



EUROPEAN COMMISSION

EMPLOYMENT, SOCIAL AFFAIRS AND EQUAL OPPORTUNITIES DG

Adaptability, Social dialogue and Social Rights
Anti-discrimination and Relations with the Civil Society

Brussels, November 2005

A13/002/2005 - consolidated

NOTE TO THE MEMBERS OF THE COMMITTEE FOR THE COMMUNITY ACTION PROGRAMME TO COMBAT DISCRIMINATION (2001-2006)

Subject: Annual Plan of Work and Budget Breakdown, January to December 2006

This note is presented in the framework of the co-operation between the Commission and the Member States outlined in Document A13/003/2000 and approved by the Committee on 13 December 2000. It incorporates some new initiatives proposed to the originally agreed Plan of Work 2006. Those changes were motivated by the decision of the two forthcoming 2006 Presidencies not to organise specific Conferences on discrimination issues.

As described in that document, the strategy for the programme is based on three strands of action, each of which is linked to one of the main objectives for the programme (as set out in Article 2 of the Council decision).

In accordance with previous years' practice, the proposed work plan mainly consists of a continuation of initiatives launched in previous years. Both external evaluation findings and the Commission's own internal assessment of activities initiated under the Programme indicate that the majority of activities undertaken to date were relevant, and significantly contributed to the realisation of the objectives set out in the Council and Parliament Decision establishing the Programme.

The 2006 work programme incorporates two new factors. Firstly, the Commission has recently adopted a Communication setting out its new framework-strategy on non-discrimination and equal opportunities. The Communication underlines that the implementation and enforcement of anti-discrimination legislation on an individual level is not enough to tackle the multifaceted and deep-rooted patterns of inequality experienced by some groups. There is a need to go beyond anti-discrimination policies designed to prevent unequal treatment of individuals. It calls for the EU to reinforce its efforts to promote equal opportunities for all, in order to tackle the structural barriers faced by migrants, ethnic minorities, disabled people, older and younger workers and other vulnerable groups. Secondly, the Commission has announced its proposal to

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declare 2007 European Year of Equal opportunities for All¹. The Commission proposes to decentralise most of the European Year activities to the national level so it can create a sense of ownership among national key stakeholders and respond more adequately to national specificities and sensitivities. An important aspect in this regard will be to ensure that national actors, such as public authorities, equality bodies, trade unions, employers, media and business sectors, non-governmental organisations are able to actively participate in the Year. It will also be important to ensure complementarity between the European Year and other awareness-raising activities supported through the Community action programme to combat discrimination.

In addition, regular consultations held with the civil society demonstrate the importance of intensifying our efforts towards reinforcing the capacity of non-governmental organisations to address non-discrimination issues. The current initiative "Mapping capacity of civil society dealing with anti-discrimination in new member States countries and in Romania, Bulgaria, Turkey" (which was presented to you at the last meeting of the Programme Committee in May 2005) has shown that while many non-governmental organisations are willing to take part, they have not yet the technical capacity to cope with complex and evolving concepts and issues in non-discrimination.

The maximum amount foreseen for 2006 is slightly reduced compared to that of 2005 at **€18.777.000** to finance activities for an EU of 25 Member States. Subject to adaptation (as the correct level of EEA countries' contribution is not yet established), an additional amount representing around 2.16 % of the total budget will be available to cover the participation of the EEA countries (Norway, Iceland and Liechtenstein) in the programme, making a total amount available of **€19.182.583**.

The Commission proposes the following plan of work for approval by the Programme Committee.

Strand 1 – Analysis and Evaluation

Objective: to improve the understanding of issues related to discrimination through improved knowledge and through evaluation of the effectiveness of policies and practice

As indicated above, the vast majority of the activities proposed are a straightforward continuation of previous initiatives. There are nonetheless new one-off activities proposed in the area of analysis and evaluation.

(1) The first activity relates to several studies all designed to **improve the understanding of the concept of roots and causes of discrimination**. Studies concerned are:

¹ Communication of the Commission on Non-discrimination and equal opportunities for all - A framework strategy - COM (224) final of 1 June 2005 and proposal for a European Parliament and Council Decision on the European Year of Equal Opportunities for All (2007)

a) A **study on multiple discrimination**. The concept of multiple discrimination is not new. However, its causes and effects need to be better understood and addressed by all stakeholders active in the fight against discrimination. For that purpose, it is proposed to undertake a study whose objectives would be to improve the understanding of the causes and consequences of multiple discrimination, to raise awareness of the particular difficulties victims of multiple discrimination face and to facilitate the expertise and experience which can be found in this area to be utilised for the development of greater understanding and cross-fertilisation of ideas. In line with Recital 4 of the Decision establishing the Programme², the study will consider differences in the ways in which women and men may experience discrimination on grounds of racial or ethnic origin, religion or belief, disability, age and sexual orientation. The study should also provide practical recommendations on the best way to address multiple discrimination. In this context, a conference involving interested parties should be foreseen as part of the study.

