



Good Practice Approaches – Ways to Combat Racism in Your City

“ECAR – European Cities against Racism” Project



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1. Introduction

This good practice brochure takes you through the approaches developed and applied within the EU funded project “ECAR - European Cities against Racism – responsibilities of Cities in Counteracting Racism sustainably”.

The overall goal of the ECAR project is to improve impact and sustainability of local strategies and actions combating racism and xenophobia.

For two years the five cities of Berlin (DE), Botkyrka (SE), Graz (AT), Madrid (ES) and Växjö (SE) co-operated within this transnational project in order to develop policy recommendations, implement measures against racism at local level, and discuss their transferability for the benefit of local actors across EU.

We would like to share our experiences with you and invite you to consider these approaches as possible measures in the fight against racism in your city. An overview of the approaches can be seen below; detailed information on suitable approaches can be found in the relevant chapters.

In addition, an indicator-based monitoring scheme has been set up in a joint cooperation led by ETC Graz, which enables the evaluation of the implementation of measures and strategies against racism. Data was collected to assess racism in the public space, and the process of implementation was evaluated by a range of 60 different indicators. Further information on the monitoring scheme can be found on the project website and in the respective publication.

Racial discrimination is defined by the International Convention on the Elimination of all Forms of Racial Discrimination as “any distinction, exclusion, restriction or preference based on race, colour, descent, or national or ethnic origin which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise, on an equal footing, of human rights and fundamental freedoms in the political, economic, social, cultural or any other field of public life”. As such, racial discrimination is banned by the international community as a serious human rights violation.

Racism is still a widespread phenomenon in European countries. It contradicts the core values of the European Community and for this reason successful approaches to fight racism are needed. Cities play a significant role in shaping a tolerant, united society, and dealing with differences in a productive manner. In order to tackle racism, several cities decided to come together to form the European Coalition of Cities Against Racism (ECCAR).

The member cities of the ECCAR agreed on implementing a Ten-Point-Plan of Action (10PPA) to support the fight against racism and discrimination help them to set priorities, optimise their strategies and intensify their co-operation:

1. Greater Vigilance Against Racism
2. Assessing Racism and Discrimination and Monitoring Municipal Policies
3. Better Support for the Victims of Racism, Discrimination
4. More Participation and Better Informed City Dwellers
5. The City as an Active Supporter of Equal Opportunity Practices
6. The City as an Equal Opportunities Employer and Service Provider
7. Fair Access to Housing
8. Challenging Racism and Discrimination through Education
9. Promoting Cultural Diversity
10. Hate Crimes and Conflicts Management

However the implementation of the 10PPA and the development of measures against racism raise many questions such as which strategies for fighting racism are successful and which stakeholders

need to be involved. In order to address these crucial questions and to develop recommendations and innovative strategies, the [Berlin State Office for Equal Treatment and Against Discrimination \(LADS\)](#) and the [BGZ Berlin International Cooperation Agency](#) implemented “ECAR” together with partners from Austria, Spain and Sweden. Both administrations and non-governmental organisations are involved in this project, which is funded by the European Commission, DG Justice.

The Good Practice overviews are made up of five approaches for fighting racism in different fields, which can be easily adapted and applied. These approaches fill in a gap and supply cities with solutions for implementing sustainable anti-racism strategies, derived from profound experience. Here is a short overview of the five approaches, along with their relevance to the Ten-Point-Plan of Action:

The 5 Approaches:

1. “Local Action Plans Against Racism” (BGZ/LADS)

This LAP is a catalogue of 50 activities and strategies against racism, which the Berlin public administration has committed to. The LADS coordinates the further development of the Action Plan and evaluates the implementation of its measures, addressing points 1, 2, 3, 4, 5, 6, 8 and 9 of the 10PPA. This activity encompasses awareness-raising within the administration, initiation and promotion of a cooperation of administration and civil society, as well as the implementation of a steering committee and regular activities for the promotion of the Local Action Plan (such as conferences and presentations).

2. “Intercultural Research Circles” (Municipality of Botkyrka/Växjö Municipal Office/Multicultural Centre)

This approach comprises bringing together residents from various groups and residential areas. In discussions groups, with the help of one researcher, the residents’ living conditions are examined in order to identify discriminating processes in the municipality and formulate recommendations on how the municipality could work against those processes. The recommendations are then presented to politicians and officials who then examine how they can be implemented. This addresses points 1, 2, 4 and 6 of the 10PPA, for example, longer interaction with local actors can contribute to an in-depth, qualitative understanding of how racism and discrimination is for these individuals.

3. “Fighting racism and xenophobia within the community development programme in public spaces” (Madrid City Council/CEAR)

The programme in Spain aims to promote citizens living together in the public spaces of the city of Madrid and preventing ethnic oriented conflicts. Establishing networks with the administration, NGO’s and users of the public spaces strengthens the community interaction, and facilitates the implementation of trainings and development of tools for the different stakeholders in the fight against racism and xenophobia. Addresses the points 1, 4, 9 and 10 of the 10PPA through the creation of a network (Think Tank on the fight against racism and xenophobia), the organisation of awareness-raising, cultural and community participation activities, and ensuring better information for citizens and possible victims of racism about their rights and existing resources.

4. “Empowerment” (BGZ/LADS)

This approach consists of the execution and documentation of five empowerment workshops. Addresses points 1, 3, 4, and 8 of the 10PPA, e.g. one aim of empowerment approaches is to strengthen (potential) victims of discrimination and to foster participation.

5. “Effective awareness raising of the public” (Graz City Council/ETC Graz)

This approach consists of two parts: Welcome Box and Public Campaign. It focuses on strategies to inform population and authorities, enhance cities’ awareness about racism and strengthen actions to be more effective and sustainable. Addresses points 1, 2, 3, 4, 5, 6, 7, 8, 9 of the 10PPA, e.g. through information sharing, inclusion and equality can be achieved. The awareness-raising campaign leads to a greater vigilance against racism.

I. Berlin/Germany “Local Action Plan against Racism”

Implementation and further development of the Local Action Plan against Racism and Ethnic Discrimination as well as the development of measures against racism by the Berlin borough administrations.

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1. Summary of the approach

As part of the ECAR project, the State of Berlin is pursuing three different approaches:

1. Further development of the Local Action Plan against Racism and Ethnic Discrimination (LAPgR)
2. Expansion of the Local Action Plan against Racism and Ethnic Discrimination to the Berlin boroughs
3. Empowerment against racism

Approaches 1 and 2 – the further development and expansion of the Local Action Plan against Racism and Ethnic Discrimination – are described below. A comprehensive description of the third approach on empowerment against racism and ethnic discrimination can be found on page 55 of this brochure.

In order to fully comprehend the approaches of the Local Action Plan against Racism and Ethnic Discrimination and its expansion to the Berlin boroughs, some prior information about the political structure of Berlin is required: with 3.4 million inhabitants, Berlin is one of the 16 States of the Federal Republic of Germany, with the Berlin Senate as its state parliament. The State Administration consists of eight senate departments and the Senate Chancellery. The State of Berlin is further divided into twelve boroughs, each of which has its own borough government and borough administration. The size of the boroughs ranges from ca. 227,000 to ca. 372,000 inhabitants.

The Berlin Local Action Plan against Racism and Ethnic Discrimination (LAPgR) was adopted in March 2011 by the Berlin Senate. With this, a recommendation by the State Advisory Board for Integration and Migration Affairs (Berliner Landesbeirat für Integrations- und Migrationsfragen) was implemented. This is an elected body that advises and supports the Berlin Senate in all issues regarding integration. The Local Action Plan against Racism and Ethnic Discrimination comprises a range of some 50 measures of the Berlin Senate Administration, which focus on the prevention of and fight against racism and ethnic discrimination. This Local Action Plan deals with areas of action on which the senate administrations have direct and indirect influence. The Berlin State Office for Equal Treatment – Against Discrimination (Landesstelle für Gleichbehandlung – gegen Diskriminierung (LADS)) has taken over the coordination of the development and expansion of the Local Action Plan. LADS is located within the Senate Administration for Employment, Integration and Women.

In a participatory approach, civil society was and is included in the entire process of the development, steering, implementation and further development of the Local Action Plan against Racism and Ethnic Discrimination. Under the coordination of the Migration Board Berlin Brandenburg – an umbrella organisation of over 70 migrant self-organisations – over 100 NGO representatives have developed a list of demands with over 270 recommended measures, which is aimed at the senate administrations.

In order to respond to these demands of the NGOs and to further develop the Local Action Plan against Racism, LADS has conducted numerous topic-centred workshops between civil society and the senate administration. A specialist conference and six workshops were also conducted with the same intention. In addition, the implementation of previous measures was evaluated and a steering committee for the LAPgR was established.

In the Senate decision of the Local Action Plan against Racism and Ethnic Discrimination, the **expansion of the plan to the Berlin boroughs** was also determined. On the level of the boroughs, a range of different activities against racism already exist that are primarily aimed at the support of active citizenship. The expansion of the Local Action Plan is explicitly targeted at designing and implementing measures in areas of action that affect the borough administrations themselves.

LADS was able to acquire eleven out of twelve mayors to support a Borough Action Plan against Racism. In discussions and workshops with mayors, integration and migration commissioners, as well as with local authority employees, the focal areas of action for such an action plan were specified. As a result, the first concrete measures were formulated, and cross-departmental cooperation was established in the boroughs. The focal areas of action include but are not limited to public relations, personnel development and services of the borough administrations.

Duration of the measures:

May 2011–April 2013 and ongoing

Costs incurred/personnel expenditure

At least:

Two full-time staff positions for two years

Fees for a team of scientists/experts

Fees for service providers

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2. Context and circumstances which motivated to carry out the approach

Berlin is a major city that is characterized by diversity. A total of 3.4 million people live in Berlin. These people have roots in over 190 nations, and more than 250 religious and non-confessional organisations are active in Berlin. The Berlin Senate views this diversity as an opportunity, a challenge and an obligation at the same time. These challenges and obligations include the recognition of difference and the commitment to establish a culture of anti-discrimination.

For this the State of Berlin has created a foundation with the participation and integration act, which is unique in Germany. The city has committed to the implementation of a variety of action plans, programmes and measures (a detailed presentation of this can be found in chapter 5 of this brochure). As a member of the European Coalition of Cities against Racism, Berlin is also implementing its activities against racism in the coalition's Ten-Point-Plan of Action.

2.1 The attitude of the population towards minorities

In order to promote an appreciation of difference and to establish a culture of anti-discrimination, the attitudes of the Berlin population towards minorities must be taken into account. A more comprehensive study on the attitudes of the Berlin population towards people from migrant backgrounds, Muslims, Sinti and Roma or black Germans does not exist. National studies on attitudes of the German majority population show clear reservations towards migrants as well as foreign nationals in almost all social spheres.

