COMMISSION OF THE EUROPEAN COMMUNITIES



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REPORT FROM THE COMMISSION

ON THE IMPLEMENTATION OF THE EUROPEAN YEAR AGAINST RACISM (1997)

1997 European year against racism

SUMMARY

The persistence of racism and xenophobia in the European Union constitutes a major challenge for our societies. This is demonstrated not only by the number of attacks against immigrants and ethnic minorities and high levels of discrimination, but also by the increase in racist attitudes amongst the public at large, as shown by the results of a recent Europarometer opinion poll.

All those concerned, at local, regional, national and European level, must act. Racism and xenophobia are diametrically opposed to the whole spirit of the European ideal, based on a multicultural, multiethnic heritage which constitutes the richness of European integration.

Even if the fight against racism falls, first and foremost, to the Member States, the transnational dimension of the problem justifies action at European level. The European Institutions have addressed this issue since the mid 1980s, notably since the Interinstitutional Declaration Against Racism and Xenophobia, signed on 11 June 1986 by the European Parliament, the Council and the Commission. This process has intensified over the last decade in particular, and the fight against racism, xenophobia and anti-Semitism has occupied an ever more important place in the programme of the European Institutions, in particular the Parliament, by way of numerous resolutions.

In its Communication on racism, xenophobia and anti-Semitism, in December 1995,³ the European Commission proposed to the Council that 1997 be proclaimed the European Year Against Racism, a proposal taken up by the European Parliament, the Economic and Social Committee and the Committee of the Regions and approved by the Resolution of the Council and the Representatives of the Governments of the Member States within the Council.⁴

In accordance with Article 6 of the Council Resolution, the Commission hereby presents a report on the Year.

A step forward in the collaboration between Community Institutions and the Member States

Official Journal n° C 158 of 25 June 1986.

² See also: "The European Institutions in the fight against racism: selected texts", cited in Annex 2.

³ COM(95) 653 final of 13 December 1995.

Official Journal n° C 237 of 15.8.1996.

The European Year against Racism clearly illustrated the importance of partnership as a weapon against racism. The focus was on complementarity between the action taken by Member States and that taken at European level, and close cooperation was initiated to extend this partnership to include all those concerned, notably civil society and the media.

At European level, the approach focuses mainly on information campaigns, exchanging experience and supporting cooperation between the various players.

A mobilisation which encouraged political progress

The Year created a dynamism, boosted the fight against racism in Europe, revitalised existing initiatives and gave birth to many others. The information and communication campaign put over a hard-hitting message about the danger posed by racism to our societies and focused on certain tried-and-tested solutions, including the portrayal of multicultural societies in a positive light. The European Year Against Racism confirmed the role of the European Institutions in the fight against racism and achieved a consensus on a longer-term action plan at the end of the Year.

The Year contributed to a number of major political advances.

One of the determining events of 1997 was the insertion into the Treaty establishing the European Community, as modified by the Treaty of Amsterdam, of a general non-discrimination clause, (Article 13) which opened the way to Community action to prevent and combat racism at European level.

Another important development was the adoption of the Council Regulation creating the European Monitoring centre on Racism and Xenophobia, charged with following developments in these areas and making recommendations to the European Institutions and Member States.

The Year also served as a framework for the first phase of the implementation of a European network of non-government organisations active in the fight against racism.

The lessons drawn from the Year, notably in the area of European-level cooperation and exchange, will also be able to provide a useful basis for discussion during preparation for the global conference on racism, racial discrimination, xenophobia and intolerance to be organised by the UN in 2001.

The launch by the Commission of an <u>action plan against racism</u>, which aims to place the fight against racism at the heart of a number of European policies, is a direct extension of the Year and the progress made. It creates a **coherent framework** for Community action over the medium term.

This Community action comes under the more general heading of initiatives against discrimination in all its forms, in the context of new provisions in the Treaty and the construction of a Europe of diversity, tolerance and cohesion.

1. OBJECTIVES AND ACTIVITIES

The fundamental European dimension of the fight against racism, xenophobia, anti-Semitism and intolerance is underlined by the Resolution of 23 July 1996, while emphasising the importance of exchanges of information and experience between Member States, and between the Commission and Member States, as well as cooperation and consultation on measures taken in this area.

The main objectives of the Year were the following:

- to demonstrate the threat posed by racism, xenophobia and anti-Semitism to the respect for fundamental rights and the economic and social cohesion of the Union;
- to encourage discussion on the measures required to fight racism;
- to promote the exchange of experience;
- to disseminate good practice and effective strategies drawn up at local, national and European level to those concerned, to increase the effectiveness of the action;
- to provide information on the benefits of integration policies at national level, in particular in the areas of employment, education, training and housing;
- to put to good use the experience of those affected, in fact or potentially, by racism, and to encourage their participation in society.

Certain specific activities were suggested to achieve these objectives:

- organisation of conferences to open and conclude the Year;
- organisation of seminars on specific aspects of the fight against racism, as well as the production, translation and dissemination of the reports on these seminars;
- promotion of information campaigns, notably on the positive contribution made by immigrants and their descendants to society;
- exchange of information and experience in the interests of spreading good practice;
- publication, at national and Community level, of information relating to the Year;
- creation and promotion of a common logo and slogan for the Year and their use in the publicity for all the events connected with it.

The emphasis was also on ensuring consistency between the actions undertaken in the context of the Year, other Community actions and the work of the Council of Europe.

2. PARTNERSHIP, COORDINATION AND SUPPORT STRUCTURES

The success of the Year depended on the partnerships and cooperation and consultation structures put in place. All the players were involved. Not only did the majority of the "responsible" organisations step up their efforts, but institutions which had not

previously been involved with these problems also took an active part in the fight against racism.

2.1. Cooperation and coordination with Member States

The fight against racism is mainly the responsibility of Member States. The situation is different in each Member State, leading to a great diversity of experience and approaches. However, certain challenges are common to everyone, and the Year demonstrated that there were lessons to be drawn from cooperation and exchange at European level.

The Year acted as a major catalyst for a consensus on the need for coordination between the Member States and the European Institutions, in particular when it comes to intensifying the exchange of information and experience, centred on encouraging projects and organising practical, transnational seminars.

The Year was run in close collaboration between the Member States and the Commission. It should be remembered that, between the Council's decision and the start of the Year, there were only five months left to develop and put in place a coherent strategy and plan concrete actions.

At national level, each Member State carried out its own measures according to a two-pronged approach: on the one hand, geared towards the specific situation and, on the other, reinforcing the measures taken at European level.

• The National Coordination Committees (NCCs)

As suggested in the Resolution, each Member State set up a National Coordination Committee representing all the bodies working in this area (national authorities, NGOs, social players, the media, local and regional authorities) to coordinate activities and events and to cooperate with the Commission. The NCCs worked on planning and organising the national activities and, at the end of 1996, submitted a national work schedule and a timetable of planned events. National, regional and subject-based subcommittees were created to tackle specific questions more effectively.

Large-scale events uniting politicians, NGOs and experts were organised by the NCCs, both to <u>launch the Year</u> and to <u>conclude</u> it in each Member State. The emphasis was particularly on the value of encounters between different cultures, tolerance, the importance of remembering, future prospects and the fight against racism and xenophobia.

The Year had a long-term effect: the NCCs acted as information and contact points for the NGOs and other partners, notably at regional and local level, as well as for liaison between the various Member States. This resulted in more cooperation at national and regional level. The NCCs were an opportunity to make or formalise contacts between government services and NGOs, and an intense, shared collaboration resulted. It should be remembered, in this regard, that the Committees are still operating, sometimes under other institutional forms, in nearly all the Member States.

• The ad hoc working group

An ad hoc working group was created to organise and carry out the action at European level, to encourage and coordinate activities at European and national levels. It was made up of two representatives from each Member State, usually the chair of the NCC, or a representative of the government or a NGO. This body met several times between October 1996 and March 1998 and played an important role in improving the exchange of information between the Commission and the Member States.

The local authorities

The NGOs working on projects in the context of the Year acted in close collaboration with the authorities, particularly at local level, affirming the role that local authorities can play in the creation of strategies to prevent and combat racism at grassroots level. It is at this level that innovative approaches, grappling systematically with all the social, economic and political aspects of the integration of migrants and ethnic minorities, were tried out, with considerable success.

2.2. A partnership with all those concerned

• The European Parliament

The fight against racism has been supported for some years now by the European Parliament, and MEPs have militated in favour of organising the Year against Racism and an anti-discrimination Directive.

The Parliament actively supported the Year. Many MEPs were very active indeed, organising seminars, surveys, press conferences, producing and disseminating materials and organising exhibitions. The President of the Parliament, Mr Gil Robles, gave a major speech at the opening conference, and the Vice-President, Mr Gutierrez Diaz, spoke at the concluding conference. At the plenary session in January 1998, the Parliament agreed with the Commission in declaring the Year a great success and with regard to the follow-up approach.

Presidencies of the Council

The Presidencies of the Netherlands and Luxembourg took an active part in preparing for the Year and organising opening and concluding conferences. Many events were held in these two countries during their presidencies.

The Council of Europe

Close cooperation with international organisations active in this field and, notably, the Council of Europe is one point on which the Commission has based its strategy for a good number of years.⁵ In its proposal relating to the Year, the Commission used the experience gained by the Council of Europe in the Young People against Racism,

The Commission also has observer status in the European Commission against Racism and Intolerance (ECRI) and the European Committee on Migration in the Council of Europe.

Signed by the European Trade Union Confederation (ETUC), the Union of Industrial and Employers' Confederations of Europe (UNICE) and the European Centre of Enterprises with Public Participation (CEEP).

Xenophobia and Intolerance campaign in 1995, taking into account the differences between the Council's campaign, aimed at young people in Europe, and the Year Against Racism, aimed at society as a whole.

During the Year, the Council of Europe appointed an official correspondent to take part in the work of the Group of Independent Experts, which assisted the Commission in organising the Year. Several fruitful collaborative ventures arose: for instance the IFJ (International Federation of Journalists) media prize in Strasbourg, the joint organisation, with the European Parliament, of the Open House in Strasbourg and cooperation in sport.

• The social partners

Racism and discrimination at the workplace are still part of everyday life for employees from immigrant or ethnic minority backgrounds: during recruitment and access to training and promotion, access to managerial positions and participation in elected bodies such as works councils. Employer and employee organisations have started to rise to the challenge: in 1995, they adopted a joint declaration ⁶ sketching the outlines of a policy to ensure equal treatment and prevent racism at the workplace.

The European trade unions conducted a campaign at European level to combat racism at the workplace, culminating in a conference organised by the ETUC on 21 March 1997.

The specific problem of the link between racial and sex discrimination was tackled at the conference "Black and immigrant women in Europe: access to and mobility in the labour market and decision-making structures", held in Brussels on 12 and 13 June 1997.

The positive experience of companies adopting strategies which aim to promote the full participation of workers from various ethnic and cultural backgrounds were presented at the conference "Gaining from diversity" organised by the European Business Network for Social Cohesion on 29-30 September 1997 in Lyon, with the aim of promoting multiculturalism in the labour market.

The joint declaration of the social partners was followed by publication of the "European compendium of good practice to prevent racism at the workplace", presented in Lisbon at the conference entitled 'Prevention of racism at the workplace: from theory to practice' (24-25 November 1997). The conference was largely the work of the European Foundation for the Improvement of Living and Working Conditions in Dublin which organised it, with the Portuguese NCC and the Commission. The compendium studied 25 cases concerning training for immigrants, raising the awareness of workers and managers on a national basis and affirmative action.

NGOs

NGOs have long been a weapon in the fight against racism. They play a crucial role, encouraging grass-roots action and keeping the problem of racism on the political agenda. During the Year, they were able to study new and more effective ways of working together at a European level.

A small group made up of the most representative non-government organisations met with the Commission in November 1996. The suggestions and ideas which arose from the meeting proved very useful in organising the Year.

The Commission also supported the creation of the European Network Against Racism, which brings together the NGOs working specifically in this field (see 4.4).

Religious organisations also play a vital role, in certain Member States in particular where they have organised numerous projects, awareness-raising days, interfaith colloquia and fora on the socio-cultural integration of immigrants.

