fishermen, hunters and similar; 7/8/9 Miners, industrial workers, workers in transport occupations and similar (includes workers in building and construction).

Table 12 Students Enrolled by National Origin of the Parents and School Level, 1997

Nationality	Compulsory primary school (1st to 9th grade)	Secondary school (10th to 12 grade)	Total
Angola	11 541	2 582	14 150
Cape Verde	11 470	921	12 410
Guinea	2 762	388	3 156
Mozambique	3 031	1 339	4 377
S. Tome	1 834	299	2 136
Brazil	2 492	1 043	3 542
European Union	7 092	2 892	10 026
Ex-emigrants	19 044	5 850	25 101
Total foreign students	48 939	11 791	60 868
All students	1 006 506	282 111	1 299 305

Source: Entreculturas Data base, 1997.

Table 13 Success Rates by National Origin of the Parents, Portugal 1997 (in percentage of the enrolled of respective nationality)

Nationality	Compulsory primary school	Secondary school	Total
Angola	84.8	55.1	81.1
Cape Verde	76.7	62.0	76.3
Guinea	83.2	52.1	80.5
Mozambique	86.5	65.4	82.1
S. Tome	81.6	68.8	80.8
Brazil	89.8	61.5	84.4
European Union	86.5	66.3	82.3
Ex-emigrants	90.4	60.7	85.9
All students	87.6	65.8	83.4

Source: Entreculturas Data base, 1997.

Figure 1 Success Rates of Children of Foreign Parentage at Compulsory Primary School by National Origin of the Parents, Portugal 1997 (in percentage of the enrolled of respective nationality).

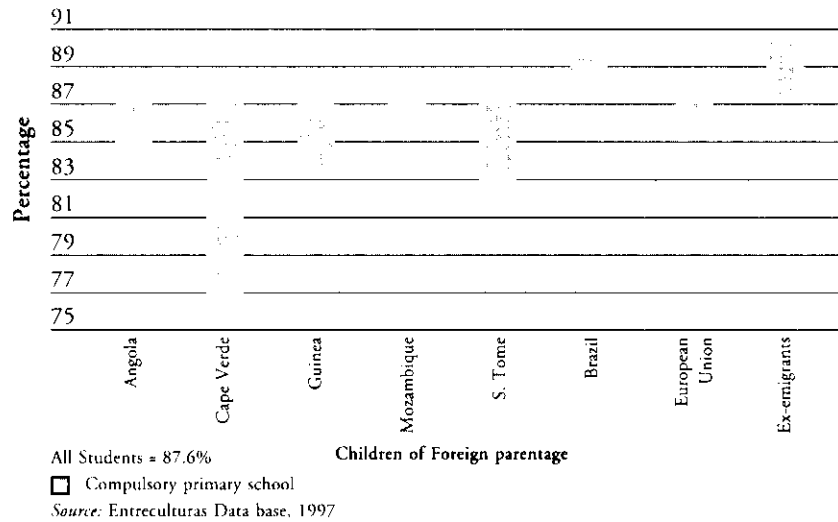


Figure 2 Success rates of Children of Foreign Parentage at Secondary School by National Origin of the Parents, Portugal 1997 (in percentage of the enrolled of respective nationality).

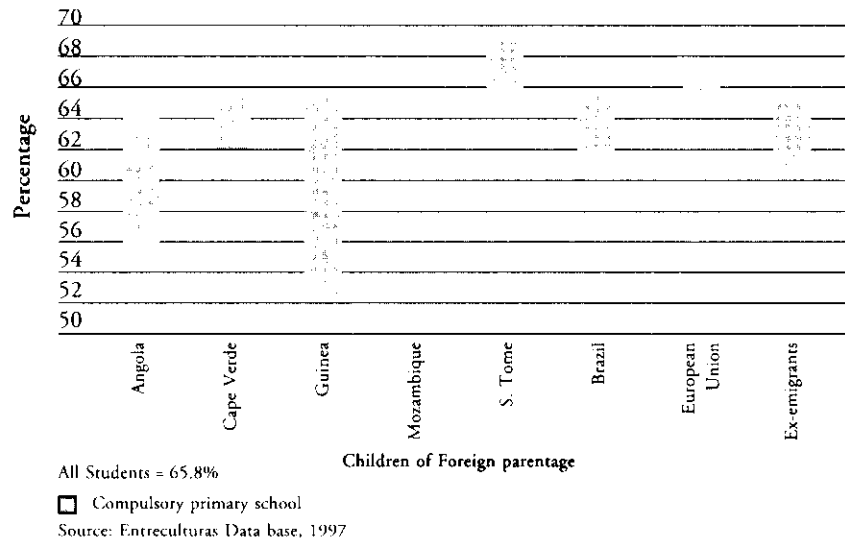


Table 14 School Leavers* by National Origin of the Parents, Portugal 1996
(in percentage of the enrolled of respective nationality)**

Nationality	Compulsory primary school	Secondary school	Total
Angola	0.0	27.3	7.2
Cape Verde	7.7	9.5	8.2
Guinea	- 6.9	23.4	- 1.1
Mozambique	- 6.6	24.3	5.7
S. Tome	4.0	12.0	6.2
Brazil	- 2.0	7.7	2.7
European Union	- 14.4	9.2	- 4.8
Ex-emigrants	2.7	10.3	8.0
All students	4.3	15.9	6.9

Source: Entreculturas Data base, 1997.

* Students that concluded one academic year but didn't enroll in the following year.

** A negative sign means an increase in the number of enrollments during the school year.

Table 15 School Waivers* by National Origin of the Parents, Portugal 1997
(in percentage of the enrolled of respective nationality)

Nationality	Compulsory primary school	Secondary school	Total
Angola	9.0	30.6	12.9
Cape Verde	8.1	27.9	9.5
Guinea	6.7	20.1	8.4
Mozambique	14.3	34.5	20.5
S. Tome	10.6	39.8	14.7
Brazil	9.3	33.0	16.3
European Union	11.3	35.7	18.3
Ex-emigrants	16.5	31.2	20.0
All students	1.0	10.6	3.1

Source: Entreculturas Data base, 1997.

* Students that abandoned the academic year.

Table 16 Beneficiaries of Guaranteed Minimum Income up to June 1999
(absolute figures and percentage of respective immigrant group*)

Nationality	N	%
Angola	1 980	1.2
Cape Verde	1 804	4.5
Guinea	691	5.4
Mozambique	372	8.4
S. Tome	616	14.0
Total PALOP	5 463	7.0
Total Population	405 777	4.3

Source: Ministry of Labor and Solidarity, 1999.

* Percentages were calculated based on the resident population for 1998.

Table 17 Resident Population According to Dwelling Type, 1991
– selected nationalities – Portugal

Nationality	Classic Dwelling	Shanty or non-classic dwelling	Other*	Total
Cape Verde	11 384	3 499	831	15 714
Angola	8 085	514	451	9 368
Mozambique	2 983	67	136	3 186
S. Tome	1 499	417	91	2 007
Guinea	2 237	766	159	3 162
Brazil	13 311	22	175	13 508
Europe	36 375	88	1 011	37 474
Total Population	9 705 836	58 161	77 275	9 866 449

Source: INE, Censo 1991, unpublished data.

* Include collective dwelling.

Table 18 Resident Population According to Dwelling Type, 1991
– selected nationalities – Lisbon and Setúbal Districts

Nationality	Classic Dwelling	Shanty or non-classic dwelling	Other*	Total
Cape Verde	9 974	3 438	721	14 133
Angola	4 454	496	218	5 168
Mozambique	2 021	67	79	2 169
S. Tome	1 294	415	79	1 788
Guinea	1 910	750	103	2 763
Brazil	4 398	16	53	4 467
Europe	10 706	62	379	11 147
Total Population	3 215 708	43 416	37 044	3 296 168

Source: INE, Censo 1991, unpublished data.

* Include collective dwellings.

Table 19 Resident Population in Family Dwellings According to the Degree of Basic Amenities (toilets, running water, indoor bathroom and electricity), 1991 – selected nationalities – Portugal

Nationality	Total Population	Complete amenities	Incomplete amenities	Without amenities
Cape Verde	11 384	7 896	3 184	304
Angola	8 388	7 128	1 143	117
Mozambique	2 983	2 696	266	21
S. Tome	1 499	1 092	328	79
Guinea	2 237	1 863	302	72
Brazil	13 311	12 393	889	29
Europe	36 375	32 298	3 831	246
Total Population	9 800 601	7 831 707	1 867 882	101 012

Source: INE, Censo 1991, unpublished data.

Table 20 Resident Population in Family Dwellings According to the Degree of Basic Amenities (toilets, running water, indoor bathroom and electricity), 1991 – selected nationalities – Lisbon and Setúbal Districts

Nationality	Total Population	Complete amenities	Incomplete amenities	Without amenities
Cape Verde	9 974	7 021	2 705	248
Angola	4 454	3 982	410	62
Mozambique	2 021	1 880	134	7
S. Tome	1 294	932	288	74
Guinea	1 910	1 554	284	72
Brazil	4 398	4 300	97	1
Europe	10 706	10 316	350	40
Total Population	3 272 868	2 956 463	297 151	19 254

Source: INE, Censo 1991, unpublished data.

Table 21 Housing Conditions by Community, 1990 (Percentages)

Nationality	Without water	Without electricity	Without bath	Without sanitation
Cape Verde	33.2	15.0	41.6	9.5
Angola	33.6	17.3	36.1	9.3
Mozambique	23.2	5.9	29.0	5.8
S. Tome	46.4	26.0	47.4	13.4
Guinea	22.0	11.1	18.1	7.9
India	34.8	19.7	38.6	5.3
Gypsy	68.8	44.6	75.9	60.7
Total	35.4	18.4	39.8	14.0

Source: Costa, et al., 1991:99.

Table 22 Urban Poor by Nationality (Percentages)

Nationality	Percentage	Percentage Foreigners
Portuguese	85.0	
Foreigner	15.0	100.0
Cape Verde	9.3	62.0
Angola	3.0	20.0
S. Tome	1.0	7.0
Mozambique	0.45	3.0
India	0.45	3.0
Others	0.8	5.0

Source: Silva et al., 1989, in Almeida et al., 1994:159.

Table 23 Foreigners in the Resident Population and in Legal Proceedings Related to Criminal Activities

Year	Resident Population		
	Total	Foreigner	% of Foreigner
1989	9 919 700	101 011	1.02
1990	9 872 900	107 767	1.09
1991	9 860 300	113 978	1.16
1992	9 864 600	122 348	1.24
1993	9 887 600	131 593	1.33

Accused			Convicted			Imprisoned		
Total	Foreigner	% of Total	Total	Foreigner	% of Total	Total	Foreigner	% of Total
52 701	1 087	2.06				8 543	746	8.73
55 674	991	1.78				9 051	753	8.32
75 857	1 268	1.67	65 539	1 288	1.97	8 047	644	8.00
82 973	1 241	1.50	31 165	666	2.14	9 610	786	8.18
74 326	1 353	1.82	37 442	795	2.12	11 252	919	8.17

Source: Sumários de Informação Estatística, Ministérios da Justiça, 1987-1995. In Cruz, 1996. Estatísticas dos Serviços Prisionais, Ministério da Justiça, 1995.

Table 24 Main Crimes of the Accused Population – in percentage

Types of Crime	Total	Foreigners
Checks with insufficient funds	36.6	14.6
Against property	20.9	21.4
Assault and battery	12.9	10.4
Drug-related	4.5	9.0
Against public authority	4.2	4.1

Source: Sumários de Informação Estatística, Ministérios da Justiça, 1987-1995. In Cruz, 1996.

Table 25 Accusations Related to Illegal Drugs by Type of Crime

	Total		Trafficking		Trafficking and consumption		Consumption	
		%		%		%		%
Total	31 009	100.0	9 309	100.0	5 742	100.0	15 958	100.0
Portuguese	24 442	78.8	6 194	66.5	4 799	83.6	13 449	84.3
Foreigners	2 593	8.4	1 496	16.1	439	7.6	658	4.1
Unknown	3 974	12.8	1 619	17.4	504	8.8	1 851	11.6

Source: Sumários de Informação Estatística, Ministérios da Justiça, 1987-1995. In Cruz, 1996.

Table 26 Convicted Population in Drug-Related Cases by Type of Crime – in percentage

Nationality	Trafficking	Trafficking / Consumption	Consumption
Total Convicted	51.3	11.3	38.4
Portuguese	50.5	10.9	37.6
Foreigners	58.4	7.3	35.9
Unknown	39.4	34.9	63.0

Source: Sumários de Informação Estatística, Ministérios da Justiça, 1987-1995. In Cruz, 1996.

Table 27 Foreigners Registered in the Portuguese Social Security System in percentage

Year	PALOP	Other Foreigners
1992	82	90
1993	81	87
1994	81	85
1995	82	86

Source: Employment Survey (unpublished data).

Table 28 Total Naturalizations by Selected Former Nationalities, 1994-1997 *

Former Nationality	1994	1995	1996	1997	Total 1994-1997
Angola	55	76	57	56	244
Cape Verde	129	169	80	93	471
Guinea	44	43	27	16	130
Mozambique	29	30	19	26	104
S. Tome	21	18	10	12	61
Brazil	176	235	241	296	914
Europe	46	69	63	65	243
Total	971	1 413	1 154	1 364	4 902

Source: Estatísticas Demográficas, 1994-1997.

* Pires, 1999, presents the same naturalization values. However, a more recent work (Marques, et. al., 1999), presents different results. The inclusion of the figures for Macau, a Chinese territory under Portuguese administration, may account for the discrepancy observed in the work of Marques et. al. 1999.

Table 29 Total Intermarriages with Portuguese Nationals
by Selected Nationalities, 1990-1997

Year	Nationality							Total inter-marriages	Total marriages
	Angola	Cape Verde	Guinea	Mozambique	S. Tome	Brazil	Europe		
1990	57	77	29	42	10	227	437	1 209	71 654
1991	61	103	34	35	10	262	430	1 290	71 808
1992	64	126	66	58	9	263	491	1 539	69 887
1993	79	165	89	49	29	309	453	1 574	68 176
1994	107	168	55	54	23	323	487	1 617	66 003
1995*	—	—	—	—	—	—	—	1 467	65 776
1996	—	—	—	—	—	—	—	1 226	63 672
1997	—	—	—	—	—	—	—	1 262	65 770
Total 1990-94	368	639	273	238	81	1 253	2 298	9 922	—
Percentage	3.7	6.4	2.8	2.4	0.8	12.6	23.2	100.0	—

Source: Estatísticas Demográficas, 1990-1997.

* The information on marriage by nationalities stops at 1995.

Table 30 Principal Religions in Portugal, 1981 and 1991*

Religion	1981		1991	
	N	%	N	%
Catholic	6 352 705	94.50	6 527 595	94.60
Christian Orthodox	2 564	0.04	11 322	0.20
Protestant	39 122	0.60	36 974	0.50
Other Christian	59 985	0.90	79 554	1.20
Jewish	5 493	0.08	3 523	0.10
Muslim	4 335	0.06	9 159	0.10
Other non-Christian	3 899	0.06	9 476	0.10
Not Professing a Religion	253 786	3.80	225 582	3.30
Total respondents	6 721 889	100.00	6 903 185	100.00

Source: INE, Recenseamento Geral da População, 1981 and 1991.

* Refers only to persons 12 years of age or older.

Table 31 Legalization of 1992 and 1996

Nationality	1992	1996
Total	39 166	35 082
From the PALOP	28 345 (72%)	23 403 (67%)
Angola	12 525	9 258
Cape Verde	6 778	6 872
Guinea Bissau	6 877	5 308
Mozambique	757	416
S. Tomé e Príncipe	1 408	1 549
From Brazil	5 346	2 330
From China	1 352	1 608
From Senegal	1 397	
From Pakistan		1 745

Source: 1992, SEF Document; 1996, Público, 19, Dec, 1996.

List of key-informants

- Técnica superior do Instituto de Desenvolvimento Social do Ministério da Solidariedade e Trabalho.
- Assessora do Comissariado (Sul) da Luta contra a Pobreza
- Técnica superior do Programa Integrar do Ministério do Trabalho e Solidariedade.
- Assessor do Secretário de Estado do Emprego.
- Secretariado Entre-Culturas do Ministério da Educação.
- Assessora do Alto-Comissário para as Minorias Étnicas e Imigrantes.
- Associação Inter-Culturas.
- Obra Católica das Migrações.
- Técnica de Serviço Social voluntária na Obra Católica das Migrações e membro da Comissão Nacional para a Regularização Extraordinária em representação do Alto-Comissário Para a Imigração e Minorias Étnicas.

Bibliography

- ALAIZ, Vitor (coord.). *Projecto de educação intercultural: relatório de avaliação externa*. Lisboa, Secretariado Coordenador dos Programas de Educação Multicultural, Ministério da Educação, 1998.
- ALMEIDA, C. Rodrigues. A Determinação da Condição de Consumidor de Droga, *Cadernos do CEJ*, 2, GEJ, Ministério da Justiça, 1992: 109-117.
- ALMEIDA, João Ferreira de et al. *Exclusão Social, Factores e Tipos de Pobreza em Portugal*, Oeiras, Celta Editora, 1994, 2d print.
- ANTUNES, M. António. A Criminalidade Organizada: Perspectivas, *Policia e Justiça*, II.ª Série, n.º 3-4, 1992: 53-74.
- ASSEMBLEIA DA REPÚBLICA. *Diário da Assembleia da República*, Relatório Anual em Matéria de Segurança Interna de 1995, II Série-C, N.º 24 (Suplemento), 3 de Agosto de 1996, Lisboa, 1996.
- Diário da Assembleia da República*, Relatório e Parecer da Comissão de Assuntos Constitucionais, Direitos, Liberdades e Garantias sobre o Relatório Anual em Matéria de Segurança Interna de 1994, II Série-C, N.º 25 (Suplemento), 8 de Junho de 1995, Lisboa, 1995.
- Diário da Assembleia da República*, Relatório e Parecer da Comissão de Assuntos Constitucionais, Direitos, Liberdades e Garantias sobre os Relatórios Anuais em Matéria de Segurança Interna de 1991, 1992 e 1993, II Série-C, N.º 28 (Suplemento), 2 de Julho de 1994, Lisboa, 1994.
- BAGANHA, Maria Ioannis B. As Correntes Migratórias Portuguesas no Século XX e o seu Impacto na Economia Nacional, *Análise Social*, XXIX (4), 1994: 959-980.
- BAGANHA, Maria Ioannis B. *Immigrants Insertion in the Informal Market, Deviant Behaviour and the Insertion in the Receiving Country*, 1.º Report, Centro de Estudos Sociais, Coimbra. (Mimeo), 1996.
- BAGANHA, Maria Ioannis B. Immigrant Involvement in the informal economy: the Portuguese case, *Journal of Ethnic and Migration Studies*, 24 (2), 1998a: 367-385.
- BAGANHA, Maria Ioannis. B. *Immigrants Insertion in the Informal Market, Deviant Behaviour and the Insertion in the Receiving Country*, 2.º Report, Centro de Estudos Sociais, Coimbra, (Mimeo), 1998b.
- BAGANHA, Maria I., FERRÃO, J. and MALHEIROS, J., et. al. *Os Movimentos Migratórios Externos e a sua Incidência no Mercado de Trabalho em Portugal*, Instituto do Emprego e Formação Profissional, Relatório Final, 2 Vols., 1998.
- BAGANHA, Maria Ioannis B. and GÓIS, Pedro. Migrações Internacionais de e para Portugal: o que sabemos e para onde vamos, *Revista Crítica de Ciências Sociais*, 1999: 229-280.
- BAGANHA, Maria Ioannis B. and PEIXOTO, João. O Estudo das Migrações Nacionais: Ponto de Intersecção Disciplinar, in *Entre a Economia e a Sociologia*, J. M. Carvalho et al. (eds), Lisboa, Celta, 1996: 233-239.

- BAGANHA, Maria Ioannis B. and MARQUES, Maria Margarida. Lisbon: Social Differentiation and the Formation of Labor Markets, in *Urban Dominance and Labor Market Differentiation of a European City: Lisbon 1890-1990*, Pedro Telhado Pereira and Eugénia Mata (eds.), Boston, Kluwer Academic Press, 1996: 75-122.
- BAROSA, José P. and PEREIRA, Pedro T. *Economic Integration and Labor Flows the European Single Act and its Consequences*, Working Paper n.º 123, FE-UNL, 1988.
- BARRETO, António (ed.). *A Situação Social em Portugal, 1960-1995*, Lisboa, ICS, 1996
- BARRETO, António and PRETO, Clara Valadas. Indicadores da Evolução Social, in *A Situação Social em Portugal, 1960-1995*, A. Barreto (ed), Lisboa, ICS, 1996: 61-162.
- CAIRES, Ângela. Imigrantes, os Mal-amados. *Visão*, September, 24, 1994: 20-25.
- CABRAL, Manuel Villaverde. A economia subterrânea vem ao de cima: estratégias da população rural perante a industrialização e a urbanização, *Análise Social*, XIX (76), 1983: 199-234.
- Pluri-Activité et Stratégies Paysannes d'Abandon de l'Agriculture Deux Exemples, in *Transitions et Subordinations au Capitalisme*, Maurice Godelier (ed.), Paris, Éditions de la Maison des Sciences de L'Homme, 1991: 179-204.
- CARLOS, Maria Leonor Palma and BORGES, Genoveva Calvão. *La Prevention du Racism sur les Lieux e Travail au Portugal*, Fondation Européene pour L'amélioration des Conditions de Vie e de Travail, Working Paper n.º WP/95/40/FR, 1995.
- CASTELLS, Manuel and PORTES, Alejandro. World Underneath: The Origins, Dynamics and Effects of the Informal Economy, in *The Informal Economy: Studies in Advanced and Less Developed Countries*, M. Castells, A. Portes, and L. Benton (eds.), The Johns Hopkins University Press, 1989: 11-37.
- CEPAC. Imigração e Associação: Associações Africanas; Outras Associações e Instituições Ligadas à Imigração na Área Metropolitana de Lisboa, Cadernos Cepac, Lisboa, 1995.
- CORDEIRO, Ana Rita. *Immigrants in Portuguese society. Some sociographic figures*, Working Papers 4, Universidade Nova de Lisboa, 1997.
- COSTA, A. Bruto da, et. al. *Minorias étnicas em Lisboa*, Lisboa, 1991 (unpublished).
- CRUZ, Maria Ernestina N. *A Globalização das Drogas – Agentes Estrangeiros em Portugal*, Coimbra, September, 1996 (unpublished).
- ESTEVES, Maria do Céu (ed.). *Portugal, País de Imigração*, Lisboa, IED, 1991.
- EUROPEAN COMMISSION. *European Economy*, N.º 58, 1994.
- FEIGE, Edgar L. How Big is the Irregular Economy?, *Challenge*, 22, 1979: 5-13.
- FEIGE, Edgar L. Defining and Estimating Underground and Informal Economies: The New Institutional Economics Approach, *World Development*, 18 (7), 1990: 989-1002.
- FRANÇA, Luís de (ed.). *A Comunidade Cabo Verdiana em Portugal*, Lisboa, IED, 1992.

- FRANÇA, Luís de (Coord.). *Portugal, Valores Europeus, Identidade Cultural*, Lisboa, IED, 1993.
- FRANCO, Graça. Economia subterrânea movimenta 1600 milhões de contos, *Público*, April, 15, 1996.
- FREITAS, Maria João and CASTRO, Paula. Vale do Areeiro Reflexões Acerca de uma Realidade Multiétnica, in *Estruturas Sociais e Desenvolvimento*, Actas do II Congresso Português de Sociologia, Vol. I, Lisboa, Fragmentos, 1993: 960-981.
- FREUDENBERG STIFTUNG (ed.). *Towards Emerging Ethnic Classes in Europe?*, Volume 2: Southern Europe, Weinheim, 2000.
- FORD, Glyn. *Relatório da Comissão de Inquérito sobre o Racismo e a Xenofobia – Sobre as Conclusões da Comissão de Inquérito*, Luxemburgo, Serviço das Publicações Oficiais das Comissões Europeias, 1991.
- LOBO, F. M. Irregular work in Portugal, in *Underground Economy and Irregular Forms of Employment, Final Synthesis Report*, Office for Official Publications of the European Communities, Brussels, 1990.
- LOBO, Isabel de Sousa. Estrutura social e produtiva e propensão à subterraneidade no Portugal de hoje, in *Análise Social*, XXI (87-88-89), 1985: 527-562.
- LOPES, José da Silva. A Economia Portuguesa desde 1960, in A. Barreto (ed.), *A Situação Social em Portugal, 1960-1995*, Lisboa, ICS, 1996: 233-364
- MACHADO, Fernando Luís. Etnicidade em Portugal: O Grau Zero da Politização, in *Emigração/ Imigração em Portugal*, Maria Beatriz Nizza da Silva et al. (eds.), Lisboa, Fragmentos, 1993: 407-414.
- MALHEIROS, Jorge Macaísta. *Imigrantes na Região de Lisboa. Os Anos da Mudança*, Lisboa, Colibri1, 1996.
- MARQUES, Maria Margarida. Mobilidade Profissional e Redes Sociais em Meio Urbano, Lisboa, unpublished Ph.D. dissertation, UNL/FCSH, 1994.
- MARQUES, Maria Margarida, et. al. Between the 'Lusophone Community' and European Integration where do Immigrants Fit In? Immigration and Citizenship in Portugal, unpublished Paper presented at the Carnegie Endowment for Peace "Citizenship: Comparison and Perspectives", FLAD, June 1999.
- MARQUES, Maria Margarida, et. al. *Realojamento e Integração Social. A população do Vale de Algés perante uma operação de requalificação urbana, vol. 2 e 3 – Exploração dos resultados*, Lisboa, Edições Colibri, 1999.
- MENDOZA, Christóbal. New labor inflows in Southern Europe: African employment in Iberian labor markets, unpublished Ph.D. dissertation, Department of Geography/University of London, 1998.
- MINISTÉRIO DA ADMINISTRAÇÃO INTERNA – Gab. Do Ministro. Relatório de Segurança Interna, Relatório Anual de Segurança Interna de 1991-1996, (policopiado), Lisboa, 1992-1997.
- MINISTÉRIO DA JUSTIÇA. Sumários de Informação Estatística, Publicação do Gabinete de Planeamento e de Coordenação do Combate à Droga do Ministério da Justiça, 1985-1995.
- MINISTÉRIO DA JUSTIÇA. Estatísticas Prisionais, Divisão de Estudos e Planeamento da Direcção Geral dos Serviços Prisionais, 1996.

- MILES, Robert. The Articulation of Racism and Nationalism, in *Racism and Migration in Western Europe*, John Wrench and John Solomos (eds.), Oxford/Providence, Berg Publishers Ltd., 1993.
- MONTEIRO, J. Vilas and NUNES, Rui. Droga Sublinha Degradação Social, *A Razão*, Out./ Nov./ Dez., 1994: 36-57.
- NEVES, J. César das. *The Portuguese Economy. A Picture in Figures XIX and XX Centuries*, Lisboa, Universidade Católica Editora, 1994.
- PETTIGREW, T. F. and MEERTENS, R. W. Subtle and blatant prejudice in Western Europe, *European Journal of Social Psychology*, 25, 1995: 203-226
- PEIXOTO, João. *A Mobilidade Internacional dos Quadros – Migrações Internacionais Quadros e Empresas Transnacionais em Portugal*, Oeiras, Celta, 1999
- PARLAMENTO EUROPEU. Drogas e Crime Organizado, *Sub Judice*, n.º 3, 1992: 95-104.
- Comissão de Inquérito ao Problema da Droga nos Estados-membros da Comunidade*, Luxemburgo, 1987.
- PERISTA, Heloísa and PIMENTA, Manuel. Trajectórias Profissionais dos Imigrantes Residentes em Bairros Degradados de Lisboa, in *Emigração/ Imigração em Portugal*, Maria Beatriz Nizza da Silva et al. (eds.), Lisboa, Fragmentos, 1993: 434-445.
- PEREIRA, Mónica. Negros Hábitos, *Visão*, September, 16, 1993.
- PIRES, Rui Pena. 'Haja Vergonha!', *Público*, September, 05, 1993.
- PIRES, Rui Pena, et al. *Os retornados – um estudo sociográfico*, Lisboa, IED, 1984.
- PIRES, Rui Pena. Immigration in Portugal: a Typology, in *Recent Migration Trends in Europe (Europe's New Architecture)*, Maria Beatriz Rocha-Trindade, [ed.], Lisboa, Universidade Aberta/Instituto de Estudos para o Desenvolvimento (IED), 1993: 179-194.
- PIRES, Rui Pena. A imigração, in *História da Expansão Portuguesa*, Francisco Bethencourt, and Chaudhuri (Dir.) [ed.], vol. V, Lisboa, Círculo de Leitores, 1999: 197-211.
- PORTAS, Paulo. Mão Pesada, *O Independente*, September, 03, 1993.
- PORTES, Alejandro. The Informal Economy and Its Paradoxes, in *The Handbook of Economic Sociology*, Neil J. Smelser and R. Swedberg (eds.), New York, Russell Sage Foundation, 1994: 426-449.
- PORTES, Alejandro and SASSEN-KOOB, Saskia. Making it Underground: Comparative Materials on the Informal Sector in Western Market Economies, *American Journal of Sociology*, 93, 1987: 30-61.
- RAPOSO, Luísa, M. Justiça e Drogas, *Sub Judice*, n.º 3, 1992: 109-116.
- SAINT-MAURICE, Ana de. *Identidades Reconstituídas. Caboverdianos Residentes em Portugal*, Oeiras, Celta, 1997.
- SAINT-MAURICE, Ana de. Caboverdianos Residentes em Portugal – Imagens a Preto e Branco, in *Emigração/ Imigração em Portugal*, Maria Beatriz Nizza da Silva et al. (eds.), Lisboa, Fragmentos, 1993: 392-406.
- SANTOS, Boaventura de Sousa et al. *Os Tribunais nas Sociedades Contemporâneas – O Caso Português*, Porto, Ed. Afrontamento, 1996.
- SASSEN, Saskia. Economic Internationalization: The New Migration in Japan and the United States, *International Migration*, XXXI(1), 1993: 73-99.

- SEABRA, Teresa. Cidadania: A Europa e os Imigrantes, in *Dinâmicas Culturais, Cidadania e Desenvolvimento Local*, Lisboa, Associação Portuguesa de Sociologia, 1994.
- SOS Racismo. *Guia Anti Racista*, Lisboa, SOS Racismo, 1992
- The Economist. Drogas – Não Tem de Ser Assim, in *Sub Judice*, n.º 3, May, 1992: 71-74.
- THOMAS, J. J. The politics of the black economy, *Work, Employment and Society*, 2.2, 1988: 169-90.
- TRIBALAT, M. *Faire la France*, Paris, LaDécouvert, 1995
- VALA, Jorge (coord.). *Novos Racismos: Perspectivas Comparativas*, Oeiras, Celta, 1999
- VALA, Jorge; BRITO, Rodrigo e LOPES, Diniz. *Expressões dos racismos em Portugal*, Lisboa, Instituto de Ciências Sociais, 1999
- VOGLER-LUDWIG, Kurt (coord.). *Medium-Term Employment Forecasts by EU Regions and Sectors of Industry 1991-1997*. ERECO, Munich, 1994.
- WRENCH, John and SOLOMOS, John. *Racism and Migration in Western Europe*, Oxford/ Providence, Berg Publishers Ltd., 1993.
- WRENCH, John. *Preventing Racism at the Workplace – A Report on 16 European Countries*, Luxembourg, Office for the Official Publications of the EuropeanCommunity, 1996.



Weinheim, January 2001

MEMORANDUM

EASY SCAPEGOATS: SANS PAPIERS IMMIGRANTS IN EUROPE

The Freudenberg Foundation would like to present a memorandum on the new social question of undocumented immigrants in Europe. This memorandum contains a summary of the results and recommendations of a European project of four foundations, fourteen country experts, 52 Non Governmental Organisations and the European Commission. The project promoters are concerned that the social cohesion of European societies is threatened by a new underclass mainly consisting of *sans papiers*, and formed by the fears of social exclusion of native-born Europeans who are afraid of unfair competition and by a further diffusion and stabilisation of ethnocentric orientations.

The memorandum is the result of a workshop held in Mannheim, Germany, in October 2000 and of four country reports on Belgium, Germany, Italy and Spain. These study the different national strategies toward *sans papiers*, the socio-economic exclusion of *sans papiers*, their support within the Civil Society and three cases of racist violence against immigrants. The national reports are available at the foundation's website (<http://www.freudenbergstiftung.de/english/html/projects.html>).