An expert report recently published by the Federal Anti-Discrimination Agency shows that the discrimination of people or groups is reported about twice as often by the migrant population than by the majority population. "Most of those people surveyed experienced discrimination in the areas of public offices and authorities, the job market and public transport."¹

These results show that there is a need for action in public administration and authorities to prevent and combat ethnic and racist discrimination. The Local Action Plan against Racism and Ethnic Discrimination adopted by the Berlin Senate and its expansion to an analogous Borough Action Plan are aimed specifically at areas of action that affect the Berlin administrations themselves and on which they have direct and indirect influence. This involves for one the areas of personnel development, services and public relations. In addition, the Berlin Senate Administration also has a responsibility to use their influence against racist and ethnic discrimination and violence in the following areas, inter alia:

- Urban development and housing market
- Education
- Employment
- Police
- Health service
- Access to goods and services

1 Experts Council of German Foundations for Integration and Migration (2012): Experiences of discrimination by people with and without migrant backgrounds in East and West. Expert report for the Federal Anti-Discrimination Agency. http://www.antidiskriminierungsstelle.de/SharedDocs/Downloads/DE/publikationen/expertise-Ost-West-Vergleich.pdf?__blob=publicationFile.

2.2 Urban development and housing market

According to representative studies, one can assume a wide-spread discrimination on the housing market, in particular with regard to people from migrant backgrounds or black Germans.² However, this form of discrimination is generally difficult to prove, as landlords often fail to give reasons for refusing applicants. Testing studies³ clearly show that there is discrimination of people from migrant backgrounds and/or black Germany. In addition, there is large-scale discrimination of Roma on the housing market.

Overall, there is an urgent need for research on the topic of racist and ethnic discrimination on the housing market. In cooperation with the German Federal Anti-Discrimination Agency, the Berlin State Office for Equal Treatment – Against Discrimination (LADS) is strongly committed to solving this problem area. Under the lead of the Senate Administration for Employment, Integration and Women, an action plan for the integration of newly-arrived Roma has also been developed, which addresses, inter alia, the discrimination of Roma on the housing market.

2.3 Education

The PISA studies and other studies on education achievements have shown that in Germany, there is a strong correlation between academic success, migrant background and the parents' educational level⁴. The German educational system contains hardly any opportunities to compensate for learning differences on the basis of different starting conditions or discrimination in the first years of school. Pupils from Turkish, Italian or Eastern European backgrounds obtain a university entrance qualification less frequently than pupils from other EU countries.

According to reports by counselling services, there is racist discrimination at schools. However, there is a lack of empirical data and evidence regarding individual mechanisms of discrimination. A key factor for the success of school pupils from migrant backgrounds is the ability of teachers to deal with diversity.⁵ For this reason, mandatory courses have been incorporated into the Berlin teacher training degree to achieve diversity competence. Moreover, more teachers from migrant backgrounds are to be employed.

2.4 Employment market

In Berlin, there are still proportionally more people from migrant backgrounds who are unemployed than people without migrant backgrounds. The reason for this lies for one in legal conditions, such as restrictions in recognizing foreign educational qualifications and preferential regulations for EU citizens as opposed to non-EU foreign nationals. Moreover, people from Turkish and Arab backgrounds as well as black people are particularly confronted by prejudice and rejection. The common procedure of attaching a photograph to job applications contributes to this. As shown in a study from 2010, applicants with Turkish-sounding names holding equal qualifications have significantly fewer chances of being invited to a job interview than applicants with German-sounding names.⁶

2 UN Press Release (1 July 2009: 7), Racism and ethnic Discrimination in Germany. Update Report 2010, efms, p. 12-14.

3 E.g.: Planerladen e.V. (2009): Unequal treatment of migrants on the housing market. Results of a telephone-based "Paired Ethnic Testing. In regional housing advertisements. Dortmund as well as Planerladen e.V. (2007): Unequal treatment of migrants on the housing market. Results of a "Paired Ethnic Testing" on Internet estate agents. Dortmund.

4 ENAR Shadow Report 2009-2010.

5 ECRI (2009) <http://www.coe.int/t/dghl/monitoring/ecri/country-by-country/germany/DEU-CbC-IV-2009-019-DEU.pdf>.

6 Liebig, Thomas (2007): The Labour Market Integration of Immigrants in Germany, <http://www.oecd.org/dataoecd/28/5/38163889.pdf>.

The Berlin administration is tackling discrimination by directly targeting school leavers from migrant backgrounds to take up job training in the administration. A balanced proportional appointment of positions in the public services across all levels of the hierarchy does, however, not exist with regard to migrant background or to gender or disability. The proportionally high level of young people with poorer educational qualifications and school drop-out rates among young people from migrant backgrounds contribute to poorer opportunities on the employment market.

2.5 Police

In reports by non-governmental organisations, the practice of control and investigations with regard to the police is frequently criticized, which occurs without objective justification and is determined by features such as skin colour, language, religion, nationality or national and ethnic origin. The Berlin police rejects the accusation of such a practice of ethnic profiling. The Berlin police department is committed in the areas of inter-cultural competence, integrates diversity instruction in its training courses and is making strong attempts to increase the proportion of police officers from migrant backgrounds. With the establishment of an office for integration and migration, the police department has created a point of contact for inter-cultural affairs and is in exchange with migrant self-organisations.

2.6 Health service

People from migrant backgrounds make comparatively little use of offers by the health service for a variety of reasons. Access barriers for the use of health offers should be examined and removed. Such access barriers exist in terms of language barriers and a lack of target group-specific offers. Although Berlin has a community interpreting service, the assumption of costs of this service is often a problem. The Senate Administration for Health and Social Affairs is currently preparing a set of measures to improve in particular the health provision of newly-arrived Roma and to abolish language barriers that impede health provision.

In addition, migrants and migrant self-organisations complain that there is a lack of non-German speaking psychotherapy and culture-sensitive crisis intervention, which is aimed at people from migrant backgrounds.⁷

2.7 Access to goods and services

Anti-discrimination advice centres in Berlin are confronted with cases time and time again in which access to goods or services is impeded or denied to people due to their migrant background. This includes:

- Access to housing
- Scoring procedures of telephone companies, insurance companies etc.
- Banks / granting of credit
- Fitness centres
- Access to discotheques, bars, pubs etc.
- Car rental
- Insurances

There is a great need to illuminate mechanisms and areas of discrimination of people from migrant backgrounds or black people in the access to goods and services. Supported by the Senate Administration for Justice and Consumer Protection and LADS, the Berlin consumer advice centre is striving to expand low-threshold advice opportunities for people from migrant backgrounds, to disband barriers to access of information and legal counselling for those affected and to educate its employees with regard to discrimination-sensitive counselling.

7 http://www.migrationsrat.de/dokumente/projekte/haertefall/LAPgR_Final_MRBB.pdf.

3. Central objectives

As described above, the Berlin State Office for Equal Treatment and against Discrimination (LADS) has undertaken the further development of the Local Action Plan against Racism and Discrimination on state and borough level. Thus, the task, which is pursued by LADS as part of the ECAR project, is that of process steering. The re-development of measures against racist and ethnic discrimination is being implemented by the senate administrations under their own responsibility in terms of content as well as funding.

With the process support of the further development of the LAPgR, the LADS primary objectives are in particular the bundling, strengthening and expanding of measures of the administration against racism and ethnic discrimination.

As part of the EU funded project ECAR, LADS has implemented the measures with the following objectives:

- **Raising awareness amongst the Berlin Administration for the diverse manifestations of racism** and the expansion of their participation in activities against racism. For this, LADS has conducted events and diversity training courses under the joint participation of administration and civil society.
- **Further development of the set of measures of the Local Action Plan against Racism and Ethnic Discrimination.** For this, LADS was and is in continual exchange with the Senate Administration and has organized numerous workshops between Senate Administration and civil society, in which, taking into account the demands of civil society, new areas of action of the administration to prevent and eliminate racism were determined and existing measures of the administration were further developed.
- **Support of the cooperation between administration and civil society.** For this, expert conferences and workshops were conducted.
- **Process steering and ensuring sustainability:** LADS is in exchange with the contact persons of the individual senate administrations and assesses the status of the implementation of the LAPgR. A steering committee for the implementation of the LAPgR has been established.
- **Expansion of the LAPgR to the Berlin boroughs:** The LAPgR has been presented to the borough administrations. In a number of workshops with the borough administrations, areas of action to expand the Local Action Plan to the boroughs were developed and initial measures for a Borough Action Plan against Racism and Ethnic Discrimination (Bezirksaktionsplan gegen Rassismus und ethnische Diskriminierung; BAPgR) was designed. A team of experts accompanied the process of specifying requirements and development of measures in the boroughs.
- **Ensuring sustainability** of the first steps towards the development of a Borough Action Plan against Racism and Ethnic Discrimination: this shall be ensured by the preparation of a brochure in which the initiation processes of the BAPgR are documented.

4. Forms of racism addressed by this approach

The further development of the Local Action Plan against Racism and Ethnic Discrimination and its expansion to the Berlin boroughs is aimed at a wide range of manifestations of racism. The measures collated in the LAPgR address structural and institutional racism as well as individually exercised racism. In addition, direct forms of racist exclusion as well as indirect forms of racist discrimination are addressed. Indirect forms of discrimination can, for example, result from seemingly neutrally formulated regulations and procedures, which in cases of (seemingly) equal treatment can have very different effects on different groups of people. This can occur, for example, in official forms, applications or formulations that are not written in a comprehensible language. As a result, people who do not understand a complicated German language are systematically discriminated against.

4.1 Measures of the LAPgRs targeted at the individual level

The following measures, for example, address the individual level of experiencing or exercising racism:

- Raising awareness amongst and education of administration employees about racism and ethnic discrimination. Training courses to expand competences to avoid racist exclusion or intervening in situations in which racism becomes effective come into play on this level.
- Empowerment training, i.e. training to empower and support those primarily affected by racism⁸.

4.2 Measures of the LAPgR targeted at the structural level

Activities that are aimed at structurally-anchored forms of racism include

- Awareness-raising measures and training that enable employees to recognize indirect forms of exclusion in addition to direct racist discrimination, and to work towards their elimination.
- Measures to increase the proportion of administration employees from migrant backgrounds
- Measures to support diversity-sensitive working environments
- Integration of mandatory diversity competence training courses in the Berlin teacher training degree
- Measures to disband access barriers to public services (e.g. use of pictograms for signposting in public authorities, use of simple language, multi-lingual information materials and multi-lingual Internet sites)
- Research on the scope, causes and development of racist and ethnic discrimination

5. Target groups

The target groups and cooperation partners of the further development of the Local and Borough Action Plan against Racism and Ethnic Discrimination include those politically responsible, employees of administrations and representatives from civil society. As the further development of the Local Action Plan against Racism and Ethnic Discrimination is a process, the target group addressed or included in this is not considered a closed group.

On the level of state and borough administration, the following are addressed, inter alia:

- Senators, state secretaries
- Berlin Police Department President
- Senior managers of senate administrations
- Employees of senate administrations
- State Commissioner for Integration and Migration
- Mayors as well as the city councillors of the boroughs
- Borough commissioners for integration and migration
- Executives of the borough authorities
- Employees of the borough authorities

The following bodies are also included, for example:

- State Advisory Board for Integration and Migration Affairs,
- Borough Advisory Councils for Integration and Migration Affairs

The representatives from civil society include, inter alia:

- Migration Board Berlin Brandenburg (umbrella organisation of over 70 migrants/migrant self-organisations)
- NGOs and local activists in the boroughs
- Social agencies
- Berlin Consumer Advice Centre

8 For a detailed presentation of empowerment approaches, see Chapter five of this brochure.

6. Description of the approach

6.1 Background and aims of the Local Action Plan against Racism and Ethnic Discrimination

In March 2011, the Berlin Senate adopted the “Local Action Plan against Racism and Ethnic Discrimination with a focus on the areas of work and action of the senate administrations” (LAPgR). With the development and the adoption of the Berlin Local Action Plan against Racism and Ethnic Discrimination, the Berlin Senate is implementing a recommendation of the State Advisory Board for Integration and Migration Affairs.

The core aim of the LAPgR is to contribute to the prevention of and further fight against racism and ethnic discrimination on the levels of the administration. The focus is on raising awareness of structures that contribute to discrimination, and on the change of these structures by the administration. In the past, the Berlin administration had already been actively involved in many areas of action against racism and ethnic discrimination (e.g. City Coalition against Racism and Discrimination; Diversity Charter, State Programme against Right-Wing Extremism, Racism, Anti-Semitism). The set of measures of the LAPgR contributes to these attempts. The Berlin State Office for Equal Treatment – Against Discrimination (LADS) in the Senate Administration for Employment, Integration and Women’s Issues is coordinating the implementation and further development of the LAPgR.

In a dialogue-oriented, participative approach, numerous migrants and migrant self-organisations and NGOs were already involved in the development of the LAPgR. Under the coordination of the Migration Board Berlin-Brandenburg – an umbrella organisation of over 70 migrant self-organisations – over 100 representatives from numerous NGOs took part in the development of a list of demands, which is targeted at the senate administrations with a wide range of measure proposals. The list of demands includes over 270 recommendations for measures, whereby not all of the demands relate to the senate administration. Some of them address problem situations that can only be solved on borough or national level.

The Local Action Plan against Racism and Ethnic Discrimination comprised of a set of approx. 50 measures in March 2011, which are aimed directly at areas of work and action of the Berlin senate administrations. Eight Berlin senate administrations and the Berlin Senate Chancellery have committed to its implementation. The implementation of these measures is the responsibility of each of the relevant administrations.

6.2 Examples of measures of the senate administrations

Several of the 50 individual measures are presented here as examples:

Area of education: development of teaching materials and further training modules on the democratic education structure with a focus on the prevention of and dealing with discrimination in schools and the corresponding counselling of schools.

Area of women: expert exchange with NGOs for the development and implementation of proactive measures against racism and ethnic discrimination within a framework programme of gender-equality policy.

Area of health: translation and cultural-sensitive organisation of education materials as well as creation of a “Berlin model for the discrimination-free access to basic health provision for people without legal residential status”.

Area of domestic affairs: establishment of a working group comprising representatives from the police, LADS, civil society and experts to define discrimination and racism, statistical compilation of reported cases of discrimination and mediation in conflicts following police operations.

Area of integration: cooperation with the NGO “Professional qualification network for migrants in Berlin” to further continue the campaign “Berlin Needs You”. This campaign is aimed at directly addressing school leavers from migrant backgrounds for job training in the Berlin administration.

Area of justice: dialogue with migrants and migrant self-organisations about problems of so-called detained foreigners as well as targeted recruiting of people from migrant backgrounds to jobs within the justice system.

Area of culture: inclusion of diversity obligations in target agreements of new contracts made with artistic and commercial managers in cultural institutions as well as an evaluation of their implementation.

Area of social services: Taking into account the topic area of racist and ethnic discrimination and social exclusion as part of the support of urban district centres. Support and expert accompaniment of a competence centre “Inter-cultural opening of old people’s welfare”. Development of assessment criteria for institutions of collective assisted living, in order to retain cultural identity and self-determination of inhabitants.

Areas of urban development and housing: assessment of the commissioning of a study on ethnic and racist discrimination on the housing market as well as support of events by the housing industry on awareness-raising and training of their employees on the topic of racist and ethnic discrimination.

Area of economy: further development of the project “Diversity management – a benefit for all”, acquisition and carrying out of events by and for companies to strengthen the idea of diversity and mutual acceptance.

6.3 Process steering of the further development of the LAPgR by LADS

As part of the LAPgR, LADS has also committed to implementation of some measures. The following measures were implemented by the end of 2012.

Diversity training on the topic of ethnicity and skin colour

In 2012, LADS conducted numerous diversity training programmes with a focus on discrimination due to ethnic background and skin colour. The target groups of these training programmes were employees of the Berlin administration as well as members of Berlin’s civil society. In addition, LADS offers the development of tailor-made training measures for various senate administrations as well as education modules for all trainees of the State Police School (six to eight classes per training year).

These training measures serve awareness-raising on the topic of racism and ethnic discrimination, education regarding the legal basis of the General Equal Treatment Act as well as the development of diversity competences. A crucial principle here is the consideration of multiple forms of discrimination and a multi-dimensional orientation.

Development and implementation of public relations campaigns

As part of its public relation activities, LADS carried out a campaign with the title “Discrimination has many faces”. This included the production of an advertising campaign for the underground TV “Berliner Fenster” (Berlin Window) and issuing a calendar. In this campaign, a wide range of different forms of discrimination as well as multi-dimensional discriminations are made visible.

With the slogans “Too black for this part of town” and “Too religious for job training”, racism and ethnic discrimination are addressed in housing and employment.

As part of the ECAR project, four video clips were also produced, which targeted the topics of racist discrimination in job applicant selection procedures and in the workplace as well as prejudice and

racist exclusion in everyday situations. For the International Day against Racism on 21 March 2013, videos containing statements by prominent Berliners against racism will be shown.

Implementation of the conference “Together against racism and ethnic discrimination: perspectives for cooperation between civil society and administration”

This expert conference took place on 25th September 2012 and was targeted at representatives from NGOs, employees of the Berlin administration as well as interested members of the public. In six topic-specific workshops, mechanisms of racism and ethnic discrimination were discussed and perspectives of its elimination were illuminated.

This event was aimed at raising awareness for and creating visibility of different forms of racist and ethnic discrimination in the specific topic areas as well as at the development of action perspectives to improve concrete problem situations. Here, also, the exchange and cooperation between civil society was to be strengthened. 140 people took part in the event.

Ultimately, the event was also intended to support the process of the further development of the Local and Borough Action Plans against Racism. The workshops were carried out on the following topics:

- Workshop 1: Racist discrimination at school and self-empowerment strategies of pupils
- Workshop 2: Language-Power-Images: racism in the media and perspectives of a discrimination-conscious language
- Workshop 3: Racism and discrimination cause illness – concepts in the health care system
- Workshop 4: Raising your voice and taking up space: empowerment concepts and strategies for those affected by racism
- Workshop 5: Othello is not playing along any more: racism and the cultural industry
- Workshop 6: “They only control us because we’re black”
Problem dimensions of ethnic profiling

Establishment of a steering committee of the Local Action Plan against Racism and Ethnic Discrimination.

This steering committee is currently comprised equally of eleven representatives from civil society and eleven contact persons from the individual senate administrations. The representatives from civil society included NGO experts on the action areas of health, education, justice, domestic affairs/police, and domestic affairs/registration office for foreigners, economy, technology, women, urban development employment and social services, culture and media. From this steering committee, focus groups between experts of civil society and the corresponding representatives of the individual departments from the senate administrations were established. In these working groups, the requirements of civil society and possible ways of implementing them by the senate administration were discussed.

Workshop between civil society and senate administrations

Since May 2011, LADS has organized numerous topic-centred working discussions between experts from civil society and representatives from the individual departments from the senate administrations. Here, the aim was to involve all senate administrations. By means of repeated, direct addressing of administration employees, the topic of preventing and eliminating racism and ethnic discrimination in the administration was perceived as increasingly important. With the working groups, the dialogue between experts from civil society and the senate administration was deepened and further proposals for measures from civil society were examined with regard to their feasibility.

At the same time, new areas of action for the administrations were specified. An example of this is a Round Table for “Consumers and consumer protection”. Together with representatives of civil society Anti-Discrimination Advice Centres, the Senate Administration for Justice and Consumer Protection and the Berlin Consumer Advice Centre, the occurrence and forms of racist and ethnic discrimination regarding access to goods and services were highlighted. Here, it became clear that many forms and

areas of such discrimination, which become visible in the practical counselling of the Anti-Discrimination Advice Centres, were not yet known. The Berlin Consumer Advice Centre will take this as an opportunity to extend its discrimination-sensitive advice activities.

6.4 Expansion of the Local Action Plan against Racism and Ethnic Discrimination to the Berlin boroughs

In January 2012, a process was initiated with the borough administrations to transfer the Local Action Plan against Racism and Ethnic Discrimination (LAPgR) to the level of the boroughs and to jointly develop a Borough Action Plan against Racism and Ethnic Discrimination (BAPgR). On the level of the boroughs, there is no corresponding action plan yet, even if there are in some cases a variety of measures to promote integration and diversity. However, the commitment is not primarily aimed at the action area of “administration” itself.

The development process as well as the results of the set of measures included in the Local Action Plan against Racism and Ethnic Discrimination is exemplary in many ways for the development of an analogous action plan on the level of the Berlin boroughs. However, the transfer of the Local Action Plan to the boroughs requires context-specific awareness and a variety of local conditions must be taken into account.

In order to introduce the approach of the Local Action Plan against Racism and Ethnic Discrimination to the boroughs, to increase the willingness to participate and to support the process of the development of a Borough Action Plan, LADS has been involved in discussions with almost all borough mayors as well as with individual city councillors. As a result, the intention of the Senate to expand the Local Action Plan to the Berlin boroughs received support from eleven out of twelve borough mayors.

In addition, all borough integration commissioners were addressed and included. In accordance with the Berlin Act on Integration and Participation, the borough integration and migration commissioners play an important role in the cooperation with local migrant self-organisations. This cooperation leads to suggestions and proposals for measures that act against integration obstacles and that support the promotion and participation of people from migrant backgrounds. The integration and migration commissioners encourage the inclusion of the requirements of people from migrant backgrounds in all major projects planned or realized by the borough. As such, the integration and migration commissioners represent an important interface between borough administration and civil society.

The support by the mayors as well as the integration and migration commissioners enabled LADS to commission a team of experts to accompany the development process of measures in the boroughs, which are relevant to action areas of the borough administrations.

In an initial step, the experts analysed the respective situations in the individual boroughs. In interviews with integration and migration commissioners, borough-specific requirements for the prevention of and fight against racism were specified. Subsequently, focus groups with administration employees were conducted, in which problem situations were identified on the basis of the everyday work of the employees, and possible solutions were then developed. This led to the establishment of cross-departmental cooperation in the boroughs. Central areas of action include, but are not limited to, public relations, personnel development and services of the borough administrations.

In one borough, for example, measures were taken to constructively solve conflicts of the use of public spaces and green areas. The administration departments involved decided on a procedure to stimulate communication among residents and to avoid restrictive regulations.

As a result, a very promising process is emerging, in which some boroughs plan to actively develop a Borough Action Plan against racism. Moreover, a cross-borough exchange on diversity-oriented personnel development is to take place.

7. Lessons learned and transferability

The approach of the further development of the Local Action Plan against Racism and Ethnic Discrimination and its expansion into a Borough Action Plan against Racism and Ethnic Discrimination is very complex. Due to the large number of those involved and the differences within work areas to which they are committed, the process of the implementation and further development of the LAPgR is characterized by many unpredictable variables. Political change, such as the election of a new Senate and a new government formation also contribute to the fact that the complex process of the further development of the LAPgR cannot be predictably concluded. In the process coordination, which LADS has taken over, this means that a high level of flexibility is required: on the condition of retaining the central objectives, new ways of implementation must frequently be sought. In concrete terms, this means, for example, that long-term contact persons are no longer responsible and new working contacts must be established and developed. Strategies that have been pursued previously might have to be dropped in favour of new working procedures. However, such a procedure has many opportunities, as it enables a rapid linking to current issues.

At the same time, it is necessary to make the internal administrative processes and procedures transparent and convey them in cooperation with NGOs. Internal administrative processes and requirements, just like hierarchies and decision-making paths are not always comprehensible to NGOs. Delays due internal administrative conditions can lead to dissatisfaction if they are not comprehensible to NGOs. During the course of the further development of the LAPgR since May 2011, it has become apparent that a transparent communication between NGOs and administration is of major importance for constructive cooperation.

In addition, an openness of administration towards procedures and communication forms of NGOs is required. When scheduling meetings and delegating tasks, it is important to take into account that NGOs carry out their activities voluntarily alongside their jobs, while administration employees have their working hours available for this.

The Berlin administration is the largest employer in Berlin with approx. 112,000 employees. At the same time, this administration is affected by numerous cuts in personnel and funding. This has resulted in a high workload with a simultaneous decline in financial resources. Such an initial situation does not encourage the motivation for the development of new measures to fight racism and ethnic discrimination. Nonetheless, some senate administrations are showing a high level of commitment to the LAPgR.

With the expansion of the Local Action Plan against Racism and Ethnic Discrimination to the Berlin boroughs, strong resistance became evident on the part of some administration employees. The wish to establish an Action Plan against Racism was perceived for one as an accusation of racism, which was rejected. The resulting “learning process” is that addressing the topic of racism must go hand-in-hand with awareness-raising measures and that alternative ways of addressing administration employees on this topic should be developed.

Furthermore, the financial and staff situation in the boroughs was addressed as a problem area. Without sufficient financial and personnel resources, the measures against racism were hardly implementable. Support of the boroughs in the development of a Borough Action Plan against Racism and Ethnic Discrimination is only helpful if the options of the development of cost-neutral measures are specified.

By means of a top-down process – that is, by addressing the political leaders of the boroughs – the support of the mayors was achieved. This support, in turn, acted as a positive signal that enabled the recruitment of employees for the participation in working groups for the LAPgR. At the same time, the approach of surveying the borough office employees – as a bottom-up strategy – was useful to develop measures against racism and ethnic discrimination directly linked to the working areas and experiences of the employees.

In some boroughs, productive working groups were established, in which concrete results were achieved. One promoting factor for this was dealing with concrete problems of racism and exclusion in the working areas of the administration employees. The results proved to be supportive of the reflection process of the employees involved.

In all workshops with administration employees on all levels of the hierarchy, it became clear that the administration is interested in good practice examples of the fight against racism and ethnic discrimination. Such examples are taken up as suggestions of possible measures in the relevant areas of action. Accordingly, the systematic compilation of and working with good practice measures against racism and ethnic discrimination are of great importance.

II. Botkyrka & Växjö/Sweden “Intercultural Research Circles”

Good Practices of counteracting racism on a local level in Botkyrka/Växjö

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1. Summary of the approach

A research circle is a method where, during a limited period of time, a fixed group of people meet regularly to deeply enter into a field of knowledge, which is of interest to all the participants. At least one of the participants is a researcher with qualifications in the field of knowledge that the research circle wants to focus on.

Research circles, as a means for the local authorities to develop their work against racism and discrimination, was tested in two places: in the northern part of Botkyrka and in Araby, Växjö. In total approximately 70 residents attended, and were divided into smaller groups of about five to ten persons who, together with a researcher composed proposals and recommendations for the anti-discriminatory work of the local authorities. The proposals and recommendations, substantiated by the researchers were, after the termination of the circles, communicated to the politicians and officials concerned at a meeting to which also the circle participants were invited. Next, the proposals of the research circles were attended to and replied to by each committee and council, whereupon there was a concluding feedback meeting with the circle participants. The project can be considered as a pilot project within the work already in progress against racism and discrimination in the municipalities of Botkyrka and Växjö.

The process of accomplishing research circles, draft recommendations for the politicians to be processed in the administrations, and then finally arranging a feedback meeting with the circle participants took approximately a year and a half.

The costs for realising the research circles are chiefly a matter of compensation to the circle organisers and some management expenses including refreshments. Expenses for the distribution of printed materials containing the topics discussed in the circles, by, for instance a brochure, may possibly be added. It would also be a good idea to have finances for engaging visiting lecturers to the circles,

as well as for prospective educational visits and for a closing event. It could also be worthwhile to consider compensating the participants in some way.

Duration of the Project:

May 2011–March 2013

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2. Context and circumstances which motivated to carry out the approach.

Sweden distinguishes itself as one of Europe's leading countries when it comes to counteracting discrimination and upholding equal treatment of all people in regulations, laws and decrees, but at the same time, certain Swedish cities count as being the most segregated within the European Union. There is a distinct connection between socioeconomic conditions and country of birth or origin. A great number of reports and studies have, since the end of the 1990's established that the part of the population most vulnerable to discrimination when it comes to, for example, the labour market, the housing segregation or the risk of poverty, has Asian, African or South American origins.

Statistically, this group is underprivileged due to a number of different indicators and variables. These encompass, among other factors, a considerably enhanced risk of being excluded from the labour market, being dependent on allowances, ending up in low-wage occupations, falling under the poverty line and suffering from poor health as well as having a shorter life expectancy than both majority Swedes and white immigrant groups.

The fact that Swedish cities are characterised by obvious segregation and that the underprivileged and vulnerable areas and groups show a distinct connection with their country of birth and also that of their parents, represents a great threat to welfare and democracy. This segregation causes large groups in society to be excluded while, at the same time, other groups get access to advantages and privileges.

What particularly characterises the socioeconomically exposed part of the population is that, if viewed statistically, it is strongly concentrated to specific parts of the cities, mostly to the suburbs. Principally this is true for the three metropolitan regions and a number of middle-sized Swedish towns, in which specific areas (the so called "Million Programme Housing") were constructed during the 1960's and the 1970's.

In 2009, with the help of statistical indicators, 38 town districts in Sweden were pinpointed as the ones most underprivileged, three of which are situated in the municipality of Botkyrka, i.e. Alby, Fittja and Hallunda-Norsborg, which form the part of the municipality called "Northern Botkyrka". In Växjö municipality it concerns the town district of Araby. Accordingly, it is this particular context of housing segregation and socioeconomic exposure, which has caused the research circles in this project to focus specifically on these areas in Växjö and Botkyrka.

Botkyrka is the only municipality in Sweden where more than 50% of the population (approximately 86,000 residents) have a foreign background. In Växjö, where the population is slightly smaller (ap-

proximately 83,000), the quota is about 20%. This means that both Botkyrka and Växjö municipalities belong to the 20 municipalities in the country, which have the largest quota of residents with a foreign background. About 40,000 residents in Botkyrka reside in the northern part of the municipality, in areas such as Fittja and Alby, where nearly 80-90 % have a foreign background. In Araby in Växjö, which can proportionally be compared to Fittja (7,000 and 6,000 inhabitants respectively), 50 % have a foreign background.

National surveys and inquiries directed towards the local residents both in Botkyrka and Växjö have explicitly implied that it is residents, specifically in the above mentioned areas, i.e. the northern part of Botkyrka and Araby, who experience and report that they are subjected to discrimination and racism. In both municipalities there has been, for a considerable period of time, a commitment to improve the current socioeconomic reality by way of developing new methods for working against discrimination and racism. This has been done by, for instance, hosting so called dialogue meetings between elected political representatives and residents. Other examples include the use of advisory ballot voting regarding development or restoration of residential areas and parks, the sourcing of Internet based tools for consultation or development of the local information centres (so called Civil Service Offices or Citizens' Advice Bureaus), where the residents can get personal assistance in matters concerning contact with different authorities. In the light of these facts, the use of research circles may be considered as an attempt by both municipalities to try a new kind of advisory dialogue with the residents. A premise here has been that this kind of circle is well suited for sensitive and complicated topics like racism and discrimination. Botkyrka has recently adopted an intercultural strategy where the anti-discrimination work is pinpointed as a highly preferential topic. Botkyrka has also recently started a dialogue about the role of religion in the public view. The purpose is to increase understanding about the topic and to obstruct the discriminating and racist driving force behind Islamophobia in society. In Växjö, during recent years, there has been a so called diversity co-ordinator who has made sure that the so called diversity deputies from various workplaces have been educated on equality and discrimination issues. Today, Växjö is also taking part in a process for diversity certification, which has been expanded in all surrounding regions. It is also necessary to mention that both Botkyrka and Växjö are members of the ECCAR network.

3. Central Objectives

The principal goal for the project has been to examine in which way the method of research circles can be of use to a municipality in order to conduct or improve anti-racial work.

One part of the method has consisted of attempting to reduce the gap between local residents, decision makers and local officials. This is something the research circles can contribute to by generating more interactive meetings and discussions. By discussing directly with the residents and those affected, then offering feedback to decision makers followed by feedback to the residents, it is possible to support and raise the status of marginalised and discriminated groups in the municipality.

A second goal has been to create meeting places for people to discuss and share their thoughts and experiences concerning racism and discrimination. The circles were directed towards residents who wanted to discuss the matter, either with or without personal experiences of discrimination. The purpose of creating such a meeting place was to enable the circle participants, with the support of a researcher, to identify patterns in the collective experiences, and accordingly be able to put individual experiences into wider contexts.

As a third goal the procedure is aiming at drafting up recommendations and specific advice as to how the municipality can improve its work against racism and discrimination, by raising the awareness of how everyday racist acts and the structural discrimination in-built in the institutions, are connected.

As a fourth goal the method aims at creating possibilities for elected representatives and officials to take part of the circle participants' opinions and experiences of racism and discrimination, and finally

to commission the elected representatives and officials to investigate in which way the proposed recommendations and proposals may be implemented as a part of the municipality's work against racism and discrimination.

4. Forms of racism addressed by this approach

The focus of the research circles was on the interface between the participants' everyday life and the municipal organisation, that is to say what the local authorities offer the residents in the way of activities and service, by for instance school, social services and the committee for culture and recreation.

Many participants raised issues about structural discrimination by pointing at mechanisms enabling discrimination at different levels in society. The recommendations as to how the local authorities can develop their work against structural discrimination are consequently a very important part of the research circles, and thus also how these recommendations are received and processed by both elected representatives and officials.

Also, what is called everyday racism was made visible in the research circles. Everyday racism refers to the constantly repeated and standardised acts, routines and practices occurring in a society, of which the combined effect is that a white majority of the population is privileged. Everyday racism may be about having one's origin, competence or even intelligence questioned. It can also be about being neglected, not being welcome and being ignored. It is not the specific act by itself, but the repeated and regular pattern in everyday racial acts that add to creating and maintaining a discriminating society where white Swedes are privileged. The effects of that add to exclusion and differentiation also on a structural level, and thus everyday racism encourages structural discrimination as well.

5. Target Groups

Some of the research circles addressed a broad target group interested in questions about racism and discrimination, particularly the residents who were interested in or wanted to share their own experiences. Other research groups consisted of participants who shared the same kind of exposure to discrimination on account of religion or skin colour.

In Botkyrka the proposed target groups were reached by an advertisement in the local media and by the municipal network among both residents and associations. Furthermore, a direct contact with the local organisations representing the specifically identified exposed groups, Muslims and Afro-Swedes, was established. Both these groups represent, together with Roma people, the groups most exposed to racism and discrimination according to the assembled research, not only in Botkyrka and Sweden but also within the European Union and the rest of Europe. The number of Roma people in the municipality is limited, thus a circle with this group could not be established.

In Väckjö the proposed target groups were reached by visiting existing groups and meeting places in Araby with the intention of reaching specifically exposed groups as well as marginalised majority Swedes and the local youth. In Araby there are many people with Somali origins who, in different ways, are especially exposed to discriminating structures. Because of this they constituted an important group for the research circles there.

One purpose of the research circles is to draw up and present recommendations and specific proposals as to how the local authorities can work with the topics in their daily activities. Hence, elected representatives and officials are also an important target group for the venture. Their task is to consider the recommendations and proposals presented by the circle participants. It is all about getting the picture of the kind of experiences of discrimination that exist in the municipality, and then to reconnect as to how the local authorities are to proceed with the task and how they will implement the proposals in their daily activities whenever possible.

6. Description of the approach

6.1 About research circles

The method of research circles has many similarities with, what in Sweden is called study circles, in which a group of people meet to focus on a field of knowledge. Both the method of study circles and of research circles is part of an old Swedish tradition of peoples education. Study circles were used in the national movements, which appeared at the beginning of the twentieth century, as, for instance in the labour and trade union movements, and later on also in the Women's Liberation Movement, as a means to organise themselves and improve their bulk of knowledge.

The research circle as a method was developed during the 1970's at the time when extensive changes in labour legislation occurred. In the city of Lund, the trade union movement turned to the university in order to acquire knowledge as to the meaning of the new laws and how they could be applied. After a period of traditional university training-courses, research circles were developed as a form of co-operation and as a meeting place, enabling deeper discussions and exchange of knowledge in more flexible ways. Today the method of research circles is well settled in Sweden and is used in a number of different contexts.

The number of participants in a circle may vary, but a recommended number is five to eight persons, which makes it possible for all the participants to have their say. At least one of the participants must be a researcher, preferably with qualifications in the field of knowledge the research circle is going to focus on. The idea is that the circle will facilitate a meeting between theoretical and activity related knowledge, meaning a meeting which contributes towards deepening the understanding in all the participants for a specific problem area. Research circles can in this respect be regarded as a knowledge meeting promoting democratic processes. A mutual effect between the researcher and the participants occurs, which enables both parties to deepen their approach to the problem.

Primarily, the participants in the research circle generally identify a problem area to focus on. Subsequently, the participants and the researcher can methodically and consciously deepen their knowledge about the problem area through discussing and processing relevant research, as well as by their own empirical studies, which will be interpreted and discussed within the circle.

The time aspect is an important factor for the procedures of knowledge, which are supposed to be made possible through research circles. When it comes to encouraging procedures opening the way for a deepening into the topics under inspection, the circles should continue for a longer period of time, with regular meetings containing recurrent feedback. It is common for the group to meet at least once a month during a year or longer. This long-range period is necessary to facilitate a more profound understanding of complex problems the group is working with or finds itself in, by having recurrent discussions, reflections and observations, as well as by carrying out smaller investigations between the meetings. The researcher's role is to contribute with knowledge from relevant research and to adopt a critical (scholarly) approach, and to possibly also invite colleagues who can contribute with knowledge from their fields of research. It is often the researcher's duty to substantiate the work of the circle, and to write a conclusive report about the different processes of knowledge which have occurred within it. It is also the responsibility of the researcher to make sure that the discussions in the circles are inclusive, ethical and respectful.

6.2 What research circles can be used for

The work promoting knowledge, which takes place in the research circles, can be used for a variety of purposes. It may serve as an expansion of competence for the participants, or as a kind of education for adults. This may involve a joint research project regarding the queries the circle participants focus on, or it may work as a catalyst to initiate new research. Research circles are part of the so called participant based research tradition, which is all about carrying out research work together. Subse-

quently, the method can help strengthen the bonds between the research carried out in the universities and the reality that other members in society live in.

Research circles can also be described as a means of democratisation, which enables a larger number of people to participate in deeper reflection, for instance in matters regarding how a certain project is to be developed. They can be used as a way of drafting proposals as to how a problem concerning the whole group may be handled, which has been a fundamental idea of how the research circle method has been used within the framework of “ECAR”.

Research circles alone do not, in other words, offer any “solutions” to problems, but rather offer a space for, as well as exchange between people in possession of both practical and theoretical knowledge about a certain problem area. This is a procedure of knowledge, which may lead to new ways of handling problems, which subsequently can be tested outside the research circle.

More information about research circles as a method can be found in the following publications:

- Holmstrand, L., Härnsten, G. & Löwstedt, J. 2007: The research Circle Approach – A Democratic Form for Collaborative Research in Organizations. In: Shani, A.B., Mohrman, S., Pasmore, W. Stymne, B. & Adler, N. (Eds.): *Handbook of Collaborative Management Research*. Thousand Oaks, California: SAGE, pp 183-199.

- Härnsten, G. & Holmstrand, L. 2007: Democratic knowledge processes in participatory educational research for social change. In: Boog, B., Preece, J., Slagter, M. & Zeelen, J (Eds.): *Towards quality improvement of Action Research: developing ethics and standards*. Rotterdam: Sense Publishers, pp 171-181.

6.3 The research circle as a means against discrimination in municipal work

The idea behind Botkyrka and Växjö venturing into research circles within “ECAR”, was to use the method to support the possibility to make visible how those subjected to discrimination experience how this affects their lives. The method makes it possible for groups of people living in a municipality to develop a mutual reflexive procedure, enabling the participants to see how their own experiences often are part of a larger structure, and where their different personal experiences can be linked to the socioeconomic structures of society. The method can, in other words, fulfill a purpose of awakening and heightening the awareness, especially in marginalised groups of society.

If research circles are to be used as a means against racism and discrimination, the question of how to assemble the groups becomes important. On one hand, participation in the circles can be open to everybody interested in matters concerning racism and discrimination, regardless of ethnic/national origins. This enables discussions between people who otherwise would not meet, as well as rendering an opportunity for exchange of different experiences and perspectives. Research circles can thus be used as a possible way to nuance the preconceived ideas various groupings may have about each other.

On the other hand, research circles can be composed of people who share experiences of exposure to the same kind of discrimination. Such a group structure makes it possible for the participants to recognize and confirm each others’ experiences. This kind of common ground may also be a necessary requirement for discussions, as the participants feel that they can talk freely about their experiences of discrimination.

For the research circles to work as a means of helping the municipality develop its work against racism and discrimination, it is necessary to include a connection and a dialogue with the local officials and politicians. However, allowing officials and politicians to be included in the research circles risks creating situations where the participants do not feel comfortable articulating potential criticism regarding the municipality’s work. One way, nevertheless, to enable a dialogue, is to arrange reporting

meetings, where the views and recommendations expressed in the circles are conveyed. In this way, politicians and officials can react promptly, and also implement the views in the municipal organisation. It is also important that the circles are concluded on an occasion where a formal reporting takes place, and where the results from the circles are submitted to the local authorities.

The recommendations and views from the circles may, for the local authorities, work as a link to a deeper understanding of how the local residents experience the work of the municipality, by pointing at mechanisms in the municipal organisation which the residents experience as exclusive or obstructive for the optimal development of the municipality as well as for the individuals. Subsequently, the local decision-makers get a better basis for future decision-making.

The recommendations of the participants may be viewed as the first phase of the use of research circles as a means for the local authorities when it comes to working against racism and discrimination. The second phase has to be a process where decision-making politicians and officials relate to the recommendations. One official in the municipality must thus be given responsibility for passing on the recommendations to the officials and elected representatives concerned, who in their turn, have to assess how they can continue their work. Is this something that the local authorities can work on? Is there already an ongoing process? Is it necessary to communicate or to make ongoing processes accessible in a different manner? Which recommendations could be used for the development of projects?

The entire process of the research circles should then be concluded in a feedback meeting, where representatives from the local authorities invite the participants from the circles and report how the recommendations have been handled in the municipal councils.

This work requires, partly, inquisitiveness among the officials and the local authorities as to how residents experience racism and discriminating structures, and, partly, readiness to establish the conditions in the administration, needed to handle the proposals generated by the circles.

6.4 Connection to ECCAR'S Ten-Point-Plan of Action

The use of research circles as a method in the work against discrimination and racism has made it possible for Botkyrka and Växjö to work with four of the commitments drafted in ECCAR'S Ten-Point-Plan of Action, i.e. commitments 1, 2, 4 and 6.

Point 1: A greater vigilance against racism.

Under this point, the cities are requested to develop regular interaction with local participants in order to establish a down-to-earth picture of the situation at hand concerning racism and discrimination in different parts of the municipality. In this respect, research circles can play an important part, offering a deeper understanding of how racism and discrimination affect the residents in the municipality in different ways. This is because they enable an extended interaction with local participants, who can contribute to a deepened, qualitative understanding of how racism and discrimination appear to these people.

Point 2: Analysis of the situation regarding racism and discrimination, and supervision of local politics.

Under this point the cities are urged to develop goals, statistics and indicators to continually, and in co-operation with researchers, analyse the situation in regard to discrimination. Such work implies that the persons developing the goals, statistical instruments and indicators also have a good understanding of how the issue of racism and discrimination is manifested in relation to the ones affected. In this case, research circles can be a good method to gain this knowledge together with researchers.

Point 4: Increased participation from the general public and more well informed residents.

Under this point, the local authorities undertake to inform and spread knowledge to the general pub-

lic about the situation in the municipality and about the groups exposed to discrimination and racism. They also undertake to give the residents better information about their statutory rights and obligations, and to engage various public actors in missions opposing racism and discrimination. Research circles can in this sense be used as a way of spreading information to key persons about how different groups in the municipality are affected by discrimination and racism, as well as about their rights and where to turn in case of discrimination.

Point 6: To develop the municipality as an employer and a service supplier of equal possibilities.

With this point the local authorities undertake to be an employer offering equal possibilities of employment and offering services according to needs, regardless of which group the individuals belong to. However, this requires the local authorities to possess the knowledge how different groups in society experience the treatment they receive in various public administrations, and how the services offered by the local authorities are distributed among different groups. One way of acquiring knowledge about this matter is to discuss, in research circles, how the participants experience the various public administrations.

6.5 The accomplishment of the research circles in Botkyrka and Växjö

Working with research circles as a means of counteracting racism and discrimination has provided the local authorities with many useful experiences. The processes in the two municipalities have, nevertheless, not been lacking problems.

A matter exerting an influence on the process was that there were some difficulties in communication during the application stage of the ECAR project, which led to the university of Växjö and researchers in Växjö not becoming a formal party in the project. Accordingly, they could not attend the international meetings.

Another problem was that the administration of the project had been very cumbersome for all parties involved, which turned into a great challenge for the municipality of Botkyrka, being administratively responsible. The project has made it apparent to the local authorities that they need to strengthen their competence regarding the administration of European Union funded projects, which later has influenced internal restructuring and recruitment. Another problem was that the one official in Botkyrka initially responsible for the project, was given other assignments of higher priority by the local government. This resulted in the project management gradually being taken over by the Multicultural Centre (Mångkulturellt Centrum), who also took charge of tidying up all the administrative assignments first, and then to assist the municipalities of Botkyrka and Växjö with their own reporting. All this caused turbulence and obscurities. Plenty of energy was spent on administrative work at the expense of practical work with the research circles.

Working with research circles in Växjö and Botkyrka has also produced positive effects. In both cases the method served well as a means for the local authorities to gain increased insight into how people experience racism and discrimination in their everyday life, and it established connection between elected representatives and residents. In both cases the method presented a possibility for the participants to jointly draft recommendations as to how the local authorities could improve their work against discrimination. The local authorities have, in some respects, adapted their work in accordance with the drafted recommendations.

6.6 The research circles in Botkyrka

All residents in the municipality of Botkyrka were invited through an advertisement in the local newspaper, and by the municipality's website to participate in a search conference working as a trigger for the whole process. The Democracy Developer of the municipality also invited all the associations registered in the municipality. Furthermore, 40 social informants (key persons from various organisations, and students contracted to distribute information within different networks) were commissioned to invite residents who were part of their respective networks.

The search conference conducted on September 18, 2011, attracted just over 40 participants. During discussions, the participants identified three different areas of particular importance with reference to the work against racism and discrimination in the municipality, i.e. a) The schools' role in the reproduction of and the fight against racism and discrimination, b) The municipality's role in the reproduction of and fight against racism and discrimination, c) The civil society's role in the reproduction of and the fight against racism and discrimination. During the conference, the people attending were offered the opportunity to register as participants for these three research circles, which finally resulted in some ten people being connected to each circle.

In addition to these three research circles established at the search conference, two more circles were formed by directly contacting local associations: OPAD (Organisation for Poverty Alleviation and Development), which organizes residents of African origin, and the Islamic Society, which organizes residents of Muslim faith. The purpose of these two circles was to create the possibility of discussing about experiences of discrimination and racism in the municipality together with others sharing the same kind of vulnerability, i.e. the kind of discrimination and racism Africans and Muslims are subjected to.

Two researchers from the Multicultural Centre (Mångkulturellt Centrum) competent in matters concerning racism and discrimination as well as possessing knowledge of the context of Botkyrka, were each connected to two circles. A researcher from the University of Uppsala with expertise in the areas of school, segregation and discrimination, was commissioned to head the circle about schools. All three researchers were non-whites.

In total about 20 research circle meetings were conducted between September 2011 and March 2012, with a total of approximately 40 different participants attending. The first meetings were very intense. Particularly in the circles with Afro Swedes and Swedish Muslims, expressed a huge frustration about the discrimination and racism experienced in their everyday life, at the introductory meetings, at the same time sharing many personal experiences recognisable to the others. The participants in these two groups also proved to be very knowledgeable and educated on the circumstances of research regarding the kind of discrimination directed towards them. The frustration they expressed was partly due to the acts of discrimination they are generally exposed to, and partly to the fact that they experience that not much is being done in the municipality about these matters. In the three other circles, the participants were of various ethnic and national origins. In these groups the discussions did not focus so much on personal experiences of racism and discrimination, but more on what could be described as the negative effects of housing segregation. In this case the discussions were focusing on the effects of stigmatization of the residential area in question, mass media's role in this matter, the lack of meeting places, etc.

The first meetings were intense for all the circles, in that the participants shared their experiences and readily drafted recommendations about what the local authorities could do to improve their work against discrimination, based on the manifested joint views, regarding how discrimination and racism is expressed in the municipality.

After the initial meetings, the subsequent ones were characterised by an uneven and also declining number of participants. The circle dealing with school, where many young adults participated, the circle about the municipality, and the circle with Swedish Muslims met three times each, whereas the circle with Afro Swedes met four times. The circle dealing with the topic on how the civil society in Botkyrka could co-operate with the local authorities in counteracting discrimination and racism was performing better than the others. The participants in this circle met six times in total and several of them developed mutual relationships, and started meeting in other contexts. In this circle all the participants were women over 50 years of age, and all except one had been unemployed for a length of time. Two of them became involved in a women's organisation, in which one of the others was already active.

There might be many reasons as to why the majority of the circles did not succeed in carrying out a larger number of meetings. The circles were composed mostly of residents who did not know each other and who sometimes represented different associations. The meetings were conducted at the Multicultural Centre, an enterprise some of the participants had not previously visited and did not know about. In follow-up discussions with some of the participants who attended meetings in the beginning, but later did not return to, it became apparent that they found it beneficial that the local authorities should carry out this venture, but nevertheless they felt, that it would not change the situation for themselves or their group.

6.7 Outcome of the discussions and recommendations

Even though only one out of five research circles met on a regular basis during an extended period of time, the combined documentation from the discussions in the meetings carried out in the research circles, offered the insight of identifying clear patterns. The participating researchers managed to clearly establish recurrent problem areas. These can be separated out as follows:

Negative consequences of housing segregation

Evidence of the consequences of the acute ethnic-racial and socioeconomic segregation in the municipality in the form of, for instance, stigmatisation of certain town districts and their schools, kept recurring in all the circles. The same applied to a sense of having poorer access to social services than people living in the southern part of the municipality regarding, for example, sports grounds and recreational activities. The lack of contact with “Swedes” recurred frequently as a problem connected to segregation and discrimination, since the lack of social interaction with people of majority Swedish origin was put into connection with the fact that prejudicial reputations circulate about Northern Botkyrka.

One lesson learnt in the circles is that, as the participants started talking about discrimination, discussions frequently ended up being about how resources are allocated in the municipality and in society at large. This can be viewed as an effect of the fact that it is especially when resources, both material and symbolic, are allocated unevenly, that discriminating structures become particularly evident. It really means that people of meagre resources are specifically exposed to discrimination of all kinds.

The lack of meeting places

Another topic reappearing in the circles was the lack of meeting places, where residents with different ethnic backgrounds, and from different parts of the municipality, can meet. In connection with these discussions, the cultural institutions in Northern Botkyrka supported by the municipality, like for instance the Multicultural Centre, Subtopia and Hallunda Social Centre (Hallunda Folkets Hus), were criticized, since the participants reckoned that they could not see in which way these institutions were anchored in the immediate neighbourhood. Instead, the participants experienced that these institutions seemed rather run like enterprises, where one had to pay money to take part in the activities. The participants were also of the opinion that these institutions did not make it a priority to anchor their operations locally, an issue they thought was reflected in the employees, as well as in the kind of activities on offer and in the way the premises are utilized.

Women and children as particularly exposed groups

Children and young people are described as particularly exposed to the effects of segregation, racism and discrimination. In the circle dealing with the role of civil society, which consisted exclusively of women, the status of women was given special prominence. The participants were of the opinion that women are specifically exposed, since they have greater difficulty finding work, above all if they are poorly educated and isolated in their homes. This fact, combined with racism and discrimination, causes women to be exposed to a kind of double oppression. Children and young people were also

pointed out as a group particularly sensitive to social stigmatisation of a neighbourhood, which may affect the forming of an identity negatively, and at an early stage create a feeling of exclusion and of not being part of the Swedish society.

The municipality and school

A piece of criticism expressed within the circles heeded the fact that the municipal employees do not reflect the cultural diversity among the residents. The participants also pointed out that this naturally influences the way the municipality works with issues concerning racism and discrimination. One participant commented: “Everybody is well-meaning and antiracist, but they are also part of a discriminating structure”, meaning that an antiracial attitude is not always structurally reflected in the municipal organisation mostly dominated by white majority Swedes, even though the population shows great heterogeneity.

Participants in the Afro Swede and Muslim circles further observed that some teachers exposed consciously or unconsciously, minority students to discrimination. This may be due to negative attitudes and lower expectations regarding students with a certain ethnic background. Another issue was that students from different minority groups are “permitted” to discriminate each other, for instance by using abusive language, without the teacher intervening.

Labour market and language

The participants expressed the opinion that majority Swedes in general are given precedence for employed positions, even in cases where they are not the most qualified. They noted that increased requirements for education and language command, even within professions where no such demands had existed before, like for instance cleaning, affected several minority Swedes particularly badly. In this case, requirements for a “good” command of Swedish were regarded as discriminating; as a means of sifting out people. One participant made the following comment on this topic: “You do not need to speak with the floor when cleaning it”.

The ethnic associations

The participants also expressed that they perceived some of the ethnic associations as problematic, experiencing them as being far too introspective and uninterested in opening up to the neighbourhood and be part of social life. Opinions about certain minority groups as being dominated by men and lacking activities for women, were recaptured. Some participants also inquired in which way resources were allocated between different associations. The availability of premises on which to conduct activities was particularly discussed. There was a general understanding that many long established ethnic associations had acquired access to both premises and financial assistance for many years without contributing in a particularly active way to the development of the area. For newly established organisations the lack of premises can be a significant problem with regard to their activities, and there was a feeling that they, despite their commitment to and work for the area, were missing out on certain resources.

With reference to the above-mentioned problem areas, some 30 proposals and recommendations were drafted in the circles as to how the local authorities can improve their work against discrimination and racism. A few examples:

- Making the situation for various ethnic groups visible by developing indicators aiming at identifying which groups are vulnerable to discrimination, and continuing gathering evidence about discrimination and racism.
- Making sure that people working in the municipality are educated in matters concerning racism and discrimination. This should be a requirement when recruiting leaders.
- Accessing training classes for starting a business in other languages than Swedish.

- Promoting and developing a greater diversity of religious locations beyond the prejudiced focus exclusively on Muslims and Christians.
- Developing the possibility for residents to acquire municipal information in other languages than Swedish.
- Providing additional support and facilitating access to premises for associations conducting activities contributing to sustainable local development, particularly activities for women and children.

The recommendations and points of view from the circles about the work of the local authorities, were abstracted by the researchers in a document presented to the top decision-makers in Botkyrka municipality (the president and the vice president of the local government, the head of the Council of Culture and Recreation, the head of the Committee for Education, etc) on March 28, 2012. Also on this occasion, the participants from the circles got the opportunity to approach the decision-makers in the municipality openly and ask questions about their work.

Next, the recommendations were processed by the two municipality officials responsible for supervising anti-discrimination and democracy development matters. They directed the various recommendations to the committees and the heads of the councils concerned, together with a request for feedback by the last day of September 2011. When all the officials concerned had drafted the feedback on their view on the recommendations, the democracy developer assembled the feedback in a document. All the feedback was analysed and presented to executive politicians in the municipality. Conclusively, reporting back to the participants on this matter was done at a meeting at the Multicultural Centre on December 9, 2012.

Many of the recommendations related to issues that the local authorities were already working with, which brought the matter of how information about various ventures reaches the local residents up to date. The local authorities were also able to identify a number of development areas, for instance the outlining of indicators for how different groups in the municipality are being exposed to racism and discrimination. This will be implemented in co-operation with the local Anti-discrimination Office in Alby.

Recommendations about issues that the local authorities already had begun working with were considered an acknowledgement of how important it is to continue working with them. The local authorities agreed, for example, with the necessity of creating new meeting places, and to improve the already existing ones in order to reduce the social distance between different groups and areas. Bocenter (Residential centre) is an example of a venture in progress that is about providing access to joint premises for associations and residents in the town district of Norsborg. A similar venture is being planned for the new recreation centre in Alby, which is estimated to open at the end of 2013. In addition to the councils, the Multicultural Centre has, as an outcome of the proposals drafted in the circles, also created the opportunity for associations and individuals to use its premises free of charge. Starting from 2013, there will also be a certain flexible subsidy for associations aiming at increasing their interchange and co-operation across the associational and municipal borders.

Several different councils also accepted to develop internal operations with reference to the recommendations. One example is of the Committee of Education being positive to proven knowledge of racism and discrimination as a qualification for filling positions of employment. The council is also considering creating a plan against discrimination and offensive treatment in every vocation. Moreover, the Council for Health and Social Welfare has made a commitment to produce information about their work in a number of different languages, starting from 2013.

The officials who have been working with the research circles regard this as being an excellent means of implementing the knowledge and experiences of the local residents in the council organisation. This requires, however, a line of action in the operations concerned, in order to make good use of the outcome – and even more so, to be prepared to reconsider the direction of the existing operations.

The method of research circles has also made it possible to get a picture of what committees and councils are currently doing to counteract racism and discrimination. Further, it has also made visible the necessity of development promoting work in this area.

6.8 The research circles in Växjö

In Växjö the officials, in consultation with the researchers responsible for the research circles, decided to carry out the project in the town district of Araby. The officials in the municipality of Växjö were responsible for finding and contacting participants to the circles.

The process in Växjö was planned to start by holding a search conference, where concerned residents were to be offered the possibility of discussing about the project's topics on racism and discrimination in a number of group sessions, and hence identify areas important to them for further discussions in research circles. The search conference was to be held in October 2011, and information about it was dispersed to, among others, key persons in the area. Since not enough people registered for the conference, the officials and the researchers decided to cancel it.

There might be several explanations to the scant interest for the search conference. One of them is that it is far more difficult to reach the intended target group with the information, than the local authorities had counted on. The conception and the method of search conferences is not an established method, and thus the procedure to motivate potential participants was made more difficult. It might be that the project requires far too much explaining, which makes it difficult to motivate prospective participants to attend a search conference. Furthermore, the availability of suitable networks and key persons in the area was possibly overrated, and another reason could be difficulties in having enough time for sufficient communication with everybody. One more aspect might be that the cultural distance between representatives from the local authorities and the target groups is considerable. The lesson learnt is thus, that a search conference in a context like this needs to be well prepared, and for a longer period of time than was the case here. In Växjö, established meeting places that people have great confidence in already exist, and looking for participants there felt more natural than doing so through a search conference.

Conditions thus having changed, another strategy was chosen instead. The course of action was to make use of existing groups and meeting places in the area. After a number of preparatory meetings with various key persons and groups, who were given information about the project, a number of gatherings resembling research circles were held in four different contexts:

1. The Youth Group: Between January 23 and February 20, 2012, researchers got the opportunity, on Friday afternoons, to discuss about racism and discrimination with young people involved in the project "Your free choice", a project aiming at promoting polling among young people by engaging them in work for democracy, participation, human rights and integration. The researchers had a chance of meeting two groups of four to five people in each, and the discussions lasted about one hour each time. A total of a dozen people attended the meetings, approximately an equal number of men and women. The majority of them were of Swedish origin, but a few, either they themselves or their parents were of other ethnic origins.
2. The Orientation Course: In connection to the same municipal project, a so called orientation course, where the participants were of Somali origin in the age groups of 19 to 25, was carried out during the spring term of 2012. In this case the researchers got the possibility of meeting groups of 4 to 8 participants, the greater part of which were women.
3. The Study Circle: The third context was about a study circle in English, which had been running on a regular basis for several years in Tallgården, an activity center in Araby, run jointly by Växjöhem (the municipal real-estate company), Hyresgästföreningen (the Tenants' Association) and the municipality. The circle met on Wednesday evenings from 6.30 pm to 8 pm, choosing between discussing different

topics and bringing guests to their meetings. The researchers got the possibility to attend the circle a few times, beginning on March 23, 2012, focusing on topics about racism and discrimination on several occasions. The group had more than a dozen members who frequently attended the meetings. Of these, several were Somali, but also immigrants from other countries attended, as well as a couple of Swedes. Age varied a lot, but most participants were between 25 and 40 years old, and the majority were men.

4. The Women's Circle. During spring and part of autumn in 2012, a total of eleven women gathered in a meeting place in Araby, in order to enter deeply into matters concerning coming to live in Sweden. Two of the participants were researchers, both were born and raised in Sweden. Yet another participant was of Swedish origin. As for the rest of them, one was from a European country and the others from non-European countries.

From the above mentioned description the conclusion is, that only the fourth context can be considered a formal research circle. In this case, there was initially a group of women who met regularly, and who also were interested in deepening their discussions further on certain topics within the research circles. Certainly the "study circle" resembled a research circle in a way, but it was only on a few occasions that matters concerning racism and discrimination were in focus. Neither the meetings in the "Youth Group" nor the "Orientation Course" can be considered as genuine research circles, since they mostly included participants involved in various educational programmes. They did not lack an interest in the topics, but they did not show any particular interest in matters concerning racism and discrimination either. The circumstances described above thus constituted far from ideal conditions for accomplishing the research circles in Araby.

The researchers attending the research circles or the "meetings similar to research circles" have genuine experience of research circles and the procedures they are based on. They have, throughout, applied a way of relating to the participants characterised by respect, listening and dialogue, including mutual exchange of knowledge and viewpoints. In their capacity as researchers they have also contributed to the dialogue by sharing their knowledge in the discussions. In the spirit of participant based action research they have also encouraged the participants to discuss different options for solving the problems subject to discussion.

6.9 Proposals and recommendations

In the "Youth Group" discussion was animated bringing many constructive proposals forward. The discussions came to concern the importance of work and employment for refugees, and of a more systematic settling of the new arrivals among majority Swedes to facilitate the learning the language. The young people further reckoned that their education and professional skills should be made better use of than is the case today. The group requested associations and meeting places where Swedes and refugees will be able to get to know one another. They also highlighted the possibility of having host families and teachers who master the refugees' language and Swedish alike. Accountability was called for in regard to the media for contributing to a more advantageous picture of immigrants, as well as for offering more and improved knowledge about various different cultures.

A recurrent issue for the participants in the "orientation course" was why residential buildings were not constructed to a greater extent. **Some participants suggested that the housing issue could perhaps be solved more easily in the event of a possibility to acquire a driver's license and find residence further away.** One individual with Somali origins pointed out that in Gothenburg there are Somali people teaching other Somali ethnics Swedish and other subjects. A corresponding procedure was wanted for Vaxjö. The participants in the "Orientation Course" agreed that the structural discrimination caused by alien's passports, should be abolished as soon as possible.

In the "Study Circle" both critical viewpoints and constructive proposals were brought forward. Massive criticism was directed towards the SFI-education (Swedish for Immigrants), which called for an

improvement through radically different ways of teaching, for example through the employment of Somali ethnics with a good mastery of Swedish and through much improved possibilities to meet and converse with majority-Swedes in organic circumstances. Several of the participants underlined the fact that the reception of refugees arriving from war zones and riots are in need of appropriate medical and psychological action as well as housing. So called friend families and host families for new arrivals was another suggestion. According to the circle participants, greater efforts than today should be made for validating the refugees' skills, education and merits in a fair way. Likewise, as several participants remarked, it is not acceptable that such a small number of Somali ethnics (statistics point at 25%) move on to Tertiary High School. One idea was to utilize academically trained Somali ethnics to support Somali students at school.

One recurring discussion in the "study circle" was about Somali ethnics and other groups in Araby being in possession of vast resources like high education and extensive occupational skills. At the same time, the group is at large very heterogeneous. It should, however, be possible to organise a variety of educational programmes with the help of existing intelligence resources and external support. In the circle, ideas about a "dream school" were examined, where differences would be a resource, and where key words such as respect, curiosity, team work and empowerment would permeate the project. A folk university could be a base and a support for such a "dream school". A few participants had experience from Swedish Folk Universities and were very convinced of their holistic approach to learning and teaching. The establishing of a Folk University in Araby would most likely become a dynamic hub around which a great deal of social construction work would be occurring.

The fact that Somali ethnics are provided with aliens' passports upset several of the circle participants. The passports resemble in most respects the ordinary Swedish passports, including declarations about place and date of birth, height and eye colour, but for a stamp on one of the initial pages saying: "Identity of holder not established". Many of the circle participants were frustrated about the Somali ethnics being discriminated in this way. At one of the circle meetings, the researcher and the participants decided to jointly contact the decision makers and complain about this problem and the injustice and the outrage it causes. Consequently, the circle gathering of May 9, 2012 wrote a letter to all of the leaders of the political parties in the Parliament with the exception of the Sweden Democrats.

In the "Women's Circle", the significance of "getting out from the house" and having time for one's own development, was underlined. This expression holds a clear rejection of the view on women, which characterises the family life of many. It is also in this area that problems regarding payment and financial resources may occur. The participants state that students' wages or a more regular salary for the woman in the family in many cases means that the total amount accessible to the man is reduced, which often leads to problems and an impaired family unity.

The group participants also report difficulties in contacts with authorities and organisations, for instance with the Social Services, the Social Insurance Office and the Women's Refuge Organisation. An example of this is that the authorities assess the total income that the families have, even though benefits are supplied to different individuals. This means, that when a woman starts a new job, the allowance support for her husband is reduced. The group participants report that this may create huge friction within the family, as the woman's potential entry into working life may affect the family in a negative way. They express that "In Sweden the family, not the individual, is the most important thing", an interesting view in relation to the impression that most majority-Swedes have; that Sweden is a very individualistic country. The discussion in the research circle highlights how the social welfare system in this way counteracts independency and development opportunities for women.

Another problem that the participants brought forward is the experience of the rules regulating the National Insurance Office and the Social Services currently being better designed to suit bureaucratic operations than for taking time to listen to, understand and respond to clients. In order to examine this, the researchers of the circle contacted the municipal support office in Araby. The staff stressed

that the requirements of the documentation being extremely detailed takes so much time and energy that “we administrate ourselves to death”. The consequence is that there is little time for human feelings when meeting clients. One of the participants state, that the authorities with a primary role of supporting those in need of help, often exhibit an attitude that defeats the purpose. Those employed within the welfare sector have also gradually become repeatedly more controlled, which in turn means less energy for being a fellow human being. The authorities should be given more scope for their actual core task, i.e. helping people.

While working with the research circles, the researchers in Växjö have not found ideological racism to be a major problem between people. However, the fact that Somali ethnics are provided with aliens’ passports may be viewed as a form of structural discrimination. Discrimination in various shapes and forms has incidentally surfaced at the meetings all along. The research circles have also clarified that the groups participating in the circles have been affected by the shortcomings of the Swedish welfare system, which, during the last decades have become increasingly more obvious. Language barriers and the difficulty to gain access to knowledge about how society works and about what applies to different contexts, becomes an additional handicap. The flaws of the welfare system are obvious on a national level, but how the accountability is managed on a municipal level is of great significance in this case.

For the municipality of Växjö, the work with the research circles confirmed that segregation, overcrowding, poor educational results and structural discrimination on the labour market are substantial problems for the residents.

The work in the research circles lead to very concrete actions. The chairman of the municipal executive board has created new opportunities for direct dialogue through the project of chatting with the residents. The research circles also made visible the importance of building up a structure in the municipality for continuing to facilitate for the type of meetings occurring within the circles. Within the framework of urban development work in Araby, an advisory body will be appointed, with representatives from various associations in the area. The municipality intends. In this case, to involve the County Administrative Board, the County Council, the Police, the Employment Services and the Social Insurance Office, in addition to municipal councils and companies. The responsible municipal official has also noted how the participants, through the work with the circles, have experienced that politicians are truly concerned, and how they also have extended their social networks.

7. Required resources (human, technical, financial)

The method of research circles requires certain framework and preconditions. A research circle should consist of five to eight participants, as well as well as a qualified researcher leading it. This creates space for all the participants to be able to express themselves and also offers an opportunity of presenting their own prospective material in the circle.

As a rule, every meeting should last for two to three hours. The leader of the research circle should, additionally, be prepared to add approximately the same amount of extra hours for preparations, and afterwards evaluate and analyse the result. It is important to enable the circle participants to contact each other between meetings, particularly if certain assignments are to be carried out before the next meeting. Participants must entertain a genuine interest and feel adequately enticed to attend recurrent meetings.

The budget must contain means for paying the leaders of the research circle. Before launching the method, it should be discussed as to whether any compensation to the participants is to be considered. There should also be resources for prospective external lecturers. The physical place for the meeting must be easy to access and the participants must feel safe. Preferably, refreshments and a light meal like, for instance, sandwiches, should be served in order to both create a more familiar atmosphere, and to enable attendance at evening meetings directly after work. It is important to consider

whether a potential spreading of the results should be carried out, and if so, prepare this with both time and financial factors in mind.

It is of utmost importance that the research circles are established firmly on a municipal level and that the local authorities have an excellent readiness to handle the proposals and recommendations presented. In this way, the possibility for the participants to be taken seriously regarding their work, and to be respected on a municipal level, is encouraged. Naturally, a continuous dialogue between the leader of the circle, the participants and the local authorities has to exist during the procedure. The work would also be facilitated by a promise from the local government to the participants, that their recommendations are to be processed by the councils and committees concerned.

Last but not least, feedback to the participants is required. Elected representatives and officials must accept to carry out such feedback, which is to be clear and presented both in writing and verbally.

8. Lessons learned

A fundamental lesson was that participants taking part in the research circles often already had the awareness of how racism and discrimination manifests in society, and were also in many cases fairly proficient regarding theoretical understanding of these phenomena. This was particularly prominent within the circles in Botkyrka addressing specifically Afro Swedes and Swedish Muslims. This implies that the exposed groups are the experts in this area owing to their own experiences and life conditions, and that the researcher also goes through a process of learning, acquiring deeper knowledge about how racism and discrimination affect both individuals and specific minorities.

Another constructive aspect about the research circles was that they created possibilities for the residents affected by discrimination, racism and segregation to meet and discuss their conditions, and by that to be able to articulate them in a mutual language. This enabled the participants to jointly phrase criticism, proposals and recommendations to the local authorities about how the work of the municipality against racism, discrimination and segregation is to be improved. One more constructive effect regarding the research circles is the response, which was perceived among politicians and officials, who regard the method as an excellent way of gaining information and knowledge about how racism and discrimination is exerted in the municipality, and how this affects certain individuals and groups.

One aspect worth mentioning in this context is the structure of the circles, which affected the way the discussions evolved. A clear pattern was that circles consisting of homogeneous groups in the sense of ethnicity, religion, language or race, made it easier for the participants to share and recount their own experiences of racism and discrimination. The more heterogeneous circles were instead more inclined to focus on general topics concerning segregation in housing environment and workplaces, while their own experiences were less prominent. This is an important lesson to learn for future research circles.

One flaw that research circles have, is that there are no guarantees that the recommendations and proposals drafted by the participants will be incorporated in the municipality's work and operations, for example due to a potential involvement of large financial commitments, or because they are considered far too radical. This means there is an obvious risk that the participants will not feel content after the conclusion of the circles, and that the sense of subordination and marginalisation will be strengthened further. This applies particularly to participants often employed by the local authorities as informants of various kinds, and who might feel exploited and used.

Another aspect of the method of research circles concerns the role of the researcher; his/her background and attitude as well as expectations on him/her. This is about finding and contracting researchers who possess knowledge about the method, and who ideally, also have worked with it previously, as well as being proficient in current research on racism and discrimination. It could also be an advantage if the researcher is multilingual, and above all that he/she is open to the fact that the discussions in the circles occasionally need to be conducted in several different languages.

Yet another aspect is about the physical location where the research circles are held. This requires a space where the participants feel totally at home and secure. The visiting work carried out in Växjö, including meetings and discussions in places in Araby regularly visited by the residents themselves, seem to be more suited to these purposes than holding the circles on premises that the participants might associate with the so called the majority society, the authorities and the public sector.

Finally, the tendency towards overrepresentation in the circles by people already taking part in many different activities and projects both in and outside municipal operations is to be observed. This common problem concerning representation should be taken into account when recruiting participants to the circles. One possibility of recruiting outside this group of already active residents could be to offer a certain kind of compensation to the participants in the circles.

9. Conclusions and recommendations for transferability

The tangible outcome of the research circles may be concluded with the 30 plus recommendations and proposals drafted by the participants in the research circles in joint discussions, later to be presented to the elected representatives and officials for feedback. The purpose of this was to enable the local authorities to improve their work against discrimination and racism. Committees, councils concerned and the local government have since worked out which measures are possible to take; which are the existing projects and which recommendations require further preparations.

The outcome has mainly been positive both in Växjö and Botkyrka, regarding the interest to carry on working with research circles as a method for a continued driving force for municipal action in matters concerning discrimination and racism. Inspired by the activities in the research circles, Växjö has developed a structure on the Internet, where the municipal commissioners as well as the chairman of the municipal executive board can chat with local residents. There is also an interest in developing the method further, in order to establish physical meetings with housing councils, the police, the employment services and the National Insurance Office. Yet another concrete outcome of the research circles in Växjö is that the set of problems concerning the Somali alien's passports was raised with decision-makers on a national level.

The method of research circles also created opportunities for new connections and spin-off effects among the participants. One outcome favouring the Multicultural Centre was the topic about a concrete co-operation with the civil society in Northern Botkyrka being brought up to date. New policies and instructions have been prepared at the centre including more groups and activities on the premises, also aiming at supporting and making contributions towards activities carried out by various volunteer organisations, as well as to their future development. Among these organisations OPAD and Botkyrka Kvinnoresurscenter (Botkyrka Women's Resource Centre) are to be found.

It is essential to emphasize how important continuity is to the accomplishment of research circles, and to stress how important it is that the participants are able to commit to recurrent meetings. Research circles as a method is easy to implement and does not require particularly large financial resources, with the exception of compensation to the circle leader, premises, food and possible compensation to the participants. Availability of a meeting place where the participants feel secure, as well as a genuine interest from the participants, are two important building stones. It should be emphasized, that Sweden has a lingering tradition of general education, generated by the free will of the people and individuals to obtain education. This could possibly be comparable to adult education in other countries. If the participants do not fully understand the concept of this method, it could be necessary to clarify its purpose and modus operandi. The research circle is an interactive method where joint discussions are the main focus and where all the participants must be able to contribute actively.

III. Madrid/Spain “Fighting racism and xenophobia within the community development programme in public spaces”

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1. Summary of the approach

On February 1st, 2009, Madrid City Council launched the Community Development Programme in Public Spaces (hereinafter, CoDeP), with the aim of involving residents of the city of Madrid in activities, actions and projects geared towards promoting citizen coexistence and encouraging intercultural social relations. In this way, residents were made aware of the correct use of public spaces, mutual respect between cultures and the need to build a common space for all citizens.

The execution of the ECAR-project during a period of two years strengthened and extended as an important work line fighting against racism and xenophobia within this CoDeP Programme. The professionals were trained, projects set up, networking enabled and tools in the fight against racism developed.

CoDeP works from an active methodology that, starting from an analysis, knowledge and diagnosis of the characteristics of the area it is going to operate in, promotes population participation and combines the elements of community development with intercultural mediation. This is especially important in areas where underlying intercultural conflicts exist, or have the potential to arise, due to the high degree of diversity that converge in the same space.

The main workstreams are: analysis of the situation based on Participatory Action Research (PAR) methodology; the fight against racism and xenophobia; the promotion of coexistence and social participation; and networking.

The cross-cutting issues include: the prevention of racist and xenophobic attitudes; support for new type of sport activities; caring for the environment; encouraging the formation of immigrants' organisations; gender issues; intergenerational equality; and cultural diversity.

CoDeP falls under the responsibility of Madrid City Council's General Directorate for Equal Opportunities but is executed by the Spanish Commