

MEM-VOL Migrant and Ethnic Minority Volunteering

A Transnational Exchange Programme in

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- The Netherlands • United Kingdom

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1. Background and Objectives

Until now little was known about volunteering of migrants and ethnic minorities, although kinship and neighbourhood networks and ethnic communities are in the focus of research. Volunteering – in favour of the own community or for different groups – may be a means of integration into society in a double sense: e.g. by labour market counselling to facilitate employment or by educational training for children and youngsters of foreign origin *and* by developing new skills and qualifications through volunteering. Migrants and ethnic minorities suffer in all member states of the European Union from high unemployment. The effects of MEM volunteering as a means of integration – societal, cultural and on the labour market – and as a means of empowerment and development of the civil society is highly underestimated and disregarded. Thus, promoting and facilitating volunteering and self-help of migrants and ethnic minorities will be an important objective to combat social exclusion and poverty.

The objectives of the first project phase (December 2002 – August 2003) were:

- brief outline of the social situation of migrants and ethnic minorities in each country,
- compiling major findings of research concerning volunteering of migrants and ethnic minorities,
- identifying key actors and local, regional and national political programmes to facilitate volunteering of migrants and ethnic minorities,
- identifying and describing some examples of good practices (3-5 in each country),
- identifying objectives for Phase 2 and application,
- building up a partnership in each country that consists of NGOs and local, regional and federal authorities.

The project partners¹ carried out research in their respective countries – Austria, Denmark, France, Germany, the Netherlands and the United Kingdom – to compile the above-quoted analyses and reports. On this basis, transnational meetings were held in each country with representatives from local, regional and national authorities, from self-organisations of migrants and ethnic minorities as well as welfare organisations.

This report gives a brief outline on the socio-economic situation of migrants and ethnic minorities and the analytical concepts of volunteering. The following chapters reflect the findings of the above-mentioned compilations, followed by reports on the enlargement of the partnership and on the transnational workshops and show up possible perspectives of the Transnational Exchange Programme “MEM-VOL – Migrant and Ethnic Minority Volunteering”.

All reports from the project partners can be found on the Internet at www.mem-volunteering.net in the respective native language. The European synthesis in English, French and German is also provided. The national reports can be obtained in printed form from the project partners, the European report from INBAS-Sozialforschung GmbH.

¹ See Annex 1: Flyer.

2. Socio-Economic Situation of Migrants and Ethnic Minorities

2.1 Austria

The definition of the term "migrant" is very closely connected with "working migrants" in Austria. The terms "foreigner", "migrant" or "refugee" have more or less the same meaning for the general public, whereby there is not much awareness for different connotations of these terms.

In 2001 Austria had 8,06 million inhabitants. 9% of the population was foreigners. Most of the foreign population is from Turkey and Ex-Yugoslavia.

After the 2nd World War there were not enough workers in Austria, therefore foreign workers were encouraged to come to Austria (1950-1974). At this time Austria became a country of immigration while at this phase immigration was only for the purpose of work. Integration and settlement was not included in the political programs of the Austrian government.

In 1974 Austria declared a ban on recruitment with the target to reduce the number of foreign workers and encourage them to return their countries of origin (Foreign-Employment-Law 1975).

Table 1: Employed foreigners in Austria

Year	Number of employed foreigners
1973	226.800
1984	138.700
1993	217.611
2002	334.432

Source: Österreichisches Forum für Migrationsstudien, http://www.oefm.org/stat_3_1.html
Münz, Zuser, Kytir 2003: 23

This regulation had the consequence that many employed foreign workers moved to Austria permanently – rather than living in both countries – and many workers brought their families to Austria. This led to increases in the migrant population and thus to changes in demographic structure.

Between 1971 and 1981 the percentage of women and children in the foreign population increased by 7%. There are also differences in the age structure of the foreign population compared to the native population. In 2001 22% of the foreign population were children under 15 while this was only true for 17% of the native population. Also the percentage of the working age population (15 - 60 years) was 12% higher among foreigners than among the native population (foreigners: 73%, natives: 61%). The proportion of older foreigners over 60 was 7%, compared to 22,4% natives (Source: Statistik Austria: Bevölkerungsfortschreibung, Volkszählung 2001).

In general the chronology of migration is the following:

- Migration
- Living in Austria as a migrant
- Becoming an Austrian citizen or permanent residence

After 6 years of living in Austria and be able to prove sustainable "personal and occupational integration" migrants have the possibility become Austrian citizens. After 15 years they can legally claim citizenship. They have to cancel all other citizenships. Most naturalisation is completed after 10 years of living in Austria (Europaforum Wien 2002: 280, 281).

In Austria foreigners neither have active nor passive voting rights and there are no employment programmes for migrants (Europaforum Wien 2002: 290-291). On the basis of the federal structure of Austria there are different laws for migrants in the different provinces of Austria.

In December 2002 the members of the county council of Vienna decided to give voting rights to migrants in the Viennese districts but two conservative political parties (Österreichische Volkspartei, Freiheitliche Partei Österreich) announced that they will appeal this decision (Verfassungsgerichtshof) (Wiener Integrationsfonds 2003: 30).

The "agreement of integration (Integrationsvereinbarung)" includes the migrants' commitment to learn the German language. This "agreement of integration" is the basis to earn the right to settle in Austria ("allowance of establishment" = "Niederlassungsbewilligung"). The migrant has to fulfill the conditions stated in the "agreement of integration" within two years of immigration. If the migrant fails to do this, he/she will be sent back to his/her country of origin (Wiener Integrationsfonds 2003: 23).

The „allowance of establishment“ has special quotas for immigration every year. In summary 8.070 persons can immigrate to Austria in 2003 and in addition 5.490 family members of people already living in Austria can join them Austria (Wiener Integrationsfonds 2003: 26-29).

The Austrian system is very complicated because the "allowance of establishment" does not automatically include the "allowance to work (Arbeitserlaubnis)". The "law for foreign workers" (Ausländerbeschäftigungsgesetz) stipulated that not more than 8% of all employees in Austria are allowed to be migrants. These two systems of quotas control immigration to Austria and lead to a very restrictive immigration policy.

The average rate of unemployed migrants in Austria is 12,5% to 8,4% of native Austrians that are unemployed (Wiener Integrationsfonds 2003: 16).

In the school year 2000/2001 110.600 children of migrants went to school in Austria, these are 9% of all pupils in Austria. 73% of all foreign pupils were from Turkey and Ex-Yugoslavia. Children of migrants are mainly in elementary and secondary schools but not in general schools which qualify for university entrance. An important fact is that a very high percentage of migrant children between 6 and 14 years of age (23,1%) are in special schools that are meant for children with intellectual disabilities, even though this is not the case for them (Biffel/Bock-Schappelwein 2003: 124-127).

The problems of children of migrants in the Austrian school systems and their need for improved integration into this system are evident. The Austrian government has been trying to find a solution for these problems and to integrate children of migrants by implementing special language programs. The bad financial situation, the low educational level of migrants and insufficient information about the situation of the labour market in Austria aggravates this situation and leads to a high demand for improved integration measures.

2.2 Denmark

In the following we use the concepts "immigrant" and "descendant", but not "refugee". Earlier we have distinguished between refugees and immigrants, but here the two categories are united. Thus, we do not mind the reason why a person has come to Denmark.

The number of foreigners and their descendants is rising in Denmark, in absolute figures as well as in proportion to the population.² Totally, on 1st January 2002 there were 415,331 immigrants and descendants in Denmark equivalent to 7.7% of the population. In 1992 the figure was 239,241 – an increase in absolute figures of 73.6%. As the number of the population has not increased significantly these 10 years, the increase in proportion to the whole population is of the same size.

Of the group of 415,331 persons 156,030 were Danish citizens in 2002, while 259,301 persons were foreign citizens. In the statistics there are two categories of immigrants and descendants, partly persons coming from Scandinavia, the EU and North America and partly persons coming from third countries, i.e. the rest.

On 1st January 2002 there were 311,369 immigrants and descendants from third countries equivalent to 75.0% of all immigrants and descendants and equivalent to 5.8% of the population. The increase in the number of immigrants and descendants from 1992 to 2002 is mainly an increase within this group. Thus, the composition of immigrants and descendants from Scandinavia, the EU and North America opposite third countries has changed since 1980.

The composition of nationalities has also changed in course of time. The largest groups among third countries were in 2002: Turkey (12.9%), former Yugoslavia (6.0%), Lebanon and no country (5.1%), Pakistan (4.6%), Yugoslavia (4.5%), Somalia (3.9%), Iraq (3.9%), and Iran (3.4%). The groups from former Yugoslavia, Iraq and Somalia are mainly from the 1990s.

The composition of nationalities of the immigrants changes gradually: in 2002 the 10 largest net immigration groups were from the following countries: Iraq, Afghanistan, Turkey, Thailand, Yugoslavia, China, Russia, Germany, Lithuania, and Poland. The two first mentioned countries represent 34.4% of the total net immigration in 2002.

In 2001 11,902 foreign citizens got Danish citizenship. This figure has been rising since 1992, where the figure was approx. 5,000. The increase has not been even during the period, but has taken place especially from 1996 and onwards. It is worth noting that the figures from some years may be misleading, as citizenship is granted by law (according to the Constitution) and restructuring or delays in the treatment therefore have an influence on the figures, especially in 1997 and 2001. 95.1% of the 11,902 foreign citizens, who were naturalised in 2001, came from third country.

The distribution on sex among immigrants and descendants equals the population as a whole. The distribution on age is somewhat different. The immigrants are overrepresented within the age group 15-49 years old, especially 20-49 years old. The descendants are overrepresented markedly within the group of 0-19 years old and underrepresented in the age groups over 20 years. To some degree these figures are a result of the applied definitions, particularly regarding the group of descendants. Compared to the labour market a relatively large share, 83.5% of the immigrants are in the working age, i.e. 15-64 years.

The affiliation of the immigrants to the labour market has been the subject of studies and debate. This issue often is connected with the issue of integration in general. Here too, we distinguish between immigrants from Scandinavia, the EU and North America opposite countries from third world. There are substantial differences between these two groups; regarding affiliation to the labour market the first mentioned group is considerably closer to the Danish population than the immigrants from third countries.

² The data used are primarily from the publication of Ministry of Refugees, Immigrants and Integration "Yearbook about foreigners in Denmark 2002". The Ministry has the figures from "Statistics Denmark".

Participation rate (defined as the share of the total population available for the labour market) among immigrants from third countries is 53% compared to 80% of the Danish population. Employment rate (defined as the share of the total population in employment) is also uneven; the figures are 47% respectively 76%. There are large regional variances among the municipalities.

Especially women from third countries are outside the labour market. Other general tendencies are that the affiliation to the labour market increases the longer the immigrants have been in Denmark and the younger they were at the time of arrival to Denmark. These two tendencies also influence the sex-based imbalance, which is reduced markedly among descendants. Note that many of descendants are too young to be in the labour market. There are large differences within the group, based on nationality.

To sum up, unemployment among immigrants between 16 and 66 years old is falling. This applies to the participation rate too, that means the share of refugees and immigrants available for the labour market is falling. Therefore, it is no surprise that the employment rate is increasing. However, the increase of the employment rate is smaller than the fall of the participation rate.

Often, education is presumed to affect various circumstances: economy, social contact and integration on the whole. In general, the higher education the immigrants have, the better affiliation they have to the labour market. However, with a foreign education they are in a weaker position than with a Danish education.

In this section we look only at immigrants and descendants from third world, i.e. outside Scandinavia, the EU and North America.

Level of education

In the following we do not distinguish between types of education, anything from basic school and onwards counts. Among 25-64 years old immigrants 20% of the men and 14% of the women state that they have a Danish education. The same figure for Danish men and women in the same age group is 99% for both sexes. The explanation is partly that many immigrants have brought an education from their native country. Of the immigrants without Danish education 74% of the men and 72% of the women have an education from their native country.

Among descendants in the same age group 94% (both sexes) have a Danish education. Compared to the Danish population, but also compared to the group of descendants, a markedly larger group of the immigrants has no education. Furthermore, the immigrants with an education have a lower education than the whole of the Danish population.

In process of education

Among 16-19 years old immigrants 50% of the men and 48% of the women are in process of an out-of-school education. The same figures for descendants are 68% and 73% respectively, while for the Danish population the figures are 74% and 75% respectively. Thus, immigrants are clearly underrepresented in out-of-school education, while descendants do much better.

This tendency is repeated within the higher education where the group of 20-24 year old has been examined. In this case, immigrants are very poorly represented, while the rate of descendants is the same as the rate of Danish men; the rate of Danish women is higher than the rate of both descendants and of Danish men. Moreover, it is noteworthy that especially women among both immigrants and descendants to a higher degree than Danes prefer the basic vocational education. Regarding short and long course higher education immigrants and descendants are overrepresented within the health and social sector, whereas they are underrepresented within farming and fishing as well as the armed forces and police. With regard to long course higher education you find an overrepresentation within health and technology, an under-

representation particularly within the armed forces and pedagogical educations, somewhat smaller within agronomy.

Completing the education

The whole of the population has a higher completion rate than immigrants and descendants, 76%, 64% and 62% respectively within all educations. The differences are larger when you look at the higher educations separately. Most remarkably, immigrants and descendants have a comparable completion rates, and the difference between the two groups regarding education and employment is not repeated here. However, as a larger group of descendants than immigrants are in process of education, it means that a larger part of the whole group of descendants complete their education than the whole group of immigrants.

2.3 France

In France we have a very rich literature on migration due to our past. We have been a land of migrations for many centuries. Our geography is the main explanation for this.

Each year, official reports are published to give the last data on migration and to develop a specific issue on migration:

- The Activity Report of the Direction for Population and Migrations, from the Ministry for Social affairs: it provides statistics and last trends or issues concerning migrants;
- The Annual Report of the High Council for Integration: it gives statistics and a specific development on a specific issue; this year professional integration of people coming from French departments and territories abroad;
- The Activity Report of the French Office for the Protection of the Refugees and Stateless persons (asylum seekers): it provides statistics on the 3 types of asylums in France.

Moreover, the public Editor, the Documentation Française and the Prime Minister Public Letter, both propose a specific rubric on their respective web sites dedicated to Migration.

Two main priorities in public policies concerning migrants are: struggle against clandestine migration; welcome and integration of regular migrants. Moreover, to face the lack of human resources in specific economic sectors (such as building and public works), migration should be a way to solve the problem.

Some data concerning migrants (1999 census)³:

- 3,263,000 foreigners in France metropolitan (3,597,000 in 1990);
- 4,309,000 migrants in 1999 i.e. 7.4% of the French population
- in 1962, 50% of the migrants were either Italian or Spanish; since 1975 Portuguese have been the more numerous (571,000)but nowadays Algerian re the first ones (576,000);
- naturalisation has become the rule for most people coming from Maghreb (Algeria, Morocco, Tunisia) but Asian minorities are much more familiar with this behaviour (61% of Migrants from Cambodia and 74% from Vietnam have become French);
- new wages of migration come from sub-Saharan Africa: 400,000 migrants en 1999 i.e. 43% more than 1990.
- In 2000, there were 102,000 regular refugees over 18 years and 30,000 under;
- Asylum seekers come from Asia (China and Sri Lanka) for 36%; Africa for 34%; Europe (Yugoslavia, Turkey, Moldavia and Russia) for 27%.;
- Foreign workers are 1,577,638; they represent 6% of the total active population; the unemployment rate for foreigners (20.8%) is twice as big as for national workers (9.4%)

³ Direction for Population and Migrations, Activity Report, Paris, November 2002.

In 2000, a specific Plan for Asylum seekers was adopted by the French government to face the increase in housing demands, social and legal protection for isolated minors. The same year National Assizes for Citizenship were organised in Paris where youngsters from ethnic minorities could express the discriminations they have to face in everyday life: at school, at work and during their leisure time. A free Call has been created where they can testify and be helped. Employment, vocational training and professional life is the first reason for calling (38% of total calls), social life and neighbourhood is the second reason (12% of the calls), housing, leisure and relations with the police is the third (10%).

There has been an increase in permanent migration since 1997⁴. This is partly linked to family increase. Permanent foreign workers come mainly from Morocco, Algeria (Africa represents 43% of the total foreign workers), Lebanon, USA and Japan.

Temporary migration concerns mainly asylum seekers (with the wars in Africa, Iraq and the Balkans). The number of temporary workers has increased and this of students (sometimes disguised workers) has doubled since 1998. The number of naturalisations has been decreasing since 2001.

In France there are some important notions concerning migrants and migration:

- Assimilation: expected result in the integration process; the main goal in the French model which means that there should be no more difference with a native French.
- Co-development: migrants are supposed to be vectors for co-developing in less developed countries; the main goal is to improve solidarity with native countries or to incite potential migrants to stay in their own country
- Cooperation: State to State policy, in a macro-economic perspective
- Foreigner: person who is not French but lives in France in a temporary way with an official Card to Stay. When they don't have this card, they become the so-called «sans-papiers»
- Migrant: person born abroad and arrived in France to live for a long time; the notion is wider than foreigner as it also includes people who have become French after a naturalisation.
- Integration: long term process and policy to integrate migrants in which they are asked to share the common values promoted by France (liberty, secularism, solidarity) on the basis of equal rights and mutual duties.
- Refugee: person defined under the 1st article of the Geneva Convention of the 28th of July 1951 i.e. person fearing of being persecuted because of his/her race, religion, nationality, membership of a social group or political opinions and who claims for being officially protected.

2.4 Germany

German national statistics register migrants and ethnic minorities only if they have a foreign nationality, i.e. naturalised persons and ethnic Germans from the Russian Federation are not included in these statistics. Hence, the following comments apply in most cases to the German population holding a foreign nationality.

7.3 mio. people of foreign nationality lived in Germany at the end of 2001 which corresponds to 8.9% of the whole population. People with Turkish nationality make up the highest percentage with 26.6%. The second largest group is people from the former Yugoslavia (together 14.8%), followed by Italians, Greeks and Poles (see Table 2).

Regarding the distribution of the foreign population in the German federal states ("Bundesländer"), distinctive differences can be found: in Baden-Württemberg, Berlin, Bremen, Ham-

⁴ High Council for Integration, Annual Report, Paris, November 2002.

burg, Hesse and North-Rhine Westphalia, the percentage is higher than 10.0% whereas in the eastern German states, it is between 1.8% and 2.5% (see Table 3).

	Unit	2001	Percentage
Population on 31 Dec 2001	1,000	82,440.30	
Male	1,000	40,274.70	48.9%
Female	1,000	42,165.60	51.1%
Nationality			
German	1,000	75,122.10	91.1%
Foreign	1,000	7,318.20	8.9%
Among them:			
- Turkey	1,000	1,947.90	26.6%
- Yugoslavia ¹	1,000	627.50	8.6%
- Italy	1,000	616.30	8.4%
- Greece	1,000	362.70	5.0%
- Bosnia and Herzegovina	1,000	159.00	2.2%
- Poland	1,000	310.40	4.2%
- Croatia	1,000	223.80	3.1%
- Austria	1,000	189.00	2.6%
- United States	1,000	113.50	1.6%
- Macedonia	1,000	56.00	0.8%
- Slovenia	1,000	19.40	0.3%
¹ Serbia/Montenegro			
Actual version of 4 Aug 2003			
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More than the half of the foreign population has lived at least 10 years in Germany. At the end of 1999, 52% had stayed in Germany for more than 10 years of which 32% had lived in Germany for more than 20 years. 28% had lived for less than six years in Germany, and almost 20% between six and ten years. There are clear differences between the nationalities. More than half of the people from former labour recruitment countries have lived in Germany for more than 20 years, e.g. from Greece 50.9%, from Italy 51.8%, from Spain 68.6%, from Croatia 56.7%. An exception are the Turks with only 34.4%. The duration of stay relates strongly to the dates of labour contracts and family reunification. In the 1990s, large numbers of refugees found admittance in Germany, nearly three quarters (72.0%) of the people from Bosnia-Herzegovina living in Germany came as refugees versus three fifths (60.5%) of people from Yugoslavia as a whole.⁵

⁵ Statistisches Bundesamt (Hrsg.) (2001): Im Blickpunkt: Ausländische Bevölkerung in Deutschland, Stuttgart: Metzler-Poeschel, pp 16ff.

Ethnic Germans from Eastern Europe and the Russian Federation are the largest immigrant group in Germany. Between 1950 and 1998, more than 3.9 mio. ethnic Germans and their relatives emigrated to Germany – 2.5 mio. came between 1987 and 1998.⁶

Table 3 Percentage of Foreign Population on 31 Dec 2001 in the German States			
	Population	Foreign Population	
	Total	Total	Percentage
Germany	82.440.309	7.318.215	8,9%
Baden-Württemberg	10.600.906	1.294.874	12,2%
Bayern	12.329.714	1.162.881	9,4%
Berlin	3.388.434	440.777	13,0%
Brandenburg	2.593.040	64.666	2,5%
Bremen	659.651	80.097	12,1%
Hamburg	1.726.363	261.108	15,1%
Hesse	6.077.826	705.546	11,6%
Mecklenburg-Vorpommern	1.759.877	35.142	2,0%
Lower Saxony	7.956.416	532.797	6,7%
North Rhine Westphalia	18.052.092	1.988.042	11,0%
Rhineland-Palatinate	4.049.066	308.169	7,6%
Saarland	1.066.470	88.877	8,3%
Sachsen	4.384.192	110.185	2,5%
Sachsen-Anhalt	2.580.626	46.705	1,8%
Schleswig-Holstein	2.804.249	153.328	5,5%
Thuringia	2.411.387	45.021	1,9%
Actual Version of 13 Nov 2002			
© Statistisches Bundesamt Deutschland 2002			

A higher percentage of migrants and ethnic minorities suffers from unemployment than Germans do. In 1999, the unemployment rate in the old federal states was 9.9%. The unemployment rate in the new federal states and in East Berlin amounted to 19.0%. In 1999, 477,700 foreigners were unemployed in West Germany which amounts to an unemployment rate of 18.4%.⁷ The different nationalities are affected by unemployment to a different degree. Among them the Turks, the largest foreign population group, had the highest percentage of all foreign unemployed (35.6%), followed by the Italians (9.1%) and the unemployed from the former Yugoslavia (8.3%).⁸ 28% of ethnic Germans who immigrated between 1991 and 1995 were unemployed two years after arriving in Germany.⁹

Concerning the professional status of foreigners, the percentage of unskilled workers in the foreign workforce has been declining strongly since 1984 (from 22% to 14% in 1999), but still half of the foreign workforce works as unskilled or low-skilled workers; the percentage among Germans is 14%. Although this percentage is about 15% lower in the second generation of

⁶ Seiffert, Wolfgang (2001): Berufliche Integration von Zuwanderern in Deutschland. Gutachten für die Unabhängige Kommission „Zuwanderung“ beim Bundesministerium des Inneren, www.bmi.bund.de/Downloads/Seiffert.pdf, p 29.

⁷ Statistisches Bundesamt (2001), pp 79f.

⁸ Op.cit., p 81.

⁹ Seiffert (2001), p 31.

foreigners, it is still twice as high as among young Germans. While every second German is employed, only every fourth foreign worker and only every third of the second generation are.¹⁰

Research on the educational participation of children of foreign origin proves that they are underprivileged vis-a-vis German children concerning the type of school and the length of scholastic education. There are distinctive differences relating to region and their origin. Turkish and Italian children in particular are disadvantaged in their participation in higher education whereas the percentage of Greek children in higher education is comparable to that of German children.¹¹

In 1999, the percentage of foreign pupils leaving school without a leaving examination was more than twice as high as the percentage of German pupils. 20% of foreign school leavers had had no examination in extended elementary school, 41% obtained a degree in extended elementary school, 28.9% in secondary school, and only 10.8% obtained university entrance qualifications. 41% of the German school leavers obtained a degree in secondary school, 26.4% obtained university entrance qualifications, 24.7% left extended elementary school with an examination, and only 8% without.¹²

In 1999, 100,900 young foreigners were undergoing professional training in the German dual system (training on the job combined with school education for two to three years) which amounts to 5.9% of all trainees. The percentage of foreign trainees in East Germany was 0.1% while in West Germany it was 7.5%.¹³ In 2001, 12.1% of all applicants in West Germany for professional training were foreign youth. 17.7% of the applicants unable to find a professional training position were of foreign nationality.¹⁴

Among the foreign trainees, those of Turkish nationality made up the largest group in 2001 (38,026: 41%). Italian trainees were the second-largest group (10,802).¹⁵ Most trainees of foreign nationality received training in trade and the industrial professions (52%) in 2001. This sector suffers from a high decline in comparison to the year before (-8%), whereas in business, commerce and the professions, a small increase is seen.¹⁶ Foreign trainees are concentrated in few professions. Female youngsters were concentrated in professions like hairdresser, doctor's and dentist's assistant, male youngsters in trades like mechanic or painter. In office-based professions, an average of 6.0% of the trainees held a foreign nationality, in industrial jobs, the rate amounted to 6.9%, while in trade, 8.0% of all trainees were of foreign origin.¹⁷

2.5 The Netherlands

Throughout centuries, the Netherlands has been both an immigration as well as an emigration country. Since World War II three different types of immigration can be discerned.

- Immigration because of decolonisation. The independence of the former Dutch East Indies territories after the Second World War and Surinam in 1975 led to a consecutive influx of

¹⁰ RWI Rheinisch-Westfälisches Institut für Wirtschaftsforschung e.V. (2001): Berufliche Integration von Zuwanderern in Deutschland. Gutachten für die Unabhängige Kommission „Zuwanderung“ beim Bundesministerium des Inneren, [www.bmi.bund.de/ Downloads/RWI.pdf](http://www.bmi.bund.de/Downloads/RWI.pdf), p 50.

¹¹ Diefenbach, Heike (2002): Bildungsbeteiligung und Berufseinmündung von Kindern und Jugendlichen aus Migrantenfamilien. Eine Fortschreibung der Daten des Sozio-Ökonomischen Panels (SOEP), in: Diefenbach, Heike/Renner, Günter/Schulte, Bernd (Hg.): Migration und die europäische Identität. Herausforderungen an die Kinder- und Jugendhilfe, Materialien zum Elften Kinder- und Jugendbericht, Band 5, München: Verlag Deutsches Jugendinstitut, p 11.

¹² Statistisches Bundesamt (2001), p 61.

¹³ Op.cit., p 66.

¹⁴ Bundesministerium für Bildung und Forschung (2002): Berufsbildungsbericht 2002, Teil II, 1.1.2, p 3.

¹⁵ Bundesministerium für Bildung und Forschung (2002): Berufsbildungsbericht 2002, Teil II, 2.1.2, p 1.

¹⁶ Op.cit., p 2.

¹⁷ Op.cit., p 3.

immigrants in the decades after the war. The Caribbean islands Antilles/Aruba still form part of the Netherlands and their citizens therefore hold a Dutch passport and have the right on free settlement in the Netherlands. Since 1980, between 3000 – 7000 Antilleans and Arubans arrive per year in the Netherlands owing to the bad economic situation on the islands.

- Immigration of so-called „guest workers“ recruited by Dutch companies in the Mediterranean countries in the 1960ies owing to labour shortage especially in the Dutch low-skilled workforce. Recruitment was terminated in 1973 and since, labour immigration opportunities have been severely reduced for non-European Union citizens.
- Immigration by refugees and asylum seekers since the nineties, predominantly arriving from Eastern Europe and Third World countries. Access to a full refugee status has been progressively restricted in the past years. Those who are granted asylum with full refugee status fall under the provisions of the Dutch minority policy.

The use of the term „ethnic minorities“ and „non-native“ in this report is a reflection of the Dutch use. The Central Bureau for Statistics defines persons as non-natives if they are born in another country and at least one parent was born outside (first generation immigrants). If someone is born in the Netherlands with both parents born in a foreign country they are considered to be second generation immigrants. The term ethnic minorities is mostly used as a synonym. However, in its use in research reports it tends to reflect on the disadvantaged socio-economic position of the different groups in society. The following groups are considered to be minorities and are therefore target groups of integration policy: Turks, Moroccans, Surinamese, Antilleans/Arubans, (former) Yugoslav, Italians, Spanish, Portuguese, Greek, Tunisians, Kapverdeans, Moluccans, Sinti and Roma.

According to the Central Bureau for Statistics about 3 million non-natives live in the Netherlands end of 2002, of which 1.6 million are of Western origin, and 1.4 million are of non-Western origin. The total population had increased to slightly over 16 million, and non-natives to 18.5% of the total. The Central Bureau for Statistics bases its distinction between Western and non-Western non-natives on the socio-economic and cultural position of immigrants. Therefore, immigrants from Turkey, Africa, Latin America and Asia with the exception of Indonesia and Japan are counted into the group of non-Western immigrants. Turkish, Moroccan, Surinamese and Antilleans/Arubans make up the biggest groups among ethnic minorities. The influx of these groups has been rising by 7 % between 1999 and 2001 whereas the number of refugees coming from (former civil-)war areas has been rising by 24%. The number of illegal immigrants is unknown and estimated between 46 000 and 116 000. Owing to immigration and labour regulations, immigrants to meet labour needs predominantly come from EU countries and Third Countries. Settlement is allowed under the condition that no alternative candidates for the respective job can be found within the EU.

The ethnic minority population is on average younger than the native population with a higher percentage of males. It is expected by the Central Bureau for Statistics that the figure of non-Western immigrants will increase to nearly 2 million in 2010.

Acquisition of Dutch citizenship is relatively easy. All immigrants of age and with five years continuing legal residence and work in the Netherlands – or three years in case of marriage to a Dutch citizen - qualify for an unlimited residence permit and can register for naturalisation. Naturalisation is granted on the condition of proficiency of Dutch language, sufficient knowledge of Dutch society, proof of no criminal conviction and necessary documents, such as birth certificate etc.

Education

There are still strong differences in educational achievements between the Dutch and ethnic minority population and also between the different ethnic minority groups. The level of education and educational achievement in general remains low with some progress in the second

generation. Especially the Turkish and Moroccan population remain on lower educational levels compared to Surinamese and Antilleans/Arubans. There is an overrepresentation of ethnic minorities in vocational and junior general secondary education and an under-representation in higher education and on the academic level. In addition ethnic minority children tend to leave school earlier than Dutch students. Of those who do succeed with a diploma in higher education, an increasing percentage is moving on to the academic level.

Income

According to figures of the Integration Monitor 2002, low income, poverty and dependency on social benefits are still high among ethnic minorities, with twice as many people living from benefits than among the native Dutch population. Especially the young generation is affected owing to the fact that they leave school earlier than young Dutch people of the same age group. The Poverty Report 2002 of the Social and Cultural Planning Bureau and the Central Bureau for Statistics report that 33% of the non-Western population was living on low income, thrice as much than the native Dutch population with differences among the ethnic minority groups to be taken into account.

Employment

The economic boom of the second half of the nineties brought down unemployment considerably, with ethnic minorities benefiting as well. However, non-western immigrants are still affected by an unemployment rate which is three times as high as among native Dutch people. In addition, unemployment tends to be long-term in nature, Those who are employed often work in low-paid jobs with short-term contracts. It is again the Turkish and Moroccan population which appear to be especially disadvantaged. It is expected that the currently rising unemployment rate will particularly affect ethnic minority groups.

Housing

The ethnic minority population lives overwhelmingly in the urban areas, mainly in the four big cities (Amsterdam, Rotterdam, Den Haag, Utrecht) of the Netherlands. Within the urban areas immigrant communities often live heavily concentrated in impoverished areas where housing is cheap. Owing to regulations, asylum seekers are more spread out over the country and often live in rural areas and smaller towns as well.

Conclusion

The ethnic minority population continues to be a very vulnerable group in society owing to a accumulation of factors such as unemployment and low income, dependency on benefits, lower educational qualifications, employment in low skilled occupations and housing in impoverished areas. It can be expected that the current recession will hit this part of the population especially hard. Whilst employment, education and language competence have always been seen as the key roads to integration, the potential contribution of volunteering for integration still needs to be taken more seriously.

2.6 United Kingdom

The use of 'ethnic minority' as a broad label is deliberate, to signify reference to a wide variety of ethnic minority groups, based on Census classifications.

Britain has seen the inward migration of people attracted by work, the prospect of a better life or to escape unrest and persecution at home. In the fourteenth century new technical skills arrived with French weavers and German engineers. In the sixteenth century refugees from France, Belgium and the Netherlands escaping religious intolerance arrived. The 1830s and 1850s there were large numbers of Irish immigrants driven from their homes by rural poverty and famine. The building of the British Empire and increasing world trade increased the numbers of new

people coming to Britain, and by the end of the eighteenth century there were about 20,000 black people living in London.

The Second World War saw the arrival of large numbers of people from the Caribbean who came to live and work in the UK. Immigrants from India and Pakistan arrived mainly during the 1960's. Refugees from Uganda arrived in 1970's. Most Chinese and Bangladeshi people came to Britain during the 1980's. Many black Africans also came during the 1980's and 1990's.

By the end of the 1970s Britain had introduced much stricter controls on immigration. Black and other minority ethnic citizens continue to establish themselves into the fabric of UK society, while the political debate about immigration has shifted somewhat to look more at new arrivals in terms of being refugees and asylum seekers. London attracts around 85 per cent of asylum seekers entering the country. Over 450 organisations in Greater London provide services for refugees and asylum seekers.

The 2001 Census found that around 8 per cent of the total UK population belonged to an Ethnic Minorities (4.6 million). The largest group was Indian (22.7 per cent), followed by Pakistanis (16.1 per cent), those defined as Mixed Ethnic backgrounds (14.6 per cent), Black Caribbean (12.2 per cent), Black African (10.5 per cent) and Bangladeshi (6.1 per cent). The remaining ethnic groups each accounted for less than 0.5 per cent but together accounted for 1.4 per cent of the UK population. For the first time the 2001 Census allowed people to describe themselves as mixed ethnicity, and 677,177 people chose to identify themselves as mixed ethnicity.

A report by the Social Exclusion Unit (Cabinet Office 2000) stated "there is a significant lack of information about minority ethnic groups in society, and about the impacts of policies and programmes on them". However, it went on to say that although much variation within and between ethnic groups people, these groups were more likely to be poor and unemployed, regardless of age, gender qualifications or place of residence. For example the report notes that people from minority ethnic communities are disproportionately represented in deprived areas. Figures show that 28 per cent of people in England and Wales live in households with incomes of less than half the national average; however, this increases to 34 per cent for Chinese people, over 40 per cent for Afro-Caribbean and Indian people, and over 80 per cent for Pakistani and Bangladeshi people.

It should also be noted that there are differences within communities, for example rates of economic activity show very different profiles within the Asian group.

People from Britain's ethnic minorities are integral to the economy of the country and can be found in all sectors doing a wide variety of jobs. There are areas that show concentrations, 23 per cent of Britain's doctors were born overseas, and while a similar proportion of restaurant employees (24 per cent) were born outside the UK. Over two-thirds of independently owned local shops belong to people from ethnic minorities (CRE 2003)

Health is also an area where people from minority ethnic communities appear to be at a disadvantage – but again the picture does not show that all people from these communities suffer worse health than their white counterparts. People from Indian, African and Chinese communities have similar levels of self-reported health to white people, but Pakistani, Bangladeshi and African-Caribbean people report more ill-health. Explanations for this variation focuses on the relationship between socio-economic status and the ability of health services to reach people in need (SEU 2000).

3. Volunteering

3.1 Austria

In the International Year of Volunteers (2001) the Austrian government established different working groups to promote discussion on the situation of volunteer work in Austria. The working group "Basic questions of volunteer work and quality" defined volunteer work as follows:

- Voluntary
- No remuneration
- Has a certain duration and/or regularity
- Is not for one's own good or for that of one's own family
- It is in the context of an organisation

(www.freiwilligenweb.at/pages/umsetz/arbeitskreise/ak1_uak1.html)

According to the only study in Austria about the amount and scope of volunteer work 51% of the population of Austria worked in Austria as a volunteer and the informal support in the community was one of the most important activities (Badelt, Hollerweger 2001: 7-8).

In principle the total volume of volunteer work is regressive, in particular concerning informal support in the community. Volunteer work in formal organisations has slightly increased, above all volunteering in a religious context (Badelt, Hollerweger 2001: 21). There is no statistical information about migrants' volunteering.

In the International Year of Volunteers 2001 the Austrian Federal Government aimed to raise awareness for the importance of the volunteer work for the social system in Austria. The "Austrian National Committee" presented their work in the "Volunteer Manifesto" 2001. This manifesto includes following demands:

- Better legal regulation of volunteer work
- Improving the sustainability of volunteering, by improving efforts to motivate all segments of the population (especially young and old people) to volunteer
- Improving the quality of volunteering through educational programs for
- Recognizing the relevance of qualifications earned in volunteering for employment
- Enabling more research in the area of volunteering

3.2 Denmark

Voluntary organisations are by no means a new phenomenon, but it was not till the transition from the traditional to the modern society in the middle of the 19th century that a fully-fledged voluntary sector existed in Denmark.

Especially the adoption of the Danish Constitutional Act in 1849 served as a catalyst to the formation of many new associations. Before this year, all types of assembly was subject to approval by the monarch, but the enactment of the Constitution established that citizens were entitled, without prior approval, to join and form associations. From the mid-1800s till today we have seen a countless number of associations and organisations within practically all spheres of community: Political party organisations, interest organisations, trade unions, economic organisations, charitable/philanthropic associations, rifle clubs and athletic associations, civil and religious movements, organisations for sick and disabled people, associations safeguarding interests of groups of patients, self-help project, local volunteer bureaux, educational and cultural associations, grassroots movements, etc.

