



Active Participation of Ethnic Minority Youth in Society

Catalogue of Ideas

**Conference on Active Participation of Ethnic Minority Youth in Society,
Copenhagen 7 - 8 September 2006**

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1. Introduction

The conference on 'Active Participation of Ethnic Minority Youth in Society' taking place in Copenhagen 7 - 8 September 2006 - jointly organised by the Netherlands and Denmark - addresses the following main topics or key questions concerning ethnic minority youth:

- 1) How can equal treatment be ensured, especially as regards access to employment and education - including identification of the challenges and how to overcome them?
- 2) How can competencies and qualifications of youth from ethnic minority backgrounds be fully utilized?
- 3) How can social cohesion and social inclusion be promoted - and radicalisation prevented?

Since the 1960s the European countries have faced a considerable and increased influx of immigrants from non-western countries. The descendents of these immigrants are living in a reality where the social expectations of their parents, relatives and others from their own environment may differ largely from what is generally expected from the surrounding majority community - expectations that may be unrealistic or unfair from both sides - for instance on full adoption of the parental culture vs. complete assimilation into the majority population - which may put the young in a state of double jeopardy where acceptance seems impossible.

This dilemma for a part of the European youth pinpoints not only the need for implementing adequate integration and anti-discrimination policies, but also the importance of pro-actively ensuring realistic and equal opportunities for the future for these young people. This is one of the major challenges in Europe at the moment.

Also the lack of education or work opportunities - or the lack of motivation for using existing opportunities - leads to frustration which ethnic minorities experience in many European and Western countries. In a worst case scenario this frustration may lead to exclusion from and hostility towards the surrounding society.

It is the responsibility of both our societies and the immigrants living in European countries to ensure active participation in all aspects of society and that the gap

between ethnic minorities and the majority community is reduced or at best eliminated.

The consequence of unsuccessful integration, especially in the labour market, is not only affecting the life of immigrants and their descendants but also the national economy - unsuccessful integration is costly for the society as a whole. Against this backdrop, the main focus of the conference will be equal opportunities including employment and education, and cohesion for all citizens and prevention of radicalisation.

A youth camp with representatives from ethnic minorities from European Union countries will take place the weekend before the conference. Ambassadors elected among the participants of the youth camp will participate in the conference.

For input to discussions at the conference the Danish Ministry of Refugee, Immigration and Integration Affairs decided to prepare a booklet on integration of ethnic minority youth, equality of opportunity and active participation primarily within the IGC Participating States of which many are also EU Member States. The following States participate in IGC (Inter-Governmental Consultations): Australia, Belgium, Canada, Denmark, Finland, Germany, Ireland, the Netherlands, New Zealand, Norway, Spain, Sweden, Switzerland, the United Kingdom and the United States.

The booklet presents a catalogue of inspiring ideas - insights as well as success stories - on how to promote the successful integration of youth from ethnic minority backgrounds in selected countries; lessons learned, best practices and good examples on strategies and specific initiatives. The approach is qualitative and the presentations and descriptions of the cases are based on national documents and studies as well as interviews with stakeholders in the following countries: Australia, Belgium, Denmark, France, Germany, New Zealand, the Netherlands, Norway, Spain, Sweden, the United Kingdom and the United States. The booklet aims at keeping a balance between on the one hand a brief overview and on the other hand a presentation of useful information. Therefore, it has not been possible to include all the interesting information and projects from the countries.

To carry out the project Senior Policy Advisor Charlotte Hamburger, the Danish Ministry of Refugee, Immigration and Integration Affairs, was seconded to the IGC Secretariat in Geneva from April to August 2006. The Danish Ministry of Refugee,

Immigration and Integration would like to thank IGC and especially the IGC Secretariat for the helpful and professional support to this project. The Ministry would also like thank the stakeholders in all the involved countries for the provision of information and studies and for having arranged and participated in meetings and interviews.

2. Integration policy at governmental level

The history of immigration and integration

The history of immigration and integration is quite different in the countries included in the booklet. In some of the countries - the United States, Australia and New Zealand - the nations were founded by immigrants and immigration is an integrated part of the history. Other countries such as the United Kingdom have - though not being founded by immigrants - several decades of experiences with immigration and by this with diversity. For most of the countries immigration in its current form with respect to the scale as well as the background of the immigrants was quite a new phenomenon when it started in the 1960's and 1970's.

Besides immigration from Turkey, Italy, Serbia-Montenegro, etc. since the 1960's Germany has also experienced a large scale of re-immigration of (Spät-)Aussiedler - that is, German citizens or foreigners of German origin, who wanted to re-immigrate to Germany after the Second World War. Before the Second World War they lived in former German areas or they were forced to leave their home countries for political reasons. Though being German the (Spät-)Aussiedler - including the youth - face problems and barriers due to difficulties with the German language, educational backgrounds and cultures being different from the German, etc. In other words, re-immigration also requires re-integration. Today, with a total number of nearly 2.5 million people (Spät-)Aussiedler constitutes an important and large target group of the German integration policy.

Spain has just recently, as several other European Mediterranean countries, experienced a dramatic change concerning migration movements. From being a clear emigration country 10 to 15 years ago it is now an immigration country and a pole of attraction for immigrants from especially the South American, African and Asian continents. Also countries with a long history of immigration have during the last couple of decades experienced a considerable increase in the number of newcomers. For example, in 2003, about 33 million foreign-born people lived in the United States, accounting for nearly 12 percent of the population. Fifty-three percent of those immigrants were born in Latin America and half had arrived since 1990.

Frameworks for and focus points in integration policy

Not only the history but also the political and institutional frameworks for integration policy differ between the countries. Some countries such as France and Norway have - though to different degrees - mainstreamed integration policy so that ministries of education are responsible for issues concerning education of

youth with an ethnic minority background, ministries of labour are responsible for employment programmes, etc. In several countries the responsibility of integration and equal opportunity is divided between two or three ministries or governmental institutions depending on the topics being dealt with. And finally, in some countries - e.g. Denmark, Spain, the Netherlands, New Zealand, Sweden and Australia - one Ministry or governmental authority has the overall responsibility for co-ordinating all the different aspects of integration.

Moreover, in some countries such as the United States, Australia, Germany, Belgium and Spain the responsibility is to different degrees divided between federal, state, and regional level. For instance, due to the political decision in 1980 on federalizing major policy areas - including integration - into regions and communities, Belgian integration policy today varies to a high degree between regions and communities. Whereas regions are defined by the three territories - the Walloon region, the Flemish region and the Brussels-Capital region - the communities are defined by languages; that is French, Flemish and German. Today integration policy mainly belongs to the community level, though the Regional Governments are responsible for some parts. Also in Spain the Regional Governments - the Comunidades Autonomas - have to a large extent the political authority and competence to formulate, decide on and implement the integration policy at regional level.

And finally, in some countries integration and social inclusion has traditionally been a matter belonging to civil society and the voluntary sector. This is especially the case in the United States, where citizenship education and other integration activities have been carried out by non-profit organisations, places of worship and schools. Federal and state government activities on the other hand have generally been limited to promoting inclusion of civics instruction in English as a Secondary Language adult education programmes. Today different government agencies are responsible for different aspects of integration. For example, the Department of Education helps promote English-language learning, while the Office of Refugee Resettlement helps refugees from overseas to work towards self-sufficiency. The Office of Citizenship - established in 2002 - is the sole federal office charged with the civic integration of immigrants and is mandated to promote instruction and training on citizenship rights and responsibilities and to provide immigrants with information and tools necessary to successful integration into American civic culture. However, volunteers still play an important role as actors with respect to integration.

Also the political focus and the target groups for integration policy differ. In some countries as for instance France the focus is - except specific initiatives for newcomers - on social inclusion of all marginalised groups in society rather on integration. In other countries such as the United States and Australia integration policy is mainly related to the reception of newcomers. This is also the case in Norway, where integration policy first and foremost is related to newly arrived immigrants and refugees, whereas specific initiatives targeting the second and third generation and descendants are included in policies on social inclusion. And again - in several other countries as Denmark, Spain, Sweden, Belgium and the Netherlands integration is used as a general term referring to policies and initiatives targeting refugees and newly arrived immigrants as well as descendants of immigrants and aiming at promoting social inclusion and equality of opportunity.

Common to all the countries - and despite the described differences - is that integration, social inclusion and equality of opportunity with respect to youth from ethnic minority backgrounds have a high priority on the political agenda. This is among other things reflected in overall strategies, action plans and programmes initiated and implemented in several of the countries in order to promote integration and social inclusion.

3. Converting formal equality of opportunity into real equality of opportunity - best practices

In all the countries the principles of equal treatment and formal equality of opportunity are stated under the law and several countries have established institutions either dealing with specific complaints about discrimination or serving as consultative bodies concerning equal treatment.

However, experiences in many countries show that successful integration cannot be guaranteed solely by either formal equality of opportunity or overall strategies and programmes. Therefore, in all the countries specific and tailored initiatives are initiated in order to overcome those barriers and problems that young people from ethnic minority backgrounds experience in the educational system, in the labour market and in social civil life. That is, initiatives converting formal equality of opportunity into real equality of opportunity and thereby facilitating integration and social inclusion.