b) A **study on socially disadvantaged ethnic minorities**. In the above-mentioned Communication, the Commission acknowledges the fact that certain ethnic minorities face disadvantages which are so systemic and structurally embedded in society that focusing only on the elimination of discrimination will not be enough to improve their situation. In this context, there will be a high level group established composed of eminent experts to examine this issue and produce recommendations for the future. To support the work of this group, some research should be conducted with the view to getting a more accurate picture and account of the nature and extent of disadvantages such ethnic minorities face. For this purpose, it is proposed to undertake a study to examine the barriers to the social integration of some ethnic minorities and to improve the understanding of the causes of their disadvantages. The results of the study would provide useful elements of discussions for the group and could feed into the set of recommendations the group is expected to deliver. The recommendations would be officially presented during a devoted one-off event scheduled for the end of 2006.

c) A **study on the level of participation of people with disabilities in society**. One important element of the new European disability strategy³ is the establishment of a biennial report on the overall situation of people with disabilities in the enlarged European Union. The second issue is expected to be delivered in 2007. For the purpose of getting better insight into the extent of participation of people with disabilities compared to that of their non-disabled peers, the Commission intends to undertake an analysis of their participation in selected areas. The study will be based on data which are collected under the European Community Survey on Income and Living conditions. The final conclusions will provide the analytical background against which the Commission will report on progress achieved and areas for improvement.

(d) A **study on developing possible set of indicators to measure the extent and impact of discrimination**. Assessment of the extent of discrimination faced by people on grounds of their racial or ethnic origin, religion or beliefs, disability, age and sexual orientation is crucial in order to get an exact picture of the situations of various groups in society. However such assessment is currently hampered by a lack of quantitative and

² *In the implementation of the programme, the Community will seek, in accordance with the Treaty, to eliminate inequalities and to promote equality between men and women, particularly because women are often the victims of multiple discrimination.*

³ Communication of the Commission COM (2003) 650 final - Equal opportunities for people with disabilities: A European Action Plan

qualitative data. The study would among other things help sustain the work of the members of the data collection working group but also Member States in their own area of work. Finally, it would particularly fit well with the recently agreed objective with the European Statistical Office to conduct a feasibility study on the measurement of discrimination for 2007. The purpose of the analytical study would be to undertake an examination of existing statistical data or indicators that could be useful to the measurement of discrimination, making if possible maximum use of sources and structures of the European Statistical System, national and international statistical resources and to make specific suggestions for selection of a small set of indicators aimed at measuring discrimination in fields such employment, education, access to goods and services, social protection, social advantages at both Community and national levels.

(e) A study on the risks of specific discrimination of disabled people with high dependency or complex needs. The objective is to undertake a study which improves the understanding of issues related to the risks of various forms of discrimination in relation to disabled people having complex needs and/or a high dependency - through theoretical analysis of the relevant policy fields and practice. The study should define precisely the risks of possible discrimination which people with severe disability could face, in particular in the following fields: social protection (including social security) and access to quality social services (i.e. support and care).

(2) Changing peoples' attitudes and behaviour is an important aspect of the fight against discrimination. During the second year of implementation of the Programme, the Commission conducted a Eurobarometer on Discrimination⁴ which provided some useful information. In particular, it showed that the overwhelming proportion of European respondents consider that discrimination is bad in all circumstances. This survey did not however provide information on attitudes of European citizens towards diversity. The Commission is of the view that measurement of changes in attitudes or behaviour over time is an informative indicator of the success of non-discrimination legislation and policies. For this purpose, it is proposed to conduct a survey aimed at gauging European citizens' views on the level of recognition and acceptance of the diversity of European society, on whether claims for equal rights from people, whatever their personal characteristics are considered legitimate. The Commission will be careful to ensure complementarity between this Eurobarometer and other surveys, including the recent research published by the EU Monitoring Centre against Racism and Xenophobia in Vienna, which focused on attitudes towards ethnic minorities.

Action	Timing
Management of ongoing actions launched in the previous years	
(1) Publication of Annual Report on Equality and Non-discrimination	Next report due to be published July 2005.
(2) Overall evaluation of the Action Programme	Ongoing

⁴ consultable at http://europa.eu.int/comm/employment_social/fundamental_rights/pdf/pubsg/eurobarometerpartb_en.pdf

(3) Promote activities of Working Group on Data Collection to Measure the Extent and Impact of Discrimination in Europe	On-going
(4) Consolidated Expert Group on all grounds of discrimination	On-going
(5) Publications	On-going
New Measures to be launched in 2006	
(6) Study on multiple discrimination	Publish call for tender February 2006
(7) Study on socially disadvantaged ethnic minorities together with a one-off official event	Publish call for tender February 2006
(8) Eubarometer survey on attitudes towards diversity	Commission's Framework Contract – February 2006
(9) Study on social participation of people with disabilities	Publish call for tender February 2006
(10) Study on developing possible set of indicators to measure the extent and impact of discrimination	Publish call for tender February 2006
(11) Study on the risks of specific discrimination of disabled people with high dependence or complex needs	Publish call for tender February 2006

The Commission proposes a maximum budget of €6.050.920 for this Strand for 2006.

Strand 2 – Capacity building

Objective: to develop the capacity to prevent and address discrimination effectively, in particular by strengthening organisations' means of action and through support

for the exchange of information and good practice and networking at European level, while taking into account the specific characteristics of the different forms of discrimination

This strand focuses on two elements: the support for the exchange of information and good practice between actors in the Member States and support for the activities of European networks of NGOs. The actions necessary for the commitment of the funds under this heading were initiated in previous years.

With regard to the support to transnational actions, it should be noted that the second batch was initiated in 2004 and is due to complete its work by December 2006. Given that the Community financing operates on a multi-annual basis and that next year will be the last year of implementation of the Community Programme to combat discrimination, it is not proposed to launch a new Call for proposals to support transnational actions given the limited timeframe available. The focus should now be on ensuring that the current transnational actions actually deliver the outputs that could be disseminated to other interested parties.

The other part of the strand consists of operating costs granted to on one hand four umbrella organisations representing and defending the rights of potential victims of discrimination and on the other hand targeted support towards smaller European networks organisations. In this context, in addition to five disability networks, the principle of financing a Roma organisation was secured in 2005. The Call for proposals to support a European level organization representing Roma was launched in 2005 for the first time. No financial contribution was consequently awarded since the evaluation process of the three applications submitted revealed that potentially interested Roma organisations did not fulfil the exclusion, eligibility and selection criteria and therefore were found not yet administratively prepared to implement fully the Call's priorities. Yet, the necessity to sustain specific work on Roma issues and the need to have a valid interlocutor on those issues are still salient. Therefore it is recommended to re-launch this Call for proposals in 2006.

Action	Timing
Management of ongoing actions launched in previous years	
(1) 25 Trans-national actions selected in January 2004, further to a Call for proposals launched in September 2003	Second year of implementation Phase to start in December 2005
(2) 4 European Umbrella Networks of NGOs, selected in March 2004, further to a Call published end of October 2005	Ongoing - Work programme 2005 /2006 started on 1 May 2005 Ongoing work programme 2005-

(3) Call for proposals for Smaller European Disability Networks	2006 started on 1 September 2005
New Measures to be launched in 2006	
4) Call for proposals for the support towards the operating costs of a Roma organisation	Call for proposals to be launched during the first trimester 2006

The Commission services propose a maximum **total budget for Strand 2 of €3.401.187** broken down as follows:

Strand 2.2 (networks)	-	€3 m
Strand 2.2 (smaller European-level networks)-		€0.201 m
Strand 2.2 (Support to a Roma organisation) -		€0.120 m

Strand 3 – Awareness-raising

Objective: to promote and disseminate the values and practices underlying the fight against discrimination, including through the use of awareness-raising campaigns

Increasing emphasis was placed on activities in the awareness-raising field in 2004-2005. This related particularly to the continuation of the EU-wide "For Diversity – Against Discrimination" campaigns, the subsequent extension of the campaigns to the new Member States, and the increased interest of national authorities in developing awareness-raising authorities.

2006 will mark the final year of implementation of the Community programme to combat discrimination. As it was done for the start of the Programme, it is proposed to organise a final conference. The purpose will be to take stock of all activities and initiatives that have been implemented, to highlight good practices both at European and national level, to reflect and explore ways for improvements in relation to the continuation of the activities in the non-discrimination field under the proposed programme Progress. Participation will be open to organisations that have been involved in activities supported through the Programme at European and national level. The Conference could also be coupled with the last meeting of the Programme Committee at the end of next year.

Concerning the information campaign "For Diversity – Against Discrimination", the Commission proposes to continue focusing on employment-related aspects. Changes in the employment field do occur over time and require sustained efforts. In addition, given that the preparatory work for the 2007 European Year of Equal opportunities for All will, in principle, start in 2006, it is preferable to avoid possible overlap between the two information activities. All those reasons justify that the focus should continue to be on employment and labour market so that the impact of the campaigns is maximised and the continuing involvement of the key national stakeholders is secured. The intention is to maintain the focus on combating discrimination in the workplace in 2006, with some

adjustments (including a focus on discrimination encountered by some young people in access to employment and training). Members of the Committee will have the opportunity to receive further information from the contractor responsible for the implementation of the campaigns in 2006 at the October meeting.

The Commission proposes to continue to support awareness-raising activities developed by national authorities in 2006. 2006 will be a pivotal year for many respects. First, the additional delay granted to Member States to transpose age and disability provisions will have expired. Therefore, it will be particularly important to make people aware of their rights and obligations in 2006. In this perspective, the Commission proposes to augment the support to national awareness-raising activities. An average amount of €150,000 will be made available to Member States (€50,000 increase on 2005). In order to facilitate financial planning, the Commission will need to have a clear view of which Member States intend to make use of this funding as early as possible in 2006. The Commission would also be grateful for the cooperation of members of the Committee to ensure that the overall quality of the proposals submitted and their coherence with other activities supported by the programme, particularly in the context of the Information Campaigns.

Support will also be made available for awareness-raising activities in Bulgaria, Romania and Turkey, in line with the provisions of the relevant Memoranda of Understanding.

Finally, on the basis of a preliminary internal assessment on the added-value of national training organised in the new Member States, the Commission has found that there is a pressing and increasing need to continue to put efforts and resources to ensure that non-governmental organisations are equipped to deal with complex non-discrimination issues in legal or political arena. Given the high expectations that the project launched in 2005 has created among civil society in the 10 new Member States and Romania, Bulgaria and Turkey, the Commission proposes to continue this activity with some adjustments. The need for this type of training also exists in the old Member States and is not confined to non-governmental organisations only. Building on the experience developed so far, the Commission proposes to expand the organisation of this training to all EU-25 Member States as well as three countries mentioned above and to include the social partners among the target audience. Provided that there is an interest from EEA countries, extension to organisations from those countries could also be foreseen. All publications including training materials would be posted on our website and translated into relevant national languages.

Action	Timing
Management of ongoing actions launched in previous years	
(1) "For Diversity – Against Discrimination" information campaigns	Ongoing (contract renewable until the end of the programme)
(2) Seminars on awareness-raising of judicial authorities and legal practitioners in advance of the implementation of the Directives extended to the new Member States and candidate countries.	Ongoing (contract renewable until the end of the programme)
(3) Facilitating the communication and information	

<p>exchange among the different actors involved in the activities of the programme to combat discrimination</p> <p>(4) European Day of Disabled People</p>	<p>Ongoing (contract renewable until the end of the programme)</p> <p>Ongoing (contract renewable until the end of the programme)</p>
<p>New Measures to be launched in 2006</p>	
<p>(5) Final Closing Conference of the Programme to combat discrimination</p> <p>(6) National awareness-raising initiatives</p> <p>(7) Candidate countries (Bulgaria, Romania, Turkey)</p> <p>(8) Training of NGO's and social partners in all EU countries and in Romania, Bulgaria and Turkey and in EEA countries on non-discrimination</p>	<p>Framework-contract DG EMPL</p> <p>Restricted call for proposals to be launched in 2006</p> <p>Restricted call for proposals to be launched in 2006</p> <p>Publish Call for tenders February 2006</p>

The Commission proposes a maximum total budget for Strand 3 for 2005 of €730.476. This figure is an increase over the level agreed for 2005 and reflects the increasing interest of the Member States and candidate countries for awareness raising activities and the continuation of training activities addressed to NGOs and social partners.

Conclusion

Once the Programme Committee has approved the proposed list of activities outlined above, the Commission will prepare a note to the Committee outlining the arrangements for selecting the organisations to carry out the implementation of all the new proposed activities under the various strands.

Subject to the agreement by the Committee on these practical arrangements, the Commission services will take steps to secure the adoption of the 2006 Financing Decision by the Commission. The pre-information notice on calls for proposals and tenders foreseen for 2006 will be published in the Official Journal and on the Home Pages of the Community Programme on the Europa server. The Commission's intention

is to publish this notice in early January 2006 to provide as much notice as possible to those potentially interested and to enable the various calls to be launched early in the year.

The Commission therefore requests the approval of the Committee in relation to the work programme set out in this note.