We hope to contribute with this memorandum to a thoughtful debate on this important social issue and to offer ideas and recommendations for forming opinions and making decisions.

Christian Petry
(Executive director)

Teresa Jurado Guerrero
(Project co-ordinator)

Annexe: memorandum



Almería Acoge
Centre d'Estudis Demogràfics
Centre d'Etudes de l'Ethnicité et des Migrations
Fondation Roi Baudouin
Fondazion Cariplo ISMU
Istituto Carlo Cataneo
Forschungsgesellschaft Flucht und Migration
Freudenberg Stiftung
Fundació Jaume Bofill
Fundación Alicante Acoge
Kölner Netzwerk „Kein Mensch ist illegal“
Opferperspektive

EASY SCAPEGOATS: SANS PAPIERS IMMIGRANTS IN EUROPE

STATE STRATEGIES AND INTERVENTION STRATEGIES FOR THE CIVIL SOCIETY

December 2000

Teresa Jurado Guerrero (ed)

A project of:

Almería Acoge, Almería.

Centre d'Estudis Demogràfics, Barcelona.

Centre d'Etudes de l'Ethnicité et des Migrations de l'Université de Liège.

Fondation Roi Baudouin, Brussels.

Fondazione Cariplo per le Iniziative e lo Studio sulla Multietnicità, Milano.

Fondazione di Ricerca Istituto Carlo Cattaneo, Bologna.

Forschungsgesellschaft Flucht und Migration, Berlin.

Freudenberg Stiftung, Weinheim.

Fundació Jaume Bofill, Barcelona.

Fundación Alicante Acoge, Alicante.

Kölner Netzwerk „Kein Mensch ist illegal“, Köln.

Opferperspektive, Beratung für Opfer rechtsextremer Gewalt in Brandenburg, Berlin.

Conclusions of a project organised within the DG „Employment and Social Affairs“ programme
„Preparatory Actions to Combat and Prevent Social Exclusion, VP/1999/01“

CONTENTS

1. EASY SCAPEGOATS: SANS PAPIERS IN EUROPE	5
2. STATES CLOSE BORDERS BUT DO NOT SOLVE THE SOCIAL QUESTION.....	8
3. SOCIO-ECONOMIC SITUATION OF UNDOCUMENTED IMMIGRANTS	12
4. SOCIAL EXCLUSION IS FERTILE GROUND FOR RACISM	15
5. INTERVENTIONS OF CIVIL SOCIETY	19
5.1 INNOVATIVE ACTIVITIES IN THE AREA OF WORK	21
5.2 INSUFFICIENT INNOVATIVE INITIATIVES IN HOUSING	22
5.3 PROVIDING HEALTH CARE	23
5.4 PROMOTION OF CHILDREN IN SCHOOLS AND COURSES FOR ADULTS	24
5.5 LOBBYING, SENSITISING, COMBATING RACISM AND SUPPORTING SELF-ORGANISATION	25
5.6 MULTIDIMENSIONAL ACTIVITIES: SOCIAL ASSISTANCE AND COUNSELLING.....	28
5.7 INTERCULTURAL EDUCATION AND MEDIATION	29
5.8 WOMEN AND CHILDREN.....	30
6. NGOS: WHAT EUROPEAN SOCIETIES SHOULD DO	32
6.1 IMMIGRATION POLICY	32
6.2 INTEGRATION POLICIES	33
6.3 SUPPORT OF CIVIL SOCIETY	36
7. APPENDIX: MAIN FEATURES OF LEGALISATION CAMPAIGNS IN BELGIUM, ITALY AND SPAIN.....	38
8. ADDRESSES OF PROJECT PARTNERS, PROJECT PARTICIPANTS AND INTERVIEWED NGOS	39

1. Easy Scapegoats: *Sans Papiers* in Europe

The presence of undocumented immigrants is a well-established fact in most European countries. *Sans papiers* come or are „called“ into Europe to perform badly paid, physically and psychologically stressful jobs in highly qualified service economies and welfare states. The closure of frontiers to new immigration has not prevented the increase of *sans papiers* in Europe. On the contrary, the welfare gap between Europe and its neighbouring countries makes such jobs more attractive for enterprising women and men in the poorer and poorest regions of the world.

We, four European foundations, fourteen researchers and 52 NGOs from Belgium, France, Germany, Italy and Spain, are interested in knowing more about the socio-economic and legal situation and the daily needs of *sans papiers*. We are concerned that the social cohesion of European societies is threatened by a new underclass mainly consisting of *sans papiers*, and formed by the fears of social exclusion of native-born Europeans who are afraid of unfair competition, and by a further diffusion and stabilisation of ethnocentric orientations. These concerns led to a comparative one-year project aimed at studying four dimensions of this social question in four European countries:

1. the different national strategies toward „illegal“ immigration (legalisation versus exclusionary strategies);
2. the socio-economic exclusion of *sans-papiers* immigrants;
3. the support of *sans-papiers* within the Civil society;
4. and some cases of racist violence against immigrants.

This memorandum is intended to contribute to a thoughtful debate on these questions and to offer ideas and recommendations for forming opinions and making decisions.

Papers, permits and passports ... refusals, raids and racism. Is there a link? To be without European papers in the European Union can be a good deal for migrants who want to earn and save money, and go back home - or stay and begin a new life in Europe. It might be a safer place for refugees who left their home country due to persecution. Yet it also can be a dangerous situation, because immigrants may be constrained to an irregular job, may fear police controls and may be considered as belonging to an inferior category of people who can be exploited, mistreated and even killed. Who are the undocumented and the *sans papiers*? A Bosnian family who have lived in Germany for over five years, whose children go to a German school, and who are asked to leave the country because they have lost their legal status as "gedultete" (tolerated) refugees, and who decide to go into hiding: they become "illegalisierte

Flüchtlinge" ("illegalised" refugees). A Moroccan who works in the agricultural sector on the Mediterranean coast in Spain: he is a "sin papeles." An African or Peruvian woman who paid a large amount of money to cross the Atlantic in order to enter Italy illegally and work in a family taking care of the grandfather, or to work in the streets of Milan as a prostitute: she is considered a "straniera irregolare." A Nigerian asylum seeker in Belgium or France whose application was refused and who decides to stay irregularly: he is a „sans-papier."

It is possible to distinguish between seven types of undocumented migrants:

1. People who have entered the country in an irregular way.
2. People who have entered the country with regular documents, but who stay longer than the documents permit.
3. Immigrants who have lost their residence and/or work permit, either because they cannot renew it or because they have lost it for some reason (for example, in some cases in Germany, by asking for social welfare).
4. Refugees with short-term residence permits who lost their permits, but still stay in the country.
5. Migrants who have been released from deportation centres because they could not be deported.
6. Asylum seekers who have exhausted the asylum procedures and have eluded arrest or deportation.
7. Stateless persons who have had great difficulties in obtaining official documents.

Thus, undocumented migrants fall into a variety of categories and hail from countries all over the world. What they have in common is the search for a better future through emigration. Their shared problem: the European Union today has no immigration policy. And in spite of the beginning debate on new legal migration, it still closes its borders to those people considered useless to the economies of European countries - and even to those considered necessary.

The policy of closed borders does not stop migration, but seems to set up a new underclass of so-called „Illegals" who are – against all declarations of human rights –inhumanely suppressed and highly exploited. The danger of thus creating an ethnic underclass is accompanied by the danger of increasing racism on the part of native Europeans against sans-papiers. Sans-papiers are an easy target for scapegoat mechanisms because of their institutional non-acceptance.

The „fortress Europe“ policy constructs a European identity more and more based on keeping out non-Europeans. This negative identity undermines the oft-declared positive European identity on human and civil rights.

With this memorandum we wish to draw the attention of politicians, administrators and the public opinion toward this **European social question**. We want to show that intervention against the social exclusion of undocumented immigrants is an urgent task for governments and for the civil society. The day-by-day work of the interviewed NGOs demonstrates that such intervention is possible. This memorandum is based on the project's four country reports, which the interested reader can access via the internet (www.freudenbergstiftung.de) or through a request to the Freudenberg Foundation (cf. addresses below).

2. States Close Borders but Do Not Solve the Social Question

The project members analysed four state strategies and found two types of strategies. In Belgium, Italy and Spain the states mix restrictive immigration policies with recurrent legalisations of undocumented immigrants. In Germany, the state has chosen to restrict „immigration“ via the mechanism of political asylum; it ignores the increasing number of undocumented immigrants.

In Spain, public policies towards immigrants are of a more recent nature, since the first Law on Foreigners was enacted in 1985. Until the last, highly controversial law of January 2000, entitled „Law on Rights and Liberties of Foreigners in Spain and their Social Integration,“ state policies always focused on immigration from the perspective of border and police control. But this new law will be revised before the end of the year 2000, and as a result, the human rights of undocumented immigrants might be restricted once again.¹

The Spanish state has a two-pronged approach to immigrants. On the one hand, it wishes to integrate legalised immigrants while on the other hand, it has a tendency to demonise and marginalise undocumented immigrants, who are supposed to be dangerous and to commit all sort of crimes. Yet these immigrants are recruited for jobs in many economic areas which cannot attract nationals anymore, such as agriculture, construction and domestic services. Instead of guaranteeing human rights to undocumented immigrants, the state constructs many legal barriers to acquiring the right to stay and to work.

There are three lines of Spanish government actions that contradict the general restrictive approach towards *sans-papiers*:

1. The government has conducted four legalisation campaigns (1985, 1991, 1996 and 2000) and since 1993 has established annual quotas by which a limited number of immigrants may obtain residence and work permits (30,000 in 1999). Under the legalisation guidelines of the Law for Foreigners of 2000, all undocumented foreigners who could demonstrate that they had entered Spain and were living continuously in Spain before July 1st, 1999, were granted permission to ask for a work and/or residence permit. If their application is accepted, they will receive a residence permit for one year or more, depending on their previous legal situation.

¹ The new law has been approved on December 14th, 2000.

As of December 2000 and according to official estimates, 246,089 applications for legalisation have been filed. Decisions had been made in 226,570 cases; 137,454 were accepted, 6,271 were not taken into consideration and 82,845 were refused.²

2. State administrations support NGOs so that these can offer help and social services to undocumented immigrants.
3. Living in Spain without a residence permit is not a criminal offence, but only a breach of administrative rules.

State intervention in Belgium is similar to Spain. It views immigration mainly as a law and order problem, but also makes some exceptions:

1. The state on several occasions recognised the need for legalisation of the *sans papiers* living in Belgium (1974, 1998, and 2000³). A mass legalisation according to individualised and precisely defined criteria began in January 2000. Nearly 50,000 persons have requested legalisation. The legalisation commission will decide on the applications. The commission consists of eight chambers (each has a magistrate, a lawyer and a representative of an NGO) and a secretariat. Both the secretariat and the chambers can send a dossier with a positive or negative recommendation to the Minister of the Interior. The Minister of the Interior will make the final decisions, and the chambers will be called upon only for the most difficult and problematic cases.
2. In 1998, the Flemish parliament adopted a decree on policy toward ethno-cultural minorities. The decree foresees minority representation in all newly created organs and authorities, and extends the target groups to migrants, asylum seekers who are still involved in the procedures, and people living in Belgium illegally who ask for aid or accommodation because of their precarious situation. As a consequence, undocumented people may profit from this Flemish integration policy, and from an accommodation policy for family reunification. In addition, NGOs working for the defence of the rights of cultural minorities can apply for public support.

² El País, December 22th, 2000.

³ The latter was the clarification of the non-written criteria for regularisation, by means of a letter explaining the art. 9.3 of the Immigration Law of 1980.

3. The French and Flemish communities, the Walloon region, and the federal government support NGOs working with undocumented immigrant by granting non-recurrent subsidies. In addition, in 1999, Article 77 of the Law on Foreigners of 1980, which punishes anyone who knowingly helps or assists a foreigner staying in Belgium illegally, was changed in order to exclude from punishment those who help foreigners mainly for humanitarian reasons.

In Italy, immigration policy is similar to that of Spain and Belgium, but it is the most generous with respect to the number of legalisation campaigns. Italian policymakers try to counteract the arrival of new immigrants through greater control at the borders and increased efficiency in deportations, but at the same time try to „reabsorb“ the already present undocumented immigrants through recurrent amnesty programmes. Italian immigration policy displays the following „non-restrictive“ characteristics:

1. Since 1982, there have been five amnesties (in 1982, 1986-88, 1990, 1995-96, and 1998). The first involved 12,000 immigrants; in the following amnesties, 118,349, 234,841, 227,272 and finally 250,792 demands were filed, respectively, of which 36% are still in process of decision (in July 2000). The current legal immigrants are mostly the beneficiaries of legalisation campaigns, which means that they lived as *sans papiers* for some time. This differentiates Italy and Spain from Germany and Belgium, where immigration was allowed and officially promoted in the 1960s.
2. Since 1998, foreigners who are victims of criminal organisations, in situations of exploitation and serious violence, and who are willing to co-operate with the authorities, may obtain a residence permit for the purpose of protection.
3. In 1986 a quota system for immigration was created, which has started to work effectively in the last years. Since 1998 the government decides annually upon the number of immigrants who may be granted a work permit.
4. As in Spain, living in Italy without a residence permit is not a criminal offence, but only a breach of administrative rules.

In Germany, the policy towards immigration differs from the three other countries of this project. The policy is much more prohibitionist for two reasons. First, there are few exceptions to the repressive approach towards undocumented immigrants. Second, the Law of Foreigners is applied more rigorously.

1. In Germany, no legalisation campaign or amnesty for undocumented people has taken place. There were only two „regulations of old cases“ (*Altfallregelungen*) with respect to asylum seekers. If they had been waiting between five and eight years for a decision in their cases, were employed (even though, since 1997, asylum seekers are not entitled to work permits) and were living in a private dwelling (not in a hall of residence), they were granted a two-year residence permit. In 1996 and in November 2000, 7,800 and more than 15,000 asylum seekers received a residence permit, respectively. The proceedings for the year 2000 will officially end on 31st December.
2. The German Law for Foreigners includes two very problematic paragraphs. First, § 76 obligates public institutions to denounce undocumented people to the Office of Foreigner's Affairs. This has led to cases where civil servants of the Social Welfare Administration were instructed to denounce *sans papiers* who sought their help. Some hospitals have informed the police while treating undocumented immigrants. Undocumented people who wish to invoke their human rights are confronted with the „right“ of the state to deport them. Second, § 92 of the same law punishes anyone who helps a foreigner to an illegal sojourn and who does this repeatedly, for more than five foreigners. Priests and members of refugee organisations have been prosecuted under this statute.
3. Being caught without official German documents, i.e., to be discovered as an „illegal“ immigrant, is regarded as criminal offence under German law.

It seems that the most restrictive laws against undocumented migrants and their supporters might be implemented as a way of harmonising the asylum procedures and Laws of Foreigners in all European countries.⁴

⁴ Cf. Initiative of the French Republic with a view to the adoption of a Council Directive defining the facilitation of unauthorised entry, movement and residence, 2000/C 253/01, Official Journal of the European Commission, C253, vol. 43, sept. 2000. Initiative of the French Republic with a view to the adoption of a Council Framework Decision on the strengthening of the penal framework to prevent the facilitation of authorised entry and residence, 2000/C 253/03, Official Journal of the European Commission, C253, vol. 43, sept. 2000. „French Presidency's attack on "illegal" entry and residence, carriers sanctions and expulsion“, cf. <http://www.statewatch.org/news/jul00/04frpres.htm>.

3. Socio-economic Situation of Undocumented Immigrants

In all the countries of this project, undocumented immigrants are confined to certain economic sectors: agriculture, construction, hotels, cafes, restaurants, domestic jobs, cleaning and prostitution. In Spain and Italy, many are employed in the informal sector. Undocumented immigrants have difficulties finding a legal job, and then face excessive working hours and salaries under the legal minimum - and sometimes they are not paid at all. In addition, undocumented immigrants encounter enormous barriers in housing, are generally not entitled to public services (particularly medical services and education), and have very restricted legal means to defend their human rights. Since the beginning of the 1990s, all countries have set up deportation centres, which should serve as a step toward expulsion of undocumented immigrants. These centres are very contested within the respective civil societies.

In Spain, until the enforcement of the new law of January 2000, undocumented immigrants faced the same general multiple exclusion mentioned above. Public authorities have no substantial housing programmes and *sans papiers* had no access the public health system. Until recently, it was impossible for children of undocumented immigrants to obtain an official school certificate. However, the extent of exclusion depends in large part on the town where the immigrant lives and on the civil servant asked for support and services. In Catalonia, there are municipalities like, for instance, Alcarràs (Lérida), Vic (Barcelona), Banyoles (Girona) and Mataró (Barcelona), where various measures towards social inclusion of immigrants have been taken regardless of their documentation. In addition, the law of January 2000 entitles all immigrants to means-tested public health services if they register as residents in their municipality. It must be remarked that in Spain it is possible to register officially as resident without having a residence permit.⁵ This allows undocumented immigrants access to several public services.

In Belgium, the socio-economic situation of *sans papiers* is no better than in the other countries. According to the Constitution of 1994, every foreigner who lives in Belgium has the same rights as Belgians, but in practice undocumented immigrants only have the right to urgent medical care and the right to education. Since April 2000, those undocumented immigrants who have asked for their legalisation can obtain a temporary work authorisation.

⁵ The local register („padrón municipal”) is an administrative register at municipality level, which, in principle and according to the law, cannot be used for other aims.

If they are injured at work, illegal workers in theory have a right to compensation, but in practice it is very difficult to obtain. *Sans papiers* are granted access to health services only in cases of emergency or for preventive actions such as examinations, essential medication, etc. Many undocumented immigrants fear being arrested if they seek medical assistance.

In Italy, the situation of undocumented immigrants varies from region to region and between towns and the countryside. In some places, the formal exclusion is paralleled by de facto inclusion (frequent among immigrants working in the informal economy), but in other places the formal inclusion is accompanied by a substantial negation of rights (for instance, immigrants with temporary residence permits for humanitarian reasons). Since the informal labour and housing markets are very large, possession of a residence permit is less relevant than in other countries. However, this does not prevent cases of exploitation and discrimination. Recently, the events in Legnano (the death of immigrants in a fire in a derelict factory where various families lived) once again revealed the tragic reality of accommodation problems for immigrants in Italy. The same applies to Roma Gypsies, who are continually pursued in violent police operations or attacked by gangs of racists in various cities. In addition, *sans papiers* cannot access public services, with three exceptions. First, they have the right to emergency treatment and preventive treatment to avoid the risk of spreading disease. Second, children of undocumented immigrants who cannot be deported or who have been granted a respite of deportation can enrol in schools. Third, pregnant women have the right to medical assistance.

In Germany, the socio-economic situation is similar to that of the other countries, but in addition, *sans papiers* must fear more administrative and police controls. The police regularly controls non-white people without concrete suspicion. In general, asylum seekers live under different conditions than undocumented immigrants. Asylum seekers are entitled to social welfare benefits. However, due to the fact that most asylum applications are refused, the dividing line between both situations is small. In addition, there is an east-west division in the living conditions of refugees. In eastern Germany, they live mainly in camps or residence halls of 100 to 300 people, far from towns or even villages (e.g. in former military camps). They represent the majority of foreigners in these areas, and it is more difficult for them to find lawyers who know asylum regulations. In western Germany, refugees more frequently live in private housing, form a smaller percentage of the total local foreign population, and can find legal support more easily because of the environment (their own community and supporters).

Since 1997, asylum seekers have not been granted work permits and only recently has this prohibition been discussed within the government. Frequently, employers do not pay the salaries owed to irregularly employed people, and they can push exploitation to its limits by denouncing *sans papiers* to the police. The German trade unions refuse to represent or support irregular workers. Since 1997, the right to health services for asylum seekers has been restricted to emergency cases, maternity and abortion. This does not apply to undocumented people, who do not even have access to health service in emergency cases (unlike in Spain, Belgium and Italy). An exception is made for undocumented women who work as prostitutes, since they can go anonymously to the public health office in order to be checked for venereal diseases. In many schools and municipalities, the right to education until age 16 (in accordance with UN chartas) is not granted. In some towns the education administration instructs school directors not to accept children whose parents are undocumented, or even to denounce them. Asylum seekers are excluded from official German language courses and their children cannot enrol in vocational training or at a university. In contrast to all other European Union countries, asylum seekers cannot leave their assigned province of residence without an official authorisation (*Residenzpflicht*). Unaccompanied children ages 16 and up can be imprisoned in deportation centres and be deported, if their asylum request is refused.

4. Social Exclusion is Fertile Ground for Racism

The life of *sans papiers* is characterised not only by difficult living conditions and fear of deportation, but also by increasing racist violence, which poses a danger to the health and lives of undocumented people. In all four countries, episodes of racist attacks are well-known. The following summaries of this project's three case studies show a common feature: the victims of these persecutions and homicides are all immigrants who are excluded from basic human rights by the respective states, and who are socially and economically segregated within the host societies. There is a reinforcing relationship between day-to-day racist discrimination, restrictive laws for foreigners and racist violence.

The Spanish NGO **Almeria Acoge** has analysed the racist attacks against immigrants in El Ejido, in the province of Almeria. We want very briefly to point out the main factors which, in the NGO's opinion, led to the massive persecutions of immigrants in El Ejido in February 2000. El Ejido is a town of 55,000 inhabitants (of whom around 12,000 are foreigners). Since the 1960s, it has experienced a very rapid growth of its population and economy. The latter is due to its booming intensive agriculture, mainly for exportation. 97% of the town's current native population comes from other Spanish provinces, most of them are from working class origins and have a generally low educational level. The new type of agriculture requires a large labour force and attracts immigrants from many different countries. These immigrants mainly work under very difficult conditions in the greenhouses. In 1999, there were 17,738 officially registered immigrants in the province of Almeria, of whom 74% were from Morocco. 88% of the Moroccan immigrants are men aged 21 to 40 with a low educational level. Many of these Moroccan men are socially segregated because they have to live „like animals“ in the farms outside the town. Among these men, there is a minority who commits offences such as human traffic, thefts, etc., which exacerbate the non-acceptance of all immigrants by the native population. The leading politicians and administrators of El Ejido have identified delinquency and criminality with immigration. Local social policy towards immigrants consists of permanent segregation. The author of the case study concludes: „How different would local policy be if the immigrants had the right to vote in the municipal elections?“

The Italian country report includes a recent case of exploitation and violence against a Romanian immigrant. On March 14th, 2000, Ion Cazacu was killed in Gallarate, in the province of Varese and the heart of one of the richest areas in Italy. This 41-year-old Romanian technician worked together with other nationals in a building firm. He worked 12 hours a day and was paid by the job, at 10,000 lire for every metre of wall or floor laid. On average, the Romanians earned 110,000 lire a day (about 50 EURO), but under exhausting working conditions, to say the least. They also paid a part of their earnings to firm's owner, Cosimo Iannece, for the rental of a residence where the Romanians live on top of each other: 200,000 lire per person per month for six of them in a one-room apartment. On the evening of March 14th, the entrepreneur went to the dwelling of his Romanian workers and set Ion Cazacu on fire. Cazacu died one month later due to third degree burns on 90% of his body. It seems that the entrepreneur was angry because the Romanian employees had complained about their working conditions and because he feared that the legalisation of Ion Cazacu would make the latter „free“ and that he would look for work elsewhere.

What is the context for this homicide? According to trade unionists and NGO representatives, many immigrants work in jobs that Italians refuse to do. The enlargement of the Malpensa airport (Milan), for instance, created new jobs in the building sector. Some enterprises have specialised in recruiting cheap illegal labour for building sites run by others. Frequently, they are linked to organised crime. For instance, Ion Cazacu's ten co-workers have fled because they were afraid of retaliation. Usually, the firms employ men who work ten hours a day for around 40,000 lire, often foreigners (including university graduates) without residence permits, who can be blackmailed and are frightened, ready to share a two-room apartment with five others; they can be deported from one day to the next. In 1999, 77,409 employees were controlled in the province of Varese and 6,231 did not have regular contracts. At the national level the number of inspections has decreased: in 1991 there were 100,000 inspections identifying a rate of irregularity of 50%, while in 1998 only 50,000 inspections were made, identifying irregular situations in 75% of cases.

The homicide led to demonstrations and public denunciation of the informal economy by politicians, but also to discourses about the exceptional character of the event and discourses in „defence“ of the people of Gallarate.

It has to be noted that representatives of the Lega Nord (the right-wing party), which governs the province, frequently make xenophobic statements. Prosecutor Giuseppe Battarino reacted rapidly and positively, deciding that about ten Romanian workers should be granted a residence permits for reasons of social protection under section 18 of the new Law for Foreigners.

The German country study contains a very detailed case study of the homicide of Farid Guendoul in Guben, a town near to the Polish-German border in the province of Brandenburg. On Friday night, the 13th February 1999, a group of about 11 young people age 17 to 20 persecuted Farid Guendoul and his two friends. Attempting to escape from the youths, Farid kicked in a glass door in order to find protection inside a house, but the subsequent wounds caused his death. His friends were able to escape.

Guben has 26,500 inhabitants and an unemployment rate of 23.5%; a significant part of its inhabitants work in subsidised jobs or are enrolled in training programmes, and more than 30% of the social welfare recipients are under age 18. After German reunification many enterprises closed or reduced their staff. Around 2.3% of the population is non-German - many are Polish - and 160 inhabitants are asylum seekers. They live in a one-floor house that was the former kindergarten of a chemical plant and which is surrounded by electrically controlled doors and a wire-mesh fence. Farid Guendoul, an Algerian, lived in a 20m² room together with six men from Sri Lanka, Togo and Algeria. At the beginning of the 1990s, around 200 skinheads formed the „Patriotic Front of Guben“; later, the National Party of Germany (the successor of the National Socialist Party) organised many young people in the town. Since then, the municipality has held a regular Forum on Foreigners, a Round Table on Right-Wing Extremism and has employed 36 social assistants in six youth centres in order to combat the increasing right-wing extremist attitudes among the youth. Yet some of the offenders involved in the February 1999 assault regularly attended one of these centres, a fact which provoked many to criticise the centres' pedagogic approach. The social workers had tried to re-integrate right-wing extremists into the society, which is a problematic approach because xenophobic attitudes are part of mainstream culture in Guben.

The trial against the 11 offenders began in June 1999 and the court had not decided about the case as late as November 2000. Only one of the 11 offenders has been convicted for three years of prison for negligent homicide. From January to August 2000, the Federal Ministry of Interior registered 5,789 right-extremist criminal offences, an increase of 19% compared to the same period in 1999 (the real number is even higher).

The authors of the German case study conclude due to their general experience that following are common responses to acts of racist aggression:

1. The aggression is interpreted as an exceptional accident caused by misled youth. Racism is seen as a construct of the scandal-seeking media (**Ignoring problem**).
2. The attacks are seen as the individual acts of marginal people; sometimes it is affirmed that the foreigner provoked the aggression (**Playing down and changing problem**).
3. Authorities take the political responsibility seriously, but their intervention is restricted to moral exhortations (**Consternation and symbolic gestures**).

The following reactions would be more appropriate:

1. Solidarity with the victims and no sympathy for the offenders, which should be demonstrated through official visits to the victims, public responsibility for financial consequences, and financial and moral support of democratic youth and refugee associations (**Official solidarity with victims and their supporters**). Since summer 2000, German authorities are taking the situation more seriously. New programmes have been started to combat right-wing extremism and money has been made available (in the region of Northrhine-Westphalia 21 million DM is now available for such projects).
2. Change of image of immigrants in media („criminals“, „problem“, „financial charge“, etc.) (**Change of public opinion**).
3. Abolition of discrimination against immigrants through special laws (**Same rights for all**).

5. Interventions of Civil Society

The civil society and politicians in the different countries have been sensitised toward *sans papiers* by two major types of events: first, by protests and self-organisation of *sans papiers* (as in France after the occupation of the church of Saint Bernard in Paris in 1996); second, by the death of immigrants following the use of police force or racist attacks by the civilian population. In Belgium in 1998, the death of Semira Adamu, a Nigerian seeking refugee status, during the police's sixth attempt to forcibly expel her, was a turning point for the creation of solidarity movements with undocumented immigrants. The "National Movement for the Legalisation of Undocumented Immigrants and Refugees" was created. The MNLSPR pushed strongly for an across-the-board legalisation and was in large part successful. Similar events happened in Germany, Italy and Spain, and called forth movements such as "Asamblea Papeles para todos y todas" in Spain, "Kein Mensch ist illegal" in Germany and a movement against the deportation centres and for the prompt conferral of residence permits in Italy.

The following section presents the work of NGOs in Belgium, Italy, Germany and Spain. The NGOs were selected according to the capacity of the researchers to reach them (Brussels, Berlin, Cologne, Barcelona, Almeria, Alicante and Milan). In addition, we tried to find NGOs working in different areas (work, housing, health, education, lobbying, sensitising, combating racism, self-organisation, legal counselling, social assistance and women & children). A total of 48 NGOs which work with immigrants irrespective of their legal status were interviewed and are presented in the following.

It is interesting to note that some of the NGOs we interviewed have received support from the European Union, while others have great financial problems. Most NGOs have serious financial problems, because public and private subsidies are small and often not renewed. Some NGOs are able to finance the salaries of permanent workers through subsidised employment contracts, but this frequently prevents them from employing the most qualified candidate and causes a great deal of instability within the staff. The majority of the interviewed NGOs exist within a difficult "subsistence economy," especially self-organisations.

In Italy and in Belgium, the researchers interviewed NGOs that exclude undocumented immigrants from their target groups. In Italy in recent years, the majority of NGOs exclude *sans papiers* for reasons that they attribute to pressure from public authorities. This might be related to the dominant public discourse, which designates Gypsies and immigrants as responsible for everything bad, to the point of considering those who offer assistance and aid to *sans papiers* as almost responsible for criminality and lack of public safety. Indeed, at times some NGOs have accepted the role of selecting "deserving" immigrants from „problematic“ immigrants, albeit involuntarily. However, the Italian and Belgium researchers have also interviewed NGOs that do not exclude *sans papiers* from their target groups.

The research team in Spain conducted interviews with NGOs of various different types that engage in a variety of activities, and it has described some other well-known NGOs. Some NGOs work as multifunctional service providers and others concentrate in one area.

The Belgian team interviewed NGOs that have carried out concrete actions in favour of *sans papiers* since the legalisation campaign. Most actions consist of legal counselling and collaboration in the design of the legalisation law, but also involve support in the areas of housing, health and training.

In Italy, many of the NGOs that support undocumented immigrants are religious in nature, but the work they do is not very different from the work done by non-religious NGOs. It is interesting to note that, since the 1970s, Italian Catholic organisations working in the countries of emigration help people wishing to emigrate find work and housing in Italy. Most Italian NGOs act as aid, humanitarian and charity organisations, and few direct their work towards the emancipation and self-organisation of immigrants.

In Germany, the fear of being prosecuted under the Law for Foreigners influences most NGOs only at the beginning of their work. After the NGOs become known, for instance through an aggressive publicity campaign, it is unlikely that they will suffer prosecution. Most of the NGOs that support *sans papiers* originated in associations for asylum seekers and civil war refugees. Only a few NGOs have been created explicitly for the defence of the rights of undocumented immigrants (cf. below Büro für medizinische Flüchtlingshilfe and Kmii). A third group consists of ad-hoc groups which have been created in order to support specific actions to protect *sans papiers* (cf. below WKA).

5.1 Innovative Activities in the Area of Work

The largest trade union of agricultural workers and employers in Catalonia in Spain (**Unió de Pagesos**) conducts sensitisation campaigns among their affiliated employers in order to encourage them to regularise or legalise their foreign employees. In addition, they have started specific campaigns for the recruitment of immigrants and support immigrants in their demands for legalisation. The **Centre for Information for Foreign Workers (C.I.T.E)** is a labour office for immigrants created by the Spanish trade-union CCOO. C.I.T.E. supports undocumented foreign workers in 130 offices all over Spain in order to help them to obtain residence and work permits.

In Italy, no NGO officially deals with the problem of looking for jobs for immigrants, but in fact, all the NGOs try to take advantage of the networks of relationships and acquaintances to help immigrants who are looking for a "decent" job. The NGOs most active in this sector are generally the Catholic ones, because they take on a role in the selection process and act as a guarantor for the employers. As far as the protection of the foreign worker is concerned, with respect to discrimination, devaluation and exploitation, the action of NGOs and in particular of the trade unions remains fairly poor (as it is for Italian workers). One exception is the **Centre for Foreign Workers (CELSTRA)**, which informs and assist immigrants in the area of employment and trade unions through continuous activity of study and training in vocational and related aspects. CELSTRA's counselling activity primarily deals with bureaucratic and administrative formalities and legal counselling, labour disputes with internal co-ordination of immigrants belonging to the CGIL trade union, more general work-related issues, and lastly, representation on behalf of CGIL on issues of immigration.

In Belgium, the multifunctional NGOs **SMZP** and **Point d'Appui** are active in this field (cf. below).

Unlike Spain and Italy, German trade unions have not started any initiatives to support undocumented immigrants, with the exception of some small trade union locals, which even permitted their affiliation. In Berlin, the **Central Service for Migrants from Eastern Europe (ZAPO)** supports migrants in work-related questions. Every week 20 to 30 people request their counselling services. The most pressing problem is the refusal of employers to pay salaries. In these cases ZAPO asks the migrant if he/she wants only to receive the salary or if he/she also wants the employer to be controlled by the authorities and/or to bring the event into public light.

Then the counsellors determine the sum of the official salary and send a written request to the employer to pay the salary. If the employer does not respond, then they propose to go to court. In this case, ZAPO helps with finding a lawyer. According to German law, undocumented immigrants have a right to their salary. The problem is that very few *sans papiers* have the energy to go to court and to wait until the final decision is made.

5.2 Insufficient Innovative Initiatives in Housing

In Spain, the associations **Alicante Acoge** in Alicante, **PROVIVIENDA** in Madrid, **COLUMBARES** in Murcia, **ANAFE** and **Santa Lucia** in Navarra try to solve the most acute housing problems through different means:

1. Subsidised housing for very urgent cases and for a limited period of time;
2. Co-operation with real estate agents in order to obtain rented housing for immigrants;
3. Creation of exchange centres for offers and demands for rented housing;
4. Subsidies for rents to immigrants and offer of securities to landlords;
5. Information centres on housing;
6. Renovation of housing with volunteers.

Other multifunctional NGOs, such as **CARITAS** and **SSIM**, also support immigrants in their search for housing or offer housing directly.

In Belgium, some associations (**Steunpunt Mensen Zonder Papieren (SMZP)**, **CIRE**, **Point d'Appui**, and **ADP**, cf. below) fight to find housing and accommodation for undocumented immigrants. Sometimes they will take the necessary steps upon themselves. **CIRE**, for instance, has an accommodation centre with three hundred beds for asylum seekers, and it has some funds for rent deposits. **SMZP** has set up a housing project in Brussels in order to (financially and legally) support „welcome houses“ to receive undocumented immigrants.

In Italy, the NGO response to the housing demand has always been almost completely insufficient. Apart from the Catholic NGOs (Caritas Ambrosiana and Secretariat for Foreign Affairs of the Diocese of Milan), which have a limited number of beds in special hostels, there is temporary housing offered by the **Association of Senegalese of Milan and Province**.

There are also associations or co-operatives that act as intermediaries between landlords and foreigners, providing guarantees. In some cases these organisations buy and renovate houses to rent permanently to foreigners. These include the co-operative **Dar Casa** and the **Associazione Una Casa per l'Amico**, both of which own houses for rent and act as intermediaries. However, these initiatives are very limited in number.

In Germany there are some housing projects for *sans papiers* - for instance in Berlin, Cologne or Freiburg - but they are clandestine.

5.3 Providing Health Care

In Spain, **Caritas** and **Alicante Acoge** help *sans papiers* to find solutions to their health problems through co-operation with public and private institutions. **Solidarity and Missionary Services of Caputxins in Catalonia (SSIM)** organises 18 doctors who volunteer on a rotation basis in order to offer daily health services from 5 to 10 p.m. Recently, they have added a psychologist who works with children. In addition, they offer medication.

In Belgium, **Doctors Without Borders (MSF)** holds consultations and tries to see to it that undocumented immigrants and asylum seekers have access to health care. They have reached a consensus with hospitals to treat children without asking too many questions about their situation. The **Medisch Steunpunt Mensen Zonder Papieren**, a medical support centre for undocumented immigrants, has played an important part in the implementation of basic rights such as the approval of the Royal Decree on urgent medical care.

In Milan, in Italy, there has been a particularly important surge of volunteerism among hundreds of doctors and welfare workers in this sector more than in others. They have offered special surgeries to a number of patients, certainly more than those offered by public agencies in past years. We can therefore say that this is the "demand" for immigrants services which is best satisfied by NGOs, even if they obviously succeed in satisfying only a part of the potential demand. It must also be said that, thanks to the fact that large parts of the medical and nursing staff in public structures have now become aware of this situation, minimal public services tend to be guaranteed today. **NAGA**, a voluntary non-religious association, and the **Opera San Francesco**, which has a religious orientation, offer health services, and they have on many occasions contributed to the fight for immigrants' rights.

For example, **NAGA** has actively collaborated in drawing up the law on immigration. **NAGA's** main activity is to offer **welfare and health care**. They primarily offer basic care alongside special care (gynaecology, orthopaedics, urology, dermatology, cardiology, surgery, ophthalmology, otolaryngology, psychology-psychiatry and infectious diseases). Minor surgical operations and specialised tests are carried out in their own clinic. Between January 1st and March 31st, 1999, the clinic had 5,055 visits. They also have a network of volunteer specialists for difficult cases or for those who have special needs that cannot be met by the clinic. Health care also covers free distribution of medicine and undertakes to provide physiotherapy and prostheses.

In Germany some doctors' associations have called for their members to treat undocumented immigrants. In addition, **Offices for Medical Support to Refugees** (Büro für medizinische Flüchtlingshilfe) have been created in Berlin and eight other towns. In Berlin they are open twice a week and assist about 30 people during this time. There is always a doctor and a Spanish-speaking person present, and sometimes a translator. Due to financial problems, they cannot meet all their visitors' needs, despite the 80-100 volunteers from the medical profession and about 30 translators. The volunteers criticise the governmental Office for Foreigners because they send asylum seekers who are entitled to emergency health services to them, since they are less bureaucratic than the governmental agencies.

5.4 Promotion of Children in Schools and Courses for Adults

In Spain, **Alicante Acoge** supports schools in their efforts to integrate immigrant children. In Alicante, together with some schools, they have developed programmes which:

1. offer complementary courses for children with learning disabilities and other problems,
2. encourage parents to take part in school activities,
3. co-ordinate different schools and administrations,
4. try to prevent absenteeism from school,
5. have created school clubs for children and for parents, and
6. offer workshops for Arab for children from Northern Africa.

Also, **SOS Racisme** works with schools wanting to sensitise their pupils to issues of immigration, minorities and racism. The **Group of Research on Cultural Minorities (GRAMC)** in the municipality of Santa Coloma de Farners (Girona) created the first school for adult immigrants from Africa in Spain. This school, „**Samba Kubally**,“ offers language courses, among other things. **CARITAS** also offers language courses for immigrants in all dioceses. In Italy, **FILEF** helps foreigners to look for work, helping them to write their curriculum vitae, informing them of opportunities for training and referring them to organisations which aid in seeking employment. In addition, if necessary, the group helps immigrants contact these organisations or private individuals by phone. Free Italian courses taught by qualified teachers are also organised at FILEF.

In Germany, the **Socio-cultural Centre for International Co-operation and Language Learning** attempts to aid in the self-organisation of migrants. They offer German language courses and organise the exchange of information and advice.

5.5 Lobbying, Sensitising, Combating Racism and Supporting Self-organisation

Most of the Spanish NGOs working with immigrants try to sensitise public opinion on the question of immigrants, to condemn their social exclusion and the racist acts committed against them. Two of the interviewed NGOs are especially active in this area. One of these is **SOS Racisme**, which has an office for information and for supporting victims of racism. They also undertake pedagogic activities, publish an annual report on the state of racism in Spain and organise a "diversity party" in Barcelona each year. Also, F.C.I.C., Alicante Acoge, Almeria Acoge and other NGOs carry out sensitisation work. The **Federation of Collectives of Immigrants in Catalonia (F.C.I.C.)** comprises about 25 immigrant collectives. Priority is given to activities in defence of the rights of immigrants and to participation in different political forums on immigration. In addition, they conduct sensitisation, information and training campaigns, such as courses in the police school of Catalonia. In 1996, the **Platform "Papers for all"** was created in Barcelona in response to the deportation of 108 immigrants under very inhumane conditions. This umbrella association comprises forty associations (e.g. F.C.I.C., Federación de Asociaciones de Vecinos de Barcelona, Asociación de Ecuatorianas „Portes Obertes“) and its main activities are to condemn the situation of undocumented immigrants. In particular, they condemn the harassment suffered at the hands of the police, demand the closure of the deportation centres, and oppose the stigmatisation of immigrants as criminals.

Many of the interviewed Belgian NGOs work in this area as well. For instance, the above-mentioned **CIRE** is trying to open a debate on a new immigration policy. It also organised a very successful interactive exhibition on refugees, which was shown in several countries. Similar work is done by its Flemish equivalent, "**Centre for Reflection on the Integration of Refugees**" (**OCIV**). The **League for Human Rights (LDH)** is a vast organisation which meets with cabinet members, ministers, and members of parliament to draw their attention to the compatibility of projects with human rights. It has also participated in many consultations on the law for legalisation, but then refused to participate in the Legalisation Commission because it decided that the legalisation criteria were not clear enough and because the commission depends on the minister. The **Centre for the Equality of Chance and Struggle against Racism (CECLR)** is a public institution under the auspices of the Prime Minister, which mainly supports victims of racial discrimination and works with the mass media. In Belgium, the "**National Movement for the Legalisation of Undocumented Immigrants and Refugees**" (**MNRSPR**) was the origin of the political mobilisation. The **Co-ordination and Initiatives for Foreign Refugees (CIRE)** was one of the pioneers in the creation of MNRSPR; it accompanied the church sit-ins, demonstrations and petitions and currently is keeping an eye on the follow-up to the legalisation campaign. One of CIRE's objectives is to structure the groups created by the undocumented immigrants themselves, so that in two or three years, the groups can have their place inside the umbrella organisation. The **Movement Against Racism, Anti-Semitism and Xenophobia (MRAX)** counsels foreigners on questions of residence, naturalisation, legalisation, etc. It has also a complaint office for victims of racist treatment and a documentation centre, and works in schools in order to sensitise pupils about racism, immigration and foreigners. MRAX has two members in the Legalisation Commission. The **Christian Worker's Movement (MOC)** is a pressure group which works in all domains of social, economic and political life. They organise social aid workers who help undocumented immigrants with health problems, and lawyers who help to complete files for legalisation applications.

In Italy, the **Italian Federation of Emigrated Workers and Their Families (FILEF)** offers counselling in cases of aggression and/or threats linked to any form of racism. **FILEF** carries out activities of solidarity by taking public stands (through the media, press releases, appeals, demonstrations, distribution of leaflets etc.), and working with political parties, in debates, collaborating with initiatives for raising awareness and promoting actions in schools and colleges.

The **Association of Senegalese of Milan and Province** aims to encourage solidarity among Senegalese immigrants, maintaining their bonds, co-ordinating all cultural and educational activities and finally identifying the most appropriate solutions for the creation of real cultural integration. The Association organises parties, various events, and meetings with other associations. In addition, it offers counselling, provides a cafeteria, and other services.

In Cologne, the **Cafe for Refugees (Flüchtlingscafé)** is a meeting place with some counselling activities and German language courses. It opens once a week, and the most frequently discussed topics are the possibilities of obtaining legal status or migrating to another European country where it is easier to obtain residency permits. The association would like to open other Cafes, but they are afraid of police raids. The **Association of Roma Gypsies (Rom e.V.)** in Cologne struggled for the right of residency for Roma at the beginning of the 1990s; currently, it co-operates with Kmii (see below). In general, Rom e.V. represents the Roma as an ethnic minority and does not focus on questions of legal status. The network "**No human is illegal**" (**Kmii**) is a nationwide movement that struggles for the rights of *sans papiers* and supports their self-organisation. Members are people who have worked with and for refugees for many years. They try to influence public discourse, and in Cologne they initiated the "**Rotating Church Asylum**" (**Wanderkirchenasyl, WKA**). Currently they are leading a campaign to convince the airline company *Lufthansa* to refuse the deportation of *sans papiers*. Since 1998, the WKA has protected about 450 illegalised Kurdish refugees from deportation. Over 100 parishes have offered protection in rotation. The aim was to stop deportations to Turkey; after negotiations, the demand was limited to residency permits for the participants of the WKA. Finally, the refugees accepted a case-by-case decision by the administration. Up to this point, 80 refugees have received a residence permit, 150 are waiting for the decision and have a temporary stay permit in the meantime, and 220 refugees continue to be as undocumented as they were before. According to estimates of the „Ecumenical Network for Church Asylum in Germany“ (ökumenische Bundesarbeitsgemeinschaft Asyl in der Kirche), some 2,500 persons have found protection in church congregations against immediate deportation since 1983. In about 70% of these cases, they reached legal or humanitarian solutions in favour of the threatened refugees. These range from recognition as political refugees to voluntary returns or onward travel in co-operation with the authorities. In Berlin/Potsdam, **Victim Perspective (Opferperspektive)** assesses and supports victims of racial attacks in Brandenburg, in eastern Germany. They help victims find medical and psychological help, obtain lawyers for the legal process, accompany them physically during court sessions and organise support in the community where the attack happened.

An additional area of work is to publicise such events in order to counteract a frequently ethno-centric climate supportive of such attacks. The province of Brandenburg welcomes the charity and social assistance work of the NGO, but it rejects its critical view on the situation of refugees.

5.6 Multidimensional Activities: Social Assistance and Counselling

Most of the interviewed Spanish NGOs work in more than one area. Mostly, this means assistance in the fields of legal counselling, work, housing, education and health. This is particularly true for **CARITAS**, **SSIM**, **Alicante Acoge**, and **Almeria Acoge**. However, some of these have particular strengths. For instance, **SSIM** is an NGO which works exclusively for undocumented immigrants and is active in the countries of origin (Columbia and Costa Rica) and in Spain at the same time. It works with doctors who volunteer to provide health services to undocumented immigrants.

In Belgium, there are also many multifunctional NGOs, such as **CIRE**, which among other activities (cf. above) has a training centre (French, computer and cultural awareness courses) and manages an assistance program for job hunting. **The Association for Assistance to Displaced Persons (APD)** focuses its work mainly on supporting asylum seekers and accompanying them through the complicated legal and psychological process of applying for asylum. They also visit the deportation centres regularly. The NGO **Steunpunt Mensen Zonder Papieren (SMZP)** wants to promote human rights for all undocumented immigrants, and accompanies them in the process of legalisation. In addition, they have published a guide to the rights of undocumented immigrants, set up a housing project and sensitised the medical world not to refuse help. **Point d'Appui** is their French equivalent; they offer a telephone hotline and give advice in all areas of interest to undocumented immigrants and asylum seekers. **Caritas Secours International (CSI)** offers social services, housing services and structural support services. They have supported people requesting legalisation, and they have two members in the Legalisation Commission. **The Association for Foreigners' Rights (ADDE)** was founded by lawyers; its objective is to make foreigners' rights known. ADDE offers seminars for field workers, lawyers, social workers, communal agents and ministers. It also publishes a legal review and gives legal advice through aid centres for foreigners.

In Italy, the **Secretariat for Foreign Affairs of the Diocese of Milan** offers legal advice, educational guidance, vocational guidance and health care. It also has six hostels for immigrants. Recently, the Secretariat has begun to work on two new issues: foreign minors (in particular of the second generation) in relation to their insertion in schools, and the traffic in women and foreign minors for prostitution. **Caritas Ambrosiana** is active in providing social protection alongside a legal counselling service on some projects (getting out of prostitution); they also provide overnight accommodation (at various levels) and educational guidance. **FILEF** supports undocumented immigrants in the complex procedures of applying for residence permits and family reunification. In addition, they have a Women's Department run by welfare and health workers, which offers advice and counselling on the problems experienced by foreign women at work and in the family. They also provide vocational guidance and training.

The main aim of the **Centre of International Labour Solidarity (CESIL)** is to help foreign immigrants become independent in their contacts with Italian bureaucracy. In particular, CESIL operates in the area of counselling and guidance for relations with the police, the local health authorities, the Provincial Employment Office and public offices in general. Through its International Women's Group, it runs two apartments with four sleeping possibilities each, offering temporary accommodation to women with special problems (illness, pregnancy, getting out of prostitution). Their most important activity, however, is counselling.

In Berlin, **Caritas Berlin** and Sister Bührle (Commissioner for Migration Questions of the Catholic Church) aid all immigrants who need support services. In addition, Sister Bührle tries to sensitise the public administration and offers foreigners the possibility of making their experiences public (cf. recent publication "Illegal in Berlin", Caritas 1999).

5.7 Intercultural Education and Mediation

In 1999 a group of recently trained intercultural mediators created the **Association of Intercultural Mediators of Catalonia (Alcantara)**. Currently, they are working on pedagogic actions for non-accompanied North-African minors in order to change the minors' minds and commit them to assume responsibilities. These young people must learn that they have rights but also some duties. They are asked to participate in training and educational measures in the same way that native children are obliged to do.

In Italy, the **Co-operative Proficua** was created within the League of Human Rights and deals with cultural mediation between Italians and people from different cultures. For this purpose, the co-operative offers a counselling service, which is open to all those (institutions, services and individuals) who have or intend to come into contact with different cultures, providing a wide range of services, from the organisation of multicultural events to the organisation of "education on world cultures." The co-operative also offers foreign citizens support and help in becoming integrated into Italian society.

5.8 Women and Children

In Spain, **Musu Kafo** (Barcelona) is an association of women from Gambia, Senegal, Nigeria and Ghana. They denounce the legally enforced dependence of women who came to Spain through the mechanism of family reunification and condemn the prohibition to work for these women. In order to overcome the latter, they try to organise co-operatives of African women.

In 1997, the **Italian League for Struggle against AIDS (LILA)** created a project targeted toward prostitutes. The „Priscilla Project – Mobile unit on prostitution" aims to prevent HIV through prevention on the road. It also operates an AIDS switchboard, legal counselling, and training courses. The project offers a free telephone service and the mobile unit goes out three nights a week. The women seeking support are mainly from Albania, Nigeria, Eastern Europe, and South America.

International Catholic Association of Services for Female Youth (ACISJF-In Via) works with non-accompanied children aged 3 to 17 and offers a centre for immediate short-term housing. Since last April, it has also offered some stable places for minors.

In Berlin the **Clearing Office for Unacompanied Minor Refugees (umF)** supports children and youth aged 6 to 18 if they are potential asylum seekers or if they have an official toleration decree. The umF offers them housing in a residence hall and supports their application for legalisation or return. Undocumented children are only supported in exceptional cases.

In Germany the **Working Group Against International Sexual and Racist Exploitation**

(AGISRA) works for the protection of three groups of women: First, refugee women whose gender-specific reasons for political asylum are denied (rape, sexual violence, etc.). Second, women who are victims of human traffic, forced prostitution and exploitation in gender-specific jobs. Third, women who are to be deported despite the fact that they are victims of violence and forced prostitution. The street-work project and the women's residence in Cologne were forced to close due to a lack of financial means. In Berlin, the **Intercultural Women's Centre** (Interkulturelles Frauenzentrum) offers counselling services and cultural and educational activities. They also support immigrant women in a Berlin prison. The aim of the Centre is to offer "help toward self-help," for instance by providing rooms for meetings of women's groups. Thanks to a political campaign supported by **AGISRA** and **Interkulturelles Frauenzentrum**, immigrant women can now receive an individual residence permit after two years of marriage (instead of four as before). **ZAPO-Working Group on Women (ZAPOLA)** is the women's group of ZAPO. They support women from Eastern Europe in a similar way as AGISRA.

What role do states assign to NGOs, and how do NGOs see their role? European states proceed in two different ways with respect to NGOs. On the one hand, in certain countries, some NGOs are criminalised as subversive organisations in the same way that some immigrants are criminalised as illegal. On the other hand, some NGOs are tolerated or even supported because they fulfil genuine public tasks, such as offering health services to immigrants. The NGOs have various visions of their tasks. Some fulfil tasks of the state (e.g. provide health services), while others follow a paternalistic and charity-based approach in typical third sector areas (e.g. counselling). A minority of NGOs supports the self-help of individual immigrants or the self-organisation of immigrants as collectives. Most of them agree on the need to demand the full implementation of human rights for undocumented immigrants.

6. NGOs: What European Societies Should Do⁶

The NGO representatives who were interviewed for this project and those who were present in the project's workshop think that it is necessary to open a debate on the humanitarian deficits of current immigration policies. In particular, policies of integration must be redesigned in order to tackle the new European social question of undocumented migrants.

Modern migration flows are, on the one hand, the effect of the „new“ economic world order, which attracts workers from poor into rich countries, and, on the other hand, the expression of the desire of thousands of people not to accept this order passively. They are also the consequence of erroneous IMF and World Bank policies, which have consciously accepted the impoverishment of large parts of the world population and justified it with the need for economic consolidation policies. The radical demand for „open borders“ aims at legalising this so-called „voting with their feet,“ while legalisation campaigns represent programmes that exclude the next „generation“ of immigrants and refugees. There are states that preach a very selective immigration policy and a concomitant deportation of undocumented immigrants as the only possible solution to this underside of globalisation. The worldwide economic and social exclusion of workers in poor countries and undocumented immigrants provokes a new European social question, namely, the creation of an exploited and discriminated underclass of undocumented immigrants.

The NGOs that participated in the project see the first step of policymaking as ensuring that existing human rights conventions and chartas are applied. In addition, migration policy aimed at regulating migration flows has to be separated from policies applied to those migrants who already live in Europe.

6.1 Immigration Policy

An **active and common policy of immigration** is needed in Europe, since immigration has never stopped and will continue. Inconsistency and the lack of a future vision have marked the immigration and asylum policies of most European countries for the last fifteen years. The

⁶ The King Baudouin Foundation and the Platform of NGOs for International Cooperation on Undocumented Migrants (PICUM) have chosen not to sign the recommendations.

European Union is now beginning to recognise that it is de facto an area of immigration.⁷ Thus, possibilities of legal migration into the European Union based on more realistic possibilities must be established. The Amsterdam Treaty (Title IV) foresees that the Council of Ministers will adopt measures concerning external border controls, short and long-term visas and asylum rights, including illegal residence and family reunion. Yet immigration is described mainly as a danger for the Union, one which must be combated with protectionism and policy measures. In fact, the European Union is also obliged to implement human rights according to the general principles of Community law. In addition, there are important economic and demographic factors within the European Union which make an active immigration policy desirable.

6.2 Integration Policies

Residence

Basic human rights, such as the rights defined in the UN Convention for the Protection of the Rights of Migrants Workers and their Families (1991), should be applied to migrants and refugees. This Convention should be ratified by European Union member states.

Because a legal entrance to the European Union is nearly impossible for refugees and potential migrants, most people who enter the EU seeking shelter or a better life must do so illegally. The policies of closed borders, safe third countries and readmission agreements are responsible for this situation. This problem will most likely continue even if some sort of quota system for legal migrants is implemented in the EU member states. We must remind the public of the Geneva Convention, which states that crossing a border illegally in hope of being sheltered cannot be a crime – which is in fact the case in Italy and Spain. Such a measure can aid in protecting the human rights of all immigrants irrespective of their residence situation. As long as this is not reality, it is important to separate human rights from residence permits in order to safeguard basic rights without the need to show a valid identity card.

⁷ „Despite protestations to the contrary from some countries, Europe has now become a major zone of immigration. The stock of foreign population has continued to rise, despite substantial naturalisations – easier in some states than others. Immigration flows, particularly from countries outside the EU, continue, leading to net migration increases.“ (Eurostat: Patterns and Trends in International Migration in Western Europe, Luxembourg, 2000, p. 183)

Many of the interviewed NGOs agreed that countries of immigration should institutionalise a permanent possibility for undocumented immigrants to legalise their situation. One proposal is that residence permits should be given to immigrants who can prove that they have lived in the country for a certain number of years. In this way, the creation of a segregated, marginalised and exploited underclass will be prevented.

Undocumented immigrants should have a „right to rights“, that is, expulsion of immigrants should be prohibited, at least as long as those immigrants are involved in legal cases (as prosecuting parties or witnesses) or are making a claim against employers or (social) insurance institutions. This has been partly implemented in Italy under the new Law for Foreigners in 1998, and is also true for migrants awaiting a court decision in Spain.

In accordance with the proposal of a directive of the European Commission on Family Reunion, a spouse (or a child) of a migrant should be entitled to an independent residence and work permit in order to prevent situations of marital mistreatment and of support of illegal employment. Support for women who have been victims of sexual exploitation is very scarce. They should have the right to legalisation and to prosecute the offenders, as is already legal practice in Italy and Belgium.

Unaccompanied children and youths up to age 18 should be entitled to residence permits and to integration measures. If they wish to return home, they should be supported in doing so. Immigration policy should be differentiated from the actions taken in the interest of the child. The asylum process must be accessible for children, but special procedures must be available.

Administration

The administration of residence and work permits should be transferred to the municipal or regional administration.

Work

In those countries where a quota system for work-related immigration exists (e.g. Italy and Spain), the process of formal employment and of quota decision should be eased and accelerated.

Asylum seekers should have the right to work while awaiting the decision on their case. Asylum seekers and undocumented migrants should have the right to go to court to dispute their wages or working conditions (cf. UN Convention for the Protection of the Rights of Migrant Workers and their Families).

Health

Everybody in the country should be entitled to public health care (a right guaranteed by the Belgian, Italian and Spanish constitutions) and this right must be put into practice.

Education

All children should be guaranteed access to schools without the danger of their own or their parents' deportation. They should have the right to obtain academic certificates; measures to promote the equality of chances should be taken, in particular in schools with a high presence of immigrant pupils. Children should have also access to kindergarten.

Political Parties

The Charter of European Political Parties for a Non-Racist Society (1998), a self-commitment of over 80 political parties to defend basic human rights and democratic principles and to reject all forms of racist violence, incitement to racial hatred and harassment and any form of racial discrimination, should be signed by all democratic political parties. The multiple social exclusion of undocumented migrants and the infringement on various human rights with respect to *sans papiers* provide a fertile ground for racism. Political parties in Europe should acknowledge this relationship.

Freedom of Mobility

Asylum seekers should not be obliged to ask for official permission when they want move within the country where they reside. The German „Residenzpflicht“ (residence obligation) is unique in Europe. It hinders refugees from visiting friends, participating in cultural events, seeking support from a lawyer in a different administrative district, etc. and it represents an infringement on the human right to freedom of movement.

Deportation and Prison

Deportation centres cause many problems because people are imprisoned without having committed a crime. The living conditions are frequently inhumane; as a result, *sans papiers* regularly commit suicide in these centres. Since 1993, 36 people have died in deportation centres in Germany; at least 185 refugees tried to commit suicide or hurt themselves, and some only survived with severe injuries. During deportation, 5 refugees have died, and 97 were injured due to maltreatment. After deportation, 9 people died, and at least 239 were maltreated or tortured in their country of origin. In addition, *sans papiers* frequently cannot be deported anyway, because their nationality cannot be identified. Some NGOs demand the closure of the deportation centres.

The practice of a double penalty for immigrants (i.e. imprisonment first and deportation afterwards) must be abolished. Undocumented immigrants should have the same rights as citizens when it comes to being released on parole. Reintegration programmes for immigrants in prison should be developed.

6.3 Support of Civil Society

NGOs

The European Union should not only co-ordinate immigration policies in form of co-ordinating national police measures, but it should promote common policies which ensure that the human rights of all people on its territory are respected. The strategies of NGOs in the different areas of intervention (housing, schools, work, health services, etc.) should be supported by public authorities and be disseminated throughout the European Union.

The legal criminalisation of NGOs and private individuals working with and for *sans papiers* (cf. legal situation in Germany and Spain) must be abolished. The Belgian government has made a step in this direction by excluding from punishment those who help foreigners mainly for humanitarian reasons.

The European institutions should not only support NGOs, but also the self-organisations of *sans papiers*. It is very important for the NGOs to have access to some renewable basic subsidies to ease the stresses of their daily life and survival.

Research on immigrants and projects to support immigrants should benefit not only the research centre and the NGO by paying the salaries of their employees. Project objectives should not be self-referential, but should be geared toward effectively ameliorating the situation of immigrants.

7. Appendix: Main features of Legalisation Campaigns in Belgium, Italy and Spain

Country	Legalisations	Conditions of last legalisation	Type of permit	Numbers of last legalisation	Problems and advantages	Involvement of NGOs
Spain	1985 1991 1996 From 1993: annual quota 2000	All foreigners who can prove they were living in Spain before June 1999. Inclusion of family members & asylum seekers.	One-year residence permit or more, depending on previous legal situation.	December 2000: 246,089 applications. 82,845 have been refused.	Many residence permits granted in 1991 were not renewed one year later. Thus, new <i>sans papiers</i> .	In discussion of law and as assistants during the legalisation campaign.
Belgium	1974 1990s (some years for refugees) 1998 1999/2000	Asylum seeker after 3-4 years of residence. Foreigners who cannot return. Seriously ill persons. For humanitarian reasons & due to lasting social ties in Belgium. All should have been in Belgium as of October 1999.	Permanent permit.	1974: 7,448 legalisations. 1995-99: 6,137 legalisations. 2000: 50,000 people including approx. 20,000 children.	Slow decision-making. Short time to present demands to ask for lacking documents. Lack of knowledgeable support staff. Applicants are entitled to public health services and to a work permit.	In discussion of law, as assistants during the legalisation campaign and in legalisation commissions (only voice, no vote).
Italy	1982 1986-88 1990 1995-96 1998 From 1998: annual quota	All who have been in Italy as of March 1998 and have a (irregular) job.	Renewable one year or two year permits. The length increases in subsequent renewals.	1998: 250,792 applications, of which 36% were still in decision-making process in July 2000.	Creation of a „flood“ of immigrants queuing up for legalisation. Reinforcement of the construction of migration as problem. Arbitrary line between entitlement to documents or illegality. Sudden extra burden of work for public services	Quite significant in spreading information, helping in filing application and providing legal help and advocacy. Very often, NGO are also involved in providing evidence of the foreigner's presence on the territory before the deadline.

8. Addresses of Project Partners, Project Participants and Interviewed NGOs

Belgium:

- ADDE. Avenue de Stalingrad, 24, 1000 Bruxelles. Personne de contact: Isabelle Doyen (adde.id@skynet.be)
- APD. Rue Jean d'Outremeuse, 26-28, 4020 Liège. Personne de contact: Anne-Françoise Bastin
- Caritas Secours International. Rue de la Charité, 43, 1210 Bruxelles, Personne de contact : Jozef Cleemput et Danièle Madrid
- Centre pour l'égalité des chances et la lutte contre le racisme. Rue de la Loi, 155, 1040 Bruxelles, Personne de contact: Jean Cornil
- CIRE. Rue du Vivier, 80/82, 1050 Bruxelles. Personne de contact: Mario Gotto
- Croix-Rouge. Chaussée de Vlorgaet, 96, Bruxelles
- King Baudouin Foundation, Rue Brederodestraat 21, 1000 Brussels, Belgium, Tel: 0032-2-5111840, Fax: 0032-2-5115221. Project partners: Benoit Fontaine (fontaine.b@kbs-frb.be) and Pierre-Martin Neirinckx (neirinckx.p@kbs-frb.be)
- Ligue des droits de l'homme. Rue de l'enseignement, 91, 1000 Bruxelles. Personne de contact : Benoît Van der Meerschen
- MOC. Chaussée de Haecht, 579, 1031 Bruxelles. Personne de contact: Véronique Oruba.
- MRAX. Rue de la Poste, 37, 1210 Bruxelles. Personne de contact: Nicole Mayer
- MSF. Rue Dartois, 46, 1000 Bruxelles. Personne de contact: Pierre Ryskmans
- OCIV. Gaucheretstraat, 164, 1030 Bruxelles. Personne de contact: Pieter Degryse.
- Platform of NGOs for International Cooperation on Undocumented Migrants (PICUM), PICUM secretariat (Nele Verbruggen), c/o Gaucheretstraat 164, B-1030 Brussels, tel. +32 2 2011204 fax +32 2 2016863. E-mail: smzp@pi.be. Project participants: Hildegard Grosse (h.h.grosse@gmx.de) and Pieter Muller (PICUM Chairman) (pmuller@dutch.nl)
- Point d'Appui. BP 57, 4020 Liège. Personne de contact: Jeannette Bertrand et Sophie Drion
- Steunpunt SMZP. Gaucheretstraat, 164.1030 Bruxelles. Personne de contact: Didier Vanderslycken. Project participant: Walter Leenders (steunpunt.mzp.bru@wanadoo.be).
- UNIVERSITÉ DE LIÈGE, Faculté de Droit - Sciences Politiques, Centre d'Études de l'Éthnicité et des Migrations (CEDEM), Boulv. du Rectorat7, Bât.31, Boîte 38, 4000 Liège, Belgium. Tel: 0032-4-3663040/3664696, Fax: 0032-4-3664557. website: <http://www.ulg.ac.be/cedem>. Project partners: Marco Martiniello (M.Martiniello@ulg.ac.be) and Bonaventure Kagné (Bonaventure.Kagne@ulg.ac.be).