Generally, youth with an ethnic minority background face the same types of problems and barriers in the countries included in the booklet: relatively low school performances, low educational level, high educational drop-out rates, difficulty getting trainee placements and high unemployment rates. Furthermore, surveys in many countries show that ethnic minority youth are less active in official social, civil and political life as many might feel and experience social exclusion and discrimination. And often due to their parents connection to the labour market they are relatively socially and economically deprived. The experiences also show that quite a high number of ethnic minority youth - because of strong tendencies towards urban segregation in most of the countries - are brought up in distressed urban areas. Finally, in addition young refugees might have to deal with pre-migration experiences such as torture and trauma, family break-down and fragmentation, long periods spent in refugee camps, distrust of authorities and government institutions, etc.

At the same time a huge share of youth with an ethnic minority background do very well in the educational system and in the labour market, as these youth can offer societies good and necessary resources - particularly from the perspective of increasing globalization. Companies and enterprises need to an increasing degree a diverse staff in order to act and be competitive in the global trade and labour market. Youth with an ethnic minority background have - potentially or actually - special competencies to act in a global world; bilingual skills, trans-national consciousness and identity, cultural know-how and trans-national networks and relationships.

The description and presentation of the examples below are catalogued under the following themes: (1) school and education, (2) employment and access to the labour market - including training and apprenticeships, (3) community-based initiatives, (4) active citizenship and participation, and (5) dialogue and co-operation. Each sub-section is introduced with general descriptions of problems, challenges and barriers experienced in many countries relating to the specific theme - based on interviews with stakeholders, written information and studies.

Several of the projects have a clear focus on youth with an ethnic minority background. Others also include and focus on the whole family or the whole community - depending on the goal and theme. The opportunities and barriers that the youth face as regards integration and inclusion are often very complex and multi-faceted and cannot always be isolated and treated separately. Therefore, most of the projects - despite having a main priority - also have several goals at the same time seeking to address the complexity of problems and barriers with holistic perspectives and strategies.

It should also be noted that the projects and examples presented are by no means exclusive either with respect to the scope of initiatives taken by each country or with respect to the content. Almost all the countries included in the booklet have initiated programmes and projects aiming at promoting integration, social inclusion and equality of opportunity with respect to school and education, employment and access to the labour market, community-based initiatives, active citizenship and participation, and dialogue and co-operation. As highlighted in the introduction the purpose of this booklet is only to present a catalogue of inspiring ideas on how to promote successful integration of ethnic minority youth.

In the booklet the category '*youth*' is not defined and delimited as an exact age group but refers in general terms to young people being in a transitional period of life - between childhood and adult life. Also in the context of integration this stage of life is important. Independent social and civil life starts to take form, important decisions as to education and future employment have to be made, etc. Just as the opportunities of integration in childhood have a major impact on the life of young people, so do youths' opportunities of integration have a major influence on their future adult life.

The descriptions and definitions of people having a cultural background different from the majority culture in society vary between the countries included in the

booklet. 'Immigrants', 'descendants', 'immigrant background', 'of immigrant parentage', 'cultural minority groups' and 'ethnic minority groups' are some of the most frequently used terms. Furthermore, some countries - for instance France - do not recognize cultural groups and the main distinction is therefore made between citizens and residents having a foreign citizenship and consequently, the political focus is on social inclusion in general rather than integration.

In order to generate a common term '*youth from ethnic minority background*' is used in the booklet in a very broad sense referring to young people - regardless of citizenship - who have immigrated or whose parents were immigrants, who are brought up within a cultural context different from the vast majority and/or who feel mostly attached to and share the values of the culture of their (parents') home country. The concept also includes youth, who are socially excluded or treated differently from other youth in social contexts *regardless of* the fact that they are fully integrated in society and *regardless of* their cultural affiliations - but solely *because of* their ethnic background.

School and the educational system

Experience in many countries shows that school, education and familiarity with the language of a society are all important for successful integration; a prerequisite for the possibility that the children and youngsters can become active citizens - in society and the labour market. Having an education considerably increases the chances of getting access to the labour market.

Furthermore, in addition to learning the subjects taught, the children become acquainted at school with society's unwritten norms, values and rules. It is also at school that they learn to create their own non-family social relations. Therefore, school and education are more than vital door openers to the labour market. It also increases the chances of youth to participate in social and democratic life as active citizens and of understanding and joining the society and community in which they live.

A serious problem highlighted by most of the countries included in the booklet is therefore a relatively low educational level among ethnic minority youth compared to other young people and a considerably higher drop out rate - especially from vocational educational systems.

There are several factors explaining the low educational level and the high drop out rate among youth with an ethnic minority background.

Firstly, as clearly shown by OECD's PISA-report from May 2006, many ethnic minority children leave primary school without the necessary qualifications and capabilities for further education - for example, in some countries more than a third of second-generation immigrant children perform below the baseline for PISA benchmark for mathematics performance. This is despite the fact that these children express equal, if not more, motivation to learn and generally very positive attitudes towards school - a school engagement also being highlighted in a national research study carried out in the United States in 2002. Nevertheless, the children generally lag more than two years behind their native counterparts in school performance.

There are positive exceptions from this general picture - as in Australia, where the young immigrants according to OECD's study compete successfully against their native-born classmates. The same result was an outcome of a national Australian research study 'Second Generation Australians' - undertaken in 2002 - showing that the second generation as a group has attained higher educational and occupational status than their peers who were at least third generation Australians.

The OECD study shows that socio-economic background partly can explain the general differences in school performances between ethnic minority children and youth and other children and young people. But only partly - a sizeable gap remains often even after accounting for socio-economic factors. Other factors such as geographical origin, highly tracked education systems in some countries and concentrations of children with an ethnic minority background in deprived urban areas - and in schools located in these areas - have an impact on the children's school performances.

Also other reports show that - in addition to educational preparedness when leaving grade school - weak language proficiency, lack of social networks, problems with respect to obtaining trainee placements, the parents' educational background, the parents' support and expectations of their children's future education and institutional barriers within the educational systems are crucial factors explaining these youth's educational level and especially the high drop out rates. And finally, also a relatively high rate of teenage pregnancy among ethnic minor-

ity youth - and consequently the need to find a job in order to provide for the young family - especially in some of the countries explains the high drop-out rates.

However, the importance and significance of the specific factors do vary from country to country - such as the young people's language proficiency. In Spain for instance most of the immigrants come from Spanish speaking countries and the majority of the immigrants in the Walloon region of Belgium are already French speaking.

Given the fact that some of the problems ethnic minority youth meet in the educational system are founded already at grade school level, several countries have initiated projects and initiatives at grade school level - and even before - aimed at improving the performances of the children from the very beginning. Some of the projects presented below have a clear focus on newly arrived children and youth - others on children and youth, who either were born in the country or who have spent most of their lives there.

The United Kingdom: 'Starting Point': An introduction to British education system

Starting Point - beginning in October 2004 - is a part of Bolton's Gateway Refugee Project. The project is as indicated by the name a starting point for all new arrivals in the age range 5 - 16+, many of whom are new to English. More precisely, Starting Point is a beginning and an introduction to the English-medium British education system. It is not intended to provide long-term education and no child is expected to stay permanently: On average the children stay at Starting Point for six weeks.

The aim of Starting Point is to offer the children and youngsters a safe, secure environment, where their self-confidence, communication and skills within a variety of educational experiences are increased and thereby to enable them to cope better in mainstream schools. Safety, security, consistency and stability were the key factors when setting up the facilities for the project. Consistency is paramount and includes the layout of the classrooms, the routine, and the shared attitudes of all staff - all being considered to be necessary for children and youngsters when beginning the integration process.

Starting Point not only focuses on the academic skills necessary for the pupils in order to be able to continue in the ordinary school system. The project also considers and takes care of the other needs that especially refugee children and youngsters may have. Besides providing a measured introduction to school Starting Point also addresses and initiates activities within the following areas - all recognised as key to the development of every child and young person by the British national strategy 'Every Child Matters':

1. Staying safe: For children and young people, who have witnessed horrors and violence, safety becomes an important aspect of everyday life. The children and - their parents - receive training in personal safety awareness, home safety etc.

2. Enjoying and achieving: The pupils (and their parents) learn to trust again and to interact with adults in a more informal and trusting way than in their recent experience. The children and young people are also - in order to recover - given the opportunities to express memories and suppressed feelings e.g. by using art, craft, stories and conversation.

3. Making a positive contribution: The children and their parents are constantly reassured that they are valued and the pupils are encouraged to take responsibility and to get involved in every day activities in order to improve their self esteem and feeling of ownership and belonging.

4. Achieving economic well-being: All the children and young people are encouraged from the earliest opportunity to see and believe in their own potential. Furthermore, the UK system, available choices and future options are explained to the parents, as the parents are encouraged and guided in making educational choices that will affect their own and their children's future. Finally, pupils and parents are encouraged into leisure activities and the parents are introduced to community groups to support their integration.

5. Being Healthy: This part of the project contains basic health training issues, introduction to school nurse, early referrals to doctors, dentists, opticians and specialists when required etc.

Though children and youth are the primary target groups of Starting Point the project also to a large extent includes the parents and staff. The parents are directly involved and included in some of the activities as the staff members are provided with training and good background information.

On average, between 65 and 70 pupils attend Starting Point at any one time. The results so far have shown that focussed efforts taking the whole situation of the children and youth - including their parents - into account help newly arrived children and young people with an ethnic minority background to cope with their integration to mainstream school.

Denmark: Integration Service - also in schools

In order to further the dissemination of good examples on integration, a team of consultants - 'The Integration Service' - was set up in the Danish Ministry of Refugee, Immigration and Integration Affairs in 2005.

The consultants have a specific knowledge of integration especially with respect to education and employment and offer - on the request of the municipalities - supervision, expert knowledge and good advice to local governments, schools, organisations, etc. The primary goal is to make the efforts to integrate immigrants and descendants in the educational system and in the labour market more efficient. Furthermore, the consultants disseminate good - and practical - experiences from and between municipalities, educational institutions and enterprises. Since May 2005 the Integration Service has been co-operating with 50 municipalities.

Utah, United States: Alternative High Schools

The Horizonte Instruction and Training Centre in Salt Lake City, Utah, has designed specific programmes to help students with an immigrant background intellectually, culturally and vocationally. The primary focus of the programme is to provide intense, survival and pre-employment English training. It includes 10 levels of instruction, ranging from preliterate, basic survival skills to postsecondary academic preparation and TOEFL (Teaching of English to Foreign Learners) Training.

In 2003 2,100 students were enrolled in the day programme and an additional 1,800 in the evening programme. The target group is not only youth but all age groups: the students ranged in age from eighteen to eighty-seven and represented sixty-nine countries. Generally, the students pay a nominal tuition fee whereas refugees - due to support from the federal Office of Refugee Resettlement - can attend the school free of charge. In order to consider the needs of students who are young parents or pregnant teens the school staffed an on-site childcare centre with aides, volunteers and peer parents.

The programme runs year-round and includes five sessions, lasting approximately thirty-six days each during the regular school year, as there is a summer term lasting approximately twenty days.

Australia: Milpera State High School

Milpera State High School in Brisbane is recognised as one of the leading schools in preparing humanitarian entrants for mainstream education. In 2006, refugee students comprise 76 percent of the school population with only 5 percent of these students having an appropriate education for their chronological age. Milpera State High School provides for the student's education and English language needs, as well as broader settlement needs. Specific initiatives the school has implemented include:

1. Employment of a number of bilingual personnel to support students and teachers.
2. Provisions to teachers of information on the schooling experiences and backgrounds of students from different countries to assist them in planning classes.
3. Engagement of over 100 volunteers per week to provide reading, writing and classroom support.
4. Establishment of the Home of Expressive Arts and Learning programme, which involves music and creative arts therapists working with students to help them deal with trauma and grief, improving learning outcomes and engender respect and harmony.
5. Provision of multilingual information for parents on the education system.
6. Provision of information sessions for students from other organizations, such as torture and trauma counselling providers and the police.

The United Kingdom: 'Access to Medicine'

An eleven-year-old boy - coming to the UK with his family from Nigeria - had a dream of becoming a doctor so that he could help his sister, who suffered from epilepsy. Very sadly, the boy was stabbed to death.

After the loss of their son the parents decided to make special efforts to prevent knife killings among young people and to help young people with an ethnic minority background to get access to the study of medicine. In order to promote these goals the parents founded the charity foundation 'Damilola Taylor Trust' in 2000 and initiated the project 'Access to Medicine' - a project being run in co-operation with other charity organizations and King's College in London. The starting point for the process is getting in contact with young people aged 17 from ethnic minority backgrounds having ambitions but poor qualifications for studying medicine at university. The young people are contacted in youth clubs, in disadvantaged urban areas, etc. At this stage the Foundation co-operates with central stakeholders in the urban areas in order to identify those young people who have an interest in studying medicine. The parents are also involved in this part of process in order to ensure that they will encourage and support their children. If the youth are interested, they are tested to see if they are academically qualified - not measured by their previous school performance or actual academic skills but by their general intellectual/academic capabilities - using the same methods as Mensa.

If they pass the test the youth are offered public grants for education, as the 'Damilola Taylor Trust' pays for the accommodation. Furthermore, in order to catch-up on the lack of academic skills the youth are offered one extra year at university to finish their study.

Approximately 10 - 12 young people primary with African and Caribbean background start the study of medicine every year due to this project. And at the moment 50 out of 55 young people with an ethnic minority background are now going through the study. Because of this success and because of the need for engineers and lawyers, the 'Damilola Taylor Trust' is planning to extend the project to include engineering and law studies.

Denmark: 'We need all youngsters-campaign', 2003 - 2009

In 2002 the Danish Ministry of Refugee, Immigration and Integration Affairs launched the campaign 'We need all youngsters' running in the period 2003 - 2009. The purpose is to help more young people with an ethnic minority background to start and complete a study or training programme so that they can subsequently find a job - and also to provide them and their parents with information and advice about the opportunities open to them in the Danish educational system. The campaign has employed eight consultants developing and launching initiatives.

With a grant from the EU Social Foundation in December 2005, the campaign has been extended and contains various types of activities, such as:

- 1) Establishment of a team of role models of young people from ethnic minority background, who have done well in the Danish educational and vocational training and a team of role models of parents of children from ethnic minority background having a Danish education. The teams visit schools, youth clubs and ethnic associations to talk about their personal experience in choosing and completing an education and - as regards the team of parents - the importance of supporting their children.
- 2) Targeted campaigns for specific training areas like the police, armed forces and emergency services.
- 3) Targeted campaign to obtain trainee placements and jobs - '100 Trainee Placements in 100 Days'
- 4) A task Force co-operating with vocational training schools
- 5) Voluntary homework assistance schemes
- 6) Bazaars on education and enterprises taking place two or three times a year

Access to the labour market

In most of the countries work is highlighted as a key to successful integration in society. Employment and self-support is seen as more than merely a question of boosting the national economies; it is also a matter of showing respect for the individual human being as a full member of society. Having an economic stake is crucial to the sense of belonging as the workplaces can be vital corridors for social and civil inclusion in society. Quite often, the workplace is important for making social contacts and private friendships - and therefore also a place where prejudices about 'the others' can be eliminated. Furthermore, the workplace - like schools and educational institutions - serves as a forum for an exchange of information on unwritten societal norms, values etc.

Therefore, in most of the countries strengthening the efforts to promote integration in the labour market is considered to be important not only in order to improve economic integration, but also in order to improve social inclusion and by this social cohesion of society.

The general picture in the countries included in the booklet is that the unemployment rate is high among non-nationals compared to the whole population: this is also due to youth with an ethnic minority background. For example in Belgium 23.2 percent of all active non-nationals between the ages of 15 - 64 were unemployed in 2004 compared to 10.3 percent of the active Belgian population. The figures in Denmark (2004) - measured by employment rate - are 46 percent among immigrants from non-western countries in the ages of 16 - 64 compared to an employment rate on 76 percent among Danes. According to a report on youth in Spain, young with an immigrant background - of which approximately 1.140.00 are between the ages of 15 and 29 - leave the family home and take up jobs earlier than their Spanish peers, have a employment rate which is 10% higher, are stronger represented in the low qualified job sectors and have a net income which is 12% lower than that of the equivalent group of Spaniards. Despite of an economic progression in the Netherlands - generally improving the employment rate for both Dutch people as well as non-nationals - the youth unemployment is still a major challenge. This is especially the case for ethnic minority youth among whom 25 percent are unemployed - compared to 11.7 percent among Dutch youth. However, there are differences within the groups. For example, young women with Moroccan and Antillean backgrounds are doing much better than young men from these groups. Likewise, youth with a Surinam background are doing almost as good as young Dutch people in general.

As mentioned above some countries point out low school performance and a lower educational level as important factors when explaining the employment rate and position in the labour market, respectively. But not exclusively: Although education improves the opportunities for accessing the labour market there still remains an employment gap between on the one hand ethnic minority youth and on the other hand young people in general. This can be due to prejudices and insecurity (doubtfulness) among both the employers and the young people. Some employers might hesitate to employ a young person with an ethnic minority background either in expectation of the youth being less qualified or in expectation of the employees being against the employment - and thereby causing daily troubles at the workplace. And likewise, some ethnic minority youth abstain from making an extra effort to get a job because of an expectation of not getting it due to their immigrant background.

Therefore, several projects have been initiated not only with the aim of training and employment of ethnic minority youth being less qualified for the labour market due to a lack of higher or relevant education but also with the aim of promoting employment of ethnic minority youth who are as qualified as other young people.

Stockholm, Sweden: Fryshuset Youth Centre

Fryshuset Youth Centre's activities are based on three main pillars:

1) Education: Fryshuset offers youth an alternative education at high school level qualifying them for university studies. The point of departure for the education is specific projects rather than general courses. 150 teachers are employed to teach 1000 students making it the largest independent school in Sweden.

2) Leisure time activities: Music, skateboard club with 4.000 members, basket club etc.

3) Social projects of which several have a specific focus on youth with an ethnic minority background such as:

Elektra: Helping young girls being at risk of honour killing for having broken religious codes of conduct.

Sharaf-heroes: Helping young boys to change their attitudes and behaviours as regards codex of shame and honour.

Bridge-builders: A project for boys and young men not having male role models in their everyday life. The boys are offered an adult male coach - typical men working as volunteers.

Easy street: Cf. the project presented below.

Stockholm, Sweden: 'Easy Street: We exist - we have an opinion - we react'

'Outside each schoolyard there are several employment services and employers waiting for the children and youth to come out. They are also the criminals, the drug dealers, the extremists and the fundamentalists - ready to give the children and youth a job without any kind of discrimination because of ethnicity, cultural or social background' (Anders Cardell, one of the founders of Easy Street).

Easy Street (or Lugna Gatan in Swedish) is a huge project at Fryshuset Youth Centre in Stockholm - named after the famous Charlie Chaplin film 'Easy Street' and having an overall goal of helping young people get access to the labour market and to society in general. As stressed by Anders Cardell: *"There are many ways out of society, but few ways back in"*.

Fryshuset, Stockholm Transport Services, the Stockholm County Governor and the Stockholm Water Festival initiated Easy Street - jointly - in 1995 as an attempt to reduce violence and vandalism in the Stockholm Underground. Ten hosts were employed the first year. However, the needs of the young people with respect to contact, activities and support were so great and varied that the more things the hosts did, the less they were able to accomplish. Consequently, the project started to develop in various directions and today it is divided into different types of areas:

1. The first part is a three-month labour market educational program aimed at helping young unemployed people or long term unemployed, who for one reason or another have difficulties entering the labour market. If they complete the three-month period successfully they are offered employment within their different types of areas.
2. The Public Transport Project: The original underground project is still going on but has also expanded to the commuter trains also. Hosts from the age of 20 provide calm and safety in and around the Public Transport system, both through direct intervention and by preventive work through establishing contact with young people.
3. The Junior Project: Local groups of young volunteers (between the ages of 14 - 19) are supervised and tutored by older hosts. They take part in activities such as training, field visits, camps, sports and patrolling in their neighbourhoods.
4. The School Project: Hosts work to improve the social climate in schools offering support to pupils and helping to solve conflicts.
5. Support: Support for young crime victims and help with prosecuting the perpetrators.
6. Presence (Närvaro): Presence of Easy Street Hosts at any event or place where youth randomly meet such as swimming pools, recreational areas or discotheques.
7. ART (Aggression Replacement Training) - Goldstein's renowned programme designed to address the behaviour of aggressive youth, reduce anti-social behaviours, and offer an alternative of pro-social skills.

Today 150 young people from the age of 20 are employed on regular terms at Easy Street. They are working as hosts in the underground, at schools, in urban areas etc. But the hosts are not security guards; they are role models working to establish contact with youth and prevent violent and destructive behaviour.

Approximately 62 pct. of the employees have a criminal background as around 80 pct. have some type of immigrant background. This gives them extra credibility in suburbs where most of the young people are of immigrant parentage. Also the criminal record - and the rough experience - turns out to be useful in the work. People from tough backgrounds are familiar with the world that underprivileged young people live in. They know the social codes and get past their barriers. And they inspire confidence, since they are living proof that it is possible to become integrated in society. Young people respect those with knowledge based on first hand experience.

The recruits are enrolled in a three-month education programme, when getting employed and employees with a drug abusive background are obliged to join support groups. Furthermore, they have to be drug-free and are regularly tested for substances.

The work of - and the philosophy behind - Easy Street can be described as extremely successful. Due to a huge demand from the city, schools, housing associations, transport companies, etc. - requesting employees from Easy Street - the economy of the project relies totally on revenues. Moreover - and even more important - several hundred unemployed youth have been helped into training and employment, several thousand teenagers have worked as volunteers and several hundred teenagers work as volunteers in local groups and schools throughout Stockholm, Gothenburg and Malmö. The Municipality of Stockholm has received help with pupil counselling and around a hundred young crime victims have been given support. Research conducted by the Swedish Crime Prevention Council in 2002 shows that 94 pct. of people who work or have worked for the Easy Street project now live normal lives and are engaged in full-time jobs or study.

The Netherlands: Summer schools - visions on Islam and job coaching

In 2005 the Institute for Multicultural Development (FORUM) organized the first summer school in conjunction with, among others, the Clingendael Institute. At the summer school, Dutch and non-Dutch Islamic tutors discussed different visions in respect of Islam and the position of Muslims in modern, Western societies. 25 talented young Muslim students - both male and female - from various universities and academies were participating after having been nominated by the educational institutes. The programme for the summer school consisted of lectures, working groups and individual assignments. Moreover, the students were offered a personal coaching pathway in which successful persons, who occupy important positions in Dutch organisations or companies, will support them in their entry into the employment market. They were also encouraged and supported in the development of positive initiatives within their own local communities.

At this moment two summer schools - both being extremely successful - have been organized. Because of the success the City Council of Amsterdam has decided to arrange further summer schools on Islam and job coaching.

Germany: Jugendmigrationsdienste (JMD): Focussed Integration Service for youth with migration background

In 2003 the Ministry of Family, Senior Citizens, Women and Youth decided to establish special new guidelines to focus the work of the approximately 360 integration services for children and young people with migration background between the ages of 12 - 27 independently of how long they have lived in Germany: That means, Service Centres advice and care for newly arrived young immigrants as well as young people with migration background, who either are born or have lived most of their life in Germany. JMD - a part of the 'Program 18 im Kinder und Jugendplan des Bundes' - is an optional offer and the children and youth are not obliged to contact the JMD or to be enrolled in the activities.

The overall purpose of the JMD is to improve young people's chances of a successful integration with respect to language, school and education, and employment - and especially to help the youth by bridging education and employment. Moreover, an important goal of JMD is to promote the participation of youth with an ethnic minority background in social, cultural and political life. Today there are in total 360 JMD located all over Germany.

More specifically, JMD can offer the youth:

- 1) Individual counselling and case management: The counselling, which can take place both during and after participation in integration programmes for newcomers, encompasses among other things language courses and individual long term planning with respect to school, education, work, family, etc. Specific job plans are being made in co-operation with Job-Centres (der Berufsberatung der Arbeitsverwaltung). JMD also helps the youth if they face an urgent, specific problem.
- 2) Group sessions for youth with an ethnic minority background - for example orientation courses and training courses on new technology.
- 3) Opening doors to social life by providing social advices, social networking and contact to other youth.

In 2005, nearly 71.400 young people with an ethnic minority background used the services of JMD in Germany.

Another important target group for the JMD is also staff members in schools, the educational system, municipalities, etc. working with integration of ethnic minority youth and children. JMD offers the employees courses on and advice concerning cultural and integration topics.

Auckland, New Zealand: Trade Training Academy

For providing "pathways to construction" for refugee youth the Auckland Trade Training Academy was established in 2000 as a training provider specialized in pathways to employment in the construction industry for youth at risk. The Academy initially focused on Maori and Pacific youth, but has recently extended its programme to include migrants and refugees. In partnership with the Ministry for Social Development and refugee communities as part of the Mt Roskill Refugee Youth Project, the Academy has included 5 Ethiopian and Somali young people on its 12 week "Pathways to Construction" programme, with a view to their moving on to modern apprenticeship positions in the building industry. They have taken special measures in consultation with community leaders to provide a supportive environment for the group.

The Netherlands: Personal coaching for leadership

The Institute for Multicultural Development (FORUM) and de Baak (the Educational Institute of the VNO-NCW employer's organisation) have jointly developed a concept for facilitating the personal coaching of young, highly educated Muslims in the last stage of their studies.

The philosophy behind the project - now being implemented - is that when highly educated young people are unable to get access to the labour market, obtain a proper position or do not feel at home in the prevailing work culture, it can result in frustration. And frustration has an inherent risk of (self) exclusion and extremism. So far, there has been little focus on successful people from ethnic minorities, who occupy important positions in the Government or business world. However, these people are extremely suitable as role models for young people, who are about to enter the labour market, and can give them that little extra nudge these young people are currently lacking.

The project contacts and expands existing networks, as a number of group meetings are organised in addition to personal coaching. By means of a 'buddy' structure these high potential young people can receive assistance in building their personal competences and leadership qualities. At the same time they can fulfil a bridging function by introducing other young people, who are looking for work, into their own network, thus helping them to find employment or traineeships.

Spain: Actions Aimed At The Roma Community’.

The actions developed under the Operational Multiregional Programme running in the period 1998 - 2008 are targeting the Roma Community comprising more than 650.000 people. According to the description of the project the majority of the Roma people living in Spain face serious risks of social and employment exclusion and the programme therefore aimed at offering Roma youth from the age of 16 and their family integration opportunities especially with respect to access to the labour market.

The approach - the methodology - is to elaborate and run individual integration pathways based on the needs of the individual. More specifically, the programme contains the following actions and steps:

1. Sensitizing and raising awareness amongst Roma youth and their families in order to motivate to them to enter guidance, training and job search processes.
2. Welcome and first guidance in order to start defining the content of the individual employment pathway for training and job search.
3. Labour market research on those economic sectors in which Roma population may be qualified for employment. Contacts with enterprises are made in order to build bridges between employment opportunities and unemployed Roma people. Once the matchmaking process has been achieved follow up and close accompaniment is provided to the new employed Roma person and the employer, respectively.
4. Training aiming at improving the competences and qualifications of the individual.
5. Establishment of an information system ‘Monitoring Centre on Roma Community Labour Insertion’ in order to create a platform for a continuous exchange and dissemination of knowledge, good practices and experiences - also with the purpose of showing the Roma Community that training and employment actually are successful ways to societal inclusion.

By June 2006 25.000 Roma people had gone through individual employment pathways and 16.500 labour contracts have been achieved. This obvious success so far can to a high degree be explained by the organisation of the programme and the involvement of central stakeholders. The programme - having a total budget of € 62 million - involves financial support from more than 70 departments from public administrations at national, regional and local level and - from 2000 to 2006 - financial support from the EU Social Fund. Furthermore, the entrepreneur sector, the media and other important entities are participating actively in the programme, and the Roma associative movement and social networks have a leading role in the development of the specific programme actions. Finally, Monitoring Committees formally involving more than a hundred entities from all over Spain have been set up in order to disseminate as much information as possible and to guarantee full transparency in the programme actions.

Community-based initiatives

In this context community refers both to where people live and how they feel and act - that is, both to social relations - in this context within the ethnic community - and to a space.

A general urban trend in the countries included in the booklet is that a relatively high number of immigrants and ethnic minority groups live in distressed urban areas - in some of these areas people of immigrant origin constitute 80 - 90 percent of the population.

Almost all the included countries highlight this concentration as one of the major challenges to a successful integration of ethnic minority youth. Due to a high unemployment rate among immigrants and ethnic minority youth especially in these areas, a risk of ethnic segregation is embedded within the process of social segregation. Distressed urban areas are often isolated (culturally, commercially, infra-structurally, etc.) from other urban areas, like a stigma develops about living there. Therefore, urban segregation often becomes a problem for people living in these areas, because it puts everyday welfare under increasing pressure and reinforces the risk of being socially excluded - both due to local urban residence and to ethnicity.

Furthermore, the clash of social and ethnic segregation not only constitutes a barrier to integration in the labour market, in civil life, etc. It also contains a considerable risk of riots and contra-reactions. During the last two decades several countries have experienced riots among youth with an ethnic minority background living in distressed urban areas.

Community-based initiatives - social as well as spatial - have several advantages when it comes to promoting the integration of youth with an ethnic minority background and can be excellent platforms for integration in society. But at the same time communities can constitute a serious barrier to integration - as described below.

As to *spatial communities*, urban/residential areas are very concrete, physical and visible. It encompasses the full range of day-to-day activities and constitutes meeting-points for face-to-face contacts and cultural exchange with other groups in society - contrary to society as an abstract phenomenon composed by general social and political norms. People live in the city, meet other people in different settings, hear and speak the language, etc.

Social (ethnic) communities can also be valuable counter partners when promoting the integration of young people. Due to inside knowledge, trust, confidence and community ties role models, coaches and spokes persons from ethnic communities are quite often more capable to get in contact and communicate with young people - especially if the youth have isolated themselves within the community, have turned their back on society etc. However, if the community ties are too closed and the gaps between different communities in society too wide, social and ethnic communities can turn out to be a barrier to integration.

In general, community as a social-physical space can foster on the one hand integration and change and on the other hand isolation and conflicts. Therefore, most of the countries have initiated projects and larger urban programmes aiming at eliminating the barriers without eradicating the advantages of communities with respect to promoting a positive integration.

Spain: 'Street level integration - meeting the youth where they are'

Asociacion Colectivo La Calle is an organization working on improving civil community life and participation in neighbourhoods and distressed urban areas. Immigrants are to an increasing degree settling down in these areas and due to problems with accommodation and homelessness among youth more and more young people from ethnic minority background are hanging around and living on the streets. Especially young boys and men with Latin-American background stick together in street-gangs.

The aim of the work of Asociacion Colectivo La Calle is to receive newcomers to the areas and improve and promote the integration of young people. The philosophy behind the work is to meet the youth where they actually are: that is, in the neighbourhoods - on the streets. In order to get in contact with the young people the organisation has established a network and a co-operation on integration with the religious organisations in the neighbourhoods.

41 people are employed in Asociacion Colectivo La Calle and approximately 100 people work as volunteers.

The Hague, the Netherlands: 'Towards an independent Future for Somali Youngsters', 2002 - 2003

In 2000 the Committee of the Somali Association in the Netherlands requested that attention should be paid to young Somalis in The Hague. Approximately 350 young Somalis between the ages of twelve and twenty-five live in The Hague - mainly in the urban areas Schilderwijk and Escamp.

As a response to this request the municipality of The Hague initiated a project in 2002 - partly financed by the European Refugee Fund and in co-operation with the Somali association - focussing on reinforcing the position of Somali youth. The project - running in the period 2002 - 2003 - contained activities in four spheres:

1. Work and training: Assisting young Somalis in finding work and/or training. This activity included efforts to encourage young Somalis, who did not participate - or not fully participate - to go back to school. In order to give individual guiding and counselling - and because of the strong community ties - Somali coaches were appointed. The coaches looked out for the Somali youth on the street, in community centres, etc. and organized activities aimed at reaching out for young people. The intensive supervision continued until the youth were firmly established in their program of education or work and had a prospect of an independent future. This activity also included removing existing obstacles and solving problems such as housing conditions, truancy and addiction.
2. Coaching: Helping Somali youth with problems at school. The Somali coaches - paired with the youth one by one - stimulated, supervised and guided the young Somalis for one year and had meetings with them approximately once a week, giving them homework assistance etc.
3. Skills enhancement: Employees of organizations dealing with Somali youth were trained in order to acquire specific knowledge about the young people's cultural and social background.
4. Meaningful leisure activities: Provision of a range of activities for Somali youth in order to offer the young people structure and care - and hence avoid problems.

In March 2003 48 young people had been given a place in a work and training programme. As to the coaching part of the programme thirteen candidates were attending training courses in January 2003 - of which six coaches were ultimately paired with a Somali youth. Also the skills enhancement training for employees of organisations dealing with Somali youth was quite successful: in 2002 seven meetings were provided attended by a total of 73 people.

Belgium: 'Developing the potential of ethnic minority youth'

'The aim of the project is to develop the potential of youth with an ethnic minority background. Just like the negative of a picture the features - the potential - are already there. They just have to be developed in order to be visible' (Tahar Elhamdaoui, project leader, Formation et Travail en Quartier Populaire)

The platform for the work of the organization 'Formation et Travail en Quartier Populaire' (Education and Employment in Low-income Urban Areas) is - as indicated by the name - low-income urban areas. The organization offers job training within the construction sector for young people / young adults primarily from Northern African, Turkish and East-European background. However, in order not to push the processes of urban segregation and ghettoization any further the organization has decided to open the projects to people from other ethnic backgrounds as well as to people living outside the urban areas concerned. Most of the 140 participants are either unemployed people on social welfare and / or people just being released from prison.

The purpose of the targeted training programme is to promote employment of the participants within the construction sector - but not only. The training programme is also used to address other problems that young people from ethnic minority backgrounds face in everyday life. By and large the participants have the same problems but they react in very different ways. Some give up hope and isolate themselves: others react in a more aggressive way. The project helps the young people to react in a constructive way. Besides job training - and subsequently traineeship/professional training of the youth within the construction sector - the aim of the organization is also:

1. To *receive* ethnic youth just moved into the neighbourhood.
2. To *structuralize* the life of ethnic minority youth - e.g. by giving them a meaningful content in everyday life.
3. To *socialize* the young people by introducing them to societal norms, values and rules and thereby guiding them to be active participating citizens. Part of this work is being financed by grants from the federal Impulse Fund for Migration Policy (cf. supra). The point of departure for the project is using computers and IT as platforms for getting access to society. When attending the programme the participants have to make a written introduction of themselves and the other participants, respectively. Furthermore, by using the Internet the youth also get concrete answers to specific questions concerning accommodation, trainee placements etc.
4. To *empower* the youth and give them more self-confidence in order to move on in life.

In order to ensure that the training programme corresponds to the needs of the construction sector, and that there will be job opportunities for the youth afterwards, the organization has a very close co-operation with the private sector. And moreover, when elaborating the trainee programmes the organization deliberately looked for sectors having increasing needs and demands for work power - like the construction sector in Belgium having experienced a large boom during the last couple of years. The positive outcome of the projects is remarkable: For instance in 2004 86 percent of the participants got a job within the construction sector afterwards.

Virginia, United States: The Latino Connection - A Grass-Roots Approach to Receiving Newcomers

In Winchester, Virginia, a grassroots organisation has effectively addressed the needs of the new Hispanic population vis-à-vis community institutions. The Latino Connection, founded in 1999, evolved into a networking and advocacy groups that focus on quality-of-life issues affecting the local Hispanic community. The goal of the work is two-fold: 1) to coordinate efforts to provide culturally and linguistically appropriate services to Hispanic newcomers, and 2) to uphold the power of diversity in decision-making by providing a forum to spread accurate, meaningful information among the newcomers, established residents, and community mediating institutions.

The Latino Connection is made up of thirty-five representatives from various community organisations - most of them involved in education and health care. These members - approximately half of them Hispanic - have permission from their employers to meet during regular working hours on a monthly basis for special events targeting the Latino population. Valley Health System, a non-profit organisation of health care providers, allows the group to use its facilities for meetings free of charge. That the members of the Latino Connection are employed independently of the advocacy group allows it to remain informal - it has no paid staff and is not incorporated as a non-profit organisation. The structure frees the group from worrying about its own economic preservation - and thereby allowing it to focus and concentrate all its energy on issues related to the newcomer Hispanic population.

The Latino Connection's outreach and information initiatives focus on closing the gap between institutions unprepared for serving newcomers and immigrants unprepared for life in their new communities, respectively. The group capitalises on its own members' standing employment with traditional mediating institutions such as schools, hospitals and different sectors of local government. The arrangement allows members of the Latino Connection to provide information and resources directly to members of the newcomer society while simultaneously strengthening institutional capacity to meet the needs of newcomers through education of colleagues.

France: 'Urban Zones'

As regards young people - and youth with immigrant background - France highlights a high unemployment rate especially in distressed urban areas as a main challenge. Whereas the general unemployment rate for young people in France is 23 percent, the corresponding rate in some distressed urban areas is up to 50 percent. Therefore, several projects and programmes being relevant for young people with an ethnic minority background and aimed at increasing the educational level and job opportunities for youth take the point of departure in specific urban areas.

ZFU (Zones Franches Urbaines) - Urban Free Zones: Urban Free Zones are distressed urban areas characterised by high unemployment rates and poverty. The Urban Free Zones are selected on the basis of objective criteria such as number of inhabitants, unemployment rate, the proportion of young people less than 25 years of age, proportion of persons having left the educational system without any diploma, economic potential of the commune, etc. The aim of the ZFU programme is to boost economic activity, to reduce unemployment and to facilitate physical and social regeneration in these areas by support policy and improvement of the economic incentives for private companies.

More specifically, companies establishing themselves in these areas are completely tax-free for a period of five years. Likewise, small businesses with fewer than 50 employees already present or setting up during the free-zone opening period were tax-free. In return the companies are obliged to reserve one third of available jobs for people living in the area. The programme also includes governmental and local initiatives and projects concerning urban renovation, vocational training, access to employment, public transport, development of commerce and services, etc. The first 44 Urban Free Zones were launched in 1997 followed by 41 new Urban Free Zones in 2004. And due to the riots in the French suburbs in November 2005 further 15 Urban Free Zones are planned to be launched this year (2006).

Today it is possible to see the first successful results of the Urban Free Zones programmes launched in 1997. The number of companies in the areas has more than doubled in seven years - from 10.000 in 1997 to 24.000 in 2003. Moreover, the extent to which companies are setting up was seven times higher in the Urban Free Zones than in the surrounding urban areas. Consequently - and even more important - the number of wage-earning employees in the areas tripled during the same period from 25.000 in 1997 to 82.000 in 2003: And the local recruitment level has increased to one third of all new employees.

'La Charte de la diversité dans l'entreprise' from 2005 is another important French initiative aimed at promoting real equality of opportunity in the labour market. At the time of writing approximately 500 mainly small companies have signed the charter stressing that they will work for anti-discrimination and diversity - especially with respect to ethnicity and cultural background. These objectives have to be reflected in the recruitment policy and the daily management. Furthermore, the companies oblige themselves to promote these goals also in their co-operation with other companies, clients etc. And finally, the companies oblige themselves to describe best practices and results with respect to diversity in the annual reports.

The National Cohesion Plan: This plan aims at getting 800.000 unemployed youth - not only living in distressed urban areas - back to work between 2005 and 2009. The Government has allocated approximately 500 million € pr. year to implement the plan.

ZEP - Priority Education Zones: Generally, because of their social background children and young people living in distressed urban areas are less inclined than other youth to continue further education after primary school. This especially applies to universities, where the competition - a test the applicants have to pass in order to get access - has proved to be a serious barrier to youth from these areas. Therefore, in 2001 the Government made an agreement with the Department of Political Science at the University of Paris that 150 pupils from specific distressed urban areas should get access to the study when having passed a special competition taking their social and cultural background into account. Other universities are now participating in the programme. Most of the time, students from ZEP have to pass the same competition as other youth but they receive academic support to the preparations.

Denmark: 'GAM3: Street-level activities supporting street culture'

The multicultural integration project GAM3 was initiated in 2002 in order to offer meaningful leisure activities to youth in the ages of 12 -25 living in distressed urban areas. An alternative to just hanging around on the streets. The point of departure of the project is to meet the young people where they are - on the street - and to meet them on their own conditions. The overall goal is to promote the integration of the youth both in general and in sports activities in particular.

GAM3 includes the following activities:

1. Weekly training courses and weekend-camps on street-basket and hip-hop in the current 14 GAM3zones in distressed urban areas.
2. An annual 'Olympic Game' on street-basket and hip-hop held on the City Councils square in the inner-city of Copenhagen.
3. Each GAM3zone has a team of coaches working as volunteers and receives a start GAM3-kit containing balls, a ghetto-blasters, etc.
4. A GAM3 website where the young GAM3 members can chat and be updated on the latest news on hip-hop and street-basket.

An evaluation undertaken in 2005 showed that street level activities have a strong appeal to the youth and that the project has been a success. In 2005, approximately 2.260 youth participated in the weekly training courses in the 14 GAM3zones, 550 youth participated in 13 weekend-camps and 331 young people from the zones participated in the annual 'Olympic Game'. Moreover, a specific goal of GAM3 is also that 25 percent of the GAM3-participants should be girls and young women. This goal was also fulfilled in 2005.

Melbourne, Australia: Integration through Sport - Western Bulldogs

Recognising the important influence that sport can have on youth, a local professional 'Aussie Rules' football team in Melbourne, the Western Bulldogs, has undertaken a number of innovative programs to address the needs of immigrant youth in their neighbourhood. Among other things, the club has developed an educational program to provide employment-relevant skills to youth who have dropped out of school, an anger management program for youth who have gotten into trouble with the law, and a Care for Kids program that provides personal development workshops for children in local schools.

Players in the club are expected to provide 84 hours of their time annually in these and other community-related activities. For example, the club recently hosted a citizenship ceremony on World Refugee Day. The club also introduces youth to Aussie Rules football, which is an important part of Melbourne culture through instructional programs, youth leagues, and community events. Overseen by a special community programs office within the club, such activities are aimed both at facilitating the integration process for neighbourhood residents as well as building a future constituency for the club.

To help the club better interact with culturally diverse communities the Australian Football League (AFL), the sport's governing body, has provided funding for a multicultural liaison officer to work with the diverse communities that live in the area.

Active citizenship and participation

In all the included countries active participation and 'having a say' is considered to have positive impacts on the integration process. It can increase the commitment to society, it can contribute to general social cohesion and last but not least it is an important channel for information on opportunities given in society and the exchange of values, norms, etc. The positive impact also goes the other way round. Successful integration - providing real equality of opportunities - can increase the chances of and willingness to active participation.

Therefore, platforms and channels of everyday democracy and governance - such as associations, sports organizations, youth clubs, etc. - are all very important

supplements to voting and running for elections. The basic idea is that people who are affected by decisions should also have influence on the decision-making.

A general trend in the countries included in the booklet is that youth from ethnic minority background are less active in organised civil, social and democratic life compared to youth in general. For example, whereas 65 percent of native born children and youth (aged 12 - 17) in the United States are active in sports clubs, etc. the corresponding figure for immigrant children and youth is 46 percent. As to political participation a Danish research study - undertaken in 2005 and containing comparisons to corresponding studies in Norway, Sweden, the Netherlands and the United States - shows that the ethnic minority youth generally are less politically active at local and national elections than other young people - even when the results are controlled for naturalization, age and educational background. It should be noted, however, that it is a very general picture and that there do exist differences between different groups of young people from ethnic minority backgrounds.

Due to the importance of active participation, efforts to promote integration in political, social and civil life have a very high priority in all the countries. All the projects and initiatives presented in the booklet can generally be said to contribute to active citizenship and participation by youth with an ethnic minority background. Moreover, several countries have also initiated projects aimed more directly on the participation of youth not only in political contexts but also in civil life. Integration is a two-way road and has to take place between individuals, groups and society. Youth from ethnic minority backgrounds cannot integrate by themselves or with themselves. Therefore, the projects also aim at increasing the knowledge and understanding of diversity among all youth as they aim at providing opportunities for the young people to meet.

Australia: 'Living in Harmony'

In 1999 the Australian Government launched the campaign 'Living in Harmony' addressing racial, religious and cultural intolerance. Furthermore, it aimed to encourage social cohesion and integration of migrant youth. The campaign contains three central elements all having a strong youth component: Firstly, a funded community project scheme, secondly, national strategic partnership programme with community, business and government, and thirdly, a public information strategy. The funded community projects often act as pilot projects for other community activities or produce resources for use by other groups.

Recently funded community projects, which involve young people from both migrant and non-migrant backgrounds actively participating together to create a vibrant and cohesive Australia, include:

1. Workshops, a youth speaker's bureau, the creation of a video and a music CD all based on stories of harmony and diversity coming from local schools.
2. Young migrants from new and emerging communities and Australian Indigenous communities acted as 'Harmony Ambassadors' and travelled to regional and rural areas to address local schools and religious establishments, sharing their experiences and learning from local participants.
3. The development of a facilitated internet web-based forum to promote greater understanding by enabling refugee and migrant youth to express their views on contemporary Australia. A printed anthology of the project was subsequently distributed nationally.

The Netherlands: Training for Koran lectures

Many Muslim parents send their children to Koran School after school hours. Here they are taught the Koran and Learn Persian or Arabic writing. Koran lectures have so far not taken the opportunity to introduce Muslim children to the social issues that occupy them. In order to extend the approach of the Koran schools the 'National Dialogue Structure for Ethnic Minorities' (cf. below) has taken the initiative of developing an instructional course for Koran lectures. This course deals with themes such as the pedagogical approach of children, educational innovation, emancipation of girls and women, secularisation and democracy. Opportunities to work with Higher Vocational Education and to enable accreditation of the course are being sought. Next year the project will be developed and broadened further.

The United Kingdom: Citizenship in School

Since September 2004 'Diversity and Multiculturalism' has been a mandatory subject in schools in the United Kingdom for all children in ages between 11 and 19. And like other subjects taught in school the children get a recognised certification when passing the exams.

The subject contains several topics and issues relating to a diverse society such as:

- Ethnic and religious communities and their different cultures
- Changing patterns of internal and external migration in recent history

- Political and economic causes at home and abroad
- The main differences in national, regional and community customs and social attitudes
- The changing status and role of women both in custom and law
- Policies and issues in community relations
- Active citizenship
- Volunteer work

A Christian school in London has shown great interest in teaching the children about diversity and multiculturalism and - as an outcome - one of the classes is now so engaged and qualified in this subject, that the children teach other classes at other schools about diversity, different religions, etc.