• Education, training, youth, sport

Schools, universities and youth organisations were very much involved. Many events were organised: awareness-raising events for young people, training seminars for teachers, continuing training measures, attended by some 10 000 people, as well as the production of teaching materials, etc.

In terms of Community action, an awareness-raising campaign about the possibilities offered by the Socrates, Leonardo da Vinci, Youth for Europe and Tempus programmes for increasing tolerance was conducted throughout the year with those involved in and benefiting from these four programmes, using applicant guides, the Magazine, DG XXII's web pages and a series of documents and reports on anti-racism and tolerance-promoting projects in the areas of education, training and youth. ⁷

More than 120 projects impacting directly or indirectly on the fight against racism and dealing with the education of the children of migrant workers, travellers and gypsies, as well as intercultural education, were funded in 1997 in the context of the Comenius strand of the Socrates programme to the amount of EUR 4.8 million. The Youth for Europe programme funded 88 projects in 1997 dealing specifically with the fight against racism, to a total amount of EUR 1.4 million. The European Voluntary Service pilot measure has also supported the placement of 21 volunteers in anti-racism projects, with a total cost of more than EUR 120 000.

Projects worthy of mention include the peer-training project of the "A World of Difference Institute" which aims to establish a network of trainers in techniques to prevent the development of ethnic, cultural and other prejudices amongst young people and the first Congress of Gypsy Youth, held in Barcelona in November 1997, which gathered together 250 young people from the gypsy population and provided them with the means to increase their profile and develop integration mechanisms which link up with their culture and way of life.

⁷ See also European seminar "Youth Against Racism", point 3.4.

Mention should be made of two declarations adopted by the "Education" and "Youth" Councils concerning the annual organisation of antiracism activities in schools and the youth sector around the 21 March (UN International Day Against Racism) and drawing attention to the need to build on the acquis and renew efforts to stamp out racist and xenophobic phenomena.

Sporting bodies: the Year demonstrated the role which can be played by sporting bodies and personalities: the Commission cooperated, for the first time in the fight against racism, with international football bodies such as the AIFP (International Association of Professional Footballers') and UEFA. Partnerships in other sports are being studied, with a view to supporting the future exchange of experience and information between sporting organisations involved in the fight against racism.

• The media

During the Year, the responsibility of the media, the ethical duties of journalism and a code of conduct were at the heart of the debate, and several initiatives discussed the performance of the media in meeting the challenge posed by racism in Europe. ⁹ A Joint Declaration on Tolerance in the Media was adopted by the European Broadcasting Union, the European Federation of Journalists and the European Newspaper Publishers' Association.

To raise public awareness of the importance of the media's role in the fight against racism, the International Federation of Journalists (IFJ), in cooperation with the Council of Europe, awarded two prizes on the occasion of the European Media Forum in Strasbourg on 21 March 1997. The first rewarded written journalism and the second audio-visual journalism which had contributed in an exceptional way to a better understanding of the multicultural society in Europe.

Another training and youth initiative aimed at raising public awareness was the organisation of a competition where young film-makers aged between 17 and 25 from 18 European countries were invited to submit video scripts exploring the themes of antiracism and cultural diversity. The competition was launched in January 1998, and the prizes awarded in December 1998 by EMMA (European Multicultural Media Agency) in association with the IBT (International Broadcasting Trust). It targeted organisations working to combat racism, audio-visual design colleges and a series of secondary schools which had conducted tolerance-raising schemes. It was supported by the Commission (jointly by DGs XXII, V and X).

⁸ Official Journal C1 of 3 January 1998 and Official Journal C268 of 5 December 1997

Developments in the audio-visual and information services sector call for particular attention to be paid to protecting human dignity. This "Television without frontiers" Directive already prohibits any incitement to hatred on the grounds of race, sex, religion or nationality. To further develop tools in this area, the Council adopted in September 1998 Recommendation 98/560/EC, of 24 September 1998, on the protection of minors and human dignity in audio-visual and information services, establishing common guidelines based on codes of conduct and aiming to empower the Community to contribute to initiatives in this area.

The responsibility of the media to tackle the problem of inequality and promote tolerance were issues raised in Bilbao during the world conference of the IFJ, "Prime time for tolerance - journalism and the challenge of racism", which took place from 2 to 4 May 1997, with the participation of Commissioner Flynn.

• The other players

Many contacts have been made and informal dialogue started, for example in the Social Dialogue Committee and the Advisory Committee on Equal Opportunities, which mentioned European Year Against Racism initiatives in their meetings and studied the possibilities of cooperation in the fight against racism and all discrimination.

A Group of independent experts was created by the Commission as a kind of "think-tank" to advise on general strategies and to suggest how to implement them. It met several times between July 1996 and April 1997 and came up with several concrete proposals as themes for seminars or events, notably on ethnic minorities in the media, training for the police and judicial authorities and the role and position of the political parties, the role of sport and positive contributions.

THE POLITICAL PARTIES

The conference "Manifesto - Political parties and non-discrimination" (27-28 February 1998 in Utrecht), organised by the Dutch national anti-racism office (LBR) and the city of Utrecht with financial support from the Commission, brought together representatives of political parties from across Europe.

The conference debated the political world's duty to show responsibility in dealing with the problems of minorities and ensure fair representation of minority groups in party ranks. The values of a multicultural society, based on tolerance, pluralism and the explicit condemnation of all discrimination, were also reaffirmed, in the light of the risk of condoning racist and xenophobic attitudes for electoral reasons.

A 'Charter of European Political Parties for a non-racist society', drawn up by the Advisory Committee on Racism and Xenophobia, the first stage in a process of cooperation between the political parties, was signed. With this charter, the parties undertook to reject all forms of racial discrimination and to oppose any such tendencies in their own electoral areas; to deal responsibly with the problems of minorities in their countries; to avoid alliances with racist parties or groups and to fight for the fair representation of minority groups in their ranks.

THE POLICE AND THE JUSTICE SYSTEM

The Year triggered several initiatives aimed at creating a new approach in these areas. The focus was on antiracism training for the police, the courts and public prosecutors.

Various conferences and seminars took place in the context of the Year, e.g. the seminar "Police against racism: exchange of experience" in Madrid from 1 to 3 December 1997, and the European symposium: "Approximation of legislations and judicial practices", held in Paris on 26 and 27 February 1998.

In the area of justice, a joint action to fight racism and xenophobia was adopted on the basis of Article K.3 of the Treaty on European Union. 10

2.3. The Commission

Responsibility for the entire Year was given to Directorate-General V of the Commission, in particular unit D/4. Other services of the Commission were involved since the idea of the Year was first conceived, and an <u>Interdepartmental Group</u> was appointed. This Group met several times to coordinate the work of the Commission and develop a common strategy to ensure maximum impact across the various areas, especially the media, sport, culture, education and youth, personnel, information and communication.

On 21 March, the International Day Against Racism, Commissioners Flynn and Liikanen sent a joint letter to all Commission staff, seeking their involvement and support for the Year.

The Commission was assisted in implementing the Year by two technical assistance teams, responsible for the information and communication campaign and the exchange of experience and good practice.

3. IMPLEMENTATION

The implementation strategy for the Year aimed primarily to establish complementary measures at EU and Member State level. At European level, the emphasis was mainly on information measures, developing the exchange of experience and creating new structures. At national level, each Member State drew up planning documents and reports describing the objectives and measures taken within the framework of the Year.

Collaboration between the European Institutions and Member States focused above all on two main areas:

- the **complementarity** of action taken at European and national levels: each Member State also implemented measures geared to its own situation.
- reinforcing measures taken at European level through corresponding activities in the Member States.

The **funding** made available for all the activities of the Year was EUR 6.6 million, spread over 1996 (preparation) et 1997. 11

^{96/443/}JHA of 15 July 1996. This covers incitement to discrimination, violence or racial hatred; condoning or denial of crimes against humanity; dissemination or distribution of racist and xenophobic materials; and participation in activities of groups or organisations which involve racial discrimination, violence or hatred.

In 1996 and 1997, the budget provision of budget heading B3-4114 allowed other initiatives contributing to the fight against racism outside the framework of the Year to be supported. The Commission allocated a total of EUR 6.6 million to the Year, as shown in Table 1.

Table 1: European Year Against Racism: Breakdown per type of action - budget heading B3-4114 -

in EUR

	Budget 1996	Budget 1997	TOTAL
Support for projects and exchange of experience	-	3 846 031	3 846 031
Information, publications, communication	909 469	112 329	1 021 798
Studies, Eurobarometer opinion poll	24 758	276 548	301 306
European events, conferences	850 641	254 148	1 104 789
Support for creation of NGO network	-	338 896	338 896
TOTAL PER BUDGET YEAR	1 784 868	4 827 952	6 612 820

3.1. Information and communication campaigns

The focus first of all was on the common aim of fighting racism and the danger posed by racism to the European ideal. In accordance with the resolution, a broad approach was taken, aimed at every layer of society, although the communication strategy chosen was targeted implicitly at certain groups, notably young people. In this context, the media's participation was vital for getting the message across to a large audience: the public television stations and the radio played an important role in raising the **profile** of the Year, although the written press only became involved to a modest extent. It should be noted that *communication campaigns*, estimated to have reached about 7.5 million people, were also conducted by the individual projects.

The information and communication strategy did not use large-scale media operations, but rather devoted the resources available to encourage multiplier effects.

First of all, three well-known personalities - British athlete Linford Christie, Spanish dancer Joaquin Cortès and Swedish singer Neneh Cherry - were invited to help spread the word in the role of Ambassadors. They gave several interviews, and Linford Christie also gave a televised interview which was reproduced in the video about the Year. Joaquin Cortès organised a flamenco workshop for 15 young dancers from the 15 Member States of the EU on 1 September 1997, an event which was filmed and broadcast by several television stations.

A second aspect of the strategy was the <u>Declaration of Intent</u> drawn up in the context of the opening conference in The Hague and signed by 3 200 political "decision-makers". All the signatories promised to actively fight against racism, xenophobia and

anti-Semitism in every area of daily life, using all the means at their disposal. A poster with all the names of the signatories was produced and presented at the concluding conference. The Declaration gave a clear political signal, it acted as the symbol of a consensus about the need to combat racism and the promise to put this political intent into practice at every level.

The communication and information work developed along three main lines:

a) Creation and promotion of a logo and a joint slogan for the Year: the logo bore the inscription "1997 – European Year Against Racism", translated into the 11 languages of the Union, with the symbol of two people of different colour in front of a European flag. The logo was widely disseminated: all the publications, campaigns, events and conferences during the Year were able to use it. The National Coordination Committees, projects and several organisations used the logo to promote their work and their models of good practice throughout the Year. The logo therefore lent a distinct and recognisable identity to the actions and measures taken.

A new logo was created and adopted to identify European action in this area following the end of the Year: "The European Union Against Racism".

One hundred thousand copies of posters in three colours (orange, blue and white) bearing at the centre the slogan "The Human Race", translated into all the languages of the Union, were printed.

- b) Production and dissemination of <u>written and audio-visual material</u> to arouse public interest.
- Postcards: around 750 000 postcards with photographs of the ambassadors of the Year were distributed in restaurants, cinemas and cafés throughout the EU: a real success, especially with young people.

Newsletter: four newsletters were produced during the Year, in three languages (German, English, French). These proved to be a useful means of communication and information for the participating authorities, NGOs, associations and the media.

More than 500 000 copies of "What? Me? Racist?", a comic strip against racism and xenophobia aimed at schools, were produced by the Commission in the 11 languages of the Union and disseminated in the Member States and even outside the Union via the delegations.

- c) Publicising the Year in the information media.
- The *press* work had three aspects: a press service; a press file containing background information on the Year and the problem of racism; a collection of press releases on the main events and conferences. A total of more than 6000 articles were dedicated to the Year in the national, regional and local press.
- A "Video-News-Release" (VNR) was prepared and sent to European TV channels to promote the launch of the Year and facilitate the use of selected extracts giving an account of the activities during the Year. A total of 61 programmes used this material, for a total broadcasting time of more than 2 hours.

- The sports broadcaster Eurosport showed spots condemning racism in sport between programmes in June (five main sports were chosen).
- A forty-second <u>television spot</u> on the Year was produced. Several national TV spots were also produced all over the Union.
- Website: from May 1997 to February 1998, it was possible to access the Internet page on the Year, on the EUROPA server, to find out general information (in French, English and German) and a calendar of events. Many of the National Coordination Committees created their own web pages, in conjunction with the Commission's EUROPA server.
- As a follow-up to the Year, the French channel TV5 broadcast a 90-minute programme supported by the Commission, as a kind of anti-racism evening, on 1 March 1998. The first 45 minutes showed clips on the subject of racism recorded in various Member States and an interview with Commissioner Flynn; the other 45 minutes were devoted to a debate on subjects brought up by the clips, involving several protagonists from the fight against racism.

3.2. Events

All together, the Year involved an enormous number of people. There is not room in this report to summarise all the activities and events which took place in the Member States: political meetings, information campaigns, expert seminars, local and regional projects, sporting events, concerts, multicultural theatre, travelling exhibitions, prizes and competitions, documentaries, training events, television programmes, etc.

The opening and concluding conferences

The opening conference was held in The Hague on 30 and 31 January 1997. Many participants (350) representing a wide range of different sectors and milieux, as well as a large contingent of journalists, attended. The first day, the official day, attended by the Prime Minister of the Netherlands, Mr Kok, the President of the European Parliament, Mr Gil Robles, the President of the Commission, Mr Santer and the former President of Portugal, Mr Soares, traced the history and development of racism. The second day was devoted to four workshops on the subjects of racism at work, the judicial instruments relating to racism, the vital role of the media; and "everyday" racism.

The concluding conference, held in Luxembourg on 18 and 19 December 1997, was attended by 400 people. Ms Jacobs, Minister for the Family for Luxembourg, Mr Kahn, president of the Advisory Committee on Racism and Xenophobia and Commissioner Flynn opened the conference. Four workshops were organised for later on: partnership; racism at the workplace; new Community action tools; and exchanges of experience and good practice. The NGOs appealed to the conference to carry on indefinitely the work of the Year. The official closing ceremony featured speeches by President Santer, the Vice-President of the European Parliament, Mr Gutierrez Diaz and Mr Juncker, Prime Minister of Luxembourg.

Reports on the opening and concluding conferences and the speeches and addresses were published in French, English and German (see Annex 2 for the reports on the two conferences). 12

Sporting events

The Year saw the organisation of some large-scale sporting events, putting forward positive aspects of multiculturalism and the way that sport brings people together. These events reached hundreds of thousands of people. An occasion to discuss the problem of racism in sport was provided by the All Stars match on 29 January in Lisbon, which opened the Meridian Cup for young people under 17, organised by UEFA and the African Football Confederation with European and African teams (31 January-9 February 1997). Other sporting events which deserve to be mentioned included the Winter Youth Olympic Days in Sweden (Sunsvall) from 7 to 12 February 1997, the 4th European Women's Football Championships from 29 June to 12 July 1997 in Sweden and Norway, the Athletics Championships in Athens in August. Finally, the AIFP-All-Stars match in Madrid on 12 October 1997, the brainchild of player Eric Cantona, was attended by 85,000 people before a television audience of several million viewers.

One truly special event was "One Globe - One Skate" which saw five young skaters leaving London on 18 July for an 11 000 km journey on roller-skates to spread the anti-racism message of the Year. The event was beamed into 63 million homes around Europe. MTV, a television channel aimed specifically at young people, filmed and broadcast the event.

Various projects carried out in the context of the Year also focused attention on the role of **sport** in the fight against all kinds of discrimination, for example by persuading football stars to take a public stand against racism, or with the aim of setting up transnational networks of sporting federations ready to join the fight against racism.

Cultural events

A message of tolerance and the dissemination of a multicultural approach was communicated through many cultural events, popular festivals, dance and music shows and concerts.

The conference "Knowing Racism to Fight Against it" organised by the Italian NCC in Rome on 27 and 28 October compared the different cultural, political and institutional situations in Europe and reflected on racist phenomena and the conceptual tools used to analyse them.

The European Culture Forum, an initiative of Jacques Delors taken up again by President Santer, hosted a debate on racism attended by various academics and experts and Mr Flynn on 23 and 24 November 1997 in Marseille.

Dozens and dozens of exhibitions were organised throughout the Year, with more than 200 000 visitors attending. Worthy of mention is the Anne Frank exhibition organised

See Annex 2 for the reports of the two conferences.

jointly by Portugal and the Netherlands, which is still travelling around Europe and has already been visited by more than 50 000 schoolchildren.

Moreover, cultural projects linked to the fight against racism have been supported since 1996 in the context of Community programmes, notably in the area of creativity and cultural cooperation (Kaleidoscope), books (Ariane) and heritage conservation (Raphaël), which promote access to culture and the arts for disadvantaged groups in particular.

3.3. Exchanges of experience and good practice: project activities

Within the framework of the Year, the Commission funded transnational projects to promote the emergence of new approaches to tackling racism across the European Union, as well as new partnerships.

From 1 862 applications for funding, 177 transnational projects were selected to receive a total of EUR 3.2 million. ¹³ It is unfortunate that so many excellent local projects were not able to benefit from European funding, in view of the many applications and budgetary limits. These projects and hundreds of others were, nevertheless, supported at national and regional level.

The projects were selected according to four priorities:

Table 2: Breakdown of projects submitted and selected by subject

,	Projects proposed	Projects supported
Racism in everyday life	53 %	52 %
Raising public awareness	34 %	30 %
Racism at work	. 8%	13 %
Legislation	5 %	5 %

Source: Technical Assistance Office (ISG), data-base of projects supported and proposed

In the choice of priority areas, care was taken to avoid overlapping with Community programmes and initiatives in the context of which anti-racism projects could also be supported.

See Annex 2 for the list of projects. The basic selection criteria were: location in one of the Member States; the nature of the applicant; the dates and duration of the project; the type of funding. Other qualitative criteria were provided for: the active participation of immigrants and ethnic minorities in the preparation and implementation of the projects; partnership; innovation; "transferability" and additional benefit arising from the Community dimension; evaluation and follow-up; the use of positive contributions.

¹⁴ Source: Year evaluation team, 1998 questionnaire on 107 projects

The activities supported by these projects consisted mainly of publications (56 % of projects); information campaigns (50 %); activities in schools (43 %), cultural events and conferences (35 %), the creation of networks (28 %), training and education measures (23 %), studies and research and exhibitions (18 %) and sporting events (5 %). Moreover, 5 000 immigrants and people from ethnic minorities were given advice in assistance centres.

Table 3 gives a breakdown of the projects in terms of the objectives of the Year, as laid down by the Council Resolution.

Table 3: Projects proposed and projects supported in terms of the objectives of the Year

Objectives	Projects proposed	Projects supported
To encourage discussion on the measures required	57 %	96 %
To promote exchanges of experience	42 %	85 %
To demonstrate the threat posed by racism	39 %	75 %
To disseminate information on good practice	33 %	65 %
To benefit from the experience of people affected by racism	31 %	53 %
To provide information on the benefits of integration policies	23 %	51 %

By virtue of the Council's decision, one of the main objectives of the Commission was, at the same time, to support projects and to carry out other measures to promote the **transnational exchange of experience**. The support for projects with a transnational dimension was not only to facilitate concrete action in this area but also to improve cooperation between the national, regional and local authorities and the various partners.

A high level of cooperation and exchange of experience with other anti-racism projects abroad (53 % of projects supported), with international organisations (48 %) and other bodies (23 %) was achieved, demonstrating that the "positive obligation" to organise transnational projects led half of the projects to establish new partnership links, with a third making their first contacts in other Member States.

Twenty-four projects, based on geographical representation, type of beneficiary, size in financial terms, and subject matter, were selected for a more in-depth analysis as useful experiments for learning about the most effective ways to fight racism. ¹⁵

What effect did the projects have? They certainly contributed not only to the creation of new partnerships and reinforcing the exchange of information but also to improving the visibility of the Year, notably at regional but also at national level. The projects

See Annex 2 for "Projects in Practice"

succeeded in involving the groups in question, dealing with innovations in the area of training and winning new recruits to the fight against racism (sporting organisations, artists, teachers, etc.).

3.4. Seminars and conferences at European level

Thematic seminars on the subject of transnationality facilitated the generation and exchange of new ideas, with two main objectives: firstly, to encourage an in-depth discussion on successful models and ways of combating racism and, secondly, to give a new impulse to future measures.

"Youth Against Racism" (Bonn 12-13 September 1997), intended for youth movements and organisations aimed at young people, was organised by the Commission (jointly between DG XXII and DG V) and brought together projects supported as part of the Year, as well as anti-racism projects funded under the Youth for Europe and Comenius programmes. Information and suggestions about opportunities for funding for anti-racism projects in the context of other EU programmes were provided. The results of the seminar were collected in a publication. ¹⁶

"How to build the transnational dimension of a project" (Girone - Spain - from 23 to 25 October 1997): a practical training seminar dealing with transnational projects and regional/local projects which did not receive funding because their transnational dimension was insufficient.

"Visibility" in Brussels from 6 to 8 November 1997, a training seminar on presenting and increasing the visibility of projects, covering projects from the media and communication field. The role that images can play in the fight against racism and the way these tools can be used to support anti-racism activities were discussed. Developing a multicultural perspective in the projects was also given priority.

"The role of sport in combating racism", a seminar on ways to combat racism intended for sporting organisations, was held from 4 to 6 December 1997 in Stockholm, Sweden. It constituted an important first step towards strengthening the activities of sporting organisations and training networks in this area.

3.5. Studies and surveys

Several studies and analyses were conducted during the Year in various Member States on different aspects of racist and xenophobic phenomena.

See Annex 2 for "Youth against racism: effective weapons in the fight against racism, xenophobia and anti-Semitism amongst young people".

At European level, it is useful to recall the poll conducted by Eurobarometer (16 241 people questioned in the 15 Member States) ", at the request of the Commission, between March and April 1997, and the evaluation of the Year prepared by a group of independent experts, published in November 1998.¹⁸

3.5.1. Eurobarometer opinion poll

The survey found that one European in three considers him- or herself to be "very racist" or "quite racist", about a quarter think that they are "racist" and another third "a little racist". The survey results show the complexity of the problem: feelings of racism coexist with a strong belief in the democratic system and respect for fundamental and social rights. The idea of a strong racist presence amongst the European population is, however, not borne out by other results of the same study, according to which 70% of European citizens believe that immigrants and ethnic minorities should enjoy the same social rights as native Europeans. Moreover, 76 % believe that a multicultural society is "a good thing", and 77% of those asked called the decision to make 1997 the European Year Against Racism a "good decision". Finally, 84% called for more action from the European Institutions to combat racism.

The survey also illustrated that xenophobic views feed on feelings of personal insecurity, fear of the future and, above all, fear of unemployment and losing social status. These fears and racist views seem to be linked to the loss of credibility of institutions and are clearly encouraged by the parties and movements of the extreme right for their own political ends.

This is why the fight against racism should not be restricted, in the words of President Santer, to moral condemnation, but should also propose an alternative vision: that of a pluralist society with its constituent parts, united by accessible and reliable institutions, linked by inclusive policies and real progress in economic and social cohesion.

3.5.2. Evaluation

The Resolution refers to the need for an evaluation study. The group of independent experts¹⁹ were aided in their work by a steering committee responsible for defining the terms of reference for the evaluation.²⁰

¹⁷ See Annex 2 for Eurobarometer poll 47.1 "Racism and Xenophobia in Europe".

¹⁸ See Annex 2 for the evaluation report.

¹⁹ Comprising Mr Jordi Estivill (coordinator), Ms Zathia Zeroulou and Mr Werner Friedrich. The report is based on discussions with the national coordination committees (NCCs), MEPs, experts and technical assistance staff; surveys of the NCCs and those attending the seminars; and an analysis of the projects.

The various Commission departments charged with implementing the Year and one representative of a NGO at European level sat on the committee.

To determine how far the Year has achieved its objectives, the evaluators recalled first of all the features of such a campaign: an action of limited duration aiming essentially to raise public awareness and to provide a stimulus to longer-term activities. It was therefore a question of giving a clear signal and mobilising all those concerned in a coordinated effort.

According to the report, the Year succeeded in inspiring and concentrating efforts; reinforcing the exchange of experience between organisations working in this area; putting in place new networks and partnerships and reinforcing existing ones; involving organisations of immigrants and ethnic minorities in the conception and performance of projects; strengthening cooperation, both at national and local level, between authorities and institutions and the various partners; providing for follow-up mechanisms and forging a consensus on consolidating the role of the European Institutions.

Certain aspects of the implementation scored poorly: in particular the distribution of tasks between the Commission and the two technical assistance bodies and insufficient preparation in some areas, given the scope of the task to be accomplished, due to the short period between the Council's Resolution and the start of the Year (five months).

The visibility of the Year was no more than satisfactory, both at national and European level. According to the evaluators, the promotion and communication activities lacked funding, despite a significant contribution from the activities set up by the projects.

4. POLITICAL IMPACT

1997 was also significant because of developments at the political level. The Year succeeded in mobilising people and organisations across the EU, and this mobilisation, supported simultaneously by the national authorities, European institutions and all the partners, created in turn a favourable climate for political progress. Important examples include the introduction of new non-discrimination provisions in the Treaty establishing the European Community; the creation of the European Monitoring centre on Racism and Xenophobia in Vienna; the Action Plan against racism and, as a direct result of the Year and the result of a significant mobilisation effort, the European network of anti-racism organisations.

4.1. Reinforcing Community action in the area of non-discrimination

In its 1995 Communication, the Commission expressed the hope that a specific non-discrimination clause would be included in the Treaty. This aspiration was fulfilled with the inclusion of a new Article 13 in the Treaty establishing the European Community: once the Treaty of Amsterdam has been ratified, it will open up new prospects for anti-discrimination measures at European level by strengthening the role of the European institutions in the fight against racism. ²¹

The new Article 29 of the Treaty (replacing Article K 1) should also be noted. This Article establishes explicitly for the first time that one of the central objectives of the Union is to provide citizens with a

This clause will allow the Council, acting unanimously on a proposal from the Commission and after consulting the European Parliament, to "take appropriate action to combat discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation"22.

The Commission has already opened a broad debate on the possibilities for applying this provision, based on the experience acquired by all the principle players in the fight against discrimination. This debate will also include a general study of the situation at Member-State level. In this context, the Commission has organised and will be supporting seminars and conferences at national and European level, especially in collaboration with the European Parliament and the Presidencies of the EU. A major conference to present ideas on anti-discrimination legislation and to conclude the consultation process was held in Vienna in December 1998. Whilst dealing with the issue of discrimination in the broader sense, the conference focused mainly on discrimination based on race and ethnic origin, with a view to preparing a legislative initiative in 1999.

4.2. The European Monitoring centre on Racism and Xenophobia

To promote better understanding at European level of racist and xenophobic phenomena, the Cannes European Council, in June 1995, asked the Advisory Committee on Racism and Xenophobia, created by the Corfu European Council in June 1994, to make a joint assessment with the Council of Europe of the feasibility of a European monitoring centre on racism and xenophobia. The Advisory Committee had concluded that only a European monitoring centre would be able to follow properly the development of racism and xenophobia in the Union, give warning signals and encourage politicians to take concrete action.

In June 1997, the Council adopted the Regulation "establishing a European Monitoring centre on Racism and Xenophobia"²³, with seat in Vienna. The main aim of the Centre is to study the extent and development of racism, xenophobia and anti-Semitism in the Union and to analyse the causes and effects of such phenomena. It is also responsible for gathering and analysing information to provide reliable and comparable data at European level. The Centre will set up and coordinate a "European Racism and Xenophobia Information Network" (Raxen) and publish an annual report on the situation in the Community. It is responsible for drawing conclusions and formulating opinions for submission to the European Institutions and Member States. The Centre will conduct research and studies, organise expert meetings and encourage the organisation of round tables in the Member States. A documentation centre will be open to the public. To coordinate all the work in this area, the Centre will work in

high level of safety within an area of freedom, security and justice by developing common action in the fields of police and judicial cooperation in criminal matters and by preventing and combating racism and xenophobia.

Official Journal C 340 of 10 November 1997

Regulation (CE) n° 1035/97 of the Council, 2 June 1997, published in Official Journal L 151 of 10 June 1997.

close collaboration with the international organisations and those of the Member States and, in particular, the Council of Europe. ²⁴

The Centre, whose budget in 1998 was EUR 2 million, is run by a Management Board made up of independent persons designated by the Member States, the Council of Europe and the European Parliament, as well as a representative of the Commission. It met for the first time in Vienna on 20 and 21 January 1998, where it elected the Chairman, Mr Jean Kahn, the Vice-Chairman and the other members of the Executive Board, the body responsible for monitoring the work of the Centre.

At its second meeting on 28 and 29 May 1998, the Management Board appointed a Director, Ms Beate Winkler. The Director, appointed for a renewable period of four years, is the legal representative of the Centre and responsible for the performance of its tasks, preparing for Board meetings, budget and all personnel issues.

At the third meeting on 5 and 6 November, it was decided to start the procedure for the recruitment of staff at the end of 1998.

4.3. The Action Plan

In March 1998, the Commission presented its Action Plan against Racism²⁵, as announced during the concluding conference for the Year, to establish a **coherent framework** for the fight against racism at European level in the medium term. The Plan focuses mainly on reinforcing and supporting cooperation and partnerships at all levels to devise new models and disseminate them throughout the Union, as well as promoting the value of diversity and pluralism. In this regard, the Commission will be strengthening cooperation with, but also between, the various partners.

The Action Plan proposes practical measures and procedures to prepare the ground for future and more ambitious action in the fight against racism on a European scale. In particular, the Commission undertakes to make progress in the following areas:

- legislation, under the new non-discrimination provisions of the Treaty, with a view to submitting a proposal for legislation to combat racial discrimination before the end of 1999 (see 4.1).
- mainstreaming the fight against racism in Community policies and programmes: in particular employment, structural funds, education, training and youth programmes, public contract policy, research activities, external relations, information activities and sporting initiatives. An internal interdepartmental group has already been established to this end. The Commission will also continue to follow the principles of non-discrimination in its own recruitment and promotion policies.

On the basis of Article 7.3 of the Regulation, the Commission presented a proposal: COM (1998) 255 final, on 4 May 1998, for a Decision of the Council for an agreement with the Council of Europe for the purpose of establishing close cooperation between the latter and the Centre.

²⁵ COM (1998) 183 final, 25 March 1998

- developing and exchanging new models: supporting a series of pilot projects and networks which have displayed innovation in the fight against racism and actively contributed to an exchange of experience at European level.
- strengthening the information and communication action begun during the Year, to give a clear and recognisable identity to the fight against racism at European level: logo, media campaigns, Internet site, publications and prizes, as well as cooperation with various media to promote codes of good practice for journalists, editors and advertising organisations.

The Commission will be publishing a *report* on the progress achieved and the impact of the action plan before the end of 1999.

4.4. The European Network Against Racism

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

In November 1997, 130 antiracist organisations from all over the Union met in Brussels to examine the opportunities for such collaboration. Commissioner Flynn assured the participants of his full support for any decision taken at the meeting. The participants found great potential for coordinated cooperation at European level between the various anti-racism organisations, especially after the inclusion of a non-discrimination clause in the new Treaty.

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

Some 250 participants, representing many NGOs associated with the preparatory work, met again from 8 to 10 October 1998 for the conference setting up the network. A European political agenda and action plan were defined, as well as the means to implement such a programme.

5. CONCLUSIONS

The European Year Against Racism is a step towards greater collaboration in the fight against racism. It led to practical progress in the joint work of the European Institutions and the Member States, and opened up new horizons for cooperation.

The Year succeeded in mobilising people and organisations across the European Union. This mobilisation created, in turn, a favourable climate for political progress.

The European Year Against Racism succeeded in:

- getting things moving, giving a boost to the fight against racism in Europe, revitalising existing initiatives and giving birth to countless others. One important aspect was setting up a European network of non-government anti-racism organisations.
- communicating a hard-hitting message about the danger posed by racism to our societies. The information and communication campaign launched as part of the Year stressed certain tried-and-tested solutions, including the portrayal of multiculturalism in a positive light.
- confirming the role of the European Institutions in the fight against racism and creating a consensus on action in the longer term.

It also contributed to building a Europe which is true to its values and guarantees equality and respect for all.

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ANNEX II

Documents published in the context of the European Year Against Racism

- . "1997 Année européenne contre le racisme Rapport de la Conférence d'ouverture—
 " [1997 European Year Against Racism Report on the Opening Conference],
 The Hague, 30 and 31 January 1997, presents the objectives of the Year, the declaration of intent and the minutes of the discussions in the workshops.
- . "1997 Année européenne contre le racisme Rapport de la Conférence d'ouverture: Discours-" [1997 European Year Against Racism Report on the Opening Conference: Speeches], the unabridged text of the speeches given by the main speakers.
- · "Towards New Intercultural Perspectives" is an information and training resource specially produced for organisations active in the fight against racism, xenophobia and anti-Semitism.
- · "Racism and Xenophobia in Europe Eurobarometer Opinion Poll No 47.1" Report on the results of the survey into racist and xenophobic attitudes, conducted spring 1997.
- "European Year Against Racism Directory of Projects" a trilingual catalogue with names and addresses and a brief description of the 177 projects supported by the Year, categorised according to their main theme.
- · "Youth Against Racism Effective means of combating racism, xenophobia and anti-Semitism among young people - Seminar report"
- "European Year Against Racism: Newsletter" in four editions: January, May, September, December.
- · "European Year Against Racism. Projects in Practice" presents in detail the work and results of the 24 projects co-financed by the Commission in the context of the Year.
- . "1997 European Year Against Racism Closing Conference Report" in Luxembourg on 18 and 19 December 1997. Contains the key speeches, minutes of the discussions in the workshops and some of the results of the Year e.g. the European Monitoring centre on Racism and Xenophobia, the Action Plan against racism and the creation of the European NGO network against racism.
- . "1997 Année européenne contre le racisme Rapport de la Conférence de clôture: Discours" [1997 European Year Against Racism Report on the Concluding Conference: Speeches], the unabridged text of the speeches given by the main speakers.
- · "Année européenne contre le racisme Rapport d'évaluation " [European Year Against Racism Evaluation Report]

"The European Institutions in the Fight Against Racism: Selected Texts" - a collection, including the unabridged text of certain resolutions and major policy declarations adopted by the European Institutions over the last ten years on racism, xenophobia and anti-Semitism.

"What? Me? Racist?" - a comic strip spreading the anti-racist message, intended for teachers and young people to encourage thought and discussion about racism.

ANNEX III

European Year Against Racism, Facts and Figures

- ECU 6.6 million, from the budgets for 1996 and 1997, were allocated to the European Year Against Racism
- 15 National Coordination Committees, bringing together a wide range of actors in the fight against racism, coordinated the action in the Member States and regularly met in Brussels to compare notes at European level
- 1 862 candidates applied for funding
- 177 local, regional, national and European projects were funded by the Commission, to a total of ECU 3.2 million
- 6 national coordination committees organised European level conferences
- 4 thematic conferences provided a forum to make contacts and share experience between projects
- 3 200 decision-makers, 8 prime ministers and a head of state pledged their support by signing the declaration of intent, as did the Presidents of the European Parliament, the European Commission and the Economic and Social Committee
- 750 000 postcards were distributed in bars and cafés across the EU
- 3 celebrities played a role as "ambassadors" to promote the message of the Year: Linford Christie, Neneh Cherry and Joaquín Cortès
- 5 young people skated for 11 000 km, across 15 countries and 5 continents to spread the anti-racism message of the "One Globe-One Skate" initiative, broadcast to 63 million homes in Europe
- 85 000 people attended star match "Football Against Racism" in Madrid, which was watched by a television audience of some 2.5 million viewers in Spain alone.