France:

- Coordination Nationale des Sans-Papiers, 94, rue Jean Pierre Timbaud, 75011, Paris. Project participant: Aminata Diane.
- France Libertes - Fondation Danielle Mitterand, 22, rue de Milan, 75009 Paris, Tel: 0033-1-53251040, Fax: 0033-1-48740126, E-mail: fdm@club-internet.fr. Project participant: Anne Babut (anne.babut@france-libertes.fr).

Germany

- Clearingstelle für unbegleitete minderjährige Flüchtlinge, Hoffmannstr. 11, 12435 Berlin, Tel. (030) 534 82 06.
- Agisra; Steinbergerstr. 40, 50733 Köln, Tel. 0221/124019; Fax.: 0221/9727492; E-mail: agisra@e-migrantinnen.de.
- BAG "Asyl in der Kirche" e.V., Berliner Freiheit 16, 53111 Bonn, Tel: 0228-9650342, FAX: 0228-9650343, E-mail: info@kirchenasyl.de
- Forschungsgesellschaft Flucht und Migration, FFM e.V., Gneisenaustr. 2a, 10961 Berlin. Tel.:49-30-693 56 70, Fax: 695 08 643, E-Mail: FFM@IPN.de. Project partner: Anja Zickuhr
- Freudenberg Stiftung, Freudenbergstr. 2, 69469 Weinheim, Tel: +49-6201-17498, Fax: +49-6201-13262. Project promoters: Christian Petry (info@freudenbergstiftung.de) and Teresa Jurado Guerrero (tjurado@poli.uned.es)
- Kein Mensch ist illegal, Siebachstr. 85, 50733 Köln, Tel.: 0221/97310313; Fax.: 0221/97310321; E-Mail: kmii-koeln@gmx.net ; Homepage: www.stadtrevue.de/kmii; www.contrast.org/borders/kein. Project partner: Albrecht Kieser. E-mail: rjb-koeln@t-online.de.
- Medizinische Flüchtlingshilfe, Gneisenauerstraße 2^a, 10961 Berlin, Tel. 030-6946746, E-mail: FFM@snaflu.de
- Ökumenisches Netzwerk Asyl in der Kirche in NRW e.V. Haus der Kirche, Kartäusergasse 9-11, 50678 Köln. Telefon: 0221/3382-281, Telefax: 0221/3382-103
- Opferperspektive, Lindenstr. 53, 14467 Potsdam, Germany, Tel: 030-2823079 or 0171-1935669, Fax: 030-2384303, Project partners: Gabriele Jaschke, Norman Geisler and Claudia Luzar (info@opferperspektive.de).
- Rom e.V., Bobstraße 6-8, 50676 Köln, Tel. 0221/242536, Fax: 0221/2401715; E-Mail: rom.ev@netcologne.de.
- The Voice Africa Forum, Schillergässchen 5, 07745 Jena, Tel: 03641-665214, Fax:03641-420270. Project participants: Eric Nana (iwatson@firemail.de) and Jeremiah Muda (jemuda@gmx.net).
- Zentrale Anlaufstelle für Pendlerinnen aus Osteuropa (ZAPO), Oranienstraße 34, HH, 10997 Berlin, Tel: 030-6150909, Fax: 030-61402410, E-mail: zapo@ipn-b.de

Italy:

- Asmp - associazione dei senegalesi di milano e provincia, INDIRIZZO, via Oslavia, 29 - 20099 Sesto S. Giovanni (MI), TELEFONO, 02 26223796, FAX, 02 85155441, RESPONSABILE: Kande
- CARITAS AMBROSIANA, INDIRIZZO, via S. Bernardino 4, TELEFONO, 02 76009803, FAX, 02 76021676, RESPONSABILE: Don Virginio Colmegna
- Cesil - CENTRO SOLIDARIETÀ INTERNAZIONALE LAVORATORI, INDIRIZZO, via Tadino, 18 - 20124 Milano, TELEFONO, 02 2047704, FAX, 02 2049754, RESPONSABILE: Luigia Alberti
- CGIL - CELSTRA (CENTRO LAVORATORI STRANIERI), INDIRIZZO, c.so di Porta Vittoria, 43 - 20100 Milano, TELEFONO, 02 550251, FAX, 02 55025294, RESPONSABILE: Daniele Messina
- COOPERATIVA PROFICUA A.R.L., INDIRIZZO, via Bagutta, 12 - 20121 Milano, TELEFONO, 02 780811, FAX, 02 780811, RESPONSABILE: Lucy Rojas
- Filef lombardia: federazione italiana lavoratori emigrati e famiglie, INDIRIZZO, via G. Bellezza, 16/a - 20136 Milano, TELEFONO, 02 58302112, FAX, 02 58302112, RESPONSABILE: Emanuele Patti

- Fondazione CARIPLO per le Iniziative e lo Studio sulla Multietnicità (ISMU), Foro Buonaparte, 22, 20121 Milano, ITALY, Tel: 0039-02-72023375, Fax: 0039-02-876042. E-mail: ismu@ismu.org and website: web www.ismu.org. Project partners: Paolo Ruspini (paolo.ruspini@libero.it), Gabriella Petti (gabriella.petti@tin.it) and Salvatore Palidda (spalidd@tin.it)
- Fondazione di Ricerca Istituto Cattaneo, via Santo Stefano, 11, 40125 Bologna, Italy, Tel: 0039-051-235599, Fax: 0039-051-239766. E-mail: catt@cattaneo.org. Project partner: Giuseppe Sciortino (sciortino@pug.univ.trieste.it)
- Jaime Arnaldo Gamboa Collave, Via Napoli, 11, 21022, Azzate (VA), Italy
- Lila - lega italiana per la lotta contro l'aids, INDIRIZZO, viale Tibaldi, 41 - 20136 Milano, TELEFONO, 02 89400887/89403050 – 58103515, FAX, 02 89401111. RESPONSABILE: Massimo Oldrini (Presidente della sede di Milano)
- NAGA Associazione Volontaria di Assistenza Socio Sanitaria e per i Diritti Onlus, INDIRIZZO, viale Bligny, 22 - 20136 Milano, TELEFONO, 02 58301420, FAX, 02 58300089, RESPONSABILE: dott.ssa Elena Sachsel (Maria Vittoria Mora)
- Opera s. francesco – poliambulatorio, INDIRIZZO, via Nino Bixio 33, TELEFONO, 29534680, FAX, 29534680, RESPONSABILE: Dott. M. Bergonzi
- Segreteria per gli esteri della diocesi di milano. INDIRIZZO, via Copernico 1, - 20125 Milano, TELEFONO, 02 67074271 – 67075202, FAX, 02 66981944, RESPONSABILE: padre Ferdinando Colombo

Spain:

- Asociación Almería Acoge. Dirección: C/ Padre Luque, 11, 1º 04001 ALMERÍA. Teléfono: 950 27 15 75 Fax: 950 27 06 70. E-mail: almeacoge@larural.es. Centros de Acogida en Roquetas de Mar, El Ejido y Almería. Project partner: Antonio Puertas
- Asociación COLUMBARES. Dirección: C/ Adrián Viudes, 9 / Beniaján (MURCIA). Tfno: 96 5882 4241 Fax: 96 882 0320. E-mail: columbares@distrito.com
- Asociación de Mediadores y Mediadoras Interculturales de Cataluña: Alcántara. Dirección: Via Laietana, 54, 4º 3ª. 08003-Barcelona. Tf.: 93-268-04-77
- Asociación PROVIVIENDA. Dirección: C/Rafael Salazar Alonso, 17 (local 19-22). 28007 MADRID. Tfno: 91 557 0130 / Fax: 91 400 8250 / E-mail: provivienda@provivienda.org
- Associació Catòlica Internacional de Serveis a la Joventut Femenina /(ACISJF-In Via). Dirección: C/València 273 Entresol 2ª, Tf. 93-215 56 16, Fax: 93-487 32 17, E-mail: acisjf@suport.org
- CARITAS, Programa de Inmigración. Dirección: C/Princesa, 16, 1º. 08003-Barcelona. Tf.: 93-268-79-10
- Centre d'Informació de Treballadors Estrangers (C.I.T.E.) Dirección: C/ Via Laietana 16, 4a Planta. 08003-Barcelona. Tf. 93-481-27-20. E-mail: cite1@conc.es. Project participant: María Helena Bedoya (ricart.bedoya@icab.es)
- Centre d'Estudis Demogràfics Universitat Autònoma de Barcelona, 08193 Bellaterra (Barcelona), Tel: 0034-93-5813060, Fax: 0034-93-5813061. Project partner: Andreu Domingo (adomingo@cedserver.uab.es) and Adriana Kaplan (akaplan@cedserver.uab.es)
- Federación de Colectivos de Inmigrantes de Cataluña (F.C.I.C.), Dirección: C/ Salvador 22, Bajos. Barcelona, 08001, tf.: 93-381-54-49
- Fundació Jaume Bofill, Provença, 324, 3r, 08037, Barcelona. Tel: 0034-93-4583004, Fax: 0034-93-4588710. E-mail: fbofill@fbofill.org. Project partner: Teresa Climent (tcliment@fbofill.org)

- Fundación Alicante Acoge. Dirección: C/ Aguila, 35, 3º. 03006 Alicante. ESPAÑA. Tfno: (96 511 5285) Fax: (96 511 5282). E-mail:alicanteacoge@ctv.es. Project partner: Carlos Gomez Gil
- Nombre: MUSU KAFO. Dirección: C/Fortuny 39 bajos. 08301-Mataró (Barcelona) tf.: 93-755-01-98. Project participant: Adama Cham, E-mail: bojangadama@hotmail.com
- Plataforma „Papeles para todos“. Dirección: Local de la Federacion de Asociaciones de Vecinos de Barcelona. C/Obradors 8, 08002-Barcelona.Tf.: 93-412-55-44 (FAVB). Project participant: Elsa López (elsalo@mixmail.com)
- S.O.S. Racisme. Dirección: Passeig de la Pau, 10 bis, Entresol Segona, 08002-Barcelona. Tf. 93-412-00-34, Fax: 93-301-01-47. E-mail: sosracisme@troc.es
- Servei Solidari i Missioner Caputxins de Catalunya i Balears (SSIM). Dirección: Avda. Diagonal, 450, 08006-Barcelona.Tf.: 93-416-09-86

Freudenberg Stiftung GmbH
Freudenbergstr. 2
D-69469 Weinheim
Tel. +49-6201-17498
Fax +49-6201-13262
e-mail info@freudenbergstiftung.de
www.freudenbergstiftung.de

Weinheim, December 2000

efc
EUROPEAN
FOUNDATION
CENTRE

12th EFC Annual General Assembly and Conference
May 20th – 23rd 2001, Stockholm, Sweden

“Foundations for Europe:
Building Social Capital – The Social Economy”

Grand Hôtel
S-103 27 Stockholm
Sweden
P.O. Box 16424
tel.: +46.8.679.3500
fax: +46.8.611.8686

The European Foundation Centre (EFC) celebrates its 12th Annual General Assembly and Conference when more than 400 international grantmakers from Europe and throughout the world will gather in Stockholm, Sweden for the premier event on the European calendar of foundations and corporate funders. The event presents an ideal opportunity for meeting with EFC members and staff, and sharing knowledge with other independent funders.

Who Should Attend

The Annual General Assembly and Conference provides programmes of interest to:

- Community, corporate and private foundations
- Public grantmaking charities, operating foundations and corporate funders
- National and Regional associations of foundations and corporate funders
- Small, medium and large foundations
- Funders interested in learning more about operations, management and public policy issues
- Supra-national, international, national and local public authority officials concerned with cooperation and partnership
- Representatives of citizens' associations and other bodies concerned with the development of civil society
- Foundation trustees, governors, chief executive officers, programme officers, administrative and support staff, and others in the grantmaking and operating fields

Session Themes

Organisational Capacity Building

- Community Philanthropy Initiative
- Assistance to Grantees: From Gift-Givers to Collaborative Entrepreneur
- Promoting Skilled Staff: the Evolving Patterns of Philanthropic Education
- Awards and Prizes: The Importance of Being Visible

Regional - International

- EFC International Committee
- EFC European Union Committee – Promoting Philanthropy
- EFC Funding East Forum – Accountability and Transparency
- Is Globalisation re-shaping Philanthropy - Dialogues

Thematic Issues

- Building Social Capital in Rural Communities in the New Europe
- Donors and Infrastructure Support
- Education and Youth
- Minorities
- Strengthening Ties Between Cultural and Natural Heritage

Current Issues

- Corporates
- EU Enlargement
- Intermediaries – New Players, New Models
- Sustainable Development and Population
- Social Banks
- Understanding Social Capital from Concrete Experiences
- Technology

Satellite Events

Saturday, 19th May

- AICE General Assembly*
- Charles Leopold Mayer Foundation Meeting*
- EFC International Committee*
- EFC Orpheus Dinner*
- Minorities and Multiculturalism Interest Group*
- National Associations of Donors*
- EFC European Union Committee Meeting*
- Community Philanthropy Initiative Networking Meeting*
- Grantmakers East Group Steering Committee*

Sunday, 20th May

- CIVICUS Europe Development Committee*
- Education and Youth Interest Group*
- EFC Governing Council Meeting & Lunch*
- JH Comparative Nonprofit Sector Project Orpheus CSP Network*
- SEAL Board Meeting*
- Sub-Saharan Africa Interest Group*

*by invitation only

Breakfast Meetings

- Monday, 21st May: Trans-Atlantic Donors Dialogue
- Tuesday, 22nd May: Trans Mediterranean Civil Society Dialogue

- Wednesday, 23rd May: Europe-Asia Civil Society Dialogue

CONFERENCE REGISTRATION FORM

Tel.: +32.2.512.8938 ♦ e-mail: aga@efc.be ♦ <http://www.efc.be>

*Please complete the following registration details in **BLOCK CAPITALS** and return to the
EFC Annual General Assembly Secretariat by **FAX**: +32.2.512.3265*

TITLE Mr Mrs Ms Miss

FAMILY NAME _____

FIRST NAME _____

TITLE/FUNCTION _____

ORGANISATION _____

ADDRESS _____

TELEPHONE _____ **FAX** _____

E-MAIL ADDRESS _____

WEBSITE ADDRESS _____

**Please note that all information you submit will be recorded on our Mailing List and used in our
Conference Delegate List**

FEES

Fees include conference participation, meals and social events.

Fees for the Conference are as stated overleaf, irrespective of the number of participants from any single organisation.

To qualify for the Early Bird rate, forms and payment **must** be received by the EFC by 15 March 2001.

PARTNERS

Partners are accompanying persons (e.g. spouses, relatives) entitled to attend plenary luncheons and participate in the Social Events **ONLY**.

CANCELLATIONS

- Full refunds (100%) will be given for cancellations made at least one month before the event (20 April 2001)
- Cancellations between 21 April 2001 and 11 May 2001 will receive a 50% reimbursement.
- **NO REFUNDS WILL BE GIVEN FOR THOSE WHO CANCEL AFTER 12 MAY 2001**

CONFERENCE PARTICIPANT LIST

Only those who register before **15 May** will be included in the final Conference Participant List.

CONFERENCE HOTEL RESERVATION FORM

Grand Hôtel S. Blasieholmshamnen 8 Box 16424 SE-103 27 Stockholm Sweden Tel: +46 8 679 35 00 Fax: +46 8 611 86 86	ROOM RATES: Harbour view double room 2 persons 3595 SEK /night (418.47 EUR*) 1 person 3235 SEK /night (376.56 EUR*) Standard double room 2 persons 3095 SEK /night (360.26 EUR*) 1 person 2515 SEK /night (292.75 EUR*) Rates include service, breakfast buffet and VAT at 12%
--	--

*Exchange rate as at 15 December 2000; 1 Kroner = 0.116402 Euros. Rates are liable to change

**Please complete in BLOCK CAPITALS and return by FAX directly to
the Grand Hôtel not later than April 20, 2001**

Date of arrival: _____ Date of departure: _____

Family name: _____ First name: _____

Title/Profession: _____ Organisation/Company: _____

Mailing address: _____

Country: _____

Telephone: + _____ Telefax: + _____

E-mail: _____

Accompanied by (name): _____

Reservation guaranteed by my credit card:

Master-/Eurocard American Express Visa Diners

Number _____ Expiry date _____ 20__

**GUARANTEE AND
CANCELLATION
POLICY:**

- Room will be held until 6 pm day before arrival unless guaranteed. Cancellation must reach hotel not later than 6pm day before arrival. A no show or cancellation fee equal to one room night will be charged to credit card if reservation is not used or cancelled in due course. Check in at 14.00 hours / check out at 12.00 noon.
- To take advantage of these rates please use **ONLY** this reservation form.
- During the dates of the Conference, space is limited and rooms will be allocated on a strictly first-come first-served basis.

IF YOU WOULD LIKE TO STAY AT A DIFFERENT HOTEL PLEASE USE THE
RESERVATION FORM FOR ADDITIONAL HOTELS

HOTEL USE

ADDITIONAL HOTELS LIST

Reservation form on reverse

HOTEL	ROOMS	RATE PER NIGHT				DISTANCE FROM GRAND HOTEL
		SINGLE		DOUBLE		
Berns Hotel Näckströmsgatan 8 111 23 Stockholm Tel: +46 8 566 322 00 Fax: +46 8 566 322 01	small single	1 750 SEK	203.70 EUR	N/A	N/A	5 mins walk
	standard	2 065 SEK	240.37 EUR	2 245 SEK	261.32 EUR	
	business	2 245 SEK	261.32 EUR	2 425 SEK	282.27 EUR	
Radisson SAS Strand Hotel Nybrokajen 9 103 27 Stockholm Tel: +46 8 506 640 00 Fax: +46 8 506 640 01	small single	2 049 SEK	238.51 EUR	N/A	N/A	5 mins walk
	standard	3 049 SEK	354.91 EUR	3 299 SEK	384.01 EUR	
Kung Carl Hotel Birger Jarlsgatan 21 111 87 Stockholm Tel: +46 8 463 50 00 Fax: +46 8 463 50 50	standard	1 485 SEK	172.86 EUR	1 665 SEK	193.81 EUR	15 mins walk, 5 mins by taxi
	business	2 025 SEK	235.71 EUR	2 205 SEK	256.67 EUR	

* Exchange rate as at 15 December 2000; 1 Kroner = 0.116402 Euros. Rates are liable to change.

PLEASE NOTE

- To take advantage of the discounted room rates please use ONLY the Hotel reservation form on the reverse.
- If you would like to stay at the Grand Hôtel please use the Conference Hotel Reservation Form.
- During the dates of the Conference space is limited and rooms will be allocated on a strictly first-come, first-served basis.

CANCELLATION POLICY

- All enquiries, changes or cancellations are to be addressed to Stockholm Convention Bureau (StoCon). Cancellations are to be received by StoCon one week prior to arrival at the latest. Failure to cancel a booking will result in the cost of the first night's accommodation being charged to your credit card

RESERVATION FORM FOR ADDITIONAL HOTELS

Please complete in BLOCK CAPITALS and return by fax or mail directly to:

Stockholm Convention Bureau (StoCon)
P O Box 6911, S-102 39 Stockholm, Sweden
Fax: +46 8 546 515 99

	Single room SEK/night	No of rooms	Double room SEK/night	No of rooms
Berns Hotel	small single	—	not available	
	standard	—	standard	—
	business	—	business	—
Radisson SAS Strand Hotel	small single	—	not available	
	standard	—	standard	—
Kung Carl Hotel	standard	—	standard	—
	business	—	business	—

Date of arrival: _____

Date of departure: _____

Family name: _____ First name: _____

Title/Profession: _____ Organisation/Company: _____

Mailing address: _____

Country: _____

Telephone: + _____ Telefax: + _____

E-mail: _____

Accompanied by (name): _____

Reservation guaranteed by my credit card:

Master-/Eurocard American Express Visa Diners

Number _____

Expiry date _____ 20____

- All rates are valid per room and night. Breakfast buffet, service and a VAT increment of 12% are included.
- Taxes or official charges are subject to change without notice.

PLEASE DO NOT FORGET TO TAKE A COPY FOR YOUR OWN RECORD

Conference Programme

Main Speakers and Chairs for Plenary Sessions

Martti Ahtisaari, Former President of Finland

Kofi Annan, Secretary-General of the United Nations*

Dan Brändström, Executive Director, Stiftelsen Riksbankens Jubileumsfond

Birgitta Dahl, Speaker of the Swedish Parliament

Dario Disegni, Head of Cultural Affairs, Compagnia di San Paolo

Antonio Garrigues Walker, President, Fundación Salvador de Madariaga

Gian Giacomo Migone, Chairman, Foreign Affairs Committee Senate of the Republic of Italy

Britta Lejon, Swedish Minister for Democratic Issues and Public Administration

Carlos Monjardino, Chairman, Fundação Oriente

Olof Petersson, Professor of Political Science

Pär Stenbäck, President, Foundation for Swedish Culture in Finland

Stig Stromholm, Chairman, Stiftelsen Riksbankens Jubileumsfond

Luc Tayart de Borms, Managing Director, King Baudouin Foundation

**to be confirmed*

Sunday, 20th May

16:00-18:00	Opening Plenary	Grand Hôtel
18:00-18:30	Press Conference	Grand Hôtel
19:00-21:00	Dinner Hosted by the City of Stockholm and Host Committee	Stockholm City Hall

Monday, 21st May

09:00-10:00	Plenary Session <i>Coffee Break</i>	Grand Hôtel
10:30-12:45	3 Concurrent sessions	Grand Hôtel
12:45-14:15	Luncheon	Grand Hôtel
14:15-16:00	3 Concurrent sessions <i>Coffee Break</i>	Grand Hôtel
16:30-18:00	3 Concurrent sessions	Grand Hôtel
19:00-21:30	Dinner Hosted by the Host Committee	Vasa Museum

Tuesday, 22nd May

09:00-10:00	Plenary Session <i>Coffee Break</i>	Grand Hôtel
10:30-12:30	3 Concurrent sessions	Grand Hôtel
12:30-14:00	Luncheon	Grand Hôtel
14:00-16:00	3 Concurrent sessions <i>Coffee Break</i>	Grand Hôtel
16:30-18:00	Annual General Assembly of Members (EFC members only)	Grand Hôtel
19:30-21:30	Dinner Hosted by the Host Committee	Grand Hôtel

Wednesday, 23rd May

09:00-10:00	Plenary Session <i>Coffee Break</i>	Grand Hôtel
10:30-12:30	Concurrent session	Grand Hôtel
12:30-13:30	Closing Session	Grand Hôtel
13:30-15:00	Luncheon	Grand Hôtel
15:00-18:00	Site Visits	

Planned Site Visits

Kista is a suburb north of Stockholm and is the home of Kista Stockholm University, The Royal Institute of Engineering, and a large factory and laboratory of Ericsson.

Mångkulturellt Centrum (Centre of Multiculturalism) is located in Botkyrka, south of Stockholm in a community where most of the inhabitants are immigrants from all parts of the world. In this multicultural context, a research institute has been set up in order to conduct research but also to serve as an interesting bridge between research and practice.

Additional site visits to be confirmed...

HOST COMMITTEE MEMBERS

The 12th AGA and Conference is made possible by the generous support and commitment of the Host Committee.

RIKSBANKENS JUBILEUMSFOND
Dan Brändström, Chairman
<http://www.rj.se>

EGMONT FONDEN
Bente Groth
<http://www.egmont.com>

KNUT OCH ALICE WALLEBERGS
STIFTELSE
Jan Nilsson
<http://wallenberg.org/kaw>

FINSKA KULTURFONDEN
Paavo Hohti
<http://www.skr.fi>

FOUNDATION FOR SWEDISH
CULTURE IN FINLAND
Pär Stenbäck
<http://www.kulturfonden.fi>

STIFTELSEN FRAMTIDENS KULTUR
Jonas Anderson
<http://www.framtidenskultur.se>

*Special support for the 12th EFC Annual General Assembly and
Conference given by:*

*The Charles Stewart Mott Foundation
The Lynde and Harry Bradley Foundation*

European Foundation Centre
51, Rue de la Concorde
B-1050 Brussels, Belgium
tel.: +32.2.512.8938
fax: +32.2.512.3265

For AGA updates and info, visit our website!
<http://www.efc.be/aga/aga2001>
Or send an email to: aga@efc.be

European Foundation Centre

VISION AND MISSION

Vision – A community of informed, inspired, committed, independent funders engaged in seeking solutions to challenges facing humanity in Europe and Internationally.

Mission – The European Foundation Centre (EFC) is a knowledge-based membership association dedicated to strengthening organised philanthropy, which is embedded in and supports civil society, in Europe and Internationally. The EFC helps nurture efforts aimed at supporting independent, accountable and sustainable funders throughout the New Europe, particularly when this fundamental human right to associate private capital for public benefit needs fostering.

PRIORITIES

The EFC realises its vision and mission through three priorities:

- **Representation and Monitoring** at European Institutions, World Bank and United Nations Institutions
- **Membership Services** including consultancy on legal and fiscal issues and expansion of professional development opportunities for Members' staff
- **Public Record and Public Information Service** on foundations and corporate funders active in and with Europe

COMMITTEES

Two member-driven policy committees broaden membership participation and widen the Centre's outreach:

- **European Union Committee** works on issues internal to the European Union
- **International Committee** advises on issues relating to the wider Europe and in other world regions, namely the Americas, Sub-Saharan Africa, the Mediterranean and Asia

ANNUAL GENERAL ASSEMBLY AND CONFERENCE

The EFC Annual General Assembly (AGA) and Conference has become the premier event on the European independent funding community's calendar and serves as a vital tool in the building of civil society. During the course of the Conference, the EFC convenes its Annual General Assembly of Members.

BACKGROUND

Established in 1989 by seven of Europe's leading foundations, the EFC today serves a core membership of more than 200 members, associates and subscribers as well as a further 48,000 organisations linked through a network of information and support centres in 37 countries worldwide.

The Centre is an independent international not-for-profit association under Belgian law. Ultimate authority vests in the EFC Annual General Assembly of Members, with governance entrusted to an elected Governing Council, supported by a Management Committee. Day-to-day administration of the Centre is entrusted to its Brussels-based Secretariat under the stewardship of the EFC Chief Executive. Membership of the Centre implies commitment to the EFC brand. Members agree to adhere to the principles and objectives set out in the Prague Declaration, and to a voluntary and self-regulatory Code of Practice endorsed by members and revised and updated on an ongoing basis.

European Foundation Centre

Membership Application Form

EFC Members have all supplied the following information for inclusion in the EFC Orpheus Database.

Please complete this form *in type or block capitals* and return pages 1-6 to: EFC, 51 rue de la Concorde, 1050 Brussels, Belgium; Fax: +32.2.512.3265. Please complete all appropriate sections. Use additional sheets if necessary. If you have any questions about completing this form, please contact *Sarah Impens* at the EFC.

EFC Members agree to adhere to the *EFC Code of Practice*, a copy of which is annexed to this form (Annex 1).

1. EFC STATUS

I would like to apply for EFC Membership as:

Funding Member (at least EUR 10,000 annually)

Member (EUR 2,000 annually)

2. CONTACT INFORMATION

Funder Name: *(in the language of the country in which the funder's main office is located. For countries such as Russia or Japan, provide this name in Latin Script)*

Country of Origin: *(country of origin of the foundation or corporate funder)*

Established in: *(year of establishment. For corporate funders, enter the year of establishment of the corporate giving programme)*

Primary Address: *(address of the main office of the funder, or the office which manages its European grant-making activity or operational programmes - street, city, postcode and country. For telephone and fax numbers, include the country code and the area code as used from outside the country. Include web address, if applicable)*

Street:

Tel:

City:

Fax:

Postcode:

E-mail:

Country:

Web-Site Address:

Key Contact: *(name and title of contact at primary address who will represent the funder in relations with the EFC)*

3. HISTORY AND MISSION STATEMENT

Background: *(information on the history and philosophy of the funder. For foundations established by companies, and corporate giving programmes, describe the relationship with the company; where applicable, indicate that the funding organisation primarily manages its own operational programmes and may not provide grant support)*

Mission: *(the funder's aims and objectives, grant-giving policy or mission statement. For corporate funders, this refers to the mission statement of the corporate giving programme)*

Legal Status: *(legal form of the organisation in specific terms, for example plc, S.A., association d'utilité publique, etc.)*

Name in English: *(funder name in English, if used)*

Former Name: *(where applicable)*

Acronym: *(where applicable, for example EFC)*

Related Company or Foundation: *(name, where applicable)*

4. PROGRAMMES

Geographic Focus: *(the geographical areas of particular interest to the funder)*

Programme Areas: *(details of the funder's major interests and activities - please use additional sheets if necessary)*

5. GRANT APPLICATION INFORMATION

Types of Support *(the forms of grant support provided by the funder. Please tick appropriate box(es))*

General Support

- General Operating Support/General Purposes

Capital Support

- Capital Support (General)
 Building/Renovation
 Equipment
 Collections Acquisition

Programme Development

- Programme Development (General)
 Conferences/Seminars
 Publications
 Curriculum Development
 Professor/Faculty Development (Teaching Position)
 Staff Development (Non-Teaching Position)

Student Aid (Awards to Institutions)

- Student Aid (General)
 Scholarship (Primarily Undergraduate)
 Fellowship (Primarily Postgraduate)

Other Support Types

- Continuing Support
 Matching Support
 Foundation-Operated Programme
 Gifts in Kind
 Grants to Individuals
 Research
 Technical Assistance (by Third Party)
 Corporate Sponsorship (excl. Student Aid)
 Employee Matching Gifts
 Employee Volunteering/Technical Assistance

Restrictions: *(where applicable, the subject areas, forms of support, geographical areas, population groups and types of organisation excluded by the funding organisation. Also indicate if the funder does not make grants to individuals, or does not give any grants but operates its own programmes. If there are no stated restrictions, enter "None")*

Applications: *(for funders which accept grant applications, please provide a brief summary of application procedures, including deadlines)*

Initial approach by letter? *(when a brief letter of inquiry is your preferred form of initial contact with a grantseeker, enter "Yes". When this is not the preferred procedure, enter "No")*

Applications accepted in: *(enter languages in which applications are accepted)*

Applications currently invited? *(enter "Yes" if the funder is currently accepting applications; where the funder is not accepting any more applications for the current year or operates its own programmes only, enter "No")*

6. GOVERNANCE/ADMINISTRATION

Management/Governing Committee: *(names and positions of individuals or committee members who manage and make decisions for the foundation or corporate giving programme)*

Honorary/Advisory Committee: *(for foundations only - names and positions of the committee that advises the managing committee)*

Executive Staff: *(names and positions of key senior staff members and programme officers of the foundation or corporate giving programme)*

Number of Staff: *(please enter the NUMBER of full-time, part-time and volunteer staff)*

Full Time:

Part Time:

Volunteers:

Type of Funder: *(please tick the box(es) that most accurately describe the funder. For an explanation of the categories, see Annex 2)*

- | | |
|--|---|
| <input type="checkbox"/> Independent Family-Controlled Foundation | <input type="checkbox"/> Independent Host-Controlled Foundation |
| <input type="checkbox"/> Independent Trustee-Controlled Foundation | <input type="checkbox"/> Independent Gambling/Lottery-Resourced Foundation |
| <input type="checkbox"/> Independent Operating Foundation | <input type="checkbox"/> Independent Multi-Purpose, Multiply-Resourced Foundation |
| <input type="checkbox"/> Independent Prize-Giving Foundation | <input type="checkbox"/> Governmental Foundation |
| <input type="checkbox"/> Independent Limited-Duration Foundation | <input type="checkbox"/> German Political Foundation |
| <input type="checkbox"/> Independent Religion-Oriented Foundation | <input type="checkbox"/> Community Foundation |
| <input type="checkbox"/> Independent Corporate Foundation | <input type="checkbox"/> Fund-raising Foundation |
| <input type="checkbox"/> Independent Sheltered Foundation | <input type="checkbox"/> Corporate Foundation |
| | <input type="checkbox"/> Foundation with Corporate Interests |
| | <input type="checkbox"/> Direct Corporate Giving Programme |

Networks and Affiliations: *(networks and membership organisations to which the funder belongs)*

Publications the Funder Releases: *(please tick all appropriate boxes)*

- | | |
|---|--|
| <input type="checkbox"/> Annual Report | <input type="checkbox"/> Newsletter |
| <input type="checkbox"/> Multi-year Report | <input type="checkbox"/> Press Release |
| <input type="checkbox"/> Corporate Contributions Report | <input type="checkbox"/> Conference/Meeting Report |
| <input type="checkbox"/> Financial Statement | <input type="checkbox"/> Monographs |
| <input type="checkbox"/> Grants List | <input type="checkbox"/> Publications Catalogue/List |
| <input type="checkbox"/> Application Guidelines | <input type="checkbox"/> Publications in 2 or more Languages |
| <input type="checkbox"/> Information Brochure | <input type="checkbox"/> Electronic or On-Line Information |

7. FINANCIAL INFORMATION

Accounting Year: *(where necessary, enter explanatory notes in Notes on Financial Information - see below)*

Notes on Financial Information: *(use for explanatory details on financial data provided, for example to indicate that the grants expenditure figure is for the two-year period 1995/6 etc.)*

Currency: *(currency in which the funder's accounts are published)*

Total Assets: *(for foundations only - the total value of the foundation's assets or capital endowment)*

Annual Turnover: *(for corporate funders only - the total revenue of the company in the accounting year)*

Pre-Tax Profit: *(for corporate funders only)*

Sources of Funds: *(details of the sources of the funder's income, such as interest on an endowment, lottery proceeds, sales of publications, government funding, donations etc.)*

Gifts Received: *(for foundations only - value of substantial donations received by the funder)*

Programme Expenditure: *(total expenditure on operational programmes for the accounting year)*

Grants Expenditure: *(total expenditure on grants for the accounting year)*

Number of Grants: *(total number of grants given during the accounting year)*

European Expenditure: *(total annual European-level funding. This includes both cross-frontier support AND support within the funder's country for projects that exist at a European-level, such as conferences, exhibitions or research)*

Total Expenditure: *(total amount spent on grants and/or operational programmes for the accounting year, INCLUDING ADMINISTRATION COSTS)*

8. ADDITIONAL INFORMATION

Please include here any additional information you think relevant to your application.

EFC use only

Received: _____

Submitted to Membership Committee: _____

Submitted to Management Committee: _____

EFC Code of Practice Task Force: Revised Draft Principles of Good Practice

The Draft Principles of Good Practice set out in the following mark a further step in a process launched during the 1994 Annual General Meeting (AGM) of the European Foundation Centre (EFC) and further revised at the 1995 AGM in Seville, Spain in November 1995. They provide a basis for open and ongoing dialogue among independent funders by building on the EFC Prague Declaration, a statement of principles and reciprocal commitments for independent funders. The Draft Principles are subject to further review and modification.

The Draft Principles were developed by the European Foundation Centre (EFC) Code of Practice Task Force. They constitute a general recommendation to reinforce good practice, openness and transparency in the European independent funding community. As such, they are intended to be of application both within the European Union and in the context of the wider Europe. It is expressly noted that independent funders encompass an uncommonly broad variety of organisations with not only diverse structures, cultures and activities but also disparate concerns and policies. Accordingly, these Draft Principles cannot aspire to accommodate the approach of every individual funder, nor will they be fully applicable in all instances. It is hoped, however, that funders will respect the spirit in which they are drafted to the extent that individual circumstances and operating procedures permit.

Preamble

Independent funders are committed to the development and promotion of innovative, flexible, and effective responses to specific social, cultural, environmental, educational, scientific, health and economic challenges in today's society.

Independent funders acknowledge the importance of operating in accordance with the wishes of founders who provided initial capital or, in the case of foundations and corporate philanthropy which

are dependent upon multiple donations, the wishes and concerns of such donors.

In fulfilling their role in helping build a just, sustainable and pluralistic civil society by providing resources and undertaking operational projects, independent funders acknowledge the importance of openness, transparency, integrity, accountability and self-regulation.

Independent funders also recognise the value of diversity and the need to avoid unnecessary duplication in the

use of resources and the exercise of good stewardship.

In subscribing to these principles, foundations and other independent funders should act for public benefit according to the law in democratic societies as follows:

1. TOWARDS THE PUBLIC AT LARGE

a. Policy and Programmes

Independent funders should define a clear set of basic policies specifying their mission, objectives, goals and related programmes and review these on a regular basis.

Independent funders should ensure open communication with the public at large by disclosing aims, and objectives, procedures and programme interests.

b. Governance

Independent funders acknowledge the importance of an identifiable decision-making body (hereinafter "the board"), whose members and successors should be nominated in accordance with established principles and procedures.

Independent funders also recognise the need for obligations of their board, including decision-making procedures within the organisation, to be clearly defined, and for provision to be made where applicable for delegation of competence and authority.

Independent funders should ensure public record availability of their statutes and the composition of their board.

c. Finance

Independent funders should maintain accounts in accordance with standards and practices obtaining in their respective countries and, further, should observe transparency with respect to income, expenditure and assets.

d. Annual Reporting

Independent funders undertake to inform the general public on a regular basis by means of periodic reports, including annual reports or equivalent information packages available on request which include:

- *an explicit narrative of funder purpose and activities in the fiscal year of record such as to enable direct year-on-year comparisons*

- *a descriptive summary of principal sources of revenue and information on revenue generation*

- *a descriptive summary of expenditures*

- *a descriptive summary of grants awarded to other institutions and organisations, as appropriate; and*

- *a list of board members.*

2. TOWARDS THOSE SUPPORTED

Independent funders should function transparently with regard to activities supported and related results.

Independent funders that have a grantmaking activity should disclose appropriate information regarding their grant-making practices, including geographic and policy limitations and procedures for making grant decisions.

Decision-making procedures should be appropriate and objective.

Applicants should be notified of decisions within a reasonable period of time.

Requirements for monitoring and evaluation should be appropriate to the funds awarded and should be made known at the time of award.

Grants should not be withdrawn or terminated once awarded, other than in exceptional circumstances and for well-founded reasons.

3. TOWARDS AUTHORITIES

Independent funders should:

- *comply with statutory obligations and restrictions in the jurisdiction(s)*

in which they operate; and

- *ensure disclosure of and access to information concerning their organisation's statute, support activities, income and expenditures, and board members.*

4. TOWARDS SELF

Independent funders are committed to promote efficient organisation and work while ensuring prudent and sustainable management, investment strategies and procedures, and use of resources.

With a view to promoting and executing sound management policies according to objectives and goals set by their board, they should choose and implement the measures most appropriate to attain those objectives and to achieve those goals.

To this end, the institution board and executive staff should ensure that management practices and resources are commensurate with the needs of activities and programmes supported.

Independent funders should ensure appropriate internal control of resources, carry out internal monitoring, evaluation of programmes supported, and long-term planning measures of performance (monitoring) and outcome (evaluation) should be established in a way that is appropriate to the level of activity and services, and/or to the support and funds provided.

cofp.doc/01.96

Typology of Foundations in Europe

1995/1996 VERSION

As of October 1995, incorporating EFC Members Comments

An Orpheus Programme Publication
European Foundation Centre (EFC)

51 rue de la Concorde
B-1050 Brussels Belgium

Tel: +32.2.512.8938

Fax: +32.2.512.3265

Typology of Foundations in Europe

1995/1996 VERSION

As of October 1995, incorporating EFC Members' commentaries

The following presents a typology of the foundation community in Europe. This is the typology's third draft, incorporating comments from European Foundation Centre (EFC) members. The EFC considers the typology to be a document for continuing discussion.

The needs for such a typology is clear. It provides foundations and corporate funders with a comprehensive overview of the different types of foundations which exist in Europe. It is also of key relevance to organisations and individuals that seek funding from the foundation community, and scholars, researchers, the media and governmental bodies that work with this community.

Developing such a typology for Europe as a whole presents a challenge. This is due to the many languages and cultures in Europe and the different legal/fiscal environments from one nation to the next. Thus, the British refer primarily to trusts, the Dutch to *stichting*, the French *fondation*, the Germans *stiftung*, the Spanish *fundación*, Swedish *stiftelse*.

Nevertheless, there exists across Europe a generally understood and accepted concept of what foundations are:

Separately-constituted nonprofit bodies with their own established and reliable source of income (usually, but not exclusively) from an endowment or capital. These bodies have their own governing board. They distribute their financial resources for educational, cultural, religious, social or other public benefit purposes, either by supporting associations, charities, educational institutions or individuals, or by operating their own programmes.

Within this broad definition, the following presents 18 of the most common foundation types in Europe, grouped initially into four generic categories, as follows:

Four Broad Foundation Categories:

1. Independent Foundations
2. Corporate Foundations
3. Governmentally-Linked Foundations
4. Fund-raising Foundations

As of October 1995 this typology continues to be a discussion document. The European Foundation Centre (EFC) has distributed it for the review of EFC Members, national and regional associations of foundations across Europe, and networking centres participating in the EFC Orpheus Programme.

This valuable commentary is incorporated in this draft, and the EFC welcomes further discussion and commentary.

Criteria: This typology is *not* intended to be a guide to national or regional laws that govern and often categorize foundations and trusts in Europe. Such a legal guide would necessarily start with reviewing each national or regional law. Rather, this typology aims to be "European", presenting broad types that exist across and within the national and regional laws in Europe, even though specific legislation may not refer to the foundation types listed.

In establishing this typology, the EFC looked at three criteria:

- 1) What is the source of the foundation's financial resources?
- 2) Who controls decision making, and
- 3) How does the foundation approach the distribution of financial resources?

In some cases, all three criteria contribute to determining a foundation type. In others, one single criteria may be overwhelmingly predominant.

Inevitably, the typology will result in some degree of distortion, not least because many foundations exist across type. In practice, however, most foundations in Europe can be said to fall under one or other subset of the four generic categories listed here.

Public Benefit Foundations: Under certain national laws in Europe, foundations may be recognized as existing for the public benefit (in French: *d'utilité publique*), which may afford them a preferential fiscal environment. As many of the foundation types listed on the table can be recognized in this manner, this

recognition is not considered a type, but a qualification on one of the listed types.

About the EFC and the Orpheus Programme: The mission of the European Foundation Centre (EFC) is to build philanthropy in the New Europe by promoting foundations and corporate citizenship. The EFC Orpheus Programme provides a public record and a public information service on foundations and corporate funders in Europe. The Orpheus Programme is supported by the Charities Aid Foundation, Charity Know How, the European Commission, the European Cultural Foundation, the Fondation de France, the Ford Foundation, the Luso-American Development Foundation, the Charles Stewart Mott Foundation, and the Stifterverband für die Deutsche Wissenschaft.

Further information on the EFC and the Orpheus Programme is available by contacting:

European Foundation Centre (EFC)

51 rue de la Concorde

B-1050 Brussels, Belgium

Tel: +32.2.512.8938

Fax: +32.2.512.3265

Summary: Typology of Foundations in Europe

The following listing presents 18 foundation types in Europe, grouped under four generic categories. An explanation of each type is found on the following pages.

- I. INDEPENDENT FOUNDATIONS
 - I.a. Independent family-controlled foundation
 - I.b. Independent trustee-controlled foundation
 - I.c. Independent operating foundation
 - I.d. Independent prize-giving foundation
 - I.e. Independent limited-duration foundation
 - I.f. Independent religion-oriented foundation
 - I.g. Independent corporate foundation
 - I.h. Independent sheltered foundation
 - I.i. Independent host-controlled foundation
 - I.j. Independent gambling/lottery-resourced foundation
 - I.k. Independent multi-purpose, multiply-resourced foundation
 - I.l. Foundation consortia
- II. CORPORATE FOUNDATIONS
 - II.a. Corporate foundation
 - II.b. Foundation with corporate interests
- III. GOVERNMENTALLY-LINKED FOUNDATIONS
 - III.a. Governmental foundation, including Intergovernmental foundations and Supranational Governmental foundations
 - III.b. German political foundation
- IV. FUND-RAISING FOUNDATIONS
 - IV.a. Community foundation
 - IV.b. Fund-raising foundation

FOUNDATIONS IN EUROPE — DRAFT TYPOLOGY

for use with EFC Membership Application Form

	Foundation Type	Source of Financial Resources	Governing Board Composition: Control of Decision Making	Approach to Distribution of Financial Resources
I.	Independent Foundations			
I.a.	Independent family-controlled foundation	Donor is an individual person, or a group of people such as a family, who establishes the foundation and provides it with capital. Investment income from this capital produces the funds that the foundation will distribute. Provision of assets may be during the donor(s) lifetime, or through a bequest, or both. Capital is in a diversified portfolio, with no controlling interest in a single company or firm.	Family members or descendants of the donor(s) comprise the majority of positions on the governing board.	Primarily via grantmaking to associations, charities, individuals or nonprofit organisations. Grants to individuals may be for bursaries, fellowships or scholarships, but for prizes, see I.d.
I.b.	Independent trustee-controlled foundation	Same as I.a., above. In certain cases, resources that now form the foundation's permanent endowment may not have come from individual(s) but from other sources, for example, appeals to the public, the pooling of existing assets such as land or even the merger of older foundations. If capital resources are made as a one-time gift from a corporation or if they represent greater than 50 percent control of a single company, see I.g. and II.b., below.	Leading representatives from the public or private sectors or the foundation/association community comprise the majority of positions on the governing board. Also, should there have been an individual donor, or donors, the majority of trustees are of no relation to the donor(s) family.	Same as above.
I.c.	Independent operating foundation	Same as either I.a. or I.b., above.	Same as either I.a. or I.b., above.	Primarily by operating the foundation's own programmes, activities or research, though some grantmaking may occur.
I.d.	Independent prize-giving foundation	Same as either I.a. or I.b., above.	Same as either I.a. or I.b., above.	Primarily the awarding of prizes to individuals or associations for meritorious achievement.
I.e.	Independent limited-duration foundation	Same as either I.a. or I.b., above.	Same as either I.a. or I.b., above.	Same as I.a., I.b., I.c. or I.d., above. However, the donor(s) has restricted the lifespan of the foundation, for example 10 years, by which time all endowment and income must be expended and the foundation ceases to exist.
I.f.	Independent religion-oriented foundation	Contributions from religious bodies, usually made on an annual basis, are the primary source of funds that the foundation will, in turn, distribute, though there may also be endowment income.	Trustees of the governing board are leading representatives of the associated religion.	Generally, through grantmaking or operational programmes for religious institutions and property, the advancement of religion, or religiously-sponsored social, educational and other activities.

	Foundation Type	Source of Financial Resources	Governing Board Composition: Control of Decision Making	Approach to Distribution of Financial Resources
I.g.	Independent corporate foundation <i>Comment:</i> Source of resources should perhaps be given less weight than the approach to distributing resources. Also, explore the relation of this type to category II "Corporate Foundations"; suggested by several organisations.	Donor is a company or corporation that makes a single or infrequent gifts to a separately-constituted foundation, which controls the capital. Often such gifts are to honour a centenary or other milestone in the company's growth. For the funds that the foundation distributes, it is <i>not</i> dependent on annual gifts from the company.	The majority of trustees of the governing board are independent individuals from the public or private sectors or the foundation/association community, though a minority of trustees may have ties to the donor company.	Either through grantmaking or through operational programmes, or a combination of the two.
I.h.	Independent sheltered foundation	Donors are individuals or businesses who establish a foundation that is housed within, receives services from, and whose investment portfolio is managed by, a larger organisation, usually a community foundation (see IV.a, below). In certain cases with large capital, the donors may manage the investment portfolio.	<i>Autonomous of the host.</i> Donor(s) decide on decision making control, which could be by the donor(s) themselves, a person or committee designated by the donor(s), with possible advice from the board of directors of the host institution.	Usually through grantmaking to associations, charities, individuals or nonprofit organisations.
I.i.	Independent host-controlled foundation	Donors are individuals or businesses who establish a foundation that is housed within, receives services from, and whose investment portfolio is managed by, a larger organisation, usually a community foundation (see IV.a, below). In certain cases with large capital, the donors may manage the investment portfolio.	<i>Non-autonomous of the host.</i> The board of directors of the host institution largely or exclusively controls decision making.	Usually through grantmaking to associations, charities, individuals or nonprofit organisations.
I.j.	Independent gambling/lottery-resourced foundation	Gambling or lottery proceeds are the primary source of the funds that the foundation will, in turn, distribute. These funds are provided to the foundation through an agreement with the body that organises the lottery or gambling activity. In certain cases, a portion of the proceeds are used to build the foundation's capital. When it ceases to be dependent on these proceeds, the foundation becomes an independent trustee-controlled foundation (see I.b.)	Trustees of the governing board are representatives from the public or private sectors or the foundation/association community.	Either through grantmaking or through operational programmes, or a combination of the two.
I.k.	Independent multi-purpose, multiply-resourced foundation	Certain European foundations are truly multiply-resourced, with no single source of funds accounting for over 50 percent of the resources that the fund will, in turn, distribute. Sources of funds may include endowment income, funds raised from the public or from corporations, and additional sources, such as the proceeds of a national lottery or individual funds that the foundation houses and manages. For separately-named foundations housed within a multiply-resourced foundation, see I.h. and I.i. above.	Leading representatives from the public or private sectors or the foundation/association community.	Either through grantmaking or through operational programmes, or a combination of the two.

Foundation Type	Source of Financial Resources	Governing Board Composition: Control of Decision Making	Approach to Distribution of Financial Resources
II. Corporate Foundations			
II.a.	Corporate foundation Donor is a company or corporate that makes annual gifts to a separately-constituted foundation, which normally has a nominal capital. The foundation depends on the annual gifts from the company for funds that it will, in turn, distribute.	The majority of trustees of the governing board are employees or board members of, or individuals retired from, the donor company.	Either through grantmaking or through operational programmes, or a combination of the two.
II.b.	Foundation with corporate interests <i>Comment:</i> Explore the relation of category II Corporate Foundations to type I.g. "Independent corporate foundations"; suggested by several organisations.	Either family members or leading representatives from the public or private sectors or the foundation/association community.	Either through grantmaking or through operational programmes, or a combination of the two.
III. Governmentally-Supported Foundations, usually with government or political participation in decision making.			
III.a.	Governmental foundation, including Intergovernmental foundations and Supranational foundations Local, regional, national or supranational governmental bodies that provide initial capital or that make grants to the foundation on a periodic, usually annual, basis. Once created, these foundations may obtain additional funds from non-governmental sources, but they rely primarily on governmental funding. In certain cases, these foundations were created by inter-governmental agreements, such as the Anglo-German Foundation and the Fondation Entente Franco-Allemande. A supranational example is the European Foundation for the Improvement of Living and Working Conditions, in Dublin.	Key positions on the governing board are determined by a governmental body, though additional trustees are leading representatives of the public or private sectors or the foundation/association community.	Either through grantmaking or through operational programmes, or a combination of the two.
III.b.	German political foundation German political foundations depend on yearly allocations from the German Federal Ministry of the Interior for the funds they will, in turn, distribute. Resource allocations by the Ministry are according to the percentage of seats in the German parliament held by the associated political party. Additional financing may come from other Ministries, but these foundations usually have no capital. Except for the Freidrich Naumann Foundation (Liberal Party), which is a private foundation, the other German political foundations are legally associations.	In spite of their public financing, German political foundations retain independence in their funding decisions. Board members include politicians, businessmen, scholars and community leaders who usually belong to the political party associated with the foundation.	Either through grantmaking or through operational programmes, or a combination of the two.

	Foundation Type	Source of Financial Resources	Governing Board Composition: Control of Decision Making	Approach to Distribution of Financial Resources
IV.	Fund-raising Foundations			
IV.a.	Community foundation	<p>Donors are members of a community, either individuals, businesses or public bodies, who provide endowments to a larger organisation that manages the entire portfolio. The community foundation depends on income from these endowments, called funds, for the monies that it will distribute. Use of fund income may be at the discretion of the community foundation's board, on the advice of the donor, or designated for specific programme subject areas or even specified beneficiaries. The establishment of a fund may be through a bequest. When the donor has established a separately-named foundation housed within a community foundation, see lit. above.</p>	<p>Trustees of the governing board are individuals living within a specific city or metropolitan area, usually leading representatives from the public or private sectors or from the foundation/association community.</p>	<p>Almost exclusively via grantmaking within a specific geographic community to associations, charities, individuals or nonprofit organisations.</p>
IV.b.	Fund-raising foundation	<p>Foundations that are almost exclusively dependent on annual fundraising from a variety of sources to obtain the funds that they will, in turn, distribute each year. These resources may come from appeals to the general public, from governmental support or from grants from corporate funders and other foundations. An endowment or capital may exist, but it is the dependence on fundraising from a variety of sources that helps to define this set of foundations.</p>	<p>Leading representatives from the public or private sectors or the foundation/association community.</p>	<p>Primarily via grantmaking to associations, charities, individuals or nonprofit organisations. Grants to individuals may be for bursaries, fellowships or scholarships, or prizes. <i>Note:</i> If the organisation raises funds primarily for a single purpose that it manages, such as a hospital, school or for membership or social services, it should be classified as an association or charity, even if it has foundation in its name.</p>

When completing the EFC Membership Application Form, if you have any queries concerning how to classify your foundation or corporate giving programme, please contact Leticia Ruiz Capillas at the EFC.

1999

Annual Report & Financial Statement

EUROPEAN
FOUNDATION
CENTRE

The Governing Council of the European Foundation Centre

Luc Tayart de Borms (Chairman)
King Baudouin Foundation

Dario Disegni (Vice-Chairman)
Compagnia di San Paolo

Carlos Monjardino (Vice-Chairman)
Fundação Oriente

Hans Hillenius (Treasurer)
Juliana Welzijn Fonds

Zekâi Baloglu
Third Sector Foundation of Turkey (TÜSEV)

Charles Berthet
Fondation MAIF

Ulrich Bopp
Robert Bosch Stiftung GmbH

Dan Brändström
Stiftelsen Riksbankens Jubileumsfond

Rui Chancerelle de Machete
**Fundação Luso-Americana
para o Desenvolvimento**

Francis Charhon
Fondation de France

Rafael De Lorenzo
Fundación ONCE

Marco Demarie
Fondazione Giovanni Agnelli

Pavol Demes
**Civil Society Development
Foundation Slovak Republic**

Mall Hellam
Open Estonia Foundation

Cornelia Higginson
American Express Foundation

Frank Jackson
King's Fund

Ian Macgregor
The Wellcome Trust

Stamatis Mantzavinos
Bodossaki Foundation

Jan Nilsson
Knut och Alice Wallenbergs Stiftelse

Maria Luisa Oyarzábal
Fundación Banco Bilbao Vizcaya

John Richardson
European Foundation Centre (ex officio)

Andreas Schlüter
Bertelsmann Stiftung

Michael Tachev
**St. Cyril and St. Methodius
International Foundation**

Rien Van Gendt
Bernard van Leer Foundation

Wineke Verwoerd
Juliana Welzijn Fonds

Ulrich Voswinckel
Körper-Stiftung

Frank Welvaert
Johnson & Johnson Europe

William White
Charles Stewart Mott Foundation

Jacek Wojnarowski
Stefan Batory Foundation

Observers

Michael Brophy
Charities Aid Foundation

Raymond Georis
**Association for Innovative
Cooperation in Europe**

Horst Niemeyer
**Stifterverband für die
Deutsche Wissenschaft**

Rüdiger Stephan
European Cultural Foundation

European Foundation Centre 1999 Annual Report and Financial Statement

51 RUE DE LA CONCORDE B-1050 BRUSSELS BELGIUM
tel.: +32.2.512.89.38 / fax: +32.2.512.32.65 / email: efc@efc.be
websites: www.efc.be and www.fundersonline.org

**European Foundation Centre
1999 Annual Report and Financial Statement
Brussels, May 2000**

Copyright © European Foundation Centre (EFC) 2000. All rights reserved. Reproduction by any means mechanical or electronic is prohibited without express written consent of the publisher. Quotation from this publication is authorised subject to full identification of source.

The European Foundation Centre shall not be held liable for errors and/or omissions, nor shall any statement in this publication be construed as a recommendation to third parties

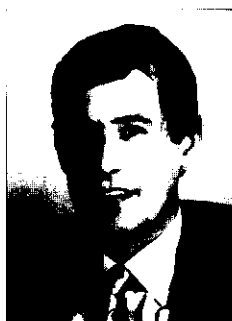
For additional copies of this publication and further information on the Centre and its activities, please contact:

EUROPEAN FOUNDATION CENTRE
51 Rue de la Concorde, B-1050 Brussels, Belgium
tel.: +32.2.512.89.38 / fax: +32.2.512.32.65 / email: efc@efc.be / websites: www.efc.be and www.fundersonline.org

Contents

From the Chair	4
A Decade of Achievement	5
European Union Representation and Monitoring	8
Networking, Convening and Partnership Building	10
Information and Communication	14
1999 Financial Statement	18
EFC Membership, 1999	22

From the Chair



Luc Tayart de Borms, Chairman,
European Foundation Centre

On November 9, 1989, the European Foundation Centre came to life as the Berlin Wall fell. To celebrate the tenth anniversary of both events, the Centre held its Tenth Annual General Assembly and Conference in Berlin in November 1999. Marking a watershed moment for the European Foundation Centre, its collective membership unanimously approved the adoption of the *Berlin Blueprint for the Millennium* at the conference. With this mandate in hand, the Centre will move forward into a new era, expanding the reach and scope of independent funders in Europe.

Our 1999 member survey clearly indicated the need for the Centre to concentrate on its representative role in the coming years. To meet this need, two new member-driven committees, the European Union Committee and the International Committee, got underway in 1999. With these committees, participation of the members in the development of the Centre has now moved to a new level. Members use their seats on these committees to guide Centre policy on European Union and International issues. Members' concerns and experience are channelled through the Centre and onto the political playing field, giving European independent funders a new voice in the new Europe.

Europe stands at a crossroads. After some fifty years of uneasy peace in much of the continent, we now face the biggest ever inter-generational transfer of wealth, creating a new generation of donors. Together with successful young entrepreneurs, these new philanthropists are giving at a much earlier age than did their predecessors, creating new foundations and helping established foundations grow their endowments. This unprecedented growth in philanthropy comes at a time when short term political pressures on democratically elected governments are leading to withdrawal of state support in crucial social areas.

The continuity and independence essential to the work of foundations are increasingly called upon to provide strategic vision in the new Europe. The European Foundation Centre continues to underpin the independent funding community in this endeavour.

Luc Tayart de Borms

Chairman, European Foundation Centre

A Decade of Achievement

A Blueprint for the Millennium

The European Foundation Centre (EFC) celebrated its tenth anniversary during the Centre's Tenth Annual General Assembly and Conference in Berlin held November 7-9, 1999.

The highpoint of the conference came when the collective membership of the EFC unanimously approved the adoption of the *Berlin Blueprint for the Millennium*.

The *Blueprint* set down three institutional goals for the EFC:

- To promote an enabling environment for independent giving
- To strengthen the community of independent funders
- To facilitate new philanthropic efforts by current and future generations

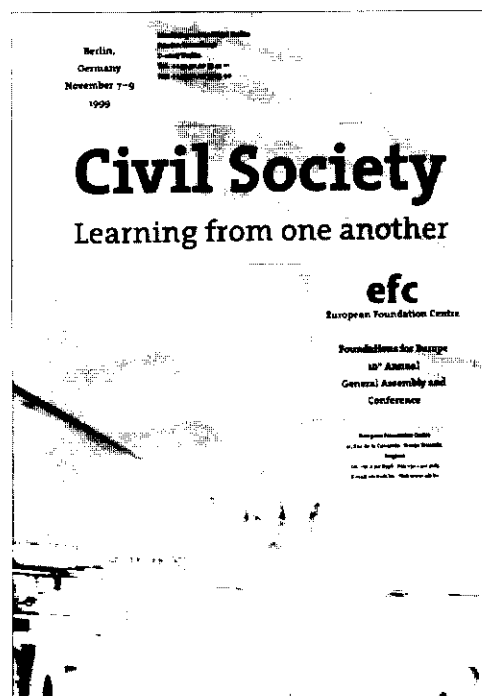
The *Blueprint* also defined the roles of two new policy committees, the **European Union Committee** and the **International Committee**, whose seats are filled by EFC members. With the clear mandate of the *Blueprint*, these new committees will empower members by broadening their participation in EFC affairs and increase the Centre's impact by widening its outreach.

The European Union Committee

In October 1999, the Centre convened the first meeting of the European Union Committee. The Committee advises the Centre's Governing Council on developments with regard to European Union (EU) internal issues, interfaces with EU institutions, and focuses on the regulatory and fiscal operating environment for independent funders in the EU.

The International Committee

The EFC's International Committee met for the first time at the EFC's Berlin conference in November. The committee advises on developments in organised philanthropy in the wider Europe and in the Americas, Africa, the Mediterranean and Asia. The Committee works in close contact with EU institutions as well as umbrella associations of funders in other world regions with which the Centre has concluded cooperation agreements.



Poster for the European Foundation Centre's Tenth Annual General Assembly and Conference held in Berlin, Germany, November 7-9, 1999.

Core Functions and Key Priorities

Since its establishment in 1989, the European Foundation Centre has focused its work on three core functions: **representation and monitoring**, **networking and convening**, and **information and communication**. The following priorities complement the Centre's ongoing efforts to exercise these core functions:

- Representing member interests, particularly at the level of European Union institutions
- Improving visibility and understanding of the role and scope of independent funding
- Playing a strong consultancy role with respect to legislative and fiscal developments at national and supranational levels
- Investigating and promoting new forms and mechanisms of philanthropy
- Advocating and ensuring good practice, openness and transparency
- Fostering the capacity of national-level associations of funders, resource centres and other intermediary organisations

A Decade of Added Value

In the last decade, the European Foundation Centre has grown consistently both in terms of net membership and in the range and quality of services provided.

In his Report to the 1999 Annual General Assembly and Conference of EFC Members in Berlin, the EFC Director noted that the Centre is, by any yardstick, a mature and established organisation:

- Membership has increased from seven founder members in 1989 to more than 200 organisations
- Networks in some 40 countries throughout Europe and worldwide now link the Centre to an estimated 48.000 organisations active in philanthropy
- Cooperation agreements have been concluded between the Centre and umbrella associations of funders on six continents
- The Annual General Assembly and Conference has established itself as the premier event on the international calendar of foundations
- Civil Society Dialogue Initiatives have expanded the Centre's global outreach across the Atlantic and Mediterranean, and between Europe and Asia
- Through the Orpheus Programme, Corporate Citizenship Europe and the Community Philanthropy Initiative, the EFC has furthered its promotion of pan-European cooperation and partnership among foundations and corporate funders

Over the past ten years, the EFC has developed an impressive information programme, including hosting the online information service for ARIES, Europe's Information Network for the Social Economy, operating the EFC's interactive Funders Online website; providing grantmakers and grantseekers public access to funder information through the Library Services Programme; and releasing timely publications such as benchmark directories, conference reports, newsletters, journals, information sheets and research reports.

The Secretariat in Brussels plays a coordinating role in sector-specific programmes targeting issues such as minorities, youth, the environment,

education and training, and corporate citizenship. Additionally, the Secretariat supports initiatives of chapters of EFC members that focus on geographical clusters of concern such as those addressed by the EFC Orpheus Programme for Central and Eastern Europe

Human and Financial Resources

In 1999, the Governing Council approved the appointment of a Chief Operating Officer, who will report to the Chief Executive. The Officer will assume overall responsibility for day-to-day administration of the Centre, coordinate membership services, and contribute to all stages of programme and project development. The Council has also approved the appointment of a full-time Financial and Office Administrator to assume responsibility for all EFC financial records and to ensure statutory compliance as mandated under Belgian law.

In the year under review, it became increasingly clear that additional financial resources will be required for the appointments noted above and to underwrite the delivery of the wide range of services required by a disparate and growing pan-European membership. Senior EFC foundation and corporate member organisations have been encouraged to commit to multi-annual resourcing of the Centre in the amount of 50.000 euros

Promoting Good Practice

The EFC Code of Practice promotes openness, transparency, integrity, accountability, good stewardship, optimal use of resources, and self-regulation at the level of independent funders active in Europe. The Code advocates the application of principles and procedures to ensure that independent funders act for public benefit within the rule of law. The Code thus makes provision for self-regulation by independent funders to optimise accountability towards the public at large, towards those supported, towards regulatory authorities, and towards their own mission and objectives

In 1999, with a view to increasing visibility and a

wider circulation of the Code. EFC members helped translate it into Dutch, French, German and Italian. The EFC also maintains a resource document, updated on a regular basis, which provides information on national codes of practice and self-regulation initiatives. In the course of the year under review, the EFC prepared the launch of a new programme to

promote good practice and effective grantmaking. The programme will conduct practical workshops on independent funder organisational capacity-building to encourage the exchange of know-how and best practice. The programme will also develop information and resource materials on operational modes and accountability tools.

Images from the EFC's Tenth Annual General Assembly and Conference, held November 7-9, 1999, in Berlin, Germany.



Giuliano Amato, Prime Minister of Italy (Italy's Minister of the Treasury at time of photo), speaking at the panel discussion, "Exploring the Role of Civil Society Organisations".



Panel discussion: "Exploring the Role of Civil Society Organisations". Participants, left to right, George Soros, Open Society Foundation; Hertha Däubler-Gmelin, German Minister of Justice; Lord Dahrendorf; Giuliano Amato, Prime Minister of Italy (Italy's Minister of the Treasury at time of photo); Thomas Schmid, journalist for *Die Welt*.



Left to right: Professor Dr. Rita Süssmuth, MdB, former President of the Deutsche Bundestag; Rupert Graf Strachwitz, Maecenata Institut für Dritter-Sektor-Forschung; Ulrich Bopp, Robert Bosch Stiftung.

European Union Representation and Monitoring

One of the key missions of the European Foundation Centre outlined in the *Berlin Blueprint for the Millennium* is fulfilling its role of **representation** of independent funders at the European Union (EU) level, and **monitoring** the work of the various bodies within the EU.

The member-driven **European Union Committee**, advises the Centre's Governing Council on European Union development, interfaces with EU institutions, and monitors the regulatory and fiscal operating environments for independent funders in the EU.

The year under review was eventful, not least because of the *en masse* resignation of European Commissioners which created both challenges and opportunities.

Romano Prodi, the President of the new Commission, has voiced his intention to build "genuine partnerships with foundations and corporate donors". This is particularly encouraging for the Centre and its members.

In addition to the activities of the European Commission, the EFC closely followed the activities of the newly-elected European Parliament, the Council of Ministers, and the Economic and Social Committee with its aspirations of representing civil society.

Throughout 1999, the Centre continued to build its capacity to serve and represent members' interests at the level of the European Union and its institutions by:

- Cementing relations with Commission services, including the Commission's Social Economy Unit
- Reinforcing contacts with other Commission departments, notably in the fields of education and training, social affairs and employment, and culture
- Further developing relations with the Commission's external relation services dealing with Central and Eastern Europe, Asia, North America and the Mediterranean

The EFC fulfilled its role of monitoring EU affairs by publishing approximately 60 information releases during 1999. The alerts covered EU initiatives and partnership opportunities in the fields of culture, education, youth and training, the environment,

health, employment and social affairs, and global funding. This information was delivered to the various EFC interest group members through *EFC Alerts*, *Briefings* and *Communiqués*.

EFC Representation in 1999

NGOs and the European Union

In July 1999, the European Commission released a draft discussion document on ways to improve cooperation with non-governmental organisations (NGOs), including voluntary organisations, charities and foundations.

In early September 1999, the EFC released initial comments on the discussion paper and, on September 30, 1999, attended a first consultation meeting with European NGO networks organised by the Commission to review it. The second draft of the paper reflects the following concerns and recommendations of the Centre:

- Clarification of the concept of NGOs and the various legal forms they can take, including foundations
- The need to further involve non-profit organisations in the shaping and evaluation of EU policies
- Greater coordination between the various departments of the Commission dealing with the sector
- Greater transparency and publicity in consultation procedures

CMAF

The *Consultative Committee for Cooperatives, Mutual Societies, Associations and Foundations* (CMAF) was set up in 1998 by the Commission as an advisory committee of the European Commission on all matters relating to the promotion and implementation of EU policy on the social economy. The European Foundation Centre used its seat on the committee to play a leading role as an advocate for independent funders

The Centre continues to emphasise the unique role of foundations and to push the Committee to ensure that *all* actors in the social economy are consulted on an equal footing.

Structural Funds Reform

A major item on the EU agenda in 1999 was the reform of the Structural Funds and EU regional policy for a new seven-year period (2000-2006), with a total proposed budget of 195 billion euros.

Throughout the year under review, the EFC and individual foundation members have campaigned assiduously to be associated with the programming, implementation and evaluation of the funds in the framework of the new programme. They have also argued for streamlining administrative procedures and have advocated the creation of a *social innovation fund*. The fund would earmark a minimum of 1% of the European Social Fund resources for innovative projects concerning employment and social cohesion spearheaded by Third Sector organisations.

The Structural Funds are important for foundations and the not-for-profit sector. Over the years they have provided support for activities, such as training and job creation for the unemployed, young people, the disabled and those in deprived urban areas.

European Parliament's Third Sector Intergroup

During the first half of 1999, issues tackled by the EFC and other social economy organisations involved in the activities of the European Parliament's Third Sector Intergroup focused on the reform of the EU Structural Funds and the Third Sector. Following the election of the new Parliament in June 1999, the EFC and other European non-profit networks have been working to help relaunch the Intergroup.

Phare Programme Guidelines

The PHARE Programme for EU technical assistance to Central and Eastern Europe was re-oriented in 1999 to help the ten candidate countries prepare for accession to the European Union over the period 2000-2006. In June 1999, the Commission organised an informal consultation with non-profit organisations to discuss the proposed Phare guidelines.

The EFC argued that not-for-profit organisations should have access to all programmes but should also have their own dedicated programme, and stressed the importance of supporting international networking both East-West and East-East.

Networking, Convening and Partnership Building

In 1999, the EFC continued to carry out its **networking and convening** function by developing its contacts not only at the level of the European Union but also with other European and international organisations, such as the World Bank, the Council of Europe, the United Nations and UNESCO. In 1999, EFC's consultative status with UNESCO was renewed.

Throughout 1999, the Centre helped coordinate the work in Europe of CIVICUS, the World Alliance for Citizen Participation.

The EFC hosted a meeting of the European working group of CIVICUS in Brussels in March 1999, to review the structure and work programme of CIVICUS Europe and to prepare a "Message to Manila" as a contribution to the CIVICUS World Assembly held in the Philippines in September 1999. The Message, prepared in conjunction with the National Council of Voluntary Organisations, based in the United Kingdom, aimed to heighten awareness of the role and legitimacy of civil society organisations.

Dialogues

Trans-Atlantic Donors Dialogue (TADD)

The TADD programme is an informal network of European and U.S. private and public donors. In 1999, the EFC developed an information base on transatlantic funder initiatives and provided an overview of the work of some 60 independent funders from the U.S. and Europe for the TADD programme.

The Dialogue is spearheaded and co-chaired by the Luso-American Development Foundation of Portugal and the German Marshall Fund of the United States.

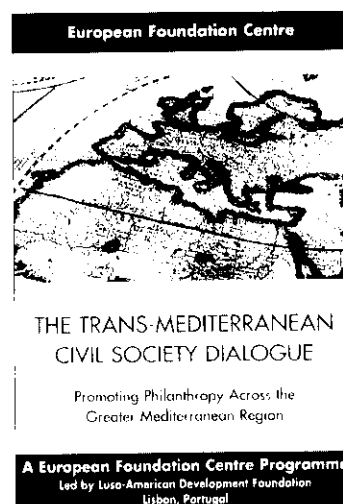
In March 1999, the Centre launched a TADD electronic mailing list to facilitate information exchanges on transatlantic projects and initiatives launched by private and public donors. Co-operation with other Trans-Atlantic initiatives such as the Trans-Atlantic Information Exchange Service (TIES) is also being encouraged to increase the Trans-Atlantic information flow and visibility in particular through Internet.

A TADD workshop was held during the EFC's Annual General Assembly and Conference in Berlin in November 1999, to review cooperation between European and U.S. donors, to reframe donor support at the international level, and to promote exchanges of experience and know-how in community-based philanthropy.

The Trans-Mediterranean Civil Society Dialogue (TMCD)

The TMCD programme focuses on the needs of civil society organisations in the Mediterranean region. The work programme for 1999-2001 address four specific challenges:

- Building representation and advocacy to promote exchanges between civil society leaders, parliamentarians and decision-makers
- Convening a network of independent funders to exchange best practice
- Enhancing information and communication to underpin the work of civil society organisations active in the region
- Facilitating technical assistance to help develop indigenous information and support centres serving foundations and associations in the Mediterranean on the model of the EFC Orpheus Programme and its Civil Society Project



The Trans-Mediterranean Civil Society Dialogue: Promoting Philanthropy Across the Greater Mediterranean Region is an overview of the TMCD programme published by the Luso-American Development Foundation for the EFC's Tenth Annual General Assembly and Conference held November 7-9, 1999, in Berlin, Germany

The TMCD programme is co-chaired by the Luso-American Development Foundation, the Third Sector Foundation of Turkey (TUSEV) and the Arab Gulf Programme for United Nations Development Organizations. The TMCD Civil Society Summit will be held May 22-23, 2000.

The Europe-Asia Civil Society Dialogue

The Europe-Asia Civil Society Dialogue, spearheaded by the Fundação Oriente with technical assistance from the EFC, sets out to map, network, convene and promote civil society exchanges between Europe and Asia. The Programme is oriented specifically towards the convening of a benchmark Europe-Asia Civil Society Summit to be held June 22-23, 2000, in Lisbon, Portugal, during the Portuguese Presidency of the European Union. Key issues that will feature during the Lisbon event are civil society capacity building and resourcing of culture in Asia and Europe, as well as academic and training exchanges between the two continents.

The proven resource centre, networking, information and communication infrastructure and procedures developed by the EFC Orpheus Programme initially for Central and Eastern Europe will serve as a template for the development of similar centres serving foundations and associations in Asia. Existing delegations of the Fundação Oriente in Goa and Macao will host pilot observatory and resource centres

Community Philanthropy Initiative

The EFC's Community Philanthropy Initiative (CPI) is a three-year programme designed to strengthen and increase organised philanthropy at the local level in Europe. The Initiative promotes and sustains the development of Europe's increasingly large number of community philanthropy organisations.

The community philanthropy field is growing rapidly in Europe. Community philanthropy organisations exist or are under development in at least 17 countries or regions. They can be found in a range of organisational forms, including community foundations, coordinated community fundraising campaigns, such as United Way, and multi-sector citizens' coalitions.

The Community Philanthropy Initiative formally initiated several informational activities in 1999:

- Production of two issues of a new electronic newsletter with updates and information on community philanthropy developments in Europe and elsewhere
- Preparation and periodical updating of a country-by-country overview on community philanthropy developments in Europe
- Preparation of an overview of community foundation developments around the world
- Contribution to the preparation and publishing of a primer on community philanthropy in Central and Eastern Europe in collaboration with the Charles Stewart Mott Foundation
- Submission of articles for key publications and groups such as Confederación Española de Fundaciones, the Community Foundation Network (formerly known as the Association of Community Trusts and Foundations), and *Alliance*
- Upgrading and expansion of the community philanthropy section of the EFC website
- Servicing of requests for information from community leaders and funders on community philanthropy issues and activities in Europe

In 1999, CPI activities continued to emphasise training and networking. The Community Philanthropy Initiative organised a one-day seminar on community foundations and authored a primer on community foundations in Portugal for the Portuguese Foundation Centre, with support from the Fundação Oriente. The Initiative also helped to prepare a community foundation seminar sponsored by the Freudenberg Stiftung as well as one sponsored by the Open Estonia Foundation

Following is a selection of presentations made and workshop sessions chaired by CPI at key conferences:

- Presentation at a roundtable on Portuguese community philanthropy, hosted by the Fundação Luso-Americana para o Desenvolvimento
- Presentation and conference report for the International Community Foundation Symposium, sponsored by Bertelsmann Stiftung and the Mott Foundation
- Workshop session at the national conference of the Community Foundation Network in the UK

Networking, Convening and Partnership Building

- Presentation to the Bundesverband Deutscher Stiftungen's community foundation interest group
- Two concurrent sessions at the EFC's Annual General Assembly and Conference in Berlin, as well as a site visit on German community foundations, and a one-day European community philanthropy networking meeting

Together with the Charities Aid Foundation-America, CPI co-hosted an exploratory meeting on cross-border donor giving for U.S. and European community foundation representatives.

The Initiative also played a lead role in establishing the Worldwide Community Foundation Support Organization Network, including serving on the Coordinating Committee and developing a strategic plan. The network's subsequent merger with another initiative to form the Worldwide Initiatives for Grantmaker Support (WINGS) also benefited from contributions made by CPI.

The Community Philanthropy Initiative played key advisory and assistance roles throughout 1999:

- Providing programme development advice and service on the advisory committees for the Transatlantic Community Foundation Network, sponsored by the Bertelsmann Stiftung, and the Transatlantic Community Foundation Fellowship Exchange programme, sponsored by the King Baudouin Foundation and the German Marshall Fund of the United States
- Facilitating and/or assisting in several on-site visits and study tours within Europe and between Europe and North America, establishing a number of ad hoc linkages between European community foundations and support centres and experts in Europe and North America
- Assisting several national support centres, including the Community Foundation Network, the Academy for the Development of Philanthropy in Poland, and Charities Aid Foundation-Russia

In the course of the year under review, the Community Philanthropy Initiative extended its outreach to governments and the corporate sector by preparing resource materials for key government and corporate networks, such as the World Federation of United and Twinned Towns,

the Comité Européen des Cooperatives de Production et de Travail Associé (CECOP), and the European Business Network for Social Cohesion.



Community Foundation Seminar sponsored by the Open Estonia Foundation and the EFC in Tallinn, Estonia in December 1999. Left to right: Artur Ptak, Academy for the Development of Philanthropy in Poland; Gillian Stacey, County Durham Foundation in the United Kingdom, and Erki Korp, Open Estonia Foundation.

Corporate Citizenship Europe

Corporate Citizenship Europe (CCE) is a grouping of EFC corporate and corporate foundation members dedicated to the promotion of more active solidarity between themselves and the societies in which they operate.

Corporate Citizenship Europe Bureau

Senior corporate executives, who make up the Corporate Citizenship Europe (CCE) Bureau, meet to exchange ideas, experiences and good practice. The EFC convenes and provides technical assistance to the members of the Bureau, which acts as the EFC steering and planning group for corporate citizenship activities.

In 1999, the Bureau convened in July in London and again in November in Berlin during the EFC's Annual General Assembly and Conference, focusing on the various forms of partnerships between foundations and corporations.

For two weeks, the CCE Secretariat hosted a programme specialist seconded from the Bernard van Leer Foundation, providing technical and secretarial assistance. The aim was to implement research on current strategic scenarios in modern philanthropy.

The CCE Secretariat maintains a Corporate Philanthropy Matrix of Sector and Regional Activities, which is an information bank on areas of interest and geographic focus of EFC corporate and corporate foundation members. The Matrix is regularly revised and used as an information tool for members to identify potential partnership or cooperation opportunities.

efc partners europe

The CCE Secretariat continued publishing *efc partners europe*, a newsletter information source for European corporate citizenship activity which also serves as a journal of record for the development of intermediary organisations in Europe. The newsletter is published with the support of EFC corporate members, including Shell International and Allied Zurich.

Intermediaries Interest Group

The EFC Intermediaries Interest Group aims to promote the activities of intermediary organisations that provide a corporate philanthropy bridge between corporate citizens and citizens' associations that address community needs.

The Intermediaries Group is a follow-up to the three-year CCE Intermediaries Project supported by the Sasakawa Peace Foundation. The Group, currently chaired by the Charities Aid Foundation, focuses on the following priority areas:

- Implementing joint research into corporate citizenship
- Linking network members in common initiatives and projects
- Convening at a European level to exchange ideas and good practice regarding the professional services and management skills necessary to operate as an intermediary partner to the business community
- Facilitating communication and information exchanges on corporate citizenship among group members

Cooperation

The EFC is looking to cooperate with other organisations active in the promotion of corporate citizenship in Europe to build synergies and avoid duplication of effort. Discussions to date have been held with the European Business Network for Social Cohesion and the Conference Board Europe.

Interest Groups

In addition to CCE's Intermediaries Interest Group, the EFC convenes the following groups.

Education and Youth Interest Group

The EFC Education and Youth Interest Group serves as a platform for funders wishing to cooperate on common projects dealing with education and youth issues. The year under review featured a workshop in September 1999, hosted by Fondazione Monte dei Paschi di Siena, which explored possible joint initiatives as the basis for concrete cooperation.

Grantmakers East Group

Launched in 1992, the Grantmakers East Group promotes the development of civil society in Central and Eastern Europe (CEE) and the Newly Independent States (NIS) by providing funders with a platform to increase the effectiveness of their grantmaking efforts and encourage new donor activity in the region.

Its activities are guided by a Steering Committee composed of leading grantmaking organisations active in the region. The committee organises an annual meeting, which has now developed into one of the premier events on the calendar of funders active in CEE and NIS. The annual meeting for Grantmakers East was held in November 1999, as part of the EFC's Annual General Assembly and Conference.

Minorities and Multiculturalism

The EFC Minorities and Multiculturalism Interest Group promotes cooperation at European level among funders supporting projects and programmes focusing on minorities and related problems of xenophobia and socio-ethnic exclusion. The Group Steering Committee met in Weinheim in September 1999, to develop an action programme and will re-convene in Berlin to consider a programme of work for 2000.

Information and Communication

In addition to the various alerts and bulletins produced by other programmes within the EFC, the Orpheus Programme fulfils the Centre's **information and communication** role by providing a public record and public information service on foundations and corporate funders active in Europe.

Funders Online

One of the key accomplishments of the Orpheus Programme in 1999 was the launch of its Funders Online website. The website provides information on hundreds of funders as well as references to the websites of more than 400 independent funders based or active in Europe. Funders Online offers free model templates for foundations wishing to develop a web presence. Funders Online has been featured in several of the most widely-read journals for philanthropy and non-profits, such as the *Chronicle of Philanthropy* and *Philanthropy Journal Online*.

The year under review saw many developments in the project. The project delivered a successful workshop on website development during the Association of Community Trusts and Foundations' conference in April 1999. In addition, agreement was reached with the Spanish Confederation of Foundations to make some of the project's information available to its members in Spanish. The first documents have already been translated and published on the Confederation's website.

In June, Funders Online organised the first conference on information technology for independent funders. The event was attended by some 35 representatives of foundations and corporate funders from 15 European countries and from the United States.

Funders Online developed or co-organised two Internet Technology Workshops in 1999; one specifically designed for national associations of donors and the other for the Orpheus Civil Society Project network. Funders Online is delivered by the Centre through ARIES, Europe's Information Network for the Social Economy.

Over and above its Funders Online work, Orpheus has increased the amount of its funding information

available through the World Wide Web, with 475 of the profiles held on the Orpheus database now available.

Orpheus Internet work is enabled by the Technology Project, ensuring the Centre's position as the leading European provider of information on the work of foundations and corporate funders

Publications

The Orpheus Programme published two benchmark directories in 1999

- *European Foundation Fundamentals*; a user-friendly guide introducing foundations and corporate funders, outlining the grantseeking process and providing country profiles on national-level independent funding communities
- *Youth Funding in Europe*; a directory profiling 145 organisations active in supporting youth projects and programmes in Europe

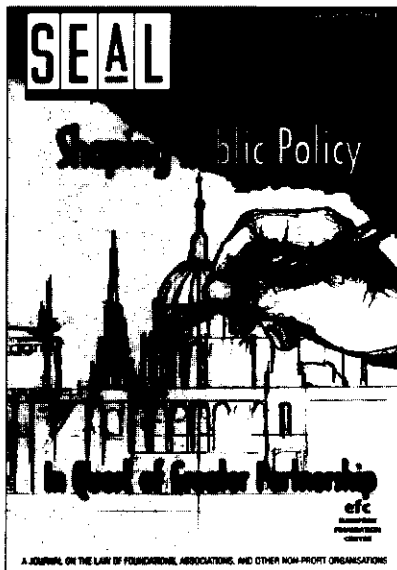
In 1999, The Orpheus programme was asked by the Freudenberg Stiftung to create a directory of foundations active in Europe that are involved in combating racism and xenophobia. The directory will be published in 2000



European Foundation Fundamentals A Portrait of the Independent Funding Community in Europe published by the European Foundation Centre in 1999

Social Economy and Law Journal

The *Social Economy and Law Journal* (SEAL) focuses on the law of foundations, associations, and other non-profit organisations. The journal is distributed primarily via the Orpheus network to more than 1,500 key executives and professionals of foundations and associations, legislators and policymakers, lawyers, and academics throughout Central and Eastern Europe as well as outside the region. Issues of SEAL are also accessible online through the EFC website.



Autumn 1999 issue of the *Social Economy and Law Journal*, which is published three times a year.

The journal focuses on Central and Eastern Europe and the Newly Independent States, with additional coverage of the European Union. *The Social Economy and Law Journal* is part of a wider initiative that promotes an informed dialogue on developing a favourable legal and fiscal operating environment for the European non-profit sector.

A Directory of Key Contacts: Social Economy Law was published as a supplement to SEAL and distributed together with the Spring 1999 issue. The Directory features more than 50 profiles of individuals involved in and knowledgeable about legal and fiscal issues related to the social economy sector.

Orpheus Network Centres

The Orpheus Programme at the EFC Secretariat in Brussels is part of a decentralised network which builds on the strengths of 39 Orpheus Network Centres throughout Europe, 27 of which are in Central and Eastern Europe.

These national or regional-level information and support centres or associations of foundations are responsible for developing and maintaining National Dossiers, which hold foundation and corporate funding information for their specific country or region.

Civil Society Mutual Support

The Orpheus Civil Society Mutual Support project (CSP) aims to assist Orpheus network centres in improving services to foundations in their respective regions. Significant Civil Society Project achievements in 1999 include:

- Adopting a Code of Practice for the Orpheus CSP Network
- Conducting an exploratory mission in Georgia by the Orpheus CSP Advisory Board
- Expanding project activities to Central Asia
- Laying the foundation for the Orpheus Civil Society South-Eastern European Project which supports the development of information and resource centres in the former republics of Yugoslavia
- Preparing and delivering a seminar on information technology under the leadership of the Union of Bulgarian Foundations and Associations and Open Society Foundation - Sofia
- Offering technical advice in the preparation of a conference aimed at establishing closer cooperation between the networks of NGO support centres in Lithuania, Poland and Ukraine, organised by BORIS-Poland and supported by NISC-Lithuania and GURT-Ukraine
- Preparing a proposal for an Evaluation Services project aimed at developing the evaluation skills of individual centres
- Preparing an action plan for information services concerning the European Union integration process
- Expanding the funding information services of the individual centres

Information Network Project

This project helps organisations in Central and Eastern Europe and the Newly Independent States promote effective and collaborative philanthropy in a wider European context by strengthening the philanthropic information infrastructure. Additionally, it builds relationships among Europe's national-level associations of foundations.

The project's information work is reflected in the publications, database and training achievements outlined above. Work with national-level associations of foundations continued at a meeting in Berlin on November 6, 1999, which focused on the promotion of philanthropy, the organisational mandate, communication strategies and technology.

A number of European associations of foundations continue to be involved in the International Meeting of Associations of Grantmakers (IMAG) initiative, on whose Coordinating Committee the EFC sits. During 1999, plans were drawn up to include IMAG in the Worldwide Initiatives for Grantmaker Support (WINGS) programme that will also cover efforts to build the capacity of community foundation support organisations.

Other Orpheus Activities

The First Professional Development Workshop for Programme Officers, coordinated by the EFC and hosted by Fundação Oriente, was held at the Convento di Arrábida in Portugal on March 25 through 27, 1999. Thirty-two foundation programme officers attended this meeting. Workshop sessions focused on the general role of the programme officer and his or her role as programme developer, monitor and evaluator.

Several Fundraising Fundamentals seminars were conducted throughout the year and were aimed at increasing understanding of the grantseeking process.



Professional Development Workshop for Foundation Programme Officers, Convento da Arrábida, Portugal, 25-27 March, 1999.

Financial Statement and EFC Membership, 1999

Financial Statement

An integral copy of the "Financial Statement", "Notes to the Financial Statement" and the "Independent Auditor's Report" for the year ended December 31, 1999, are available from the EFC Secretariat in Brussels

Balance Sheet as of December 31, 1999

	31.12.1999	31.12.1998
ASSETS	EURO	EURO
Fixed assets		
Furniture and equipment	64.819,96	18.164,82
	64.819,96	18.164,82
Current assets		
<i>Accounts receivable</i>		
Commission of the European Union	—	52.157,44
Other	110.510,01	176.257,05
	110.510,01	228.414,49
<i>Other current assets</i>		
Deposits	460.625,40	192.694,85
Cash and banks	473.923,05	135.717,19
Deferred charges and accrued income	239.118,50	152.151,77
	1.173.666,95	480.563,81
	1.348.996,92	727.143,12
FUNDS AND LIABILITIES		
Funds		
General fund	4.737,07	-20.460,78
Social reserve	71.658,80	73.138,48
General reserve	117.918,02	97.918,02
Funds available at end of year	194.313,89	150.595,72
Long term liabilities		
<i>Long term leasing debts</i>	9.694,43	—
Current liabilities		
Short term leasing debts	2.444,30	—
Accrued holiday entitlements	35.565,86	32.788,50
Accounts payable	241.806,46	263.309,92
Deferred income	865.171,98	280.448,98
	1.144.988,60	576.547,40
	1.348.996,92	727.143,12

**Statement of income and expenditure
for the year ended December 31, 1999**

INCOME	1999 EURO	1998 EURO
Income from contributions	615.769,42	594.138,81
Income from projects and miscellaneous sources	1.259.907,86	1.241.892,69
Total income	1.875.677,28	1.836.031,50
Total expenditure	-1.831.959,11	-1.711.880,74
Surplus for the year	43.718,17	124.150,76
Transfer from/to the social reserve	1.479,68	-5.787,79
Transfer to the general reserve	-20.000,00	-49.578,78
Transfer to the general fund	-25.197,85	-68.784,19
Net result	—	—

Auditor's report

We have audited the attached financial statements of the European Foundation Centre, Brussels, as at and for the year ended December 31, 1999. These financial statements are the responsibility of the Centre's management. Our responsibility is to express an opinion on these financial statements based on our audit.

We conducted our audit in accordance with generally accepted auditing standards. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of material misstatement. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial statement presentation. We believe that our audit provides a reasonable basis for our opinion.

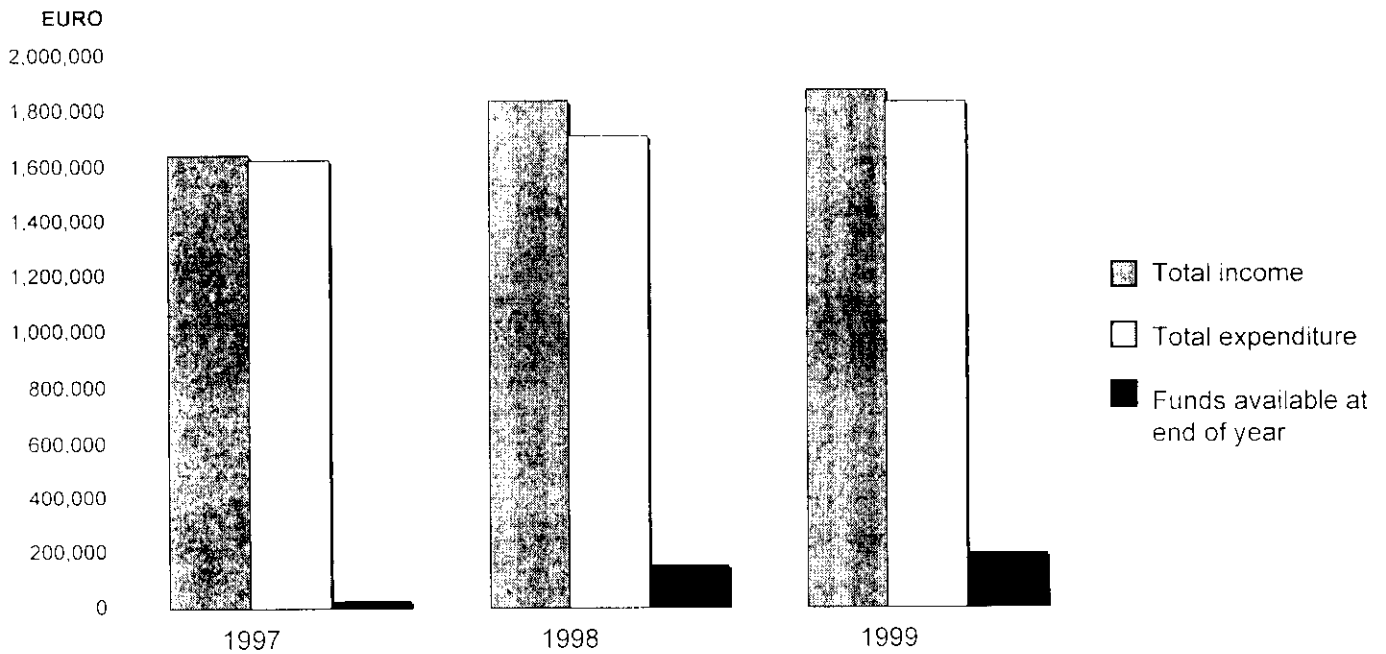
In our opinion, the financial statements set forth on pages 4 to 21 give a true and fair view of the financial position of the European Foundation Centre as at December 31, 1999 and of its income and expenditure for the year then ended, in conformity with accounting principles generally accepted in Belgium.

Klynveld Peat Marwick Goerdeler
Reviseurs d'Entreprises

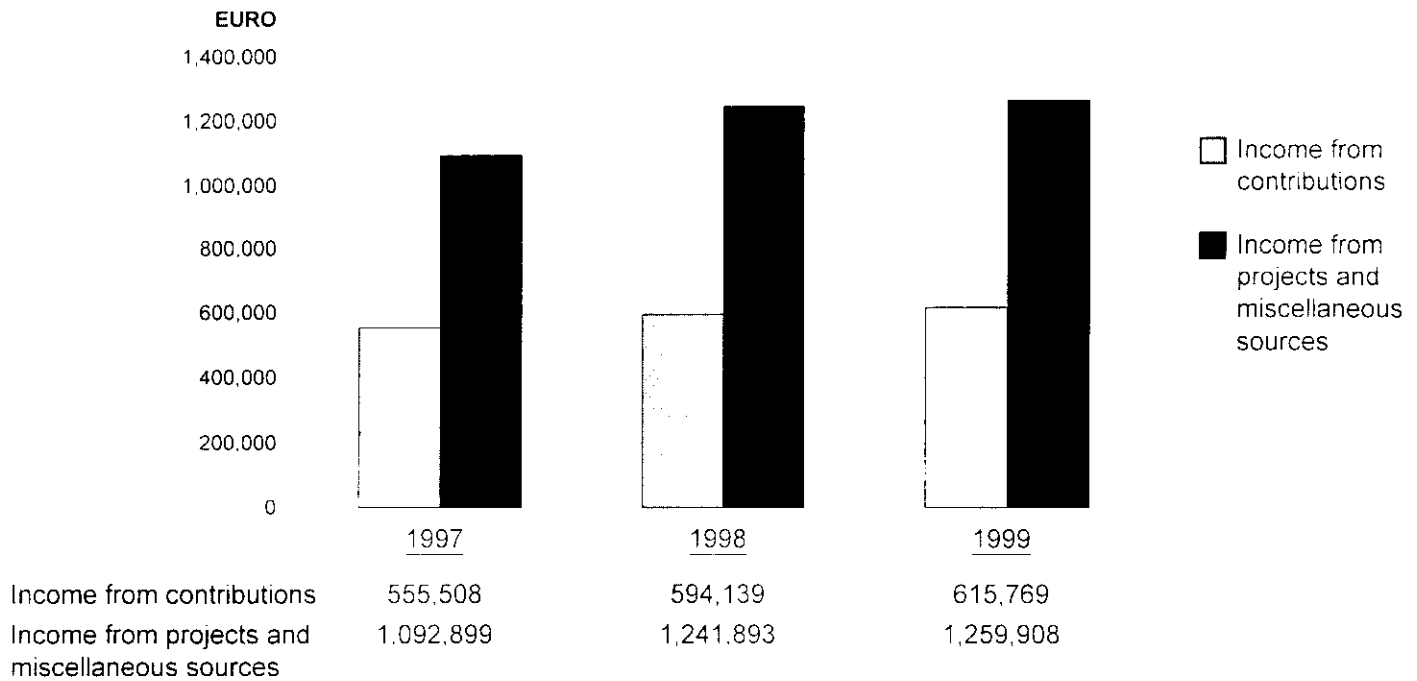
D. Brex
Partner

Statement of income and expenditure 1997-1999, in euros

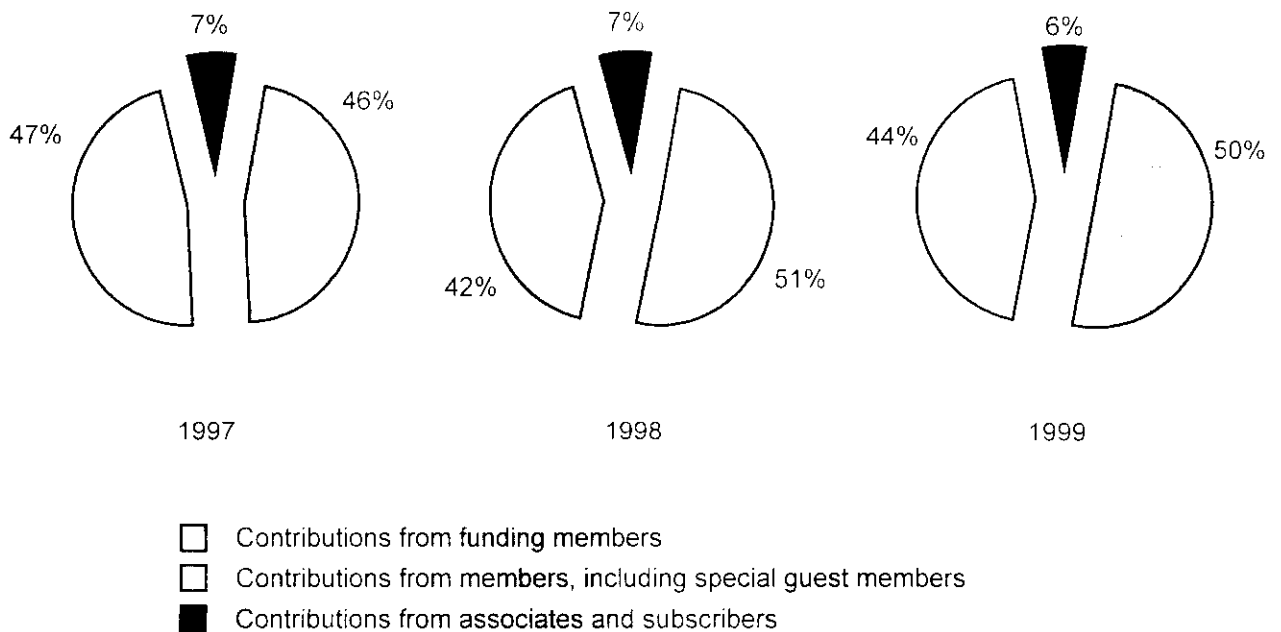
	1997	1998	1999
Total income	1,648,407	1,836,032	1,875,677
Total expenditure	1,630,367	1,711,881	1,831,959
Funds available at end of year	26,445	150,596	194,314



Income from contributions and projects 1997-1999, in euros



Income from contributions, 1997-1999



EFC Membership, 1999

Funding Members

American Express Foundation
Bertelsmann Stiftung
Charities Aid Foundation
Charles Stewart Mott Foundation
Compagnia di San Paolo
Egmont Fonden
European Cultural Foundation
EVKAF Foundation
Fondation de France
Fondation Roi Baudouin
Ford Foundation
Foundation for Swedish Culture in Finland
Fundação Luso-Americana para o Desenvolvimento
Fundação Oriente
Fundación BBV
Fundación MAPFRE
Fundación ONCE
Fundación Santa Maria
International Youth Foundation
Johnson & Johnson
Juliana Welzijn Fonds
King's Fund
Körber Stiftung
Marga und Kurt Møllgaard Stiftung
Microsoft Europe
Robert Bosch Stiftung GmbH
St. Paul Companies, Inc. Foundation
Stiftelsen Riksbankens Jubileumsfond
The Wellcome Trust
Third Sector Foundation of Turkey

Members

Agregación Nacional de Fundaciones para la Promoción de la
Acción Social "Luis Vives"
Allied Zurich plc
Amway (Europe) Ltd.
Anastasios G. Leventis Foundation
Aspen Institute Berlin
Bank of Cyprus Cultural Foundation
Bankers Trust Company Foundation
Bernard van Leer Foundation
Carpathian Foundation
Citigroup Foundation
Civil Society Development Foundation – Bulgaria
Civil Society Development Foundation – Slovak Republic
Counterpart Foundation
Deutsche Bank
Deutsche Bundesstiftung Umwelt
Deutsche Stiftung Weltbevölkerung
DIAGEO
Dreyfus Health Foundation
EastWest Institute

Members (cont.)

Ente Cassa di Risparmio di Firenze
Environmental Partnership for Central Europe
EVRIKA Foundation
Finnish Cultural Foundation
Fondation Bernheim
Fondation Charles Leopold Mayer
Fondation Franco-Japonaise Sasakawa
Fondation Jean et Jeanne Scelles
Fondation MAIF
Fondazione Adriano Olivetti
Fondazione Cassa di Risparmio delle Province Lombarde
(CARIPLO)
Fondazione Cassa di Risparmio di Venezia
Fondazione Centro Studi Investimenti Sociali
Fondazione Eni Enrico Mattei
Fondazione Europa Occupazione
Fondazione Giovanni Agnelli
Foundation for Polish Science
Foundation for the Development of Polish Agriculture (FDPA)
Foundation in Support of Local Democracy
Freudenberg Stiftung
Fundação Calouste Gulbenkian
Fundació "La Caixa"
Fundació Catalana per a la Recerca
Fundación Empresa y Sociedad
Fundación Entorno Empresa y Medio Ambiente
Fundatia Culturală Română
German Marshall Fund of the United States
Gottlieb Daimler - und Karl Benz-Stiftung
Hacı ömer Sabancı Foundation
Haniel Stiftung
Hisar Educational Foundation
IBM Europe
International Renaissance Foundation
J. Paul Getty Trust
J.P. Morgan Charitable Trust - USA
Jacobs Foundation
Knut och Alice Wallenbergs Stiftelse
Kulturstiftung Haus Europa
Lambrakis Research Foundation
Leopold Kronenberg Foundation
Levi Strauss & Co. -Europe
Monte Dei Paschi Di Siena
National Foundation for Children and Youth
National Youth Fund "Jantje Beton"
Nike
Open Estonia Foundation
Open Society - Georgia Foundation
Open Society Foundation - Romania
Open Society Foundation - Sofia
Open Society Fund Lithuania
Open Society Institute – Croatia

Members (cont.)

Open Society Institute Slovenia
Philip Morris Corporate Affairs Europe
Rockefeller Brothers Fund
Sasakawa Peace Foundation
Schweisfurth Stiftung
Shell International
Slovak Humanitarian Council
SmithKline Beecham plc.
Soros Foundation - Kazakstan
Soros Foundation Hungary
St Cyril and St Methodius International Foundation
Stefan Batory Foundation
Stichting Amici Almae Matris
Stichting Praemium Erasmianum
Stichting VSB Fonds
Stifterverband für die Deutsche Wissenschaft
Tara Consultants Ltd
The Bodossaki Foundation
The Bogliasco Foundation
The Eurasia Foundation
The J.F. Costopoulos Foundation
The Nordic Cultural Fund
The Soros Foundation - Latvia
The Toyota Foundation
The Vehbi Koç Foundation
Toshiba of Europe Ltd.
United Way International
Values Foundation
Virumaa Foundation
Volkswagen Stiftung
Water Supply Foundation
Whirlpool Foundation
World Wide Fund for Nature (WWF)

Guests

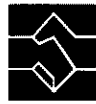
Barka Foundation
Community Association Semi-Sebe, Pezinok
Dr Zhelyu Zhelev Foundation
Foundation For Poland
Free and Democratic Bulgaria Foundation
Healthy City Foundation of Banska Bystrica
Jan Hus Foundation- Slovak Republic
Microtel - Bulgaria Foundation
Nadace Rozvoje Obcanské Spolecnosti (NROS)
Nadacia Pre Obciansku Spolocnost
Salvator Foundation
The Foundation and Centre for Contemporary Arts
The Third Millennium Foundation
The VIA Foundation
United Way Hungary
Vernadsky Foundation

Associates

American University in Bulgaria
Asia - Europe Foundation
CENPO
Chronicle of Philanthropy
Civil Society Development Foundation – Poland
College of Europe
EU Consult
European Centre for Social Welfare Policy and Research
European Council of Jewish Communities
European Institute of Business Administration, INSEAD
European Youth Forum
Fondation EVENS Stichting
Fondation Nationale Des Sciences Politiques
Fondazione Peppino Vismara
Fondazzjoni Mikiel Anton Vassalli
Geneva Initiative on Psychiatry
Institute for Urban Economics, Russia
Institute of Public Affairs, Poland
International Association of Peace Foundations
International Cultural Centre
Internews
Johns Hopkins University Institute for Policy Studies
Kester-Haeusler-Stiftung
Kofoeds Skole
Kulturfonden för Sverige och Finland
National Center for Nonprofit Boards
Pecat Foundation
SODALITAS
Special Olympics – Belgium
Stichting Greenpeace Council
The American European Community Association
The European Policy Centre
Union of Civil Associations and Foundations of Slovak Republic
University of Hull
University of Indianapolis, Athens
University of Leuven

Subscribers

CERGE
Columbia Law School
Daewoo Foundation
Fédération Internationale des Jeunesses Musicales
Fundació per a la Universitat Oberta de Catalunya
Indiana University Center on Philanthropy
International Center for Not -for-Profit Law
International Institute of Associations and Foundations Lawyers
Inc.,
Swedish Red Cross



THE GERMAN MARSHALL FUND OF THE UNITED STATES

A Memorial to the Marshall Plan

11 Dupont Circle, N.W. Washington, D.C. 20036
Phone: (202) 745-3950 Fax: (202) 265-1662
Email: info@gmfus.org

Oranienburger Straße 13/14 10178 Berlin
Phone: (030) 28 88 13-0 Fax: (030) 28 88 13-10
Email: info@gmfus.org

An Overview of the German Marshall Fund

The German Marshall Fund of the United States (GMF) is an American institution created to serve the transatlantic community. GMF's mission is to deepen understanding, promote collaboration and stimulate exchanges of practical experience between Americans and Europeans, particularly those in the national and local policy communities. GMF was created in 1972 by a gift from the German people as a permanent memorial to postwar Marshall Plan aid.

In its two and a half decades of work in the United States and Europe, GMF has pursued its founding mission to create a closer understanding between partners on both sides of the Atlantic. GMF's grantmaking promotes the study of international and domestic policies, supports comparative research and debate on key issues, and assists policy and opinion leaders' understanding of these issues.

Program Areas

The German Marshall Fund has a total grantmaking budget of approximately \$11 million. Each year almost \$1.5 million is spent on GMF-administered fellowships. The remainder is allocated for grants in the following program areas:

- The **Economics** program concentrates on projects that improve policymakers' understanding of innovative solutions to international challenges facing our societies and of the most effective ways to strengthen international cooperation. Grants are awarded for conferences, study tours and other forums bringing together Americans and Europeans. While GMF lacks the resources to support basic analysis, it does support dissemination of information through publications and meetings.
- The **Environment** program supports initiatives that increase understanding of policy differences between the United States and Europe and encourage the exchange of best practices on issues of shared concern. Topics of special interest to GMF currently include transportation, global climate change, and biotechnology. The program supports learning through individual exchanges, study tours, pairings

of regions, sustained dialogue and workshops, and transatlantic collaborative projects. In Central Europe, the program currently provides significant support for the Consortium of Environmental Partnership Foundations in the Czech Republic, Hungary, Poland and Slovakia. These in-country foundations make grants to local nongovernmental organizations to support environmental problem solving and encourage public participation.

- The **Foreign Policy** program endeavors to expand the community of U.S. and European politicians, government officials, journalists, business leaders and scholars committed to, and knowledgeable about, transatlantic relations; and facilitate informal discussions between such individuals on critical transatlantic and global issues. For this purpose, GMF promotes leadership, networking and study programs designed to engage and educate emerging and established leaders in U.S.-European relations; development of policy institutes that bring together American and European leaders to discuss and seek to resolve issues of mutual concern; and long-term dialogues, conducted outside official channels on pivotal transatlantic and global issues.

- The **Immigration and Integration** program seeks to enhance understanding among policymakers and the media of the challenges and opportunities for our societies created by increased immigration. Recent projects include The Transatlantic Learning Community Migration Forum, a joint project of GMF, the Bertelsmann Foundation and the Center for Applied Policy Research, and Cooperative Efforts to Manage Emigration Pressures (CEME). CEME examines ways in which Europe and the United States can work more effectively with the sending and transit countries to coordinate movements and reduce emigration pressures. A second focus of the program is on the integration of immigrants into host societies. Support is available for study tours and seminars between regions with large immigrant communities in the United States and Europe. Finally, GMF provides support for comparative policy work on refugee policy, humanitarian assistance, and temporary protection systems.

Grantmaking in **Central and Eastern Europe** promotes cooperation and networking between the United States, Western Europe and the newly democratic countries of Central and Eastern Europe in the areas of political, economic, and environmental reforms. Grants are made to independent nongovernmental public policy institutions that encourage analysis and transatlantic dialogue on transformation issues regarding security, foreign policy, and the development of civil society; strengthen public participation in the political decision-making process; and provide opportunities for leadership development for young politicians and journalists through fellowships and professional development exchanges in the United States and Europe. Grants focusing mainly on Poland, Slovakia, Romania and Bulgaria are made within the Economics, Environment, and Foreign Policy program areas, and are directed from GMF's Bratislava office.

A Brief History of the German Marshall Fund

The German Marshall Fund of the United States is a permanent memorial to the Marshall Plan, the post-World War II European economic recovery program.

The Marshall Plan for European aid was proposed in 1947 by Secretary of State George C. Marshall at Harvard University's commencement on June 5. Marshall noted that it was "...logical that the United States should do whatever it was able to do to assist in the return of normal economic health to the world, without which there can be no political stability and no assured peace...[it] should provide a cure rather than a mere palliative."

A quarter of a century later, on June 5, 1972, German Chancellor Willy Brandt cited the success of the U.S. economic commitment and the psychological impact of the Marshall Plan on the people of Europe at another Harvard graduation ceremony. "[The Marshall Plan] was one of the most formidable and at the same time successful achievements of the United States of America," Chancellor Brandt said. He then asked that "the memory of the past become our mission of the future."

Brandt thanked the United States and announced a gift from the Federal Republic of Germany to the United States of DM 150 million to establish the German Marshall Fund of the United States. The German gift created an American foundation intended to work not only in Germany, but in all of Europe. The gift was renewed by Germany in 1986, bringing the total to DM 245 million.

The farsightedness of the German gift to work in "all of Europe" became even more apparent in 1989, as the Berlin Wall fell and two Germanys began to reunite. To assist the process, GMF moved its German headquarters from Bonn to former East Berlin, becoming the first U.S. nongovernmental organization to establish a presence on what had been the "other side" of the Wall.

Then, in 1990, transition to democratic governance began in Central and Eastern Europe. Once again GMF, expressing its mandate to work in all of Europe, established programs

to assist with political, economic and environmental reforms in the region.

Applying for Grants

The German Marshall Fund makes grants to individuals and organizations. Institutional support is available for organizations that have significant, ongoing transatlantic programs. GMF also administers fellowships, some of which are limited based on citizenship. Three policies guide GMF's grantmaking in the United States and Europe:

1. Projects must address issues important to European countries and the United States. They must involve people or institutions on both sides of the Atlantic.
2. GMF has a particular interest in leadership development. Programs that involve political, media and other professionals who have a strong interest in transatlantic relations and high leadership potential will be given special attention.
3. Projects normally must include the transfer of experience and innovations, preferably involving practitioners and policymakers.

GMF generally does not offer support for:

- projects chiefly concerned with countries outside Europe and the United States;
- building and operating funds;
- education below the doctoral level;
- scientific research; or
- the arts.

Initial inquiries should be submitted in a letter or brief proposal, written in English, and should outline the project's:

- purpose and importance;
- relation to GMF's program areas;
- budget;
- other potential funding sources;
- qualifications of the applicant; and
- plans for dissemination and follow-up.

Proposals can be sent to GMF's Washington, DC or Berlin offices.

Washington Office:

11 Dupont Circle, Suite 750
Washington, DC 20036
Tel: (202) 745-3950
Fax: (202) 265-1662
E-mail: info@gmfus.org

Berlin Office:

Oranienburger Str. 13/14
10178 Berlin, Germany
Tel: (49-30) 288-8130
Fax: (49-30) 288-1310

Paris Office:

30 rue Galilée
75116 Paris, France
Tel: 33 1 47 23 47 18
Fax: 33 1 47 23 48 16

Bratislava Office:

Ruzova dolina 6
82108 Bratislava 2
Slovak Republic
Tel: 421 7 5556 1510
Fax: 421 7 5556-1534

Web site: <http://www.gmfus.org>

MIGRATION POLICY INSTITUTE

1779 MASSACHUSETTS AVENUE, NW
WASHINGTON, DC 20036

T. 202-939-2278 F. 202-332-0945

The Migration Policy Institute (MPI) opens its doors as Washington's newest think tank in July 2001. MPI is the only independent policy institute in North America dedicated to migration—an issue that has moved to the center of domestic and international policy debates all over the world. The importance of intelligent migration policy-making will only increase in the years ahead, as states seek to balance their interests in economic growth, humanitarian response, demographic change, national security and social cohesion. The new institute will aim to meet the rising demand for pragmatic responses to the challenges that large-scale migration, whether forced or voluntary, poses to communities and institutions in an integrating world.

The Migration Policy Institute will provide independent, non-partisan, knowledge-based analysis and policy development on migration and refugee issues at levels ranging from the local and regional to the national and international. Its work from the outset will be organized around four themes:

- Migration management
- Refugee protection
- A North American migration agenda
- Immigrant settlement and integration

MPI is an outgrowth of the Carnegie Endowment for International Peace, the highly respected foreign policy think tank founded in 1910 by Andrew Carnegie. The Endowment's International Migration Policy Program, created in 1989, provided intellectual guidance to a number of the most important migration policy debates of the 1990s in North America, Western Europe, the former Soviet Union and South Africa.

The Migration Policy Institute joins a number of other Carnegie programs that have developed the reputation and capacities to become freestanding institutions, with the full support of the Endowment. They include, for example, the International Institute for Economics and the Arms Control Association.

The mission of the Migration Policy Institute is to promote a better understanding of migration trends and their effects on the countries and communities that send or receive migrants, and to develop policy options for effective and humane migration management. There are few other policy-oriented programs or institutions that address migration issues, and those few are affiliated with or are themselves advocacy groups or service providers, oriented to the interests of a particular constituency. MPI is neither an advocacy group nor an academic institution. It aims to provide politically and technically feasible approaches to migration and refugee issues, grounded in cutting-edge research and policy analysis.

Migration Management

The international migration system now includes almost every country in the world. Many of them are relatively new to large-scale migration, and have not developed the institutions, laws, and policies needed to manage migration flows to their best advantage.

Economic, humanitarian, social, and political priorities often seem to dictate contradictory policy directions or to conflict with international obligations. The Migration Policy Institute will use the extensive expertise of its directors and staff on migration programs and practices across a wide range of countries to assist governments and civil society organizations to develop solutions to migration problems. Among the kinds of problems MPI will address are, for example

- How to organize an immigration agency within governmental structures
- How to address a migration/refugee emergency
- How to redirect immigration policy to reflect changing economic or demographic realities
- How to protect human rights (including the right to seek asylum) while implementing border controls and other programs to regulate entry
- How to manage the impact of immigration on disadvantaged sectors of domestic society

MPI will give particular attention to countries that have, in the past two decades, made relatively abrupt transitions from countries of emigration to countries of immigration. They include emerging regional powers such as South Africa and Mexico; some of the now-limping Asian "tigers" like Thailand and Malaysia; several countries in transition to market economies, such as Poland, the Czech Republic, and Russia; and several that have only recently moved firmly into the club of 'developed' countries, such as Greece, Portugal, and Ireland. A number of these countries remain countries of emigration even as they begin to receive substantial numbers of immigrants. Some of these immigrants are attracted by the new economic dynamism or political freedoms; others are driven out of troubled neighboring regions by armed conflict or systematic persecution. What the new receiving countries have in common is relatively low preparedness to manage immigration and its consequences. MPI, through policy roundtables and publications targeted at policy makers and program managers in the public and private sectors, will process and disseminate the lessons of different immigration experiences. New countries of immigration should not have to start at the bottom of the learning curve in developing their own migration management policies.

Refugee Protection

The parameters of refugee protection changed dramatically in the 1980s and 1990s, leaving an international regime in considerable disarray as the new century begins. States are increasingly reluctant to offer the traditional, asylum-based protections to people in danger from armed conflicts or systematic persecution. Alternative methods of protection—such as safe havens, in-country monitoring, and temporary admissions—have been tried and mostly found inadequate, or even disastrous. At the same time, the mingling of refugee and unauthorized immigrant streams have spurred states to institute tough new entry-control measures that have made it difficult for refugees to gain access to territory where they might find safety. New issues have emerged to challenge both the interpretation and the implementation of existing international obligations to protect refugees. MPI will employ a combination of legal and social science research to track new developments in thinking, law, and practice in the realm of refugee protection. On this basis, it will propose workable alternatives to resolve tensions between the needs of refugees and sovereign states.

The Migration Policy Institute will work closely with the office of the United Nations High Commissioner for Refugees (UNHCR), other international organizations, governments, and NGOs to clarify some of the interpretive issues that are making a consistent application of refugee law difficult. In 2001 and 2002, much of this work will take place within the context of a series of Global Consultations on Refugee Protection organized by UNHCR. Among the questions MPI will address during the consultations are:

- When does a refugee cease to need international protection, and how may states respond to changes in circumstance that warrant cessation?
- What degrees and kinds of relationships should be considered when attempting to reunify refugee families?
- What is the meaning of "particular social group" in the context of the 1951 Refugee Convention?

In addition to these questions of interpretation of existing law, MPI will work on implementation of refugee protection—in particular the physical and administrative barriers that prevent would-be refugees from gaining access to full and fair asylum adjudication. A critical element in good implementation is the understanding and support of civil society for refugee protection. MPI will work with NGOs in the United States and other countries to clarify the distinction between refugees and other immigrants and to devise more effective tools of international protection.

A North American Migration Agenda

The newly-elected President of Mexico has called for the region to move in the direction taken by the European Union to a gradual elimination of barriers to movement, but such a vision is seen as radical and threatening to many north of the border. The European process, however, has been a gradual one, focused in its early stages on specific issues of common concern. The Migration Policy Institute will provide a location and an intellectual framework for discussion of concrete steps toward cooperative management of migration and common borders in North America. The effort will initially focus on bilateral, US-Mexico or US-Canada discussions among public and private sector representatives. Over time, these discussions will become trilateral, and eventually expand to include Central America and possibly the Caribbean.

The issues on the agenda of the discussions will include:

- A new migration relationship between the United States and Mexico which combines higher levels of legal, permanent immigration with well-designed programs for temporary labor that protect the labor and social rights of temporary workers and the domestic labor force.
- Gradual re-alignment of border relations toward cooperative and joint management rather than unilateral enforcement of controls
- Dissemination and gradual implementation of good ideas and "best practices" on joint discharge of border responsibilities from the US-Canadian border to the US-Mexican border.

The emphasis of MPI's work on migration and border management in the North American context will be on practical problem-solving in which ideas for better practices filter up from

border communities as well as down from national capitals. The border is seen as a social and economic zone and as a resource rather than a barrier.

Immigrant Settlement and Integration

Countries that receive large numbers of immigrants benefit from their talents and energies and pay for their infrastructure needs, but few countries have made systematic efforts to integrate immigrants into the fabric of their societies and economies. States focus on regulating entry, but neglect what happens to the new residents or the communities that absorb them. Integration is a two-way process in which both the immigrant and the receiving society are changed; in order to maximize the gains and manage the costs of change, proactive policies are needed.

The Migration Policy Institute will work with a coalition of researchers, advocates, national officials, and state and local governments to develop a strategy for the integration of newcomers. MPI will provide the intellectual framework and policy guidance to this effort, which will proceed from a series of pilot projects in the United States to a more generalized set of principles and program priorities which will address economic, social, political, and cultural dimensions of integration. MPI will also draw on the findings of the international Metropolis network of migration researchers and policy-makers.

Activities

Each of the four "pillars" of the MPI program will involve a combination of research, high-level roundtable discussions, policy papers, public briefings, publications and media work. A dual emphasis on discreet high-level consultations or advisory meetings and outreach aimed at the policy community writ large is designed to bring the Institute maximum exposure and influence. MPI publications will stress short, readable, and timely offerings on current policy issues, with occasional longer analytical pieces as background. One or two larger policy conferences will be held each year. An intensive "summer school" on migration policy will provide training in migration management to mid-level civil servants, NGO staff and international organization officials as well as scholars with an interest in policy.

Leadership

Two Executive Directors and a Board of Trustees will lead the Migration Policy Institute. Kathleen Newland and Demetrios Papademetriou will share the responsibility of directing the Institute, and also serve on the Board.

Kathleen Newland works on refugee policy and international migration management. She also chairs the Board of Directors of the Women's Commission for Refugee Women and Children, and sits on the Board of the International Rescue Committee. She was Co-director, with Demetri Papademetriou, of the International Migration Policy Program at the Carnegie Endowment for International Peace. Before joining the Endowment, she worked as an independent consultant. The UN High Commissioner for Refugees, the World Bank, and the office of the Secretary-General of the United Nations were her principal clients. In 1992-93, she wrote the first State of the World's Refugees report for UNHCR, which has become the organization's flagship biennial publication. From 1988-92, Ms. Newland lectured at the London School of Economics, becoming a full-time member of the International Relations faculty in 1990. In this same period, she co-founded (with Lord David Owen) and directed *Humanitas*, an educational trust dedicated to increasing awareness of international humanitarian issues. From 1982-87, she was Special Assistant to the Rector of the United Nations University in Tokyo. She began her career as a researcher at Worldwatch Institute in

Washington D.C., where she analyzed migration, population, refugees and women's issues. Ms. Newland is the author or editor of five books and 11 shorter monographs, as well as numerous articles and book chapters (including the final chapter of the year 2000 State of the World's Refugees). She is also the executive producer of three documentary films on humanitarian issues. She served as an advisor to Secretary-General Kofi Annan's Task Force on Communications for the UN reform effort, and has advised the UN High Commissioner for Refugees and the Director General of the International Labor Organization on strategic communication of policy priorities. Ms. Newland is a graduate of Harvard University and the Woodrow Wilson School at Princeton University. She did additional graduate work in political economy at the London School of Economics.

Demetrios G. Papademetriou is a leading expert on migration policies in Europe and North America. He was Director of the International Migration Policy Program at the Carnegie Endowment from 1993-1998. He is also the Co-Founder and Chair Emeritus of "*Metropolis: An International Forum for Research and Policy on Migration and Cities.*" *Metropolis* is a cooperative interdisciplinary international policy research effort involving researchers from public and private sector institutions from twenty-two countries. Prior to joining the Endowment, Dr. Papademetriou was the Director for Immigration Policy and Research at the U.S. Department of Labor and the Chair of the Secretary of Labor's Immigration Policy Task Force. From 1991-96, he concurrently served as the Chair of the Migration Committee of the Paris-based Organization for Economic Cooperation and Development (OECD). From 1983 to 1988, Dr. Papademetriou was the Executive Director of Population Associates International, a research and consulting firm specializing on immigration and population issues, and a senior policy advisor on immigration and refugee issues to the National Conference of the U.S. Catholic Bishops. From 1980 to 1983, he was the Executive Editor of the *International Migration Review*, the field's principal scholarly journal, at New York's Center for Migration Studies. Dr. Papademetriou has taught at the University of Maryland, Duke University, and at the Graduate Faculty of the New School for Social Research. Dr. Papademetriou's publications on the topic of immigration cover a wide range of both domestic and international issues. He has written over one hundred and thirty articles, book chapters, and reports on the subject, as well as numerous books and monographs.

The Board of Trustees of the Migration Policy Institute is still in formation. Thus far, in addition to the two Executive Directors, Beverlee Bruce, Program Director of the Social Science Research Council's Mellon Minority Fellowship Program; Bishop Nicholas DiMarzio of the Archdiocese of Camden, New Jersey; and Mary McClymont, President of Interaction have agreed to serve.



TRANSATLANTIC DONORS' DIALOGUE ON
IMMIGRATION, INTEGRATION, AND ASYLUM

A CONFERENCE OF THE GERMAN MARSHALL FUND OF THE UNITED STATES AND
THE LUSO-AMERICAN DEVELOPMENT FOUNDATION

HOSTED BY
THE KING BAUDOIN FOUNDATION
RUE BREDERODE, 21
1000 BRUSSELS
TEL ++32 2 511 1840, FAX ++32 2 511 5221

MARCH 23-24, 2001

AGENDA

Friday, March 23

- 1:00 - 1:15 PM *Welcome*
Luc Tayart de Borms, King Baudouin Foundation, Chairman of
the European Foundation Centre
- 1:15 - 2:30 PM Buffet Lunch
- 2:30 - 3:00 PM *Introductions*
Craig Kennedy, German Marshall Fund of the United States
Charles Buchanan, Luso-American Development Foundation
- 3:00 - 5:00 PM Session 1 *Asylum and Temporary Protection*
The countries of Europe and North America continuously receive
thousands of refugees and others seeking protection. Asylum and
migration emergencies are generally dealt with on a case-by-case
basis, with countries adopting policies that differ from group to
group and from the responses of other similarly situated countries.
Given the continued likelihood of mass migration emergencies as
well as individuals seeking protection in the 21st century, what can
donors do to better prepare our countries for these population
movements?
- Chair:* Susan Martin, Institute for the Study of International
Migration, Georgetown University

Introductory remarks: Patrick Weil, Center for the Study of Politics, Immigration and Citizenship, University of Paris 1, Sorbonne

Donor's Perspective: Taryn Higashi, Ford Foundation

7:00 PM

Dinner

Ristorante *La Paniscia*
Il Piemontese
4, Rue de la Reinette
1000 Brussels

Keynote Speech

Current Trends and Issues in European Refugee, Immigration and Integration Policies
Jean Louis de Brouwer, Head of Unit, Justice and Home Affairs, European Commission

Saturday, March 24

7:00 - 8:00 AM Breakfast

8:30 - 10:30 AM

Session 2 *Immigration*

Despite significantly different histories and traditions, the United States and Europe have experienced substantial levels of legal and unauthorized immigration in recent years. Demographic and economic data suggest that our countries will continue to need immigrants to sustain their levels of prosperity. How should donors respond to these trends and how can they assist in explaining the need for new migrants to the public?

Chair: Rainer Münz, Humboldt University of Berlin

Introductory remarks: Kathleen Newland, Carnegie Endowment for International Peace

Donor's Perspective: Pierre-Martin Neirinckx, King Baudouin Foundation

10:30 - 10:45 AM

Coffee break

10:45 - 12:45 PM

Session 3 *Immigrant Integration*

Both Europe and the United States have sizable foreign-born populations who are likely to remain permanently in their midst. While many immigrants are doing well economically, have become citizens and are socially integrated into their new societies, far too many have not been integrated in any of these senses. Unemployment and underemployment is widespread, many immigrants who want to naturalize find barriers to citizenship, and residential and social segregation continues unabated in many communities. Neither the immigrants nor the broader society

benefit when a large number of permanent residents live in marginal situations. How can donors address barriers to the full integration of immigrants into society?

Chair: Michael Fix, The Urban Institute

Introductory remarks: Jan Niessen, Migration Policy Group

Donors' Perspectives: Julia Plessing, Freudenberg Stiftung
Sushma Raman, Emma Lazarus Fund - Open Society Institute

12:45 - 1:00 PM

Coffee break

1:00 - 1:30 PM

Session 4 *Wrap up: Challenges for U.S. and European Donors*

Chair: Charles Buchanan, Luso-American Development Foundation

1:30 PM

Lunch

3:00 PM

End of Conference

TRANSATLANTIC DONORS' DIALOGUE ON IMMIGRATION, INTEGRATION AND ASYLUM
MARCH 23-24, 2001
BRUSSELS

LIST OF PARTICIPANTS

Arango, Joaquin

Director of the Centre on Immigration
Fundación Jose Ortega y Gasset
C/Fortuny 53
28010 Madrid
Spain
Tel.: +34.91.700.3535
Fax: +34.91.700.3530

Baganha, Maria

Professor
University of Coimbra
Av. Dias da Silva, 165
3000 Coimbra
Portugal
Tel.:
Fax: +351.239.403.511

Bouche, Jacques

Chief Operating Officer
European Foundation Centre
51 rue de la Concorde
B-1050 Brussels
Belgium
Tel.: +32.2.512.8938
Fax: +32.2.512.3265
jacquesbouche@efc.be

Buchanan, Charles

Member of the Board
Fundação Luso-Americana para o Desenvolvimento
Rua do Sacramento à Lapa 21
1249-090 Lisbon
Portugal
Tel.: +351.21.393.5800
Fax: +351.21.392.8772
flad@individual.eunet.pt

Chandra, Dipali

Assistant Director
The Barrow Cadbury Trust
2 College Walk
Selly Oak
Birmingham B29 6LQ
United Kingdom
Tel.: +44.121.472.0417
Fax: +44.121.471.3130
d.chandra@bctrust.org.uk

Chishti, Muzzafar

General Counsel
UNITE Foundation
1710 Broadway
New York NY 10019
USA
Tel.: +1.212.265.7000
Fax:
mchishti@uniteunion.org

Cizelj, Boris

Director
Slovenian Business & Research Association
6 avenue Lloyd George
1000 Brussels
Belgium
Tel.: +32.2.645.1910
Fax: +32.2.645.1917
info@sbra.be

Cottingham, Alice

Executive Director
Fund for Immigrants and Refugees
208, South LaSalle St., Suite 740
Chicago, IL 60604
USA
Tel.: +1.312.578.0090
Fax: +1.312.578.0103
thefund@donorsforum.org

Dauber, Susan

Programme Officer
The Spencer Foundation
875 North Michigan Avenue, Suite 3930
Chicago, IL 60611
USA
Tel.: +1.312.337.7000
Fax: +1.312.337.0282

De Blauw, Kimberley

Department of State, Bureau for Population, Refugees
and Migration
United States Mission to the European Union
Rue Zinner 13
1000 Brussels
Belgium
Tel.: +32.2.508.2774
Fax: +32.2.512.5720

Kennedy, Craig

President
German Marshall Fund of the United States
11 Dupont Circle, N.W., Suite 750
Washington DC 20036
USA
Tel.: +1.202.745.3950
Fax: +1.202.265.1662
ckennedy@gmfus.org

MacKerron, Heike

Director
German Marshall Fund of the United States
Oranienburger Strasse 13/14
10178 Berlin
Germany
Tel.: +49.30.2888.130
Fax: +49.30.2888.1310
hmacKerron@gmfus.org

Martin, Susan

Director, Institute for the Study of International
Migration
Georgetown University
P.O. Box 579400
Washington, D.C. 20057
USA
Tel.: +1.202.687.2258
Fax: +1.202.687.2541
martinsf@georgetown.edu

Neirinckx, Pierre-Martin

Project Manager
King Baudouin Foundation
rue Brederode, 21
1000 Brussels
Belgium
Tel.: +32.2.511.1840
Fax: +32.2.511.5221
neirinckx.p@kbs-frb.be

Niessen, Jan

Director
Migration Policy Group
205 Rue Belliard, 1st Floor, Box 1
1040 Brussels
Belgium
Tel.: + 32.2.230.5930
Fax: + 32.2.280.0925
info@migpolgroup.com

MacDonald, Norine

Managing Director
Gabriel Foundation
201-111 Water Street
Vancouver B.C
Canada
Tel.: +1.604.605.3307
Fax: +1.604.685.7032
nmac817@aol.com

Makris, Eleni

Associate Program Officer
The Spencer Foundation
875 North Michigan Avenue, Suite 3930
Chicago, IL 60611
USA
Tel.: +1.312.337.7000
Fax: +1.312.337.0282

Münz, Rainer

Professor, Department of Demography
Humboldt University of Berlin
Unter den Linden 6
10099 Berlin
Germany
Tel.: +49.30.2093.1918
Fax: +49.30.2093.1432
muenz@sowi.hu-berlin.de

Newland, Kathleen

Co-Director
Carnegie Endowment for International Peace
1779 Massachusetts Avenue, N.W.
Washington, D.C DC 20036
USA
Tel.: +1.202.483.7600
Fax: +1.202.332.0945
knewland@ceip.org

Pittam, Stephen

Deputy Trust Secretary
Joseph Rowntree Charitable Trust
The Garden House, Water End
York YO30 6WQ
United Kingdom
Tel.: +44.1904.627810
Fax: +44.1904.651990
stephen.pittam@jrct.org.uk

van der Klaauw, Johannes
Senior European Affairs Officer
United Nations High Commissioner for Refugees
(UNHCR)
Rue Van Eyck 11B
B-1050 Brussels
Belgium
Tel.: +32.2.649.0153
Fax: +32.2.627.1732
vanderkl@unhcr.ch

Von Bethlenfalvy, Peter
Regional Representative in Brussels
International Organisation for Migration
40 rue Montoyer
1040 Brussels
Belgium
Tel.: +32.2.230.6055
Fax: +32.2.230.0763
Srobrussels@iom.int

Weil, Patrick
Director
University of Paris I, Sorbonne
9, rue Malher
75181 Paris
France
Tel.:
Fax: +33.1.44.78.3333

FUNDAÇÃO

LUSO-AMERICANA



THE GERMAN MARSHALL FUND
OF THE UNITED STATES

Transatlantic Donors' Dialogue on
Immigration, Integration, and Asylum

March 23-24, 2001
King Baudouin Foundation
Brussels

Biographical Information of the Speakers

Michael Fix

Michael Fix is a lawyer and Principal Research Associate at the Urban Institute, where he directs the Immigration Studies Program. The focus of his work in recent years has been in the areas of immigration and civil rights policy. In the area of immigration he has written or edited several books including: *Overlooked and Underserved: Immigrant Secondary Students in U.S. Schools* (2001); *Poverty Amid Prosperity, Immigration and the Changing Face of Rural California* (1997) and *Immigration and Immigrants: Setting the Record Straight* (1994). He is currently directing a large multi-year study of the effects of welfare reform on immigrants and the organizations that serve them in Los Angeles and New York. Mr. Fix is a graduate of Princeton University and the University of Virginia Law School.

Taryn Higashi

Taryn Higashi is a lawyer and a Program Officer in the Peace and Social Justice Program at the Ford Foundation, where she is responsible for the Migrant and Refugee Rights portfolio. This portfolio currently focuses on migrant and refugee rights advocacy. Ms. Higashi is co-chair of the Steering Committee of Grantmakers Concerned with Immigrants and Refugees, an affinity group comprised of staff from private foundations in the U.S. and Canada. Before joining the Ford Foundation, Ms. Higashi was a Program Officer at The New York Community Trust, where she was a grantmaker for immigration, as well as a grantmaker in the areas of legal services, education, youth development, and arts and culture.

Craig Kennedy

Craig Kennedy has been president of the German Marshall Fund of the United States (GMF) since 1995. GMF is a \$225 million public charity based in Washington. GMF is an independent American organization created in 1972 as a permanent memorial to the Marshall Plan. GMF's annual budget is almost \$13 million and its endowment is over \$220 million. It sponsors a wide range of programs related to transatlantic relations in the economic, environmental and political arenas. Since 1989, it has placed a major emphasis on work in Central and Eastern Europe including a number of projects related to the development of civic and economic institutions.

Mr. Kennedy began his career in 1980 as a program officer at the Joyce Foundation in Chicago. From 1983 to 1986, he was vice president of programs for Joyce. As president of the Joyce Foundation from 1986 to 1992, Mr. Kennedy built the Foundation's environmental program and launched a new program on U.S. immigration policy.

Mr. Kennedy left the Joyce Foundation to work for Richard J. Dennis, a Chicago investor and philanthropist. During this same period, Mr. Kennedy created a consulting firm working with nonprofit and public sector clients. One major client was the City of Chicago for which he served as an advisor to the Mayor on school reform and housing. Other clients included the Environmental Defense Fund, Pew Charitable Trusts, Prince Charitable Trusts, the Environmental Law and Policy Center of the Midwest, the National Audubon Society and Organization for Economic Cooperation and Development.

Mr. Kennedy serves on the board of several nonprofit organizations including the Environmental Resources Trust, the LaSalle Adams Fund and New Profit Inc. He is also an independent trustee and chair of the audit committee for the open-end mutual funds of Van Kampen Investments, a \$55 billion investment firm based outside of Chicago.

Rui Manuel Parente Chancerelle de Machete

Rui Manuel Parente Chancerelle de Machete was born in Setúbal, Portugal, 7 April 1940. He is married and has three children.

Dr. Machete passed his law degree at the Classical University of Lisbon and earned a complementary degree in Political and Economical Sciences at the same Faculty.

He won the Calouste de Gulbenkian prizes for Historical and Juridical Science, and Political Economical Science, respectively in 1960 and 1962.

Since November, 1985 member of the Executive Council of the Luso-American Development Foundation (FLAD), assuming the Presidency of the Executive Council (CEO) in 1988.

He continues to hold professional appointments in Constitutional and Administrative Law at the Portuguese Catholic University and at the Classical University of Lisbon.

February 1985-November, 1985 - Deputy Prime Minister and Minister of Defense
At that time, he resumed the practice of law, while remaining in Parliament

As a member of Parliament, he has been President of the Committee of Planning and Economic Affairs since December 1985 until February 1991. He was also President of the Committee for the Constitutional Revision from February 1988 to May 1989. President of the Committee for the 3rd Constitutional Revision (1992) and also has been member of the Committee for Constitutional Affairs

June 1983 - Minister of Justice of the 9th Constitutional Government.

May 1981 until 1983: Member of the Board of the Bank of Portugal. At approximately the same time, he was also President of the Committee for the new Administrative Code.

He has been President of the Installing Committee of the Financial Management Institute for Public Enterprises.

1976 - Deputy Secretary-General of the Partido Social Democrata (PSD) and in 1979, became Vice President of the PSD parliamentary Group.

During that "legislatura", he was also a member of the Council of Europe, serving as the General-Reporting Secretary of the Council in 1979.

He was a founding member of CODES and SEDES, and the director of the "Povo Livre" newspaper from September 1974 to May 1975.

September 1975 - entered the Portuguese Cabinet as Secretary of State for Emigration and in December of the same year became Minister of Social Affairs.

After completing his studies, he not only practiced law, but also taught at the Social Studies Institute, the Work and Enterprise Science Institute, as well as an Assistant Professor of Constitutional Law, Administrative Law and Political Science at the Law Faculty of Lisbon.

He has been a member of the Legal Bar Association since 1965.

He won the Calouste de Gulbenkian prizes for Historical and Juridical Science, and Political Economical Science, respectively in 1960 and 1962

1963 - Law degree at the Classical University of Lisbon and Master degree in Constitutional and Administrative Law at the same Faculty.

-“Contribuição para o Estudo das Relações entre o Processo Administrativo Gracioso e o Contencioso”, Lisboa, 1969.

-“O Contencioso Administrativo”, Coimbra, 1973.

-“Considerações sobre a dogmática administrativa no moderno Estado Social”, Lisboa, 1986.

-“A Garantia Contenciosa para obter o reconhecimento de um direito ou interesse legalmente protegido”, Lisboa, 1987.

-“Estudos de Direito Público e Ciência Política”, Lisboa, 1991.

-“Privilégio da Execução Prévia”, Separata do VI Volume Dicionário Jurídico da Administração Pública, Dezembro 1994

-“Sanação (do acto administrativo inválido)”, Separata do VII Volume do Dicionário Jurídico da Administração Pública, 1996

Mérito Militar da 1ª classe (México)

Orden Jugoslavenske Zastav Salentom (Jugoslávia)

Grand Cross of the British Empire (Grã-Bretanha)

Grã-Cruz da Ordem Militar de Cristo

Cavaliere di Gran Croce dell' Órdine al Merito della Repubblica Italiana (Itália)

Susan Forbes Martin

Director
Institute for the Study of International Migration
Georgetown University
Box 579400
Washington, DC 20057-9400
Tel: 202-687-2153
Fax: 202-687-2541
Email: martinsf@georgetown.edu

Susan Martin serves as the Director of the Institute for the Study of International Migration in the School of Foreign Service at Georgetown University. The Institute provides balanced, interdisciplinary analysis of the complicated issues raised by immigration and refugee policy and law. Dr. Martin directs the Certificate Program in Refugee and Humanitarian Emergencies, open to Masters level students at the university, and is an Adjunct Professor at the Georgetown University Law Center, where she teaches courses on refugee law and policy.

A long-time expert on immigration and refugee policy, Dr. Martin came to Georgetown University after having served as the Executive Director of the U.S. Commission on Immigration Reform. The Commission made its final report to Congress in September 1997, issuing recommendations to reform immigration policy, institute immigrant policies to help newcomers and the communities in which they settle, reinvigorate U.S. leadership in refugee policy, and restructure the federal agencies responsible for implementing immigration policy. During this period, she also served as US coordinator for the Binational Study on Migration between Mexico and the United States, a joint study with the Mexican government that was conducted by 10 researchers from each country.

Prior to joining the Commission's staff, Dr. Martin was the Director of Research and Programs at the Refugee Policy Group. She has taught at Brandeis University and the University of Pennsylvania. She earned her MA and Ph.D. in American Studies from the University of Pennsylvania and her BA in History from Douglass College, Rutgers University.

In addition to her work in the United States, Dr. Martin has conducted field-based research on refugee and migration issues in Mexico, Costa Rica, the Dominican Republic, Thailand, the Philippines, Hong Kong, Burundi, Ethiopia, Kenya, and Somalia. She is the author of *Refugee Women* and numerous monographs and articles on immigration and refugee policy. She served as managing editor of *World Migration Report: 2000*, published by the United Nations and the International Organization for Migration.

Rainer Münz

Rainer MÜNZ, born in 1954 in Basel/Switzerland, Ph.D. 1978 at the University of Vienna/Austria; former director of the Demographic Institute of the Austrian Academy of Sciences, Vienna (until 1992), visiting professor at the universities of Bamberg (1986-7), UC Berkeley (1986, 1989, 1997-8), Frankfurt/Main (1988), Klagenfurt (1995, 1997) and Zurich (1992).

Current position: Professor of Demography at the Humboldt University, Berlin (since 1992).

Main fields of research: Demography, international migration, ethnic and linguistic minorities, Member of Germany's Federal Commission on Immigration reform

Books:

- "Trendwende - Sprache und Ethnizität im Burgenland" (Changing Trends - Language and Ethnicity in Burgenland, 1993), Vienna: Passagen Vlg.
- "European Migration in the late 20th Century" (1994), Cheltenham: Edward Elgar
- "Migrants, Refugees, and Foreign Policy: US and German Policies Toward Countries of Origin" (1997), Providence/RI-Oxford: Berghahn Books
- "Paths to Inclusion: The Integration of Migrants in the United States and Germany" (1998), Providence/RI-Oxford: Berghahn Books
- "Zuwanderung nach Deutschland – Strukturen, Wirkungen, Perspektiven" (Immigration to Germany – Structures, Consequences, Perspectives, 1999), Frankfurt/New York: Campus
- "Migrationsreport 2000" (Migration Report 2000, 2000), Frankfurt/New York: Campus
- "Ost-West-Wanderung in Europa" (European East-West Migration, 2000), Cologne/Weimar/Vienna: Boehlau

Address:

Prof. Rainer Münz
Humboldt University
Demography/Dept. of Social Sciences
Unter den Linden 6
D-10099 Berlin, Germany
Phone: 01149-30-2093 1918
Fax : 01149-30-2093 1432
e-mail: rainer.muenz@sowi.hu-berlin.de
homepage: www.demographie.de

Pierre Martin Neirinckx

Pierre Martin Neirinckx is Program Officer at the general and federal team of the King Baudouin Foundation. Pierre Martin studied Social and Criminological Sciences at the State University of Ghent. For 13 years he led a reintegration service for offenders. He later carried out an 'action research' on the subject of marginality and homelessness. He started several urban projects on deprivation.

In December 1991, he started his career at the King Baudouin Foundation. As an Attaché in the general and federal program he was active in fields such as poverty and social renewal projects. In 1997 he created the European Center for Missing and Sexually Exploited Children (nowadays called "Child Focus"). In 1998 he became a Program Officer in charge of project management such as renewal in the administration of justice and asylum and migration questions. He is also the coordinator of the research project on migration and asylum policy.

Kathleen Newland

Kathleen Newland is a Senior Associate at the Carnegie Endowment for International Peace, where she co-directs the International Migration Policy Program. Her work focuses on refugee policy and international migration management. She also chairs the Board of Directors of the Women's Commission for Refugee Women and Children, and sits on the Board of the International Rescue Committee.

Immediately before joining the Endowment, she worked as an independent consultant. The UN High Commissioner for Refugees, the World Bank, and the office of the Secretary-General of the United Nations were her principal clients. In 1992-93, she wrote the first State of the World's Refugees report for UNHCR, which has become the organization's flagship biennial publication. From 1988-92, Ms. Newland lectured at the London School of Economics, becoming a full-time member of the International Relations faculty in 1990. In this same period, she co-founded (with Lord David Owen) and directed *Humanitas*, an educational trust dedicated to increasing awareness of international humanitarian issues. From 1982-87, she was Special Assistant to the Rector of the United Nations University in Tokyo. She began her career as a researcher at Worldwatch Institute in Washington D.C., where she analyzed migration, population, refugees and women's issues.

Ms. Newland is the author or editor of five books and 11 shorter monographs (including US Refugee Policy: Dilemmas and Directions for the Carnegie Endowment), as well as numerous articles. She is also the executive producer of three documentary films on humanitarian issues. She served as an advisor to Secretary-General Kofi Annan's Task Force on Communications for the UN reform effort, and has advised the UN High Commissioner for Refugees and the Director General of the International Labor Organization on strategic communication of policy priorities.

Ms. Newland is a graduate of Harvard University and the Woodrow Wilson School at Princeton University. She did additional graduate work in political economy at the London School of Economics.

Jan Niessen

Dr. Jan Niessen studied sociology at the Free University of Amsterdam and received a PhD on a study on Moroccan migration to Europe. Currently he is director of the Brussels based Migration Policy Group, an independent policy institute on migration and diversity. His activities include the organisation of experts meeting involving European and North American governmental and non-governmental organisations and the private sector, as well as the establishment of international expertise networks on migration, anti-racism, and diversity issues. For many year he chaired the Starting Line campaign. He is a member of the Editorial Board of the *European Journal of Migration and Law* and of the Board of Directors of *the Journal of International Migration and Integration*. He is also co-editor of a book series on migration and law. For the Council of Europe he wrote the report *Diversity and Cohesion*.

Julia Plessing

Julia Plessing is the assistant director of the Amadeu Antonio Stiftung, which works to combat racism and right-wing extremism and promotes a democratic civil society in East Germany. Since 1998 she also works as a consultant to the Freudenberg Stiftung.

Sushma Raman

Sushma Raman is a Program Officer with the Open Society Institute, the private grant-making foundation established and funded by philanthropist George Soros. As a Program Officer for the Emma Lazarus Fund--one of the grant-making initiatives of OSI--Sushma's responsibilities include assessing needs, reviewing and evaluating funding proposals, preparing planning and other written materials for the foundations, monitoring and evaluating grantees, etc. The Emma Lazarus Fund was created in 1996 to respond to the impact of welfare reform on low-income immigrant and refugee communities. The Fund has supported advocacy, policy, research, and direct services with respect to immigration and naturalization issues.

Sushma served as the Co-Chair of the Steering Committee for Grantmakers Concerned with Immigrants and Refugees (1998 - 2000). She was selected by the German Marshall Fund to be a Marshall Memorial Fellow in the fall of 2000. She has prior work experience in public grant-making and with ngo's working with immigrant communities. Sushma has a B.A. from Smith College in Massachusetts and a M.A. from UCLA.

Luc Tayart de Borms

Luc Tayart de Borms is the Managing Director of the King Baudouin Foundation. Luc studied Moral Sciences at the State University of Ghent. In October 1983, he started his career at the King Baudouin Foundation.

As an Attaché in the prospective programme he was active in fields such as demography and employment. In 1986 he became a Programme Officer in charge of the celebration of the tenth anniversary of the Foundation and of local employment initiatives. Two years later the economic programme was established, Luc being responsible for its planning and execution. In 1991 he was appointed Director, in charge of the national and international programmes, i.e. the prospective and economic programme, the King Baudouin International Development Prize and the first European projects of the Foundation. In 1993 Luc was promoted Deputy Secretary General and General Programme Coordinator, responsible for the content, the budget, the collaborators and the pursuit of more than 500 projects. In June 1995 the Board of Governors appointed him Managing Director of the King Baudouin Foundation, as of 1 January 1996.

Since the first of January he is for a two years' period Chairman of the European Foundation Centre.

King Baudouin Foundation
21 rue Brederodestraat
1000 Brussels - Belgium
Tel 32-2-511.18.40
Fax 32-2-511.52.21
E-mail : tayart.l@kbs-frb.be

FUNDAÇÃO
LUSO-AMERICANA



THE GERMAN MARSHALL FUND
OF THE UNITED STATES

Mr. Jordi Porta Ribalta
Director
Fondació Jaume Bofill
Provença 324
08037 Barcelona
Spain

FAX: 00 34 93 458 8700

February 7, 2001

Trans-Atlantic Donors Dialogue on Immigration, Integration and Asylum

Dear Mr. Ribalta:

We are writing to invite your participation in a *Trans-Atlantic Donors Dialogue on Immigration, Integration and Asylum Issues*. The meeting will be held on March 23-24, 2001 at the King Baudouin Foundation in Brussels and will be co-hosted by the Luso-American Development Foundation and the German Marshall Fund of the United States.

The historically different approaches to managing immigration have led to different foundation landscapes in the United States and Europe. The United States, as a nation of immigrants, has had a broad and diverse range of foundations focusing on immigration and integration for a long period of time. European foundations could benefit from this experience. American donors are also interested in exchange with their European colleagues since the United States today confronts questions concerning levels of immigration, mechanisms for integrating legal entrants into host communities and providing protection for refugees and asylum seekers which are very similar to those in Europe.

Launched in 1998 within the framework of the New Transatlantic Agenda, the Trans-Atlantic Donors Dialogue (TADD) helps build bridges between European and US private and public donors who actively support and promote the development of people-to-people links and the strengthening of civil society on both sides of the Atlantic. The TADD is led by the Luso-American Development Foundation of Portugal and the German Marshall Fund of the United States with technical assistance from the European Foundation Centre.

Attached is a tentative agenda and a list of invitees. As you will see, we are seeking participation from European and American donors, governments, and the research community.

Please let us know if you will or will not be able to participate in the meeting by filling in and faxing back the attached registration form. Should you have any questions, please do not hesitate to contact Heike MacKerron (phone: ++49/30/288813-14, Email: hmackerron@gmfus.org) or Lynne Salkin (phone: ++49/30/288813-12, Email: lsalkin@gmfus.org) at the German Marshall Fund's Berlin office.

Sincerely,



Craig Kennedy
President
The German Marshall Fund
of the United States



Dr. Rui Chancerelle Machete
President
The Luso-American
Development Foundation

Enviat per Fax 7/2/01

R.S.V.P. BY FEBRUARY 19, 2001

FAX TO: ++49 30 28 88 13 10

Email lsalkin@gmfus.org

Lynne Salkin

**The German Marshall Fund of the United States
Berlin Office**

Transatlantic Donors' Dialogue on Immigration

March 23-24, 2001

The King Baudouin Foundation

Rue Brederode, 21

1000 Brussels

 Yes, I will attend the conference.

Name: Jordi PORTA RIBALTA

Organization: FUNDACIÓ JAUME BOFILL

Address: PROVENÇA 324, 1r.

08037 BARCELONA (SPAIN)

Phone Number: 34 93 458 87 00

Fax Number: 34 93 458 87 08

E-Mail Address: jporta@fbofill.org

 No, I will be unable to attend the conference.

Name: _____

Organization: _____

TRANSATLANTIC DONORS' DIALOGUE ON IMMIGRATION

A CONFERENCE OF THE GERMAN MARSHALL FUND OF THE UNITED STATES AND
THE LUSO-AMERICAN DEVELOPMENT FOUNDATION
HOSTED BY

THE KING BAUDOIN FOUNDATION
RUE BREDERODE, 21
1000 BRUSSELS
TEL ++32 2 511 1840, FAX ++32 2 511 5221

MARCH 23-24, 2001

DRAFT AGENDA

Friday, March 23

1:00 -3:00 PM

Lunch

Welcome

Rui Chancerelle Machete, The Luso-American Development
Foundation

Craig Kennedy, The German Marshall Fund of the United States

Opening Speech

Current Trends and Issues in U.S. Refugee, Immigration and
Integration Policies

Julia Taft, Assistant Secretary of State for Population, Refugees and
Migration, US State Department

3:00--5:00 PM

Session 1 Asylum and Temporary Protection

The countries of Europe and North America continuously receive
thousands of refugees and others seeking protection. Asylum and
migration emergencies are generally dealt with on a case-by-case
basis, with countries adopting policies that differ from group to
group and from the responses of other similarly situated countries.
Given the continued likelihood of mass migration emergencies as
well as individuals seeking protection in the 21st century, what can
donors do to better prepare our countries for these population
movements?

Chair: Susan Martin, Institute for the Study of International
Migration, Georgetown University

Introductory remarks (5 minutes): Patrick Weil, Center for the Study of
Politics, Immigration and Citizenship, University of Paris 1,
Sorbonne

Donors' Perspectives
Speakers TBD

7:00 PM Dinner
Keynote Speech
 Current Trends and Issues in European Refugee, Immigration and Integration Policies
 Antonio Vitorino, Commissioner for Justice and Home Affairs, European Union

Saturday, March 24

7:00 - 8:30 AM Breakfast

8:30 -10.30 AM Session 2 *Immigration*
 Despite significantly different histories and traditions, the United States and Europe have experienced substantial levels of legal and unauthorized immigration in recent years. Demographic and economic data suggest that our countries will continue to need immigrants to sustain their levels of prosperity. How should donors respond to these trends and how can they assist in explaining the need for new migrants to the publics?

Chair: Rainer Münz, Humboldt University of Berlin

Introductory remarks (5 minutes): Kathleen Newland, Carnegie Endowment for International Peace

Donors' Perspectives: Pierre-Martin Neirinckx, King Baudouin Foundation

10.30-10.45 AM Coffee break

10.45-12.45 PM Session 3 *Immigrant Integration*
 Both Europe and the United States have sizable foreign-born populations who are likely to remain permanently in their midst. While many immigrants are doing well economically, have become citizens and are socially integrated into their new societies, far too many have not been integrated in any of these senses. Unemployment and underemployment is widespread, many immigrants who want to naturalize find barriers to citizenship, and residential and social segregation continues unabated in many communities. Neither the immigrants nor the broader society benefit when a large number of permanent residents live in marginal situations. How can donors address barriers to the full integration of immigrants into society?

Chair: Michael Fix, The Urban Institute

Introductory remarks (5 minutes): Jan Niessen, Migration Policy Group

Donors' Perspectives: Christian Petry, Freudenberg Stiftung
 Sushma Raman, Emma Lazarus Fund - Open Society Institute

12:45-1:00 PM	Coffee break
1:00-1:30 PM	Session 4 <i>Wrap up: Challenges for U.S. and European Donors</i> <i>Chair:</i> Rui Chancerelle Machete, The Luso-American Development Foundation
1:30 PM	Lunch
3:00 PM	End of Conference

**TRANSATLANTIC DONORS' DIALOGUE ON IMMIGRATION, INTEGRATION AND ASYLUM
MARCH 23-24 2001, BRUSSELS
INVITATION LIST**

Arango, Joaquin
Fundación José Ortega Y Gasset

Bach, Robert
Rockefeller Foundation

Baganha, Maria Ioannis
Faculdade de Economia da Universidade de
Coimbra

Barbetta, Gian Paolo
Fondazione Cariplo

Bell-Rose, Stephanie
Goldman Sachs Foundation

Best, Richard S.
Joseph Rowntree Foundation

Calame, Pierre
Fondation Charles Leopold Mayer pour le
progres de l'homme

Cerezo, José Joaquin
Fundacion Santa Maria

Chandra, Dipali
Barrow Cadbury Trust

Charhon, Francis
Fondation de France

Chishti, Muzzafar
UNITE Foundation

Collicelli, Carla
Fondazione Centro Studi Investimenti Sociali
(Censis)

Cottingham, Alice
Fund for Immigrants and Refugees

DeBlauw, Kimberly
Department of State - Bureau for Population,
Refugees and Migration

Firth, Liz
Comic Relief

Fix, Michael
Population Studies Center
The Urban Institute

Gamada, Arfaffe
Heinrich-Böll-Foundation

Gastaldo, Piero
Compagnia di San Paolo

Gil, Carlos Gómez
Fundación Alicante Acoge

Guzzetti, Giuseppe
Fondazione Cariplo

Hamilton, Kimberly
Alcoa Foundation

Heimgärtner, Henriette
Bernard Van Leer Foundation

Heuser, Annette
Bertelsmann Stiftung

Hiesserich, Hans-Georg
Otto-Benecke Stiftung

Higashi, Taryn
Ford Foundation

Hogan, Lyn
Smith Richardson Foundation

Janning, Josef
Bertelsmann Stiftung

Kahl, Heike
German Children and Youth Foundation

Köles, Sandor
Carpathian Foundation

Kostishack, John
Otto Bremer Foundation

Kretzmann, Jane
Bush Foundation

Krull, Wilhelm
Volkswagen Foundation

Lafleche, Michelynn
The Runnymede Trust

Lawder, Shannon
Charles Stewart Mott Foundation

Lee, Irene
Casey Foundation

MacDonald, Norine
Gabriel Foundation

Magri, Antonio Aliana
Fundacio La Caixa

Majerfeld, Jimmy
Fondation des Brasseries Kronenbourg

Makinson, Carolyn
Mellon Foundation

Martin, Susan
Institute for the Study of International
Migration
Georgetown University

Meissner, Doris
Carnegie Endowment for International Peace

Münz, Rainer
Humboldt University of Berlin

Murrell, Karen
Fannie Mae Foundation

Neirinckx, Pierre-Martin
King Baudouin Foundation

Newland, Kathleen
Carnegie Endowment for International Peace

Niessen, Jan
Migration Policy Group

Olivetti, Laura
Fondazione Adriano Olivetti

Özdemir, Cem
German Bundestag

Pacini, Marcello
Fondazione Giovanni Agnelli

Petry, Christian
Freudenberg Foundation

Pittam, Stephen
Maureen Grant
Joseph Rowntree Charitable Trust

Plessing, Julia
Amadeu Antonio Foundation

Raman, Sushma
Open Society Institute Emma Lazarus Fund

Ribalta, Jordi Porta
Fundació Jaume Bofill

Rury, John
Spencer Foundation

Schatzer, Peter
International Organization of Migration

Schmidt, Wolf
Körber Foundation

Speidel, Joseph
Hewlett Foundation

Stephan, Rüdiger
European Cultural Foundation

Taft, Julia
State Department Bureau of Population,
Refugees and Migration

Tayhart de Borms, Luc
King Baudouin Foundation

Teitelbaum, Michael
Sloan Foundation

Theiner, Peter
Robert-Bosch-Stiftung

Then, Volker
Bertelsmann Foundation

Vitorino, Antonio
European Commission

Weil, Patrick
University of Paris I, Sorbonne

Widess, Ellen
Rosenberg Foundation