The United States: Liberty's Promise - Investing in America's Immigrant Youth

The aim of Liberty's Promise is to support young immigrants in the ages of 15 - 21 and at the same time to encourage youth to be active American citizens. The organisation was founded in 2003 having in mind both the terrorist attacks of 9/11 and the history of the United States as an immigration country based on principles of freedom and democracy. The philosophy of the work is to introduce democratic values to immigrant youth, to focus on young people as the country's future and to support the youth with respect to education, employment, family raising, etc.

The main activities of Liberty's Promise are the following two programmes:

1. Opportunity Plus is a programme giving the youth a chance to explore their talents and exposes them to a variety of career possibilities. The goal of the programme is to combat cultural obstacles to prospective career path, stressing the values of professionalism, freedom of choice, self-determination, and the pursuit of a fulfilling career. Liberty's Promise collaborates with government agencies, businesses and non-profit organisations to provide internships for young immigrants. Internships last 8 - 10 weeks with a weekly commitment of 20 - 40 hours and include among other things interviews and placements based on the participant's interest. The Opportunity Plus programme is supplemented with a Job Skills Workshop which helps young immigrants to develop the skills they need to seek a career. By the end of the workshop each participant develops a resume, obtains broad workplace knowledge and participates in a practice interview.

2. Civics and citizenship is a programme complementing the internship learning experience by increasing the student's confidence and reinforcing the values of responsibility, professionalism and citizenship. The basic idea is that all citizens have a responsibility to participate in civic life. In addition, the programme seeks to combat the isolation and other difficulties that affect new members of society.

Civics and citizenship is a 30-hour interactive civic education programme that focuses on how democracy functions in the United States. The course stresses the function of local government, issues of access and accountability and the interaction that young citizens have with their local officials. Unlike typical classroom civic courses, immigrant youth gain first-hand knowledge of local government and the benefits of civic participation through field trips to the local courthouse, county government offices and police and fire stations. In addition, prominent members of the immigrant community are invited on a weekly basis to share their experiences and offer advice to the students. Upon completion of the course the youth have a greater understanding of American democracy and are equipped with the knowledge and skills to become active participants in their local communities - and each youth receives a certificate of achievement.

Liberty's Promise has established a close co-operation with caseworkers in existing agencies and organisations that serve immigrant communities - among other things in order to determine which young immigrants would benefit most from participating in the programmes.

Norway: 'Agenda X - Youth in a Multicultural Society'

'No one is denied access to Agenda X and no one is expelled'. (Tor Bach, Agenda X)

Agenda X - a voluntary organization which is part of Anti-Racist Centre in Oslo, Norway - was established in 1978.

The history of Agenda X and how it was established is quite a unique example of a successful bottom-up initiative taken by the youth themselves. It all started in 1998 with 'Malcolm X' - a group organized by boys between the ages of 14 - 16, who wanted to work with and discuss topics concerning identities.

Since then the work and the activities of Agenda X have expanded considerably and today approximately 500 youth between the ages of 14 - 22 take active part in Agenda X on a daily basis and benefit from the many different activities. The target groups are all young people regardless of ethnic, cultural and social background and the young people joining Agenda X are very mixed as regards ethnicity. Therefore, Agenda X does not specifically aim at integration but rather at opening doors into society for all young people and at qualifying them for future employment and social life.

However, the main focus is on multiculturalism and the specific barriers that young people from ethnic minority backgrounds face in everyday life. This focus is reflected in Agenda X's activities - amongst which the following can be mentioned:

1. Summer camps: The first summer camp took place in 2002 and since then summer camps have been a yearly Agenda X activity with approximately 120 young participants. Each camp, being led and organized by the youth, has a specific theme. Last year in 2005 before the national elections the theme was 'Vote and decide' - a theme also being a part of a larger Agenda X project aiming at mobilizing the political participation among ethnic minority groups - especially youth. The project resulted in a political manifest - made by ethnic minority youth and addressed to Norwegian politicians - with clear messages on how to improve the situation for these young people with respect to discrimination, school, leisure time and employment. The overall message to the politicians was: "Every political election campaign discusses what to do with us and what to do for us. Everybody talks about us, but nobody talks with us".

2. Malcolm X: The founding group of Agenda X still exists as a group for 14 - 16 years old boys meeting once a week. Young men being former members of Malcolm X are in charge of the group. The purpose is to arrange activities, to discuss different topics relevant for boys with an ethnic minority background and to teach the boys how to become role models for other children.

3. X-ist: Is the female pendant to Malcolm X and is a group for girls between 14 and 18 years of age also meeting once a week, arranging activities etc.

4. Job-X: A monthly course of one-week duration targeting young unemployed people. The course consists of teaching, practical training and help with writing job applications, curriculum vitae, job interviews - and approaching the labour market in general. Quite a high number of the participants succeed in getting a job afterwards.

5. Wild X: Is a project on 'Minority and environment' arranging activities for youth in the open like fishing, hunting, sailing etc. Nature is - due to the country's natural surroundings - an integrated part of Norwegian culture and social life. Therefore, by attending Wild X the youth do not only become familiar with the nature but also with an important part of Norwegian culture. Latest Wild X - and the youth - has become responsible for taking care of a lake in Oslomarka.

6. Big brother and big sister: This project was initiated in January 2003 by a group of youth - being unemployed and outside the educational system - who wanted to be engaged with the everyday life of younger children. Shortly after initiation the youth started a co-operation with a primary school and because of their success with respect to getting in contact with younger children the project is now part of an official vocational training programme of three to ten months duration. Youth enrolled in vocational training are now paid for their work, as they work as volunteers in leisure activities for younger children.

7. Writing workshop: Once a week the youth can attend a workshop on writing; rap music, journalist articles, poetry etc.

Apart from Malcolm X, X-ist, big brother and big sister the activities of Agenda X are mixed with respect to gender and both boys and girls are participating actively.

Besides five adults employed and having the daily responsibility for Agenda X the projects and centre is run by volunteers - approximately 5,000 hours a year by youngsters and 1,000 hours a year by adults.

Because Agenda X is organised as a volunteer organisation and not as a member organisation with formal rules it does not receive regular financial support from the government. However, the different projects do receive financial support from different ministries. The paradox is, that a part of Agenda X' success - measured by the high number of participating youth - is caused by the informal structure allowing the young people to come and go as they like without being registered.

Dialogue and co-operation

In nearly all the countries not only active citizenship and participation, but also direct dialogue and co-operation between cultural groups and not at least between cultural groups, decision-makers and public authorities are highlighted as crucial for the integration process. Firstly, direct dialogue and co-operation both in general and on specific topics being essential for the integration process increases the mutual understanding as it contributes valuable knowledge and 'inside' information on how to promote the goals of integration policy and to formulate and implement the strategies in the most efficient way.

Secondly, as shown by some of the presented examples in the booklet ethnic minority youth quite often feel that their voices are not heard or that they are not been taken seriously when discussions come to how they should and could be integrated. Therefore, direct dialogue not only with ethnic minority groups as such but also with the ethnic minority youth in particular can increase both the sense of belonging and the sense of being an active subject and not a passive object - and can thereby also make potential radical ideas less attractive.

And thirdly, direct dialogue and co-operation are considered as valuable supplements to the more formal democratic system - especially with respect to citizens, who are not nationals and therefore cannot vote and run for national elections.

The United Kingdom and the Netherlands: 'Connecting Muslim Youth'

In April 2006 The British Embassy in The Hague organized a three-day meeting bringing together 16 young Muslims aged between 17 and 26 from the UK and the Netherlands to discuss their experiences, thoughts and ideas on the challenges facing young European Muslims today. Most of the participants - of Moroccan, Turkish, Pakistani, Iraqi and Indian origin - were children of immigrants in the UK or in the Netherlands and some were born overseas. All the participants - eight women and eight men - were selected on the basis of their previous involvement and demonstrated commitment to active citizenship.

The objectives of the event were to:

- 1) Enable young Muslims from the UK and the Netherlands to put across their perspectives on key issues affecting them today.
- 2) Enable the participants to develop an international network and broaden their horizons.
- 3) Stress the usefulness of international contacts at this level in encouraging young Muslims to become more involved in policymaking and active citizenship.
- 4) Compare Dutch and British experiences and ideas and learn from each other's perspective.
- 5) Generate ideas for follow-up action.

The discussions during the meeting were mainly focussed on topics concerning identity, combining religion with nationality, active citizenship and radicalisation. As to the question of managing multiple identities some of the participants felt that they were not fully accepted by any group or culture, and some felt that wider society expected them to make a choice between some of these identities. Generally, the British participants felt it easier to combine their religion with their nationality than the Dutch participants. Various factors - for example higher educational achievements of Muslims in the UK, the shorter history of immigration in the Netherlands and the socio-economic background of immigrants in the two countries - may explain these differences.

Many participants stressed that Islam encourages active citizenship and good work, but that this was not always recognised either by the media or in the political rhetoric. For the participants there are different driving factors in pursuing active citizenship; faith, the wish to play a positive role in community and society, and the desire for self-development.

The discussion of radicalisation was characterized by two different approaches. One pointing out that speaking of terrorists as Islamic extremists was inaccurate. As stressed by one of the participants: "It is not extremism, it is just 'wrongism'. It is not Islam". Others stressed that the fact remained that terrorists have committed atrocities in the name of Islam and that the Muslim community could not deny that there was a problem there. However, all the participants agreed that the governments and media use the terms extremism and 'radicalisation' too often without having been properly defined.

The Netherlands: 'Broad Initiative for Social Cohesion'

After the murder of the film director Theo Van Gogh in November 2004 the Dutch Cabinet took the initiative to organize the Broad Initiative for Social Cohesion (BIMB).

During the first meeting representatives of social and religious organisations came together with the purpose to give extra support to already established initiatives that strive for a more positive social climate in the Netherlands and bridge-building between diverse social groups, respectively. After this meeting a follow-up meeting took place in June 2005 and in July 2005 the Cabinet launched a master plan for Social Bonding and Prevention of Radicalisation initiating and supporting 27 specific projects under the following themes: 1) labour, 2) education and up-bringing containing projects on youth, preventing radicalisation and binding parents, schools and students, 3) culture and identity and 4) other initiatives as e.g. conferences.

In a follow-up, citizens were invited to share their own initiatives. More than 200 projects were submitted. A number were awarded with prizes, while the others were promoted on a web-site. The next step was a major campaign organised by the Minister for immigration and integration to give public demonstration to the many positive examples and initiatives of integration. This included a major advertisement-campaign, the involvement of Dutch celebrities as ambassadors and role-models, and the organisation of numerous small-scale local events where people from different cultural and religious backgrounds could meet.

The forum 'National Dialogue Structure for Minorities' (cf. below) is responsible for the implementation of the master plan and also for the decision-making with respect to public funding of specific projects. Whereas the Government finances the projects the National Dialogue Structure for Minorities is the executive body.

Spain: 'Dialogue and involvement in all steps of decision-making'

The Forum for Social Integration of Immigrants was established in 1994 in the framework of 'Plan for the Social Integration of Immigrants'. The aim of the Forum is to serve as an avenue for participation and dialogue, a mean of channelling the aspirations and demands of the immigrant population and a mean of involving society as a whole in seeking solutions and alternatives required for integration. It's a three-tiered body, consisting of a representation of immigrants associations, a representation of Spanish NGOs, trade unions and employers organization, and a representation of public administrations (primary at national, but including the regional and local level as well).

Due to a new legislation in January 2006 the Forum has increased its importance for policymaking in the domain of integration. The Forum can promote or draw up studies or initiatives related to social integration of immigrants, and carry out reports on proposals, plans and programmes - not only on request of the State Administration, but also on the Forum's own initiative or in co-operation with other analogous bodies from other geographical areas in order to seek better coordination of actions implemented to integrate immigrants. Furthermore, based on the new legislation the Spanish Administration is obliged to consult the Forum on State legislative provisions, plans or programmes affecting the social integration of immigrants and refugees. Last but not least, the number of members of this body has been enlarged to allow for a greater representation of immigrant associations and relevant public administrations.

In addition to the Forum for Social Integration of Immigrants several Comunidades Autonomas and provinces have set up corresponding fora, as some town and city councils have established fora where immigrants and immigrant support organisations can participate.

Denmark: Dialogue - a framework for the integration policy

The Council for Ethnic Minorities was established in 1999 by the Integration Act aiming to promote the participation of new citizens in all areas of society. The Council advises the Minister of Refugee, Immigrant and Integration affairs on issues of importance to immigrants and refugees. The Council furthermore comments on new initiatives and has the right to comment on general issues relating to ethnic minorities but cannot deal with individual cases, complaints or the like.

The Council consists of 14 members who are elected among representatives from the local integration councils in the municipalities. The Ministry of Refugee, Immigration and Integration Affairs provides secretarial assistance to the Council for Ethnic Minorities.

The Council meets with the Minister of Refugee, Immigrant and Integration affairs every three months to discuss current problems, new initiatives and legislation. In addition to these meetings, the Minister as well as the Ministry of Refugee, Immigrant and Integration affairs can ask the Council to comment on specific issues and action plans whenever necessary. The Council is also taking part in various working groups that has been set up by the Government to deal with problems of importance to immigrants and refugees.

Furthermore, since the beginning of 2005 the Minister for Integration has had regular meetings with three dialogue groups on integration (employment, education and involvement of volunteers) composed by people having either a personal experience or professional knowledge of integration.

At local level 63 municipalities have established local integration councils consisting partly of members representing local associations for ethnic minorities. The local integration councils advise the local authorities on issues related to the local integration politics and help the politicians and the local government to ensure an effective and coherent effort to integrate ethnic minorities in local society.

Norway: Direct dialogue with ethnic minority youth - Zino and a Forum for Dialogue

In 2004, the former Minister for Local and Regional Affairs initiated the project 'Zino' in order to increase the focus on youth with an ethnic minority background and their own description on how it is to grow up in Norway. Through a dialogue with and a direct contact to the young people the project has provided a picture of the youth and their wishes for the future. The project showed that it is necessary to take steps against discrimination particularly with respect to the labour market and the educational system. Furthermore, the project highlights the importance of a dialogue between the parents and the authorities. The aim of the project was to facilitate reflections and debate among parents, NGO's, politicians and public authorities - through a national campaign, websites and economic support to youth organisations producing documentary films.

In February 2006, the Minister of Labour and Social Inclusion and the Minister of Finance held a meeting with young people of Muslim background in order to get their views on the situation in Norway after the re-publishing of the cartoons of the Prophet Mohammed. As a result of the meeting it was decided to establish a forum for dialogue between the Government and representatives from different youth organisations. This forum aims at having a broad composition both with respect to religious affiliation and with respect to ethnic origin. The theme for the meeting in February 2006 was the freedom of speech. Three editors from national newspapers and a TV-station were invited in order to give the media's point of view on this topic. The theme for the next meeting taking place in the autumn 2006 is employment and the labour market.

Australia: 'Unlocking Doors: Muslim Communities and Police Confronting Discrimination - Human Rights and Equal Opportunity Commission'.

The Unlocking Doors project involves the federal '*Human Rights and Equal Opportunity Commission*' (HREOC) and is funded under the '*National Action Plan to Build on Social Cohesion, Harmony and Security*'. The Aim of the project is to facilitate constructive dialogue between the Muslim community and local police units. Many of the forums hosted by HREOC have targeted Muslim youth. Through the sharing of information and experiences, in an atmosphere of safe, free and open discussion, the forum aims to build on the capacity of the police to respond to incidents of racial or religious hatred and abuse. The forums include theatrical style scenarios and are supported by live music and performances from local television celebrities. In addition to the forums, HREOC also aims to produce information for Muslim communities about how to make a complaint of racial and religious hatred or abuse, as well as resources for the police to assist them respond to complaints of racial and religious hatred and abuse.

The Netherlands: National Dialogue Structure for Ethnic Minorities

The forum 'National Dialogue Structure for Ethnic Minorities' (Landelijk Overleg Minderheden) was established in 1985 as an experiment with the purpose of creating a platform for dialogue between the Dutch Government and ethnic minority groups. After an evaluation in 1988 and a law-making process starting in 1990 'National Dialogue Structure for Minorities' became - by law in 1997 - a permanent forum for governmental consultations on issues concerning integration of ethnic minorities.

The Minister for Integration Policy, who chairs the meetings, other relevant members of the Cabinet and federations of ethnic minority groups represented by one person, compose the forum. The law states that the federations have to fulfil the following criteria in order to be appointed: 1) representation of at least 30.000 people in the community, 2) representation of relevant organisations, 3) representation of women and young people and 4) sufficient expertise on vital issues for integration-policy. Currently, the following ethnic minority groups are represented in the forum: Turks, Moroccans, Surinamese, Antilleans, Moluccans, Chinese, South-Europeans (Spaniards, Portuguese, etc.) and political refugees.

According to the Minority Policy Consultation Act consultations within the forum have to take place at least three times a year, but the Minister has regular monthly meetings and consultations with the forum. The discussions do not have a political decision-making character but are intended to obtain an insight into the views of various ethnic minority groups. The Government is obliged to submit major policy initiatives to the forum. Therefore, the consultations take place at such time when no final decision has yet been taken by the Government.

Generally, the consultations within the framework of 'National Dialogue Structure for Ethnic Minorities' contribute to enhancing the participation of minority groups that are still insufficiently represented on a number of levels and therefore have fewer opportunities to exercise influence. Furthermore, as highlighted in the Minority Policy Consultation Act, the consultations have several purposes - all being vital for implementation of integration policy and promotion of social cohesion.

Firstly, the consultations fulfil an *antenna function* in the sense that through consultations the Government will obtain a better understanding of the opinions of ethnic minorities. Secondly, the consultations contribute to *improve the quality of policy* pursued because a dialogue with ethnic minorities makes the government aware of gaps in or unforeseen effects of current policy. Thirdly, consultations can contribute to a *broad public consensus* because the far-reaching dilemmas of diversity can be discussed with those, who enjoy the trust of the target groups for whom the integration policy is intended. Finally, the consultations enable the Government to enter into *dialogue with minorities quickly at crucial moments* as after the murder of the film director Theo Van Gogh in November 2004. The 'National Dialogue Structure for Ethnic Minorities' met the next day and discussed how to react, how to go on and how to bridge the gaps in society caused by the murder.

During the meetings in the context of the 'Broad Initiative for Social Cohesion' in 2005 it emerged that effective integration of minorities requires a broad effort on the part of all kinds of social organisations. For this reason the collaboration within the framework of the 'National Dialogue Structure for Ethnic Minorities' has been broadened to an Integration Council in which, depending on the theme, native organisations are also invited into discussions.