The voluntary sector is incredibly manifold not only regarding objectives as the above shows, but also in structure – it embraces everything from small associations with few members, almost no

money and “premises” at the chairman’s home office to large, well-established, professional organisations. The common feature, however, is “voluntary”, and below we describe that we in Denmark understand by voluntary work, a volunteer and a voluntary organisation.

Voluntary work is the activity or act carried out by a volunteer. By voluntary work are understood activities that:

- Are voluntary, i.e. undertaken freely without physical force, legal coercion or financial pressure. You must not be threaten with financial or social sanctions (for instance cut off from a social network) if you no longer wish to continue the work
- Are unpaid. However, this does not preclude payment of remuneration for expenses the volunteer has incurred while carrying out the activities, such as travelling and telephone expenses. Or that the person receives a symbolic amount for the voluntary work
- Are carried out for persons other than the volunteer’s own family and relatives. This distinguishes voluntary work from ordinary domestic activities and the informal care of family members
- Are for the benefit of other people than the volunteer and his or her family. The value that the work has for others makes it voluntary work. This precludes participation in self-help groups as voluntary work
- Are formally organised. This means that ordinary helpfulness or spontaneous acts such as helping an elderly or disabled person to cross the street, carrying shopping bags etc. are not voluntary work.

In Denmark we often use the word “voluntary” about the organisations that organise voluntary social work. This is the best way to emphasise that these organisations differ from private companies as well as public organisations and institutions. Hence, a voluntary organisation:

- Is established on a voluntary basis, which means that it is free to commence or discontinue its own operations. This distinguishes it from public organisations, whose tasks and objectives are usually prescribed by law
- Operates on a non-profit basis. In this context it means that the organisation does not operate with a view to securing investors or individuals a financial profit. If a profit is yielded, it is invested in the organisation, and, therefore, used in compliance the objectives of the organisation
- Is based on voluntary work – either on the supervisory board or in the organisation’s daily activities. Voluntary organisations often have paid staff, however, and in few cases the entire workforce is made up of paid staff
- Is characterised by voluntary membership and members’ participation in the organisation’s activities of their own free will. For that reason, trade unions traditionally are not included as voluntary organisations.

In 1990 26% of the Danish population undertook some kind of voluntary work. In 1999 this figure had increased to 38% The largest growth occurred within voluntary social work where the figure increased from 7% to 12%

The table below shows the percentage of the population who carried out voluntary work in 1990 and 1999, distributed on sex and areas.

The table shows an equalizing between male and female participation in voluntary social work. While women were in a clear majority in 1990, the participation is equal in 1999. The same equalizing tendency is seen within the political work, where women’s participation increases relatively more than men’s participation.

Table 4: Number and distribution on sex among volunteers in 1990 and 1999

		1990	1999
Men	Social work	5 %	12 %
	Political work	10 %	13 %
	Culture and sports	19 %	21 %
Women	Social work	9 %	12 %
	Political work	5 %	9 %
	Culture and sports	10 %	15 %
Total		1.030	1.023

Source: Inger Koch-Nielsen and Jacob Dalsgaard Clausen: "Values in Voluntary Work" I Peter Gundelach (red.) "Values of the Danes 1980-1999", Hans Reitzels Forlag, Copenhagen 2002. Extract from the report.

The table below shows the percentage of the population that carried out voluntary work in 1999 – distributed on age and areas.

Table 5: Distribution on age groups

Age	Social work	Political work	Culture/Sports	Total
18-29 years	8 %	6 %	19 %	32 %
30-49 years	11 %	14 %	22 %	43 %
50-65 years	13 %	12 %	18 %	41 %
66 år +	15 %	5 %	6 %	26 %
Total	12 %	11 %	18 %	37 %

Source: Inger Koch-Nielsen and Jacob Dalsgaard Clausen: "Values in Voluntary Work" I Peter Gundelach (red.) "Values of the Danes 1980-1999", Hans Reitzels Forlag, Copenhagen 2002. Extract from the report.

The table shows that the participation in voluntary social work increases with age. The participation among persons 18-29 years old is higher, however, in the social field than within political work. However, the relation between age and voluntary social work is statistically not as strong as the relation between level of education and voluntary social work.

3.3 France

Many studies have been realised since the beginning of the 90s in France, financed by the Fondation de France¹⁸. The volunteers were less than 9 millions in 1990, they are more than 12 millions today (25% of the population over 18 years). This represents more than 1 million jobs (in full time equivalent) in 1997¹⁹ (study made directly among the population); around 700000 in 1999 (study made among the associations)²⁰.

The destination of the voluntary work is as followed²¹:

- sports: 28.1% of the total volume of working hours;
- leisure: education for all and social tourism: 16%;
- culture: 13.5%;
- social action: 13.1%;

¹⁸ Archambault (Edith) avec Bon (Christine), Le Vaillant (Marc) et Boumendil (Judith), «Les dons et le bénévolat en France», Laboratoire d'Economie sociale - Université de Paris I- Institut de sondage Lavalie, pour la Fondation de France, Paris, 1991-1994-1997.

¹⁹ LES-ISL, Fondation de France, Paris, 1997.

²⁰ Matisse-LES, CNRS, Paris, 1999.

²¹ Matisse, LES, CNRS, Paris, 1999.

- opinion, expression and defence of interests: 10.8%;
- education, vocational training, professional inclusion: 6.4%;
- charity and humanitarian action: 5.4%;
- health: 4.2%;
- defence of economic interests, local development: 1.8%;
- other: 0.7%.

Most of the voluntary work benefits to non profit organisations without any paid staff; only 20% of the French associations have employees (who work together with 2 million volunteers). For reasons of «Republican taboo», we can't ask, in any national survey, the nationality of the people interviewed, so there is a lack of information concerning migrants volunteers. It's a pity for the High Council for Integration²², as statistics are useful tools to build a public policy.

The liberty to create association (guaranteed for all since the 1901 act) on the French territory was limited for foreigners between 1939 (beginning of the 2nd World War) and 1981. Foreigners had to ask for official agreement before any creation. So far, we don't have any general information on migrants volunteering in France.

3.4 Germany

Until the late 1990s, a solid data base on volunteering was unavailable in Germany. Therefore the German Ministry for Family Affairs, Senior Citizens, Women and Youth initiated the so called "Freiwilligensurvey"²³ (i.e. national survey on volunteering) in 1998. Germany knows several different concepts of voluntary activities:

The traditional "Ehrenamt" means voluntary activities in formal organisations; self-help, neighbourhood activities, and activities in civic action groups do not fall under this concept.

"Bürgerschaftliches Engagement" or "civic activities" covers more than the traditional "Ehrenamt". It means self-help, neighbourhood activities and activities in initiatives of all kinds that relate to community life and areas such as politics, economics, and the social area corresponding to the model of civil society. This is the concept of the Study Commission of the German Parliament.

"Freiwillige Tätigkeiten" or "volunteering" includes far more activities than the traditional "Ehrenamt" or „civic activities“, namely all those activities that have no direct economic benefit and are unpaid. These activities may be community-related but need not be. This is the concept of the "Freiwilligensurvey".²⁴

The results of the national survey on volunteering show that 34% of the German population practices one or more activities in the sense of the above concept. This means that approx. 21 mio. Germans are volunteering. Survey respondents were asked if they were active (in the sense of participating) in different areas and if so, whether they performed unpaid activities within this area as well. The highest percentage of participants (37%) and volunteers (11%) was found in the field of sports and exercise. In leisure and social life, a quarter of the German population considers itself active, but only a fifth of them volunteers in this field. In other areas such as schools and kindergartens, emergency services, voluntary fire brigades, and in the areas of jus-

²² Haut conseil à l'intégration, Les parcours d'intégration, la Documentation française, Paris, 2002.

²³ Rosenblatt, Bernhard von (2000): Freiwilliges Engagement in Deutschland. Ergebnisse der Repräsentativerhebung zu Ehrenamt, Freiwilligenarbeit und bürgerschaftlichem Engagement Band 1: Gesamtbericht, Schriftenreihe des BMFSFJ, Stuttgart: Verlag W. Kohlhammer.

²⁴ Hacket, Anne/Mutz, Gerd (2002): Tagungsdokumentation „Fachworkshop Freiwilliges Engagement in Deutschland“, Bonn, 18.12.2001, München/Berlin: mISS Münchner Institut für Sozialforschung, p 14.

tice/crime and church and religion, nearly one half of all active people are volunteers. The lowest percentage of volunteers (1%) is in the areas of health, justice and other civic activities.

There are no data available on volunteering of migrants and ethnic minorities in the national survey since people with foreign nationality are under-represented with only 3% while their percentage of the whole population is 8.9%

3.5 The Netherlands

The official definition of volunteering is “work done in any organised context that is carried out without obligation and without pay for other people or the community whereby the person doing the work is not dependent on it for his or her livelihood”.²⁵ The different forms of volunteering can roughly be distinguished as reciprocal support, service provision, and societal involvement/active citizenship. The diversity of volunteering makes measurement difficult. The Trend Report on Volunteering (NOV/SVM 2002) reports that between 25% and 37% of the population has been volunteering in 2002. According to the figures of the Social and Cultural Planning Bureau, the bulk of volunteering is done by people of age 35 – 50, with a decreasing percentage of young people (since 1995 by 22%). Women tend to be more active in the health and welfare sector, and men as board members and in sports and recreational activities. The participation rates in volunteering seem to be decreasing since the second half of the 1990ies.

The goal of central government policy is to equip the voluntary sector sufficiently so that it can respond to challenges generated by changes in society. Local authorities and the provinces have their own voluntary sector policies. The policy of central government focuses on four elements:

- work development, research and support
- reinforcement, promotion and image improvement
- quality enhancement
- facet policy and legislation and regulation.

Government supports the national support and development organisation for the voluntary sector, CIVIQ and eight national training centres for volunteers. The 12 provinces mainly disseminate knowledge and information produced at different levels and support voluntary organisations on the provincial level. Owing to decentralisation of social policy, local governments are key players because they are responsible for the implementation of welfare policy, the development of a local policy on voluntary work and subsequent support measures. In 2001, about 24% of the 500 local governments had developed a policy on voluntary work.

In the 1990ies the concept of civil society with a thrust on active participation of all citizens entered public debate and also received great attention in government’s policy making. Since the International Year of the Volunteer 2001 central government has developed new measures to stimulate the voluntary sector, including additional funding for local government and provinces until 2004 and the instalment of both an Interdepartmental Contact Group and a commission to stimulate and develop further local government policy on volunteering.

Since the middle of the 1990ies volunteering also becomes a instrument to combat poverty and social inclusion in social activation programmes aimed at bringing people with a large distance to the labour market into employment. Pathways into employment may involve voluntary work or other activities that are of use to the community. In 1996, article 144 of the Act on Subsistence Benefit gave about a third of local governments an experimental status for the implementation of special projects in the context of “social activation”. Benefit offices are allowed to pay a financial incentive to volunteers participating in social activation projects. In addition, they are

²⁵ The Ministry of Health, Welfare and Sport. Documentation. Policy on Voluntary Work in the Netherlands, Den Haag, January 2001.

not requested to apply for jobs on the labour market. The success of these experiments led to an additional central government measure in 2000 to stimulate more local governments into developing pathways into inclusion.

In the past years, the following trends in society impact, amongst others, the development of voluntary work:

- competing alternatives to spend free time, less availability of time;
- demographic developments such as the ageing society and immigration;
- changing role patterns between men and women;
- individualisation of society and a demand for more flexibility, also in volunteering;
- a greater awareness for the need of quality development in voluntary organisations;
- the use of volunteering as an instrument in social policy making;
- increased professionalism in voluntary organisations;
- new forms of cooperation between the for profit and the non-profit sector;
- and a greater thrust on individual motives such as self development and self realisation among volunteers.

3.6 United Kingdom

The definition of volunteering used, relates to: *'any activity which involves spending time, unpaid, doing something which aims to benefit someone (individuals or groups) other than or in addition to, close relatives, or to benefit the environment'*. (Davis Smith, (1998)

The history of volunteering in the UK is a long one, but with the charitable explosion of the nineteenth century taken to be its most recognisable recent starting point. During the twentieth century the role of volunteering underwent a transformation. Before the outbreak of World War Two many welfare services were delivered at the local level through voluntary organisations and voluntary action, but after 1945, and the establishment of the welfare state, volunteering and charitable action was expected to diminish. The assumption that the state was to take a far greater role in looking after people suggested to many that the voluntary sector – and volunteering- might wither away.

This denuding of voluntary action never happened; growing dissatisfaction with public services and the identification of new social needs were spurs for a re-invigoration of voluntary action, and it remained as important as ever.

Government has long been interested in supporting volunteering, to a greater or lesser extent, to help achieve its own aims. From 1997, with the election of the Blair New Labour government, the UK government has shown great interest in supporting volunteering and this appears to be something all parties agree on.

Today figures suggest that somewhere between a third and a half of the adult population volunteer during the year. A National survey of volunteering in 1991 (Lynn and Davis Smith 1999) found that 51 per cent of the adult population volunteer. When this survey was repeated in 1997 (Davis Smith 1998) this figure had dropped to 48 per cent; however this drop was more than made up for in an increased number of hours people were giving to voluntary work.

In 2001 the Home Office – the part of the UK government with responsibility for volunteering – completed a Citizenship survey (Attwood et al 2003). This survey researched participation in civic participation, social participation and volunteering. It found that 39 per cent of the population had volunteered –considerably less than the last national survey of volunteering reported. The Citizenship survey did use questions from the 1997 National Survey of volunteering, but given that volunteering surveys are highly sensitive to timing, the question asked and the context in which it is asked (Lyons et al 1998), it is important that another national survey of volunteering

is conducted to carry-on the time-line of dedicated volunteer surveys. However, in the absence of such data we use the Citizenship Survey (Attwood et al 2003) not least because it contained a large sample for black and minority ethnic people.

The 1997 *National Survey of Volunteering* (Davis Smith, 1998) suggested that levels of volunteering were lower among black and minority ethnic groups than they were among their white counterparts (49% of people of white British origin volunteered; 41% of Black and Asian; and 36% of other ethnic groups). It is worth noting, however, that the non-white sample size for the survey was quite small and as such firm conclusions were not possible.

A number of other studies have provided further evidence on the under-representation of black and minority ethnic groups from formal volunteering. The National Coalition of Black Voluntary Organisations' (2000) survey of 95 charities that together involved 263,000 volunteers, found that only 3% of all volunteers were black, and a third of all groups had no black volunteers at all. Further, 43% of charities had no black trustees, and of those charities that did involve black trustees, black trustee accounted for just 9% of all trustees.

However, a number of studies have highlighted different participation rates among BME groups across different forms of voluntary action. As Niyazi notes, (1996; see also Leigh, 2000; Davis Smith, 1998), BME communities have a long tradition of community involvement, but the voluntary action that takes place tends to be informal rather than formal involvement in mainstream voluntary organisations. Levels of participation may be much higher if informal community-based participation is the focus of research. As such, it is important to be careful when interpreting generalised research results.

Examining the 2001 *Home Office Citizenship Survey* suggests that while there appeared to be a further decline in numbers to 39 per cent, there was no decline in volunteering within some Black and Minority Ethnic communities; so, in effect, black participation in volunteering has remained constant while some other groups have declined.

Despite this, the report still shows that people from deprived areas are the least likely to volunteer and, as we have seen, there is a concentration of people from ethnic communities in the poorest districts of the UK.

4. Research on Volunteering of Migrants and Ethnic Minorities

4.1 Austria

The issue of volunteering and especially migrants' volunteering has not been very strongly linked to the educational system as yet. Questions like whether volunteer work of migrants can stimulate integration or can volunteer migrants help their peers have not been asked yet in the Austrian discourse.

After 40 years of immigration a wide variety of formal and informal migrants' organisations have developed. In Vienna there are 500 migrants' associations, in particular those of migrants from Turkey and Ex-Yugoslavia (Sohler/Waldrauch 2003: 96-139). One third of these organisations aims to integrate migrants in to the community that they live in (Sohler/Waldrauch 2003: 167-170).

Table 6: Integration and education work in migrants' associations in Vienna

Integration in general	21%
Promoting contacts to the native population	9%
Gaining knowledge on Austrian culture	4%
Gaining other knowledge about Austria	9%
German language courses for adults	9%
German language courses for children and youth	4%
Other education activities for adults (Computer course, job orientation courses, ...)	12%
Other educational activities for children and youth (Learning aid, ...)	5%

Source: Sohler/Waldrauch 2003: 168

On the average 8 persons work in these associations, 44% are women. The rate of youth and older volunteers is only 12%. The highest levels of members are Austrian citizens of foreign origin.

As mentioned above, people from ethnic minorities as volunteers are a topic, which is hardly known in Austria, and not widely recognised on public level.

This was also mirrored in our literature search on the topic. There is hardly any research on ethnic minorities' volunteer activities. Volunteer work of migrants is a new field of volunteer work in Austria. Volunteer work combined with the development of migration policy or with participation of migrants is not considered at all. Recently, the self-organisation of migrants is becoming a focus of research and social interests, however there is no specific work on volunteering (Perchinig 2003: 373).

4.2 Denmark

Voluntary work and formation of associations among ethnic minorities is a highly neglected research area in Denmark. Our knowledge of volunteering is very insufficient on individual, organisational as well as on social level, i.e. in relation to the participation of refugees and immigrant in associations, how and to which extent they form associations – and what characterises them – and what the participation and forming of associations means on a broader social view, for instance in relation to the issue of integration.

The extent of the literature, of course, reflects this insufficiency although in recent years there have been a larger interest in research, for instance, the establishment of the Academy for Mi-

gration Studies in Denmark (AMID) in 2001. Furthermore, we see a tendency that more and more students choose to specialise in this field. The research and the literature are described briefly below, classified according to the primary analysis topic.

Organisational channels of influence in a macro-historical perspective

Here we find two studies that in different ways look at the formation of organisations among ethnic minorities and its relation to the democratic rules.

One of the studies is "Channels of Influence of Ethnic Minorities" by Ole Hammer and Inger Bruun (2000). The study examines the access and influence of ethnic minorities on central political decisions and includes the ethnic minority's own associations and channels of influence as well as Danish organisations and institutions dealing with the rights of ethnic minorities.

The other study is "The Political Organising of Ethnic Minorities in Denmark" by Mustafa Husain (2002). The article giving an overview of the political organising of ethnic minorities in Denmark since the beginning of the 1970s, argues that the organised interests of the immigrants' associations and multiethnic umbrella organisations have been marginalised in the political decision-making process although these associations have been on the increase in the course of time.

Extent and structure of the ethnic minority associations

According to Flemming Mikkelsen, researcher at the AMID, the above-mentioned studies are based on a thin documentary source material, which mainly is due to the fact that we lack investigations in ethnic minority associations in Denmark, their extension, organisation and activities. Some investigations, however, have been carried out.

In several of the investigations the approach is the formation of organisations within certain groups, for instance based on ethnic origin. Various researchers have examined the Turkish immigrants' conditions and formation of associations. Not only the Turkish and Pakistan immigrant associations have been subject to studies, but also the formation of associations among Iranians, Chinese, Albanians, and Vlachs.

A more transverse, quantitative analysis of the formation of associations is found in the book "Volunteering among Ethnic Minorities" (Hjære and Balslev 2001). This investigation builds on questionnaires sent to 232 associations formed by ethnic minorities and with activities in Denmark. 65 associations answered the questionnaire that included facts such as year of establishment, objective of the association, number of members/volunteers and employees, activities, terms of financing and co-operation. Furthermore, the investigation consisted of qualitative interviews with volunteers in five associations with focus on the meaning of volunteering, i.e. which significance the voluntary work and the association in itself had for the ethnic minorities.

In the book "Immigrant Organisations in Scandinavia" Flemming Mikkelsen (2003) and others give a thorough survey of the research into immigrant organisations and their contribution to the integration of refugees and immigrants in Norway, Sweden, Finland, and Denmark. The authors have tried to create a homogeneous presentation of the extent and structure of immigrant organisations, i.e. number of organisations, localisation, types, ethno-national composition, financing, internal life of the organisations and external activities. Besides, they describe semi-public immigrant councils, solidarity organisations, and the conflicts between the racist and anti-racist movements. Moreover, the book discusses similarities and differences in the organisation structure in the Scandinavian countries, hereunder the placing of the immigrant organisation in the stress field between social exclusion, integration and democracy. However, the subject of the book lies not only within the frames of present research; therefore it is based also on new research started by the involved authors or on data produced by other researchers.

The participation of ethnic minorities in associations

Under this subject the literature has focus on the participation of ethnic minorities in immigrant associations and majority organisations, i.e. on the participation in associations formed by the very minority group and associations formed by the majority society respectively.

In the report "Refugees in Denmark" (1990) Marianne Melchior mapped and described conditions and ways of life for three selected refugee groups: Iranians, Poles, and Vietnamese. The report deals with for instance education and employment, patterns of settlement, cultural network, and leisure pursuits in Denmark. The matter of participation in associations comes within the last mentioned section – however, the matter only concerns participation in a national club or association.

In the book "20 Years in Denmark. An Investigation of the Situation and Experience of New Danes" Garbi Schmidt and Vibeke Jakobsen (2000) have examined the situation of the ethnic minorities in Denmark. Based on questionnaires and interviews with New Danes of origin in Turkey, Pakistan, and former Yugoslavia, the report looks at attitudes and conditions regarding education, labour market, housing conditions, linguistic and cultural patterns, political participation etc. Also, to a small extent, the report comments on the participation of ethnic minorities in associations.

You find a more manifold description of the ethnic minorities' form of participation in Flemming Mikkelsen's book "The Paradox of Integration" (2001). Based on approx. 5000 telephone interviews with refugees and immigrants the book gives you knowledge of conditions regarding education, labour market, independent business, housing, political participation and participation in associations. In this report six main categories appeared: tenants' associations, leisure time associations, multiethnic associations, political associations, parental and educational associations and various associations.

4.3 France

Only data concerning associations declaring in their official object to work with or for migrants populations are available. We miss a lot of information as migrants may be involved in many other associations (such as sports and leisure which are the more numerous in France). Nevertheless, we could isolate some studies or literature referring to migrants and associations:

- Migration associations: a practical guide for integration, published each year by the Agency for development of intercultural relations²⁶, refers to migrants and associations and underlines that public authorities (both on local and national levels) have encouraged participation of migrants in the name of citizenship and democracy; they also state the lack of information in this area but refers to works published in this field (7 out of 18 articles concern only migration associations);
- Migrants associations and co-development: NGOs play a major role in the development process²⁷; many were created these last years with links in Africa (North and Sub-Saharan), subsidised by public funds, to support economic, social and political development and enhance democracy and facilitate co-operation through associative initiatives;
- International Solidarity Organisations for migrants (OSIM): in its last report, published in January 2003, the National Council for Associative Life²⁸ dedicated an article to migrants associations and their role in integration and international solidarity. It gives an overview of the involvement of migrants in associations since 1960. Their first goal was to promote integra-

²⁶ Agence pour le développement des relations interculturelles (ADRI), Guide pratique de l'intégration, La Documentation française, Paris, 2002.

²⁷ Sami Nair, Un nouveau regard sur l'immigration, 1997.

²⁸ CNVA, Bilan de la vie associative 2000-2002, Paris, 2003.

tion, defence of rights, citizenship. The legal framework proposed by the 1901 Act for association isn't known by most of the migrants as they don't have such a tradition in their own countries. The article refers to a study made in 2000 for the Co-operation and Development Commission (Cocodev) which identified 10 categories of OSIM on the basis of their goal: community, culture, support, women, youngsters, professional oriented, local, regional and national federations.

Many of the organisations involved in migrants issues ask for a further scrutiny among migrants associations on a scientific basis, to identify and classify this specific category of associations and their kind of volunteering.

Without any statistical data, this is just a qualitative approach to underline specific areas in which migrants associations seem more relevant or involved:

- French learning: school support for both adults and children, as the language is the first means to be integrated;
- Culture: access to the French culture and knowledge of its own culture which is the basis of any integration;
- Arbitration: in order to prevent conflicts in its own community and with other communities, also with institutions;
- Vocational training and employment: integrated migrants accept to mentor youngsters; they may be retired people or professionals in their own firm;
- Housing: access to specific lodging; associations act as guarantee for migrants towards the owners;
- Health: prevention and information on specific diseases; also health care by voluntary doctors or nurses;
- Legal issue: information on rights, free councils proposed by lawyers sometimes form the 2nd generation of migrants.

Three main issues in which migrants associations are or should be very involved:

- schooling migrants' children: the problem raised by children who have just arrived in France without any knowledge of the language and who suffered from strong difficulties at school²⁹; the work made outside school in associations is a key issue to integrate those children (through leisure, sports, music...); migrants volunteers may play a major role as go-between with migrants families and institution;
- taking care of elder migrants: the problem raised by low qualified workers who couldn't afford to come back into their own countries when retired³⁰; they need support;
- welcoming asylum seekers³¹: this is more an emergency purpose; France had to face with the arrival of migrants escaped from their countries because of wars (since 1991 with the Balkans wars); they have a temporary right to stay and can work.

4.4 Germany

In 2002, the author carried out a study for the German Ministry for Family Affairs, Senior Citizens, Women and Youth on scientific research and literature on volunteering by migrants and

²⁹ Ministère de la Jeunesse, de l'Éducation nationale et de la recherche, Les modalités de scolarisation des élèves non-francophones nouvellement arrivés, Paris, mai 2002.

³⁰ Inspection générale des affaires sociales (IGAS), Rapport sur les immigrés vieillissants, rapport n°2002 126, novembre 2002.

³¹ Bourgeois (Frédérique), Helly (Denise), «Une recherche comparative: politiques d'accueil, insertion sociale et circulation migratoire», Cahiers de recherche de la MIRE, n°12, Direction de la recherche, des études, de l'évaluation et des statistiques (DREES), août 2001.

ethnic minorities.³² Self-organisations of migrants and ethnic minorities are in the centre of research as well as self-help and community activities within families, kinship networks and neighbourhoods whereas MEM volunteering in initiatives of welfare organisations is still unknown.

The activities of self-organisations cover all fields – health, education, culture, social activities, employment, economics, politics, interest lobbying etc. They can be differentiated as a function of the homogeneity or heterogeneity of origin of their members and of the direction in which their activities are oriented, i.e. towards the society of origin or the host society.³³

This shows that self-organisations have both integrating and excluding functions. The public and scientific debate is very controversial on this point. On the one hand, the charge is made that a parallel society is being built while there is emphasis on the role of go-betweens, bridging and integration patterns on the other. Different kinds of social integration patterns that are promoted by self-organisations are under research: in politics, education, in the labour market, housing, health and local neighbourhoods.

Participation of migrants and ethnic minorities is investigated, too – as active or passive membership in associations and organisations or as interest in local politics, participation in the local community or the wish to naturalise.

The terms “volunteering” or “Ehrenamt” are hardly mentioned in studies on self-organisations. Only some of them consider that the activities of most self-organisations depend on volunteers. Other research shows that migrants and ethnic minorities are hardly found in traditional voluntary organisations or modern self-help groups (e.g. in the areas of ecology, homosexuality, disabled people).³⁴ In sports, it is especially younger people of foreign origin who participate. Participation differs with regard to gender and generation. Women and second-generation migrants do not participate much in migrant’s associations whereas the share of the second generation rises in German associations.³⁵

Recent publications investigate integration patterns of self-organisations and the building of social capital. Differences in educational and vocational success of different migrant groups such as the Spanish, Greek, Italian, Yugoslav and Turkish populations are related to the quality of their self-organisations.³⁶ Those groups that were able to build homogeneous and effective organisations to represent their interests integrated better into German society. Groups that did not concentrate on the problems of their immigrants display deficits of integration into central societal areas today.³⁷ The first self-organisations sprang up in the 1960s and 1970s and devel-

³² Huth, Susanne (2002): Ergebnisse der Literaturrecherche, in: Bundesministerium für Familie, Senioren, Frauen und Jugend (Hrsg.): Recherche zum freiwilligen Engagement von Migrantinnen und Migranten – Konzept, Recherche und Ausarbeitung der Dokumentation, pp 6-32.

³³ Ministerium für Arbeit, Soziales und Stadtentwicklung, Kultur und Sport (Hg.): Selbstorganisationen von Migrantinnen und Migranten in NRW: wissenschaftliche Bestandsaufnahme. Düsseldorf, 1999, p 2.

³⁴ Gaitanides, Stefan (2001): „Freiwilliges Engagement und Selbsthilfe von Migrantinnen und Migranten – Potenziale und Anforderungen“ Vortrag beim Internationalen Erfahrungsaustausch: Integration von Familien ausländischer Herkunft des Bundesministeriums für Familie, Senioren, Frauen und Jugend am 11. und 12. Dezember 2001 in Berlin.

³⁵ Diehl, Claudia (2001): Die Partizipationsmuster türkischer Migranten in Deutschland: Ergebnisse einer Gemeinde-studie, in: Zeitschrift für Ausländerrecht und Ausländerpolitik, 21 (1), pp 29-35.

³⁶ Thränhardt, Dietrich (2000): Einwandererkulturen und soziales Kapital. Eine komparative Analyse, in: Thränhardt, Dietrich/Hunger, Uwe (Hrsg.): Einwanderer-Netzwerke und ihre Integrationsqualität in Deutschland und Israel, Studien zu Migration und Minderheiten, Band 11, Münster/Hamburg/London: Lit Verlag, pp 15-51.

³⁷ Hunger, Uwe (2002a): Einwanderer als Bürger. Initiative und Migrantenselbstorganisation. Münsteraner Diskussionspapiere zum Nonprofit-Sektor, Nr. 21, Münster: November 2002, p 2.

oped into independent and effective interest representations; alongside these developments, there are clear differences between the different immigrant groups.³⁸

As an example, the development of Turkish self-organisations can be analysed as follows:³⁹

- 1960s: Beginning of Turkish workers' associations
- 1970s: First differentiation of organisations due to varying social structure of Turkish migrants; more religious associations and umbrella organisations are established
- 1980s: Interest representation develops on regional and national level as well as sports clubs, associations in the areas of culture, social activities, leisure activities, women's clubs, youth associations, parents' initiatives; functional differentiation and greater orientation towards the host society
- 1990s: Still functional differentiation, political and social issues in host society come more and more into the focus of the organisation's work, development of entrepreneurial associations.

Despite their successful activities, self-organisations are left out of the political decision-making processes and their work goes largely unnoticed. Their limited manpower and financial resources and lack of networks on local and regional levels are responsible for this weakness.⁴⁰ Nevertheless, the rising importance of civil activities, volunteering and self-help in Germany leads to a rising awareness of self-organisations and civil activities of migrants and ethnic minorities. Therefore, the discussion about integration and exclusion should be given up in favour of the question of the potential and impact of civil activities in self-organisations that could contribute to reduce social and economic inequalities.⁴¹

MEM volunteering in welfare organisations or in migration services on a local level is hardly being researched. The work of welfare organisations is fundamentally directed at volunteering – to what extent migrants and ethnic minorities volunteer in welfare organisations is still not known today. Increasing research on self-organisations analyses their development, target groups, areas of activity, social integration and exclusion patterns – the theme of MEM volunteering is hardly given any attention.

4.5 The Netherlands

Voluntary commitment of migrants and ethnic minorities is lived out both at an informal level in extended kinship systems and neighbourhood contexts, and in ethnic self organisations, self help groups as well as mainstream voluntary organisations. In general, every community of new arrivals tends to find out that basic settlement needs are initially best met by self-help voluntary activities and in this way self-organisations emerge in the different ethnic communities. At a second stage of settlement, self-organisations aim at catering for particular needs and furthering emancipation of the respective ethnic groups. At a third stage, self organisations act as go-betweens with other institutions of society and connect with mainstream organisations and

³⁸ Hunger, Uwe (2002b): Vom der Betreuung zur Eigenverantwortung. Neuere Entwicklungstendenzen bei Migrantenvereinen in Deutschland. Münsteraner Diskussionspapiere zum Nonprofit-Sektor, Nr. 22, Münster: November 2002, pp 1f.

³⁹ Cetinkaya, Handan (2000): Türkische Selbstorganisationen in Deutschland: neuer Pragmatismus nach der ideologischen Selbstzerfleischung, in: Thränhardt, Dietrich/Hunger, Uwe (Hrsg.): Einwanderer-Netzwerke und ihre Integrationsqualität in Deutschland und Israel, Studien zu Migration und Minderheiten, Band 11, Münster/Hamburg/London: Lit Verlag, pp 83-109.

⁴⁰ Hadeed, Anwar (2001): Großes Potential. Selbstorganisationen in der Migration, in: *Betrifft Mehrheiten – Minderheiten*, 4/2001, www.bmm.Niedersachsen.de.

⁴¹ Jungk, Sabine (2000): Selbstorganisationen von Migrantinnen und Migranten – Instanzen gelingender politischer Partizipation, in: *iza – Zeitschrift für Migration und Soziale Arbeit*, H. 3+4/2000.

networks, mostly in the social policy and economic field. Migrants and ethnic minorities engage in volunteering in these different settings. With a view to the different stages of settlement, volunteering in mainstream voluntary organisation should rather be seen as the result of an integration process over generations (Van Daal 2001) which also depends on opportunity structures in the voluntary sector.

Since the early nineties greater attention has been given to the low participation of migrant and ethnic minorities in mainstream voluntary organisations. The Dutch Volunteer Centre (NOV) engaged in research and launched special projects with voluntary organisations to increase participation. However it had to report in 1998, that successive attempts to improve the situation had been disappointing so far (NOV 1998). A number of factors has been identified in literature which may account for the low level of volunteering in mainstream organisations:

- Priority is given to a paid job, since this mostly has been the prime reason for migration.
- Voluntary work does not contribute to giving and increasing status.
- Lack of language skills and different organisational cultures may work as a barrier.
- Different cultural ideas of gender participation may be experienced as incompatible.
- Insufficient knowledge on the different cultural concepts of volunteering may hinder commitment. In addition, connotations linked to volunteering may not always be positive if grounded in experiences of "obligatory" voluntary work combined with an absence of civil society structures in the country of origin.
- The fear to be used as 'token blacks'.
- Lack of contact in the Dutch community which leads to not being asked to join as a volunteer.

Given the demographic changes especially in the big cities, voluntary organisations will come under increasing pressure to adjust their services to the needs of ethnic communities and will have to think about raising the level of participation of migrants and ethnic minorities in the organisations.

There has been little research so far into the extent of ethnic minorities participation and voluntary commitment, either formal or informal. Regular empirical surveys by the Central Bureau for Statistics, the Social and Cultural Planning Bureau on spending of time and by the Centre for the Study of Philanthropy and Volunteering at the Free University Amsterdam on giving of time do not take ethnic minorities into account in a representative way. As for volunteering in self organisations there is hardly any quantitative knowledge. Studies on self organisations have rather been of a qualitative nature, focusing on aspects such as organisation formation and development, network analysis, degree of integration, strategic choices, political and discursive opportunity structures and so on.

A recurring key question has been the relation between participation, volunteering and integration into society. Analysis tends to be grounded in theory on social capital (Putnam 1993, 2000) which is supposed to originate from shared feelings of social belonging, trust and reciprocity resulting in both informal and formal interpersonal networks (civic communities). Empirical survey research undertaken in the past years which stimulated discussion has looked at:

Participation and volunteering of migrant and ethnic minorities in Rotterdam (Van Daal, 2001)

This study investigated volunteering and participation (defined as involvement in activities) of both the autochthonous and ethnic minority population in voluntary organisations, both in mainstream and ethnic self organisations. Informal help was also taken into account. It was a replication of an earlier study (1994) commissioned by the Municipality of Rotterdam after which the City intensified its results to increase the level of participation of ethnic communities by various measures. The study of 2001 concluded that participation of ethnic minorities in organisations had fallen significantly owing to secularisation leading to a reduced participation in religious organisations. Volunteering had not undergone significant changes but still continued to take place at a lower rate than among native Dutch. This also accounted for informal help. Dif-

ferences in voluntary commitment are observed in the various groups depending on gender, age and education.

Participation in sport and patterns of spending one's free time in Rotterdam (Krouwel & Boonstra, 2001)

This study compared patterns of spending one's free time among different ethnic communities in Rotterdam based on the hypothesis, that the use of one's free time for participation in general social and cultural activities is an indicator for integration. The study shows that ethnic minorities tend to engage more in activities of organisations in the religious, political and cultural sphere and less in sports organisations. There is however, a preference for ethnic sports organisation. Socio-economic factors such as a high income and education play a stimulating role for the level of participation in organisations. The authors conclude that participation in ethnic organisations does not preclude participation in mainstream organisation and may have a gateway function.

Political participation and ethnic communities in Amsterdam (Fennema & Tillie, J. 1999; Fennema & Tillie & Heelsum & Berger & Wolff, 2000)

The study investigated political participation and political trust among ethnic communities in the big cities of the Netherlands. According to the findings, the amount and density of collaborating migrant organisations forming civic communities explain the differences in levels of political participation among ethnic communities. A high level of participation in ethnic self organisation and a dense organisational network creates a high level of political trust and subsequently political participation. The authors argue for giving strong support to ethnic self organisations in order to build social capital and further socio-economic integration of ethnic communities. (Fennema & Tillie, 2001).

Target groups

There is an increasing interest in looking at the participation of particular groups among immigrants and ethnic minorities, in order to understand better motives and subsequent levels of commitment. The Association for Volunteer Management undertook research into volunteering of highly educated refugees (Popovic, 2002) which showed that volunteering in both mainstream and self organisations show strong appreciation for the volunteering experience because it can contribute to familiarisation with Dutch society. The study shows, that the Dutch concept of volunteering is unknown in the different countries of origin of the volunteers and needs to be 'translated', since it is not self evident.

Volunteering in non-Christian faith communities, especially the Islamic community, has only recently received greater attention. A recent study into the societal role of the mosques in Rotterdam (Canatan & Ljamai, 2002) has investigated the mobilisation of volunteers and different activities generated by the mosques. A follow-up study on a nationwide scale as a cooperative project of the organisations CIVIQ and IHASAN (the Institute for Islamic Societal Mobilisation) is in the planning stage.

Conclusions

Systematic research into volunteering of migrant and ethnic minorities so far has been limited. Research on self-organisations has concentrated more on organisational and political aspects than on generating qualitative knowledge on the experience of individual volunteers in these organisations. There is an absence of data and knowledge on how cultural, religious and political traditions of voluntary commitment impact on volunteering in the host country. An obstacle is also the Dutch definition of volunteering which excludes caring for family, neighbours and friends and therefore tends not to look at voluntary commitment in informal social systems including extended kinship networks.

4.6 United Kingdom

A number of research studies have been undertaken to explore the reasons why those from minority ethnic groups are less likely to become involved as volunteers in mainstream organisations, and in particular outside of their own communities. Some of the barriers identified by Niyazi (1996) and Foster and Mizra (1997) included the lack of outreach work by mainstream organisations to black and minority ethnic people, as well as the need to offer interesting and challenging volunteer work. Issues relating to language— both in terms of access to information about volunteering were also identified.

More specifically, Akpeki (1995) identified barriers to participation of BME groups as trustees. These included the use of inappropriate marketing strategies; a lack of commitment by mainstream organisations to involving black trustees; a lack of strategies to recruit, support and retain trustees; an absence of monitoring systems; no support of equal opportunities policy; no exit interviews. Isolation felt by lone black volunteers and a lack of clarity in voluntary organisations about why black trustees were being recruited were also identified as important.

Stemming from such research findings, a number of recommendations have been made that could overcome these barriers and increase levels of participation among minority ethnic communities (see for example, Niyazi 1996; Britton, 1999; Foster and Mirza, 1997; Akpeki, 1995; Bhasin, 1997). Some of their recommendations included the need for targeted recruitment campaigns, the use of appropriate terminology within recruitment materials. Recruitment procedures should be less bureaucratic and equal opportunities should be fundamental to an organisation's philosophy, unnecessary police checks should be removed. Volunteers should be encouraged to utilise and develop their skills, expenses should be paid up front, flexible hours and childcare facilities or expenses should be provided.

Although drawing on evidence from a broad cross-section of voluntary action within general volunteer-involving organisations, the barriers and recommendations identified in the research provide useful insights and guidance for increasing the representatives of volunteer involving organisations and to identify methods to overcome such issues.

5. Political Programmes to Facilitate Volunteering of Migrants and Ethnic Minorities

5.1 Austria

“Integration instead of new immigration” is the political motto in Austria currently and we also find it in the “National Action Plan to Combat Social Exclusion of Austria” (NAP 2001: 16-18). However, the role of volunteering as a possible step towards integration of people from ethnic minorities has not been acknowledged yet. While volunteering can be a step towards integration, in some cases volunteer work and active engagement in associations can lead to the development of “in-groups” and thus contribute more to segregation than to integration. This aspect needs to be kept in mind.

There are no references to promoting migrants’ volunteering in all of the documentation concerning the Year of volunteering. To implement these demands, the Ministry of Social Security and Generations installed the “Austrian Counsel of Volunteer Work” to represent the interest of volunteers and volunteer organisations and to advise the Austrian government on these issues. The “Austrian Counsel of Volunteer Work” has 46 members representing different institutions (members of federal states and provinces, NGOs, ...) (see: www.freiwilligenweb.at/minister-ratsbeschluss.html, 16.07.2003) and will commence their work shortly.

5.2 Denmark

Below we describe the public initiatives with the purpose of promoting volunteering among ethnic minorities. We focus on projects initiated and organised by public authorities in order to facilitate the participation of refugees and immigrants in Danish associations. Public funds and other financial support are not included.

As it appears, only very few projects fall within the purpose of this section. This should not, however, be interpreted one-sidedly as an inadequate effort from public authorities. Instead it indicates that the public authorities choose to support volunteering projects within the framework of the voluntary organisations where they naturally belong.

Another explanation could be that voluntary action is supported by other initiatives. For instance, we find many projects within the housing sector with a general purpose to improve the social conditions in the most underprivileged residential quarters. Here all actors in the local community are involved; citizens, local institutions, business, church networks and of course, the associations. Support and invitation to participate in associations is just a part of many initiatives, but not the main objective – and therefore these projects are not mentioned here.

One of the public projects with volunteering as a main theme is “Project Counselling – Multiplicity, Culture and Leisure” in Copenhagen, started 2002. The project has 5 employees, a grant of 1.200.000 DKK and the principal purpose is to promote and support integration of ethnic minorities in voluntary associations in Copenhagen. This is done through a number of activities and offers, directed not only at the ethnic minority associations, but also at other Danish associations that want to arrange integration activities.

“Leisure Shop” in the city of Aarhus has the purpose of integrating children and young people with immigrant background in the local associations and leisure clubs. The project has 6 employed youth workers, and an important task is to look up the young and make them participate in various leisure time activities and also maintain a daily personal contact to the young people and their parents – for instance, the youth workers call the parents to tell that there is badmin-

ton today. The Leisure Shop is organised by the Leisure and Culture Service of the Municipality of Aarhus.

In the Municipality of Aalborg there is a similar project "Project F". Besides, the project offers an "ethnic youth worker education" with the purpose of giving the participants an introduction and motivation to join Danish associations and also to help the participants build up the ability to act in the Danish society. The youth worker education is launched in cooperation with the Culture and Leisure Service and a local branch of the Danish Gymnastics and Sports Association.

In Denmark you find projects initiated by the public authorities but thereafter more or less anchored in voluntary organisations. One of these projects is "Active In Nakskov" which has the purpose of integrating immigrants through participation in local associations. In order to have a close contact between the actors and to enable new forms of cooperation between the municipality and the voluntary associations, the management of the project was divided between the local institution, "Club 212" and Nakskov Football Club. Among the activities of the project were information videos, various sport activities and conference on associations.

Another project initiated by local authorities with the purpose of improving integration through participation in associations is the Mini Club for Elderly Danish and Ethnic Minority Women in Høje Taastrup. The object of The Mini Club is to break the isolation of the elderly minority women and to give them the possibility of meeting each other and Danish women of the same age group. On a long view, hopefully, the club will introduce the elderly minority women to the already existing offers to elderly people. The local Integration and Care Services of the municipality took the initiative, but now the club is handed over to the group of voluntary elderly people who administrate and run the work of the club themselves.

5.3 France

It does not exist any programme meant to promote migrant and ethnic minority volunteering but in April 2003, the French government gave a revival to the Committee for Integration (forgotten since 1990) whose main purpose is to build an Action Programme which gathers more than 30 Ministries on migration public policies. The main point is to give emphasis to the Integration Strategy in matter of migration.

The main goal is to propose a real integration strategy to migrant and ethnic minorities by facilitating social and professional promotion. Non profit organisations and migrant volunteers should have a major role to play in this perspective.

The governmental programme proposed in April 2003 is focused on 3 main parts:

- Building ways of integration for new migrants;
- Encouraging social and professional promotion;
- Struggling for equal rights.

1. first point of the action programme: building ways of integration for new migrants

Main measures concerning associations and migrants volunteering should be:

- Health action towards new migrants;
- Social and professional integration for youngsters over 16 years;
- Access to law;
- Support for the so-called «adultes-relais» (migrants as go-betweens for migrant families and public authorities)
- Health prevention and education;
- French learning(including through radios).

2. second point of the action programme: encouraging social and professional promotion

Main measures concerning associations and migrants volunteering should be:

- Vocational training and employment in the countryside;
- Prevention in matter of education;
- Scholar support;
- Sports practice;
- Access to arts and culture
- French learning as a professional skill;
- Lobbying towards economic networks;
- Patronising youngsters for employment;
- Valuing our common history;
- Citizenship towards youngsters;
- Recognition of foreign music in our national heritage.

3. third point of the action programme: struggling for equal rights

Main measures concerning associations and migrants volunteering should be:

- Training for public and private partners for employment;
- Struggle against local discriminations;
- Supporting women employment
- Promoting sports practice for men and women
- Supporting programme against sexual mutilations.

5.4 Germany

In 1999, the German Parliament commissioned the study "Civic Activities: Towards a Civil Society with a Future" with the purpose "to take stock of, analyse and evaluate the status quo, and [to] draw up development perspectives and recommendations for action to improve the parameters for civic activities."⁴² The Study considers civic activities of migrants and ethnic minorities as an important means of social integration into the society as a whole.

Civic activities play an important role for including processes of minorities into society and their equal co-existence that has been underestimated until now. Civic activities of migrants have different characters and reach from private and individual help in the family and neighbourhood to organised self-help and activities in associations.⁴³

Common civic activities of migrants and ethnic minorities and Germans in associations and organisations are regarded as a means to present possibilities of social and cultural participation of migrants and ethnic minorities through mutual intercultural learning processes. Civic activities for and from migrants and ethnic minorities have contributed significantly to their social integration in Germany over the last few decades.⁴⁴ To increase this contribution and reduce existing integration deficits, the Study recommends the following actions:

⁴² Deutscher Bundestag (2002): Summary of the Study Commission's Report, www.bundestag.de/gremien/enga.

⁴³ Deutscher Bundestag, Drucksache 14/8900, 14. Wahlperiode, 03. 06. 2002: Bericht der Enquete-Kommission „Zukunft des Bürgerschaftlichen Engagements“ „Bürgerschaftliches Engagement: auf dem Weg in eine zukunftsfähige Bürgergesellschaft“, www.bundestag.de/gremien/enga, p 104.

⁴⁴ Op.cit., p 105.

Providing premises and improving infrastructure for meeting points and self-help groups of families of foreign origin and more financial support for initiatives, events and meetings of ethnic minorities is, from the point of view of the Study, a necessary means of support. Furthermore, groups should be promoted wherein migrants and Germans are involved together since such kind of civic activities are especially suited to overcoming ethnic, religious and social boundaries and for initiating new common grounds in society ("bridging social capital"). Support of groups and projects that foster own initiatives and the self-organisation of migrants should complement public support of welfare organisations that have been offering qualified migration services for decades.⁴⁵

Until now, no valid statements can be made on how many migrants and ethnic minorities are volunteering in ethnic and German organisations and associations. To come to a qualified judgement of political arrangements of immigration and integration, the topic migration should be considered in future population surveys, e.g. the Freiwilligensurvey (national survey on volunteering), and be supported by scientific research.⁴⁶

In summer 2002, the Bundesnetzwerk Bürgerschaftliches Engagement (BBE) (or Nationwide Network of Civic Activities) was founded. Its office is financially supported by the German Ministry of Family Affairs, Senior Citizens, Women and Youth. It is a three-sector organisation with more than 130 members, in which organisations and associations of the third sector and civil society, economic organisations and national, regional and local authorities and institutions are united to promote civil society and civic activities. Its central concern is to improve the legal, institutional and organisational framework for civic activities. The practical work of this network is done by eight project groups which develop and initiate concrete projects. These groups work on legal and organisational framework conditions, development of the local civil society, the future of volunteer services, the role of civic activities with the reconstruction of the welfare state, civic activities of migrants and ethnic minorities, education and qualification of civic activities, corporate citizenship in enterprises and the networking of European civil societies. The migration/integration project group is very close to the Transnational Exchange Programme MEM-VOL since they are linked on a staff level.⁴⁷

The German Ministry of the Interior supports a project to promote civic activities of ethnic Germans from the Russian Federation (the so-called Spätaussiedler or Late Arrivals)⁴⁸. The background of this project is the assumption that civic activities provide an important contribution to social integration. Therefore, the project aims at involving ethnic Germans from the Russian Federation into volunteering since common activities of native and ethnic Germans in associations, organisations and initiatives leads to social integration.

Most German states have introduced their own integration concepts or programmes in the last few years. At the same time, the states promote volunteering and civic activities with regional campaigns. In the following, some of these regional programmes are presented that link both policy areas and relate to the promotion of MEM volunteering.

In 1999, *Bavaria* presented a first report on the situation of foreigners and in April 2003 a second one on their integration. Civic activities are mentioned in these reports as far as its contribution to social integration, e.g. through home work aid for children, is concerned. The reports refers to migrants and ethnic minorities in a more client-based manner. The difficulties to include them into active citizenship are recognised; especially, opportunities with low participation barriers are considered very useful. One chapter of the 1999 report refers to the social integra-

⁴⁵ Op.cit., pp 105f.

⁴⁶ Op.cit., p 106.

⁴⁷ See chapter 7 and 8.

⁴⁸ See www.buerger-fuer-buerger.de/index1.htm.

tion of migrants and ethnic minorities through participation in associations and self-organisations, but emphasis is on integration through sports.⁴⁹

The state government of *Brandenburg* decided in 2002 on a concept for the integration of migrants.⁵⁰ It states that integration is highly dependent on the commitment of the persons concerned, full-time employees and volunteers in this field. Chapter 2.2 deals with networking and participation of migrants and ethnic minorities since self-help and volunteering are essential means in the area of social integration. The state government is willing to support MEM volunteering in the framework of the general promotion of volunteering and self-help organisations. As in Bavaria, too, the integration potentials of sports especially for young people and ethnic Germans, is emphasised.

Lower Saxony presented in August 2002 an integration concept for migrants and ethnic minorities.⁵¹ The importance of self-organisations is stressed and the report states that they were qualified to support the social integration process of migrants effectively due to their own experience. Furthermore, they may contribute to an intercultural opening of counselling services. It showed that self-organisations were able to initiate and to run qualifying measures for vocational training and act as partners to labour market agencies. Self-organisations might play a bridging part between minority and majority population, they were means of interest representation and at the same time served to explain duties in the host society. Their role as mediators could contribute to improve conditions for political, social and economic integration of migrants and ethnic minorities.⁵²

North Rhine Westphalia presented an integration initiative in 2002.⁵³ There, the main focus in this initiative is on Islamic organisations. The state government states that it will continue to cooperate with Islamic organisations after first experiences with this kind of cooperation. Several activities of Islamic organisations were financially supported in the framework of general support of self-organisations. E.g. a formation centre for Muslim women gets financial support for qualifying young female migrants. The Central Council of Muslims in Germany (Zentralrat der Muslime in Deutschland) is represented in the Advisory Committee of the State Centre for Migration (Landeszentrum für Zuwanderung). The state government wants to increase the participation of mosques' associations in local social work.⁵⁴ Furthermore, the Ministry for Health, Social Affairs, Women and Family supports the counselling agency for self-help of migrants and ethnic minorities that offers services to associations like counselling, qualification, training and working materials.⁵⁵

Support and facilitation of MEM volunteering takes place especially on the local level in municipalities through the promotion of associations, counselling and financial and other support for projects and initiatives. Administrative bodies such as the Foreign Residents' Representative (Ausländerbeauftragte) or offices for multicultural affairs are based on a local level as are the

⁴⁹ Bayerisches Staatsministerium für Arbeit und Sozialordnung, Familie, Frauen und Gesundheit (1999): Bericht der interministeriellen „Arbeitsgruppe Ausländerintegration“ zur Situation der Ausländerinnen und Ausländer in Bayern; Bayerisches Staatsministerium für Arbeit und Sozialordnung, Familie und Frauen (2003): Ausländerintegration in Bayern. The reports are available on the Internet at www.stmas.bayern.de/auslaender/integration/index_t.htm.

⁵⁰ Ministerium für Arbeit, Soziales, Gesundheit und Frauen Brandenburg (2002): Konzeption der Landesregierung zur Integration bleibeberechtigter Zuwanderer im Land Brandenburg, Kabinettsbeschluss vom 7. Mai 2002, www.brandenburg.de/cms/detail.php?id=35956&_siteid=7.

⁵¹ Ministerium für Frauen, Arbeit und Soziales Niedersachsen (2002): Niedersächsischer Integrationsplan – Konzept zur Verbesserung der Integration von Migrantinnen und Migranten in Niedersachsen, www.mi.Niedersachsen.de/master/0,,C466559_N13708_L20_DO_I522,00.html.

⁵² Ebd, pp 33-34.

⁵³ Ministerium für Gesundheit, Soziales, Frauen und Familie Nordrhein-Westfalen (2002): Integrations-Initiative Nordrhein-Westfalen – Ansätze und Perspektiven der verbesserten Integration von Zugewanderten, www.mgsff.nrw.de/service/publikationen/material/integrations-initiative.pdf.

⁵⁴ Ebd, p 27.

⁵⁵ See www.migrantenselbsthilfe.paritaet-nrw.org.

Foreign Residents' Advisory Boards (Ausländerbeiräte und -vertretungen) that are elected by the foreign residents. Their task is to advise administrations and municipal or town councils in all questions concerning the foreign population and their lives in Germany. They have to be instructed in due time in all these questions to fulfil their functions. On a regional level, the Foreign Resident's Advisory Boards are linked in the State Work Council of Municipal Foreign Residents' Representatives (Landesarbeitsgemeinschaft der kommunalen Ausländervertretungen) which are united on a national level in the Federal Foreign Residents' Advisory Board (Bundesausländerbeirat) founded in 1998.

5.5 The Netherlands

Over the years, Dutch integration policy has received a series of different mandates as to the course it should take. The so-called minorities policy of the eighties targeted the promotion of integration whilst regaining own's own culture and identity which promoted the development of category facilities and ethnic self organisations. From the middle of the nineties onwards, the term "active citizenship" with its concomitant rights and duties, was regarded as the decisive guideline for immigrants' participation in society. Greater emphasis was also placed on individual integration into mainstream institutions. Volunteering is seen as a means for incorporation into society which is stressed in several policy documents throughout the nineties. In the past years new policy and programmes have been developed to enhance volunteering of migrant and ethnic communities.

On national level

a) Stap Twee: Implementing diversity⁵⁶ in the voluntary sector

The Ministry for Health, Welfare and Sports supports this five year programme (2001 – 2005) with the goal to implement diversity in the voluntary sector. It has four objectives:

- 1) To stimulate voluntary associations and their support structure to implement diversity in their service delivery;
- 2) To stimulate local governments to put diversity high on the agenda of their policy on volunteering as well as promote it in the local voluntary sector;
- 3) To improve the support structure for voluntary associations so that they are better geared towards working with many different cultures;
- 4) To support voluntary organisations in implementing diversity and recruiting ethnic minority volunteers and board members.

The program is being implemented by CIVIQ and FORUM, the National Institute for Multicultural Development. A series of activities have been generated in the context of this programme, among which pilot projects in several provinces, and projects to implement diversity in national associations and their local affiliations.

b) IPO Diversity Pilot Projects in the context of local social policy

These pilot projects have been set up on the initiative of the Ministry for Health, Welfare and Sports and the Interprovincial Council to implement diversity in the youth, health and welfare sector and to improve necessary co-operation between the various political and institutional levels of the provinces.

c) Support for self organisations of migrants and ethnic minorities

Government supports the National Platform for self organisations with the primary task to support self organisations both financially and practically. The Platform is hosted by FORUM (the

⁵⁶ In the Netherlands, the term "interculturalisation" usually conceptualises what in the Anglo-American world is described as diversity approach: taking individual differences in terms of gender, age, ethnicity, different abilities, sexual preferences etc. into account in the total of organisational management.

National Multicultural Institute) and VON (the National Association of Refugee Self Organisations) The Platform runs a helpdesk, gives advice and training to self-organisations and provides accommodation whenever necessary.

d) Obligatory programmes for 'newcomers'

The Newcomers Integration Act of 1998 applies to all new immigrants from outside the EU and people holding a Dutch passport but staying in the Netherlands permanently for the first time. The act foresees in obligatory integration programmes with an average of 600 hours that provide for Dutch language courses, vocational orientation and social orientation. Social orientation may involve volunteering in civil society organisations. In this way the new immigrant can gain better knowledge on the new society, gain practice and improve on language skills and in addition, acquire skills that might help to gain access to the labour market.

e) The Commission Policy on Voluntary Work

This commission which was established by government to contribute to further stimulation of policy development on volunteering stated in her agenda amongst others to want to help develop policy in a way that takes the increasing diversity of the voluntary sector into account. A number of pilot projects have been developed by the Commission that should also contribute to implement this vision statement of the Commission.

On provincial level

The Dutch provinces have been developing a series of projects to further implementation of diversity, some of them in the context of the Stap Twee programme. Projects follow different approaches and focus on different sectors as points of departure with a thrust on transfer of good practice.

On local government level

Especially the big cities have been forerunners in formulating policy and developing projects that help to stimulate volunteering of migrants and ethnic minorities under different policy frames such as integration policy, diversity policy, minority policy and health and welfare policy. In general, there is a parallel approach in that support is given to self organisations and to organisations and projects aiming at promoting participation of ethnic minorities in the voluntary sector. This includes for instance the setting up of data banks of potential board members of different ethnic origin, diversity awards that appreciate the contribution of volunteers from ethnic communities and funding for organisations such as the Centre for Multicultural Participation in Rotterdam, which stimulates the participation of migrant and ethnic minority volunteers in mainstream organisations. In addition, special projects have been developed in the context of "social activation" policy to help increase volunteering of ethnic minority groups as a means to further integration on the labour market.

5.6 United Kingdom

Recently new research has been carried out in the form of an evaluation into a government funded project that sought to twin BME organisations with mainstream organisations in a project called The Black and Minority Ethnic Twinning Initiative (Gaskin 2003). In 1999 £700,000 was given to six projects involving 19 organisations, nine of which were BME organisations. The purpose was for BME and mainstream organisations to learn from each other and to:

- Raise national awareness of current good volunteering practice in BME communities;
- Improve the quantity and quality of opportunities for BME volunteers;
- Increase the participation of people from BME groups in mainstream voluntary organisations; and
- To provide BME organisations with access to mainstream and strategic funding

The project was intended to look at capacity building of BME voluntary organisations, but had much to say about volunteering. Over the course of the project organisations taking part developed better ways to involve volunteers, and managed to attract in many first-time volunteers. In particular the project noted that:

- Organisations need to recognise the limits of 'word of mouth' recruitment and be proactive about finding volunteers;
- This includes recognising that different people are attracted by different messages. BME organisations found that stressing the potential of volunteering to improve skills was important;
- However, there is also a need to recognise that many people may want to volunteer to help others but may lack confidence. In such instances organisations need to emphasise that their experience is of great value.(Gaskin 2003)

With the exception of The Black and Minority Ethnic Twinning Initiative, there have been no programmes initiated by national government specifically focussing on migrant and ethnic minority volunteering. The twinning project was a relatively small programme designed to uncover innovation and promote good practice between BME and mainstream organisations rather than being a large-scale national programme. Even then, volunteering was only one aspect of the project.

Government has tended to focus on general volunteering programmes that have included, to a greater or lesser extent in each programme, elements that draw attention to the issue of diversity and including more people from a wide range of backgrounds into volunteering. These projects have included:

- The Experience Corps was a high profile, government funded project to market volunteering to older people and find suitable volunteering opportunities for volunteers. This did have a more explicit aim of attracting volunteers from BME communities. Disappointing results have meant that funding is not being renewed; however, it is recognised that the work to involve Black and Minority Ethnic communities through engaging with local faith communities was innovative. This is a lesson learned from the Experience Corps showing faith as a key area to engage with different communities, but that such work is intensive.
- Millennium Volunteers – a government backed programme to attract young volunteers aged 16-24. This programme has been given considerable resources (the initial amount given was £52 over three years, but more has been given to the programme). Millennium Volunteers money has provided the resources for organisations to do outreach work in communities to recruit and support young volunteers, An aim of the programme was to attract in young people who had not previously volunteered and those from disadvantaged communities. Monitoring information suggests that, overall, the programme has had considerable success in increasing the diversity in volunteer-involving organisations working with the programme (Davis Smith, Ellis and Howlett 2002).
- TimeBank is a government backed project to raise the profile of volunteering by engaging people as 'time-givers' to causes they feel strongly about. It is a virtual matching system that puts potential volunteers in-touch with local volunteer-brokering services.
- National volunteer projects such as REACH Volunteering which exists to encourage volunteering principally by the retired, semi-retired and those approaching retirement and Community Service Volunteers have projects to reach Black and Minority Ethnic Communities. Local volunteer bureaux do similar work.
- Many national charities have outreach workers recruiting from all local communities. Increasing volunteer-involving organisations are seeing the benefits of diversifying their volunteers to reflect the communities in which they work.

Although not programmes, there do exist organisations, and resources, which specifically look at the issues of BME involvement in voluntary action – these are

The National Coalition for Black Volunteering – a charity which offers training on involving Black volunteers

- The Council for Ethnic Minority Voluntary Organisations, an umbrella body which focuses on increasing the impact of ethnic minority voluntary organisations through:
 - Mapping of the minority ethnic voluntary sector, consultations with minority ethnic voluntary organisations in the UK.
 - Establishing a BME Voluntary Sector Network; helping to access professional volunteers for trustee boards
 - and providing access to policy papers and seminars of interest to ethnic minority voluntary organisations.
- Black Volunteering Online is a new online service set-up by black volunteers for black volunteers and for Charities that want to involve them. It is a one stop volunteering shop where any BME person visiting the site can find out about volunteering positions, and be assured that because organisations that request for volunteers on the site are fully committed to recruiting from BME communities.

Organisations are recognising diversity, and the interest of government in this was confirmed when the Prime Minister addressed the issue in a speech he made about how organisations involve people from the communities in which the work, he said:

'Too many voluntary organisations have volunteers that all come from the same background, and their recruitment drives target the same people again'(Volunteering 2000:4)

Because there has been a lot of research into barriers to the participation of black and minority ethnic volunteers, organisations need help in seeing how they can overcome them. The Prime Minister's 'diversity challenge' prompted the National Centre for Volunteering to set up a diversity web-site with practical advice and tools for organisations to assess their diversity and to think about how to widen the community from which they draw their volunteers – the diversity web-site can be found at: <http://www.diversitychallenge.org/>

6. MEM Volunteering – Examples of Good Practice

6.1 Austria

While contacting organisations that potentially work with and for migrants, it became clear that the perspective of migrants' themselves volunteering is quite unknown and new for many of our contact persons. So these first contacts already gave us information that volunteer work of migrants is a new way at looking at things in Austria. While there are different organisations that offer advice and care for migrants in Austria, most of them do not have migrant volunteers in their teams.

The few good practice examples that were found focus on

- General education
- Culture, leisure activities and socializing
- Social care
- Political participation

The organisations of migrants are in the cities of Austria and full time persons work with volunteers together in different projects. The general target is to integrate migrants in the social system of Austria. They are very often financed by special projects, they have no basic financing.

CARITAS: project „volunteering“

CARITAS includes volunteers as a principle in their social work. They offer volunteer opportunities for people of all ages and cultural background. People who want to volunteer in the social services of the CARITAS can do so after participating in a basic training course. Main activities of volunteers are visiting older people at home or offering students help with their homework.

Foreigner –integration advisory board (AIB) Linz

The target of this volunteer advisory board is to represent the interest of migrants in the provincial capital Linz. As a result of the advisory boards' work, migrants in the province of Upper Austria are eligible for a housing allowance, that they did not have access to previously.

Neighbourhood-centres

Neighbourhood-centres are focused on work in the community for people of all ages and nationalities. Volunteers get receive training and supervision regularly. The target of the Neighbourhood Centres is to be a platform for information and exchanging mutual help.

Association of and for older migrants

In Austria the number of older migrants is increasing. This volunteer organisation supports the self-help of older migrants, also in the terms of regaining access to the labour market. The association is run by volunteers and currently has 20 active members.

ZEBRA – Centre for legal, health and social care for foreigners in Austria: Project “volunteer group for people” deportation counselling – (Schubhaftbetreuung)“

ZEBRA advises foreigners in Austria, helps them find a job and support migrants in their further education and integration. The volunteer group helps people that are in danger of being sent back to their home countries by offering them translation services, legal advice and social support.

Zeit!Raum – Association for promoting social and cultural work

This organisation operates in a district of Vienna, which has a high percentage of migrants. The target is to communicate the positive aspects of a multicultural society by youth work and intercultural and intergenerational projects.

6.2 Denmark

In this section we describe projects in organisations and associations with the primary objective to improve the possibility of ethnic minorities to find employment or complete an education. Also in this relation there are only few projects, and the ones we have chosen represent some of the most organised and documented projects.

The Guide Project was started 2001 as a pilot project in cooperation between Danish Refugee Council and The Danish Federation of Trade Unions. The purpose is to support and encourage young people between 16 and 25 years with ethnic minority background on their way into the Danish labour market. The objective of the Guide Project is to offer the young persons an adult guide who has solid anchoring in the Danish labour market and a large social and professional network. The guides who are voluntary and unpaid make their experience and network available for the young people as well as they give guidance and encouragement on the way into the labour market. The relation between the guide and the young, however, is of a more private character in the sense that it is not a professional guidance, but more a personal contact or talk, for instance advice on jobs and education, helping writing a CV or application or dealing with everyday problems and challenges.

On the Track of Work through Sport is a newly started project under Brøndby Sports Association, which is a football club with a professional and an amateur department. Approx. one third of the 1500 club members have immigrant background. The purpose of the project is to create a contact between the young immigrants in search of work in the amateur department and the many sponsors of the professional department. To form a network the project has employed a job guide, who through conversations with the young people uncovers their wishes and possibilities of job or education and at the same time makes contact to the approx. 300 companies sponsoring the professional department of the club. The employment service is supported by an Internet based job portal, which every day is updated with job advertisements of the companies and job wishes of the young people.

The New Dane Association was established 1998 by a number of personnel managers and business persons with the objective of breaking the barriers to integration of New Danes in the labour market and of contributing to a change of attitude in society. The idea was to form a member association for public and private companies where the members could share experience and knowledge of employing New Danes. The 6 employees of the association take care of the primary activities: A knowledge and experience bank with good and less good experience of employment initiatives; a job portal with good advice regarding job interviews; an applicant and job bank with CV's of applicants and vacant posts; a hotline where members get answers on questions regarding integration, diversity management, statistics, education etc.; network for members, a monthly newsletter; and finally the associations has several discussions arrangements regarding diversity management.

6.3 France

Four actions seem to be mentioned as examples of good practice in France:

FORIM: settled in 2000 by the former Minister for Co-operation, the work group for the OSIM proposed the creation of a platform for International migrations Solidarity organisations called FORIM; their action plan (2002-2003) focused on the financial development of such a structure; a resources centre and a data bank for International Migrants associations; symposiums and training programme for such organisations; the members of this platform (50 and more migrants associations) are volunteers, there is only one paid staff.

The so-called "*Femmes relais*" (women as go-between): since the beginning of the 80s, aside social workers, these women, migrants, have played a major role among the inhabitants and between inhabitants and administration in suburbs (and inner cities); in the origin they were volunteers but their action has been financed by public funds to give authority and support their action; there are still 1000 volunteers working with paid staff.

Mentoring of unemployed youngsters: specific associations have been created with the aim to support migrants youngsters (1st, 2nd generation) in their research of job; the unemployment rate is much higher among migrants than in the native population; this is the first area of discrimination; many are low qualified youngsters but graduated youngsters also suffer from discrimination; voluntary professionals act as patron or tutor.

Mediator for books: the idea is to facilitate access to reading for population who couldn't afford to buy books or who are not used to written culture; the main goal is to work together with public library to give this population the idea to read ("door to door" action, local initiatives, books available for all...).

6.4 Germany

The following examples of good practice were mostly found on the Internet. The information was complemented by telephone and recorded in a questionnaire. These examples present only a very small part of the variety of MEM volunteering and civic activities.

gEMiDe

The gEMiDe Project⁵⁷ – a model project to promote civic activities of migrants and naturalised Germans through volunteering – developed from the Initiative Güleriyüz or "laughing face". This initiative was organised by Turkish women and intended to qualify Turkish women and girls for civic activities. On this basis, a steady service for this and other groups was build up. The women taking part in Güleriyüz and other women's groups showed great motivation to help the poor and elderly or lonely people.

Financially supported by the city of Hanover, an interface between active Turkish women and girls and urban institutions like the volunteer centre and the information and coordination office for volunteering was developed to guarantee a suitable approach and to coordinate the activities. Since 2002, the project is open to migrants and ethnic minorities of origins other than Turkish. The overall objective is to promote mutual willingness and ability to integrate and foster respect between Germans and migrants. Furthermore, the project aims at supporting self-help and communicating qualifications to solve social problems. One employee is in charge of project coordination. The project has to apply for an extension each year. To ensure sustainability of the work, an association will probably be founded.

Presently 58 women (and some men) are volunteering in the gEMiDe project. One volunteer supports the coordinator, others organise and run courses, e.g. Internet and computer courses and German language classes, help children with their homework or look after them. Many volunteers are active in the social area, befriend the elderly in hospitals and homes – not only people of their own origin, but Germans as well. They provide practical help like with shopping, cooking and looking after children when people are ill, e.g. The idea of networking is very important.

Most volunteers are Turkish but more and more other nationalities are also joining the project. Some men, mostly husbands or relatives of the active women, have begun to volunteer in the project. They undertake transports and help prepare meetings and courses.

⁵⁷ See www.iik-hannover.de/frauen/frauen.html.

ausLÄNDERinitiative Freiburg e.V.

The association *ausLÄNDERinitiative Freiburg e.V.*⁵⁸ was founded in 1976 by active citizens of Freiburg. It is financially supported by the city, the district and a welfare organisation. The objective of the initiative is to promote equality between migrants and ethnic minorities in all areas of society. The work of the association concentrates on children and youngsters, women, encounters, culture, publicity and office.

In several school working groups, children and youngsters of different origins are looked after. Beside help with their homework they obtain individual help in school and offers for leisure activities. Contacts to parents and close cooperation with schools are helpful. Social workers and volunteers are active in this area. Most of them are German but more and more parents of foreign origin that were helped by this initiative as children have started to volunteer.

There are German language and literature courses for women. Their children can be supervised in the above-mentioned children and youth groups. These courses are a means for encounters and exchanges. Weekly sewing meetings, tea parties or discussion groups are held to exchange experiences and give practical help for everyday problems. In this area, the activities of the target group are very important.

The cultural programme contains cultural events like theatre, concerts, dance, readings, discussions, exhibitions. Migrants and ethnic minorities are involved in planning and organising this programme.

The association office is a place to go for migrants and ethnic minorities to obtain information, translation and mediation services. The association is networking on the local level with a variety of administrations and institutions.

*Spanish Parents' Associations*⁵⁹

In 1973, the Federation of Spanish parents' association (Confederación de Asociaciones Españolas de Padres de Familia en la R.F. de Alemania) was founded. These associations are grounded on two ideas: integration of Spanish children in German schools and promotion of the mother tongue.

The Federation used the parents' interest in the school situation of their children to promote and lead the development of self-help and self-organisations on the ground. Right at the beginning, the Federation promoted the integration of Spanish children in German schools. This was not common at the time as the political discussion was oriented towards the guest workers' wish to eventually return to their home countries.

By the end of the 1970s, more than 100 Spanish parents' associations had been founded in Germany. The close cooperation with school administrations on local and regional levels contributed to the good examination scores of Spanish children in comparison to other nationalities. Education and training always had a high priority in the work of the Federation. It was soon recognised that children's success in school is linked very closely to the education of their parents. Thus, the Spanish Education Academy (Academia Española de Formación) was founded in 1984 with the objective of promoting the participation of migrants and ethnic minorities in society through the following means:

- Qualification of migrants and ethnic minorities for participation in municipal politics;
- Development of concepts for equal participation of migrants and ethnic minorities in the work of welfare organisations;
- Support of qualified management of self-organisations;

⁵⁸ See www.paritaet.org/via/member/aif.htm.

⁵⁹ The following refers to: Riesgo, Vincente (1999): *Selbsthilfepotentiale nutzen und Migrantenvereine fördern: Das Beispiel der Spanier in Deutschland*, in: *Forschungsinstitut der Friedrich-Ebert-Stiftung, Abt. Arbeit und Sozialpolitik (Hrsg.): Integration und Intergrationsförderung in der Einwanderungsgesellschaft, Gesprächskreis Arbeit und Soziales 91*, Bonn: *Forschungsinstitut der Friedrich-Ebert-Stiftung, Abt. Arbeit und Sozialpolitik*, pp 123-132.

- Fostering women's position in migrant and ethnic minority communities and in society;
- Fostering self-confidence of young migrants and ethnic minorities;
- Promotion of entrepreneurship and economic initiatives of migrants and ethnic minorities;
- Development of platforms for public debates on questions of multicultural societies;
- Empowerment of older migrants and ethnic minorities to foster their role in society.

Greek Communities/Greek Parents' Associations

Greek communities were founded on a local level in the early 1960s in Germany. In 1965, they united on national level in the Federation of Greek Communities in Germany.⁶⁰ For the Greek immigrants – as for the Spanish – education was of great importance but they wanted a separate school system for their children in Greek classes and Greek schools. Many Greek schools – especially secondary schools – were founded. Beside the Greek parents' associations that offer assistance with homework, the Greek communities are involved in educational work.⁶¹

The activities of Greek communities are of a great variety and cover the following areas: education, intercultural dialogue, interreligious dialogue, culture, arts, politics, religion, social work, sports and economics. Target groups are children, youth, women and men, the elderly, the unemployed and the workforce. Greek communities offer:

- counselling in educational, social and language questions;
- courses, e.g. language courses for children, youth and adults;
- leisure activities;
- assistance, e.g. with homework;
- cultural activities, folk dance groups, dances, cultural events.⁶²

Among other objectives, the Greek communities cover the promotion of education and training, interest representation in schools, promotion of culture and arts, of cultural, religious and language identity and of traditions of the Greek people.⁶³

One example is the AGORA Association – Cultural Centre of the Greek Community in Castrop-Rauxel.⁶⁴ This association is involved in the educational, professional and cultural integration of migrants and ethnic minorities. Its activities cover counselling for families, education, qualification and training, work with children and youth, cultural work, music school, dancing, computer courses and an Internet café. The board of the association is also involved in the municipality and consists of volunteers while all others are employees and freelancers.

Turkish Communities/Turkish Parents' Associations

Since the 1980s, it is not only the Turkish workers' associations, mosques' associations and Turkish cultural associations but increasingly Turkish parents' associations now also attempt to improve their children's scholastic education. On a national level, these associations are united in the Turkish Community in Germany (DTG)⁶⁵ and the Federation of Turkish Parents' Associations (Föted)⁶⁶.

A good example is the Turkish parents' union in Elmshorn⁶⁷ which was founded in 1995 by Turkish parents to improve the situation of Turkish children and youngsters in education and formation. A part-time office staff is paid by the city of Elmshorn while all other activities of this association are carried out by volunteers.

⁶⁰ See www.oek-germany.de.

⁶¹ Hunger (2000b), p 14.

⁶² The Greek Community in Aachen at www.mso-online.de.

⁶³ See the Greek Community in Munich at, <http://home.t-online.de/home/EllinikiKinotita>. Much/index2de.html.

⁶⁴ Nähere Informationen finden sich unter www.agora-kulturzentrum.org.

⁶⁵ See www.tgd.de.

⁶⁶ See www.tuerkische-elternfoederation.de.

⁶⁷ See www.tgsh.de/teb-elmshorn.

The association offers counselling to Turkish parents and pupils in the following areas: pre-school education, choice of school, assistance at school and qualification measures, obtaining school leaving qualifications, practical and professional training, etc. There are several working groups that meet regularly and take part in parents' meetings in schools. One working group promotes language courses in the mother tongue and provides information on bilingual education.

Furthermore, there are working groups for parents and mothers and activities in cooperation with other institutions that aim at a long-term support for children and youngsters in Elmshorn and in society, at improving participation by parents and their influence on their children's education. The association offers leisure activities and sports, video, theatre and other courses and events for children and youth.

6.5 The Netherlands

In the past years, a number of data banks for best practice of self organisations have been set up in the Netherlands. The following selection describes self organisations that have been invited to cooperate in the context of the second phase of the MEM-VOL project. They are organisations well known on local and/or national level for their good work with respect to involving volunteers, organisational development, activities aiming at integration, and networking. They represent the largest minority groups in the Netherlands and develop activities that are also geared towards furthering education and integration into the labour market.

Association M.A.M.A.

The organisation was set up in 1989 to help Antillean and Aruban immigrant women and their families with the objective to make them self-supportive and facilitate integration into Dutch society. This is done by advice and counselling, facilitating information and training courses on education, on success factors and challenges of integration and participation, and developing pathways into labour. A very successful project has been the visitors project, in which women contact and visit new immigrants at home in an informal way to take stock of their needs and act as intermediary between other mainstream institutions in order to initiate further help. Nearly all activities of the association are run by volunteers who also receive training to improve their skills. The City of Amsterdam recently awarded the association with its Diversity Award for the good work it has been doing.

Association UFUK, Amsterdam

The organisation was set up in 2000 in a borough of Amsterdam (Oost-Watergraafsmeer) as a self organisation of Turkish migrants. It emerged from the association SICA (Association Islamic Centre of Amsterdam) which in the context of activities of the local mosque had developed a range of social, educational and cultural activities to promote the well-being, participation and integration of Turkish people. These activities grew to such an extent that it was felt that an own association could better promote these programmes and in addition, develop new ones. UFUK runs a range of subprojects for women, the elderly, and young people including training, educational support and Turkish language lessons. One main subproject is an in-house study centre that offers at the most 50 young people the possibility for further study and educational support with the help of mentors. The centre offers training, social support, joint social activities and also the possibility to stay overnight if necessary. The centre aims to help improve educational performance and prevent truancy, For this purpose it works in close co-operation with schools in the neighbourhood, associations, and other educational initiatives. UFUK participates in BOMO (Bestuurlijk Overleg Migranten Organisaties – the council for migrant organisations of the borough). Most of its activities are run by volunteers with support of a few professionals on subsidised jobs.

Association TANS, Amsterdam

TANS belongs to the generation of “new” self organisations. It was set up in 1998 by a group of five young highly educated Moroccans who wanted to promote a positive image of the Moroccan community where especially young people suffer from stigmatisation and discrimination. The organisation does not want to take a “problem-centred” approach but wants to stress the resources of the community by developing activities which promote the chances of highly educated Moroccans in society. TANS set up activities such as

- a multicultural career fair, in which it acted as intermediary between companies and people looking for a job.
- The organisation of a competition for young entrepreneurs in co-operation with the Rabobank
- Regular organisation of seminars, conferences and gala’s to promote networking and career chances.

Association DelMaTur

This is a cooperation network of eight Turkish and Moroccan self organisations in Rotterdam Delfshaven, one of the impoverished areas of the Rotterdam city. It offers help and educational support to Turkish and Moroccan young people in order to prevent school truancy and school drop out by activities such as:

- professional coaching: About 9 staff members support about 160 young people in their social and emotional needs to bring down barriers which prevent them from good educational performance.
- Interactive educational support by on-line classes, a new project started up in 2003;
- Mentoring schemes that match young successful people with young people in needs in order to promote a good role model. Mentors are not only recruited from institutions of higher learning but also from different professional groups such as bakers, chauffeurs, craftsmen etc.
- Training and information for parents to help them in their needs with educational support.
- DelMaTur takes a strong network approach in seeking cooperation with all relevant players in the neighbourhood in order to coordinate activities. The organisation has professionalised its services over the years, after having started as a voluntary effort. It still recruits volunteers to develop new activities (such as the mentor schemes).

6.6 United Kingdom

As indicated in the previous section, there is a developing body of research into the barriers to black and minority ethnic volunteering in England (and the UK more generally). Involvement with the MEM-Vol project allowed us to gather more views from people working within the volunteering field and to draw upon the expertise of those for whom involving people from a range of backgrounds constitutes their daily work. It allowed us to further explore whether groups recognised the barriers identified in research.

To identify organisations from which we could learn more about good practice, we chose to alert organisations to the work we were doing for this project by disseminating information about the project through the extensive networks of the National Centre for Volunteering. We invited people to come forward to tell us about the work they were doing. The response was good and the project stimulated much interest.

Eventually we chose to maintain contact with six organisations and interviewed these about their work. We decided to choose these organisations because they represented a variety of ways that organisations interact with the community and with volunteers. Our framework was to choose organisations which:

- Work directly with people in the community;

- Work as a broker encouraging people to volunteer and then find volunteer opportunities within other organisations;
- Are national organisations working at the local level;
- Are mainstream (predominantly white) organisations working to involve more BME volunteers.

A brief description of each case study organisation is outlined in the following sections.

The Small Heath Community Forum

This forum was founded in 1996 as a community led organisation bringing together local people, and those with a stake in the regeneration of this part of the city of Birmingham. The forum is a membership organisation, set up originally under a Single Regeneration Budget programme for the area.

The Linkup project

Linkup is an initiative run by the Basic Skills Agency, the national development agency for the improvement of numeracy, literacy and language skills in the England and Wales. It is funded by the Adult Literacy, language and numeracy Strategy Unit (DfES) and the Active Community Unit (Home Office) and is part of the Government's Skills for Life Strategy to improve adult literacy. Volunteering is seen as a key way to support people who need a helping hand to improve their literacy, language and numeracy skills.

'Feeding the homeless'

The 'feeding the homeless' project is a joint initiative between RSVP (Retired and Senior Volunteers Project) and Sri Sathya Sai (SSS) (an international service organisation based on faith). The project was established in 2001 when there was a realisation that homeless people in Barnet in North London were not provided with a hot meal at weekends or bank holidays.

AGE Concern in Brent

Age Concern in Brent (a borough in inner London) has worked in the borough for over 30 years. Age Concern linked up with RSVP to bring local people together through volunteering and community activities. All members of Age Concern are also RSVP members and play a vital link in working with the Older People's Forum which is an integral part of the life of people on the estate.

Stevenage Volunteer Agency (SVA)

Stevenage Volunteer Agency (SVA) is one of about 350 volunteer bureaux working in the UK to promote and increase volunteering. The agency supports around 140 local organisations involving volunteers. The agency set up a World Forum to give a collective voice to the ethnic communities in the town.

7. The Transnational Workshops

7.1 Germany

On 22 May 2003, the Transnational Workshop was held in Offenbach am Main. It was meant to present the results and to plan the second project phase with new partners from politics, NGOs and self-organisations of migrants and ethnic minorities.

After a welcoming speech, participants introduced themselves and their organisations. In the first part of the workshop, the background and framework of the Transnational Exchange Programmes and the Action Programme to Combat Social Exclusion (2002-2006) were presented and the objectives and work programme of the MEM-VOL project's Phase 1 described. The discussions that followed served to clarify questions about the content and framework of this project.

Nicola Ponikiewski presented the results from the United Kingdom. After a brief outline of the history of immigration into the United Kingdom, she illustrated the results of the compilation of scientific research about volunteering in black and minority ethnic groups and communities⁶⁸ in the UK and especially in England. The National Survey on Volunteering (1997) registered a lower volunteering rate among black and Asian people (41%) and other ethnic minorities (36%) than among people of white origin (49%). Other studies confirm these results but state that it is quite complicated to record more informal activities in the framework of ethnic communities or organisations in population surveys and that black people more often volunteer in black organisations. The term volunteering itself is hardly used among black and minority ethnic groups.

The further focus of the presentation was on obstacles and barriers to the involvement of black and minority communities in volunteering and how to overcome them. Finally, the advantages of black and minority ethnic volunteering were discussed, e.g. to obtain new skills that could help people to enter the labour market, personal development through strengthening self-confidence and obtaining social capital and the opportunity to work together with people of different origins and backgrounds. These results were compared to the German situation in the following discussion.

Furthermore, the role of volunteering as a key factor of social integration into society through civic activities and active citizenship was emphasised. Qualification and counselling of self-organisations was indicated as a political task for local authorities and welfare organisations.

After a break, the results of the German case study were then presented. So far, no statistical data are available on the participation of migrants and ethnic minorities in self-organisations, welfare organisations and other NGOs, although a lot of research is undertaken on different concepts like participation – integration; "Ehrenamt" – volunteering – civic activities; networking – self-help, formal – informal organisation. Motivation and barriers to volunteering of migrants and ethnic minorities are hardly known yet, and strategies to win them over to volunteering should be developed.

The final part of the workshop was reserved to present perspectives of Project Phase 2 and the enlargement of the partnership. The prerequisites for application for Transnational Exchange Programmes were discussed and concrete planning for MEM-VOL II was presented. The participants of the workshop were invited to take part in the national advisory committee in the following project phase.

⁶⁸ In the UK migrants and ethnic minorities from the Caribbean are called "black". This attribute is not used in Germany.

After the workshop, the first meeting of the project group on migration and integration of the Bundesnetzwerk Bürgerschaftliches Engagement (BBE)⁶⁹ was held. The workshop should be a first thematic approach to the work of the project group and the participants were almost identical. The objectives of the working group were among others:

- To facilitate and promote civic activities of migrants and ethnic minorities in self-organisations, welfare organisations, NGOs, in informal and formal groups and communities.
- To broaden knowledge and understanding of civic activities related to living conditions of migrants and ethnic minorities.
- To facilitate and promote volunteering of migrants and ethnic minorities in the German volunteering sector.

7.2 France

The French transnational workshop was held on 6 June 2003 in Paris. Here, too, the results from the French case study should be introduced to potential new partners from politics, NGOs and self-organisations of migrants and ethnic minorities to plan the second project phase. After a welcoming speech by Bénédicte Halba, participants introduced themselves and their organisations.

Agenda:

9.45	arrival and registration
10.00 - 10.45	welcoming and introduction of participants
10.45 - 11.30	presentation: European Action Programme and Transnational Exchange Programme; objectives and background of the first project phase of MEM-VOL, Susanne Huth, INBAS-Sozialforschung and Bénédicte Halba, IRIV
11.30 - 11.45	pause
11.45 - 13.00	discussion on the project's objectives: what thematic issues should be developed further; examples of good practice; volunteering as means of social, cultural and professional integration; what can we learn from our European neighbours?
13.00 - 14.30	Lunch
14.30 - 15.30	informal discussion in working groups on different issues
15.30 - 16.30	report on the working groups in the plenary session, conclusion

7.3 Austria

On 13 June 2003 the workshop in Vienna was held. Guests came from CPC in Amsterdam and from INBAS-Sozialforschung.

Agenda:

10.00 Uhr	welcoming and introduction of participants
10.30 Uhr	presentation of the MEM-VOL project
	- objectives
	- methodes used
	- results in Austria and introduction to the situation in the Netherlands
11.30 Uhr	pause
12.00 Uhr	questions and discussion

⁶⁹ See chapter 5.

13.00 Uhr	Lunch
14.30 Uhr	perspectives in phase II for NGOs and self organisations information on the possible participation in the second project phase
16.00 Uhr	end of workshop

In the following we give a short summary of the results that emerged from the meeting:

- People from ethnic minorities as volunteers are a topic, which is hardly known in Austria, and not widely recognised on public level.
- There is hardly any research on ethnic minorities' volunteer activities. Volunteer work of migrants is a new field of volunteer work in Austria. Volunteer work combined with the development of migration policy or with participation of migrants is not considered at all. Recently, the self-organisation of migrants is becoming a focus of research and social interests.
- While volunteering can be a step towards integration, in some cases volunteer work and active engagement in associations can lead to the development of "in-groups" and thus contribute more to segregation than to integration. This aspect needs to be kept in mind.
- It was mentioned that people from ethnic minorities might have more difficulties concerning the personal prerequisites that are necessary for volunteering. These can be financial resources, time, support from friends and family, some qualifications, language skills etc. It became clear that in some cases volunteers from an ethnic minority will encounter more barriers to volunteering than their Austrian peers.
- The demographic data of the last years poses a strong case in point for encouraging volunteering and participation of older migrant. At the moment the percentage of older migrants of all migrants is 7%. But the prognoses of the institute for demography show us that the percentage of older people among migrants will approach the 22% of the native Austrian population (Reinprecht 1999: 9). If we connect this with the fact that today only 8% of older migrants are volunteers in contrast to 36,5 % of older Austrians, it becomes self-evident that it is important to improve older migrants' opportunities for volunteering – in particular with respect to experiences in the labour market and education.
- Whereas many Austrians volunteer in associations and organisations, many people from ethnic minorities are more active informally in the framework of large social and family networks. Also, there are differences between people from ethnic minorities and native Austrians in their motives to volunteer. A study on older volunteers showed that volunteers from ethnic minorities were more focused on doing things for others and the Austrian volunteers were more likely to mention self-centred motives.

7.4 Denmark

An important objective of the MEM-VOL project was to pass on results and discuss them with key actors in the field, i.e. persons from organisations, authorities, committees and others who are interested in and working with ethnic minorities. On 19th June 2003 we arranged a meeting in Copenhagen where the following organisations were invited: Danish Adult Education Council, Council for Ethnic Minorities, Danish Refugee Council, Danish Gymnastics and Sports Association, Danish Sports Federation, Danish Red Cross, Project Counselling under the Secretariat for Adult Education in the Municipality of Copenhagen, POEM – an umbrella organisation for ethnic minority associations, Brøndby Sports Association and the Ministry for Refugees, Immigrants and Integration. Besides, the Austrian partner of project participated: European Centre for Social Welfare Policy and Research, and the German coordinator: INBAS-Sozialforschung.

At the meeting the Danish and the Austrian results were presented, and thereafter we had a brainstorm and exchange of ideas regarding the following themes: Which activities facilitate the integration/employment of ethnic minorities? How do we support and render volunteering visible?

The brainstorm resulted in many ideas, which are stated below in an uncensored form and a casual order:

- Forming of an organisation in order to gather ethnic minorities
- A full time employee who gathers up the threads and starts processes at a national level
- More cooperation between social and educative associations
- Majority organisations should have an ethnic volunteer policy
- Strengthening of networks
- More knowledge of the meaning of volunteering – for other people and for one self
- Volunteers among ethnic minorities as role models
- Carrot to be a volunteer, i.e. discount for volunteers, citizenship in a shorter time or various types of subscriptions in the associations
- Follow-up on voluntary work (courses, competences)
- Cooperation with companies with many ethnic minority employees (free to do voluntary work)
- Cooperation with the Rotary, Lions, etc.
- Volunteering as a subject in language schools
- Recruiting contact persons, for instance through language schools
- Employment projects in the associations

The brainstorm resulted in a discussion of the proposals and the problems in this connection – for instance defining target group and tasks, role and competence of minority and majority organisations. There was a general agreement that it is important to formulate projects/activities as concretely as possible as well as it crucial to launch minor project preferably in cooperation between several organisations/institutions.

The conclusion of the brainstorm phase was to continue creating network and exchanging experience, for instance through partner finding seminars, open space conferences etc. The Danish Refugee Council, partner of the possible second phase, follows up.

7.5 The Netherlands

The national meeting on 27th June 2003 brought together key actors and organisations that will continue to co-operate on different levels with the Dutch MEM-VOL Project in a second phase. At the meeting the aims and objectives of the MEM-VOL project were introduced by the European Co-ordinator and initial results in the different countries were presented. The discussion led to a number of key points that were felt to be of importance:

- The definition of volunteering can be limiting and even be of an 'exclusive' nature. Connotations linked to voluntary work in the Dutch context are not at all self evident for people from other cultures. Especially the word "work" contributes to misunderstandings.
- Volunteering in ethnic communities often can be a good point of departure to become committed to volunteering in mainstream organisations as well.
- Language could be a key factor for participation. This might be the reason for the high participation rate of Black and Asian communities (predominantly immigrants from former British colonies) in the British voluntary sector.
- Policy that seeks to support both the development of self organisations and diversity in the voluntary sector should do more right to the need for respect for the various forms of volunteering in the ethnic communities.
- Self organisations can get the impression that they are 'second range voluntary organisation' offering services of apparently minor quality, since their work often is less appreciated, less valued and often not seen in public. These feelings may be enhanced by the fact that self organisations are often seen as gatekeepers to ethnic communities with the task to deliver ethnic clients to mainstream health and welfare organisations.

- Volunteering has no status in ethnic communities which is an important issue in these communities. Greater appreciation and awards for both formal and informal volunteering in ethnic communities might help to improve the status problem.

In developing the MEM-VOL project in the second phase, the following points are important:

- One should not only look at good practice, but also at “bad practice”. What are internal problems organisations share and why? How can one learn from one another?
- The transnational group of co-operating MEM-VOL organisations in the second phase is so diverse that it might offer a learning laboratory for mechanisms of inclusion and exclusion, also on the group level, and therefore deliver new insights for the overall objectives of the MEM-VOL project as well.

7.6 United Kingdom

A significant part of the MEM-VOL project was to bring together the case studies interviewed for the project with policy makers and stakeholders as well as MEM-VOL colleagues from Europe. The seminar in England was held in London on Friday 4th July 2003.

The Agenda for the day was based around presentations from participants followed by discussion:

- Introduction of the project and setting the scene of minority ethnic volunteering in the UK
- Outlining the process and aims of MEM-VOL
- Presentations from attending organisations
- Discussion about barriers to volunteering
- How to overcome these barriers

The discussion focussed around a number of key issues:

Barriers to volunteering

Workshop participants recognised the barriers to volunteering outlined in previous research. Of these known barriers, it was those relating to the way volunteers are recruited that were considered crucial and it was interesting to note that most of the case study organisations had key workers operating as outreach workers to deliver the message of what volunteering could offer.

The degree to which barriers exist was a cause of discussion; some participants thought that recruiting volunteers was a full-time job, whereas another felt that people were willing to volunteer - and as such there were no barriers – they just needed to be asked. But, the seminar agreed, this was the crucial point – how should people be asked. The collected practice of the workshop participants pointed to:

- Word of mouth is the most important recruitment mechanism. This, however, is labour intensive – it is NOT a question of putting out literature and hoping people come forward;
- Literature is important, but only in connection with outreach work. This literature should be culturally sensitive (in some languages there is no word for volunteer), it should also be clear about what volunteer tasks are;
- Organisations should not expect quick results – it may take time to build trust and confidence with volunteers from different backgrounds;
- This will not be achieved without effective supervision to support volunteers, to ensure that volunteer expectations are met and to ensure that volunteers feel themselves to be a valued part of the organisation;

Other known barriers continue to exist and organisations need to be aware of them:

- Culture is important and organisations need to respect diversity by being aware of the needs of volunteers;

- Volunteers should be given expenses.

Organisational good practice

- Organisation good practice should cover how to reduce barriers and emphasise the need for appropriate volunteer management;
- Organisations need to recognise the importance of matching volunteers to tasks. Well matching volunteers will get more out of their volunteering.
- The importance of valuing volunteers cannot be over-emphasised, volunteers should be appreciated and shown that they really are making a difference.

The role of government

Having a representative of the UK government in the seminar enabled the organisations to explore the role government can play in increasing volunteering from black and minority ethnic communities.

Participants argued that:

- If government is keen to expand black and minority ethnic volunteering it needs to recognise this by supporting infrastructure. The workshop participants showed that they could be successful in recruiting volunteers, and that their role as an organisation to facilitate volunteering was very important. But such work needs resources, the Black and Minority Ethnic Twinning Initiative showed that resources can make a difference.
- Government can help through its policies; the seminar pointed to problems with the cost of implementing Criminal Record Bureau checks on volunteers working with vulnerable clients, and felt government could help here.
- The seminar also highlighted other government policies that hinder volunteering. Rules about claiming unemployment benefits while volunteering need to be fully explained to benefit office staff and the fact that people can volunteer while job seeking needs to be more widely publicised.
- Workshop participants felt that government ought to have a role in instigating a nationally acknowledged and recognised quality mark for volunteer involving organisations. Such a quality mark would show that organisations are 'fit' to involve volunteers.

8. Enlargement of Partnership

“During Phase I the selected projects were expected to

- concentrate on taking stock of existing knowledge and policy developments in relation to the issue projects have chosen to investigate;
- fostering the development of a transnational and multisectoral partnership which will provide the basis for longer term co-operation and exchange; and
- defining objectives and developing proposals for a clear programme of further work for up to two years.”⁷⁰

In the second project phase the partnership will be extended in each country. A new interface partner and a national advisory committee should guarantee the involvement of partners in charge of policy making at national, regional or local level with those who have direct experience of combating poverty and social exclusion on the ground, such as welfare organisations, NGOs and self organisations.

The transnational workshops served to address and to inform potential new partners and to set up an exchange of experience among them. The participants of transnational workshop and other organisations were invited to take part in the national advisory committees. The following organisations declared their participation in a letter of interest:

- Germany: Referat der Integrationsbeauftragten der Bundesregierung; Fachberatung MigrantInnenselbsthilfe, der PARITÄTISCHE NRW; Hansestadt Lübeck, Fachbereich Wirtschaft und Soziales; Föderation Türkischer Elternvereine in Deutschland FÖTED; Modellprojekt gEMiDe, Initiative für ein Internationales Kulturzentrum e.V.; Deutscher Caritasverband, Abteilung Soziales und Gesundheit, Referat Migration und Integration; Deutsches Rotes Kreuz, Generalsekretariat
- France: Ministère des affaires sociales, du travail et de la solidarité; GISEE, Groupement d’Intérêt Solidaire Economique, et d’Echange Equitable; Groupe de recherche et de réalisations pour le développement rural GRDR; Centre d’Information et de Communication Sociale CICOS; Équipe de Développement Local;
- The Netherlands: Ministerie van Volksgezondheid, Welzijn en Sport
- Austria: Wiener Hilfswerk; Seniorenverein von und für MigrantInnen; Open-up-Science, Institut für Erziehungswissenschaften; Verein Zebra;
- United Kingdom:
- Spain: Organisations will be addressed at the beginning of project phase II, since Spain will join the partnership in the second phase
- Denmark and Hungary: In this countries only one project partner and no national advisory committee will participate.

The following organisations will be interface partners in phase II:

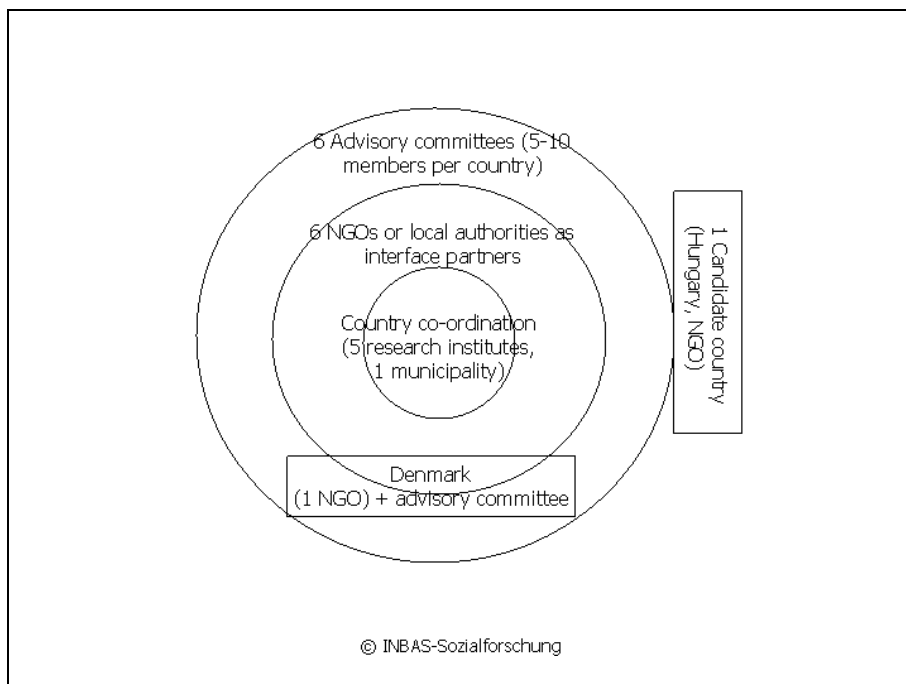
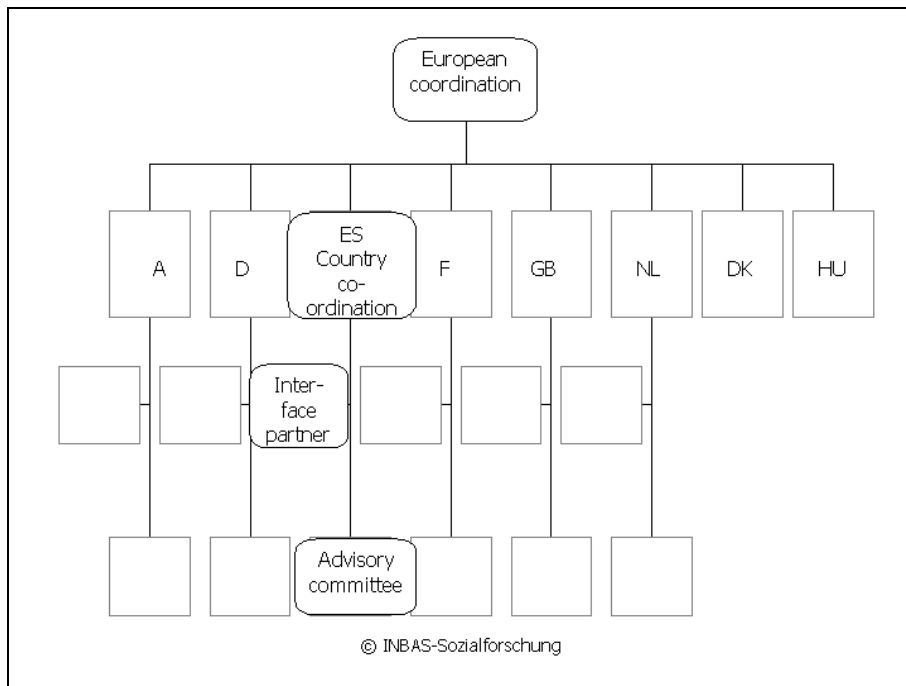
- Germany: Volunteering Agency and Integration Office of the Regional District Offenbach (Ehrenamtsagentur und Integrationsbüro des Kreises Offenbach)
- France: Regional District of Seine Saint Denis (Conseil général de Seine Saint Denis)
- United Kingdom: RSVP, Retired and Seniors Volunteer Program of CSV, Community Service Volunteers
- The Netherland: Stichting Stimulans/ Multicultureel Centrum voor Participatie (MCP) and CIVIQ (former NOV, Netherlands Organisation of Volunteers)
- Austria: Zeitraum – Verein zur Förderung soziokultureller Arbeit (Association to facilitate socio-cultural work)
- Spain: Red Cross Terrassa (Assemblea Local de Creu Roja a Terrassa)

⁷⁰ See Guidelines, Restricted Call for Proposals - VP/2003/023, p 3.

INBAS-Sozialforschung, Frankfurt am Main, Germany will coordinate the project on the European level, the other national coordinators are the following:

- Denmark: Dansk Flygtningehjælp (Danish Refugee Council, DRC), Kopenhagen
- Germany: INBAS-Sozialforschung, Frankfurt am Main
- France: Institut de Recherche et d'Information sur le Volontariat (IRIV), Paris
- United Kingdom: Institute for Volunteering Research (IVR), London
- The Netherlands: Community Partnership Consultants, Amsterdam
- Austria: European Centre for Social Welfare Policy and Research, Wien (EZ)
- Spain: Municipality of Terrassa (AJUNTAMENT DE TERRASSA, FOMENT DE TERRASSA)
- Hungary: Menedek Egyesulet (Hungarian Organisation for Migrants), Budapest

Partnership structure:⁷¹



⁷¹ See Annex 2: List of partners.

More organisations from Hungary and the Czech Republic in the field of volunteering will be invited to participate in one transnational workshop. There are good working contacts to

- Multicultural Center Prague
- Hestia - National Volunteer Centre, Prag
- ÖKA - Önkéntes Központ Alapítvány (Volunteer Centre Foundation), Budapest

9. Perspectives

The MEM-VOL project has brought together existing knowledge about migrant and ethnic minority volunteering in Europe. It also facilitated the engagement of organisations currently trying to encourage more volunteering from migrant and ethnic minority communities.

There is more and more interest in volunteering of migrants and ethnic minorities in politics, science and practice. At the same time there are various efforts to promote self organisations and to facilitate MEM volunteering. A need for information and exchange was expressed since there is little systematic knowledge and data so far.

The present report shows that there is a variety of voluntary and civic activities of migrants and ethnic minorities in the areas of education and labour market integration of migrants and ethnic minorities. The impact on combating social exclusion and poverty should not be underestimated. Therefore further compilation, research and support of MEM volunteering are highly recommended to come to social inclusion of people from foreign origin in Europe.

The reports of all partners in this Transnational Exchange Programme support this result.⁷² Further exchange of experiences on a transnational European level between different actors – national, regional and local authorities, welfare organisations, NGOs and self organisations – could make an important contribution.

In the Netherlands, the theme of volunteering and civic activities of migrants and ethnic minorities is high on the agenda as it is in the United Kingdom. The Dutch Ministry of Health, Welfare and Sports set up a five-year programme (2001-2005) the so-called “Stap Twee”-Programme to foster diversity in the voluntary sector. In Germany science and politics started in the 1990s to deal with MEM volunteering, whereas in Austria and Denmark, MEM volunteering is not yet high on the political agenda, in France it is especially aimed at integrating migrants and ethnic minorities into the existing volunteering system (the so-called: bénévolat) and the development of self-organisations is discussed as an problem factor in segregation.

In June 2003, the application for Project Phase 2 was submitted to the European Commission. The partnership was extended in each country following the comments in Chapter 8. A further two Spanish and one Hungarian partner joined to enlarge the partnership. Partners were chosen for their expertise in the fields of volunteering and migration. There are consultancies, welfare organisations, NGOs, self-organisations and local and regional authorities. The European Commission will decide on supporting a two-year Project Phase 2 in late 2003.

The participating countries were chosen for different reasons. They have different immigration histories and traditions, different welfare systems and different traditions in volunteering. What they have in common is that migrants and ethnic minorities suffer from particularly high unemployment and poverty and that children and youngsters of foreign origin have lower education levels.

France, the United Kingdom and the Netherlands are immigration countries that registered immigration from their former colonies especially after World War II. Those immigrants have acquired the nationality of the host country and children born in these countries become citizens automatically. These countries have different concepts of social integration that are based on integration, assimilation and cultural diversity.

Germany, Austria and Denmark registered guest worker migration in the 1960s and 1970s, followed by family reunification migration and increasing numbers of asylum seekers and civil war

⁷² See www.mem-volunteering.net for download of reports.

refugees in the 1980s and 1990s without in any way considering themselves to be immigration countries.

Spain, so far an emigration country, has registered increasing immigration in the past. The connection between volunteering and migration is a very new idea here. In Hungary, there is the attempt to build up structures in the voluntary sector. At the same time, migration is a very new experience that will surely increase. To discuss the facilities of self-organisations and volunteering of migrants and ethnic minorities at this early stage could support their social integration.

To create a basis for cooperation and exchange and mutual learning in Phase 2, the compilation and analysis of the Project Phase 1 will be extended to present the newest developments to the relevant actors. The social situation of migrants and ethnic minorities, formal debates and national political programmes to facilitate MEM volunteering will be under investigation to increase the knowledge on MEM volunteering and its impact on combatting social exclusion and poverty in the European Union. Local and regional programmes and examples of good practice will be identified and documented to enable a transnational exchange of experience.

The objectives of Phase 2 are:

- Continuing compilation of the social situation of migrants and ethnic minorities in each country;
- Continuing compilation of major findings of research concerning volunteering of migrants and ethnic minorities;
- Continuing identification of national political programmes to facilitate volunteering of migrants and ethnic minorities;
- Continuing identification of local and regional political programmes to facilitate volunteering of migrants and ethnic minorities;
- Continuing identification and description of examples of good practices;
- Identifying indicators of good practices;
- Investigating needs for information of self-organisations, welfare organisations, NGOs and national, regional and local authorities;
- Dissemination of results on national and European levels on the Internet, in newsletters and reports;
- Facilitating exchanges of experience between self-organisations, welfare organisations, NGOs and national, regional and local authorities in each country and on the European level through transnational workshops.

10. Literature

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MEM-VOL Migrant and Ethnic Minority Volunteering



A Transnational
Exchange Programme in

- Austria • Denmark • France
- Germany • The Netherlands
- United Kingdom

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MEM-VOL – Migrant and Ethnic Minority Volunteering

Background

Until now little is known about volunteering of migrants and ethnic minorities, although kinship and neighbourhood networks and ethnic communities are in the focus of research. Volunteering – in favour of the own community or for different groups – might be a means of integration into society in a double sense: e.g. by labour market counselling to facilitate employment or by educational training for children of foreign origin *and* by developing new skills and qualifications through volunteering. Migrants and ethnic minorities suffer in all member states of the European Union from high unemployment. The effects of MEM volunteering as a means of integration – societal, cultural and on the labour market – and as a means of empowerment and development of the civil society is highly underestimated and disregarded. Therefore promoting and facilitating volunteering and self-help of migrants and ethnic minorities will be an important objective to combat social exclusion and poverty.

Objectives

The objectives of the first phase are:

- brief outline of the social situation of migrants and ethnic minorities in each country
- compiling major findings of research concerning volunteering of migrants and ethnic minorities
- identifying key actors and local, regional and national political programmes to facilitate volunteering of migrants and ethnic minorities
- identifying and description of some examples of good practice (3-5 in each country)
- identifying objectives for phase 2 and application
- building up a partnership in each country that consists of NGOs and local, regional and federal authorities

Methods

The project partners carry out research their respective country – Austria, Denmark, France, Germany, the Netherlands and United Kingdom – to compile the above mentioned analyses and reports. On this base transnational meetings will be held in each country with representatives from local, regional, national authorities, from self-organisations of migrants and ethnic minorities and welfare organisations.

Findings

The project findings will be disseminated in national reports and a European synopsis both as publications and on the internet at www.mem-volunteering.net in September 2003. They will be presented to decision makers in local, regional, national and European authorities to promote and facilitate the further development of MEM volunteering.

Partnership MEM-VOL Phase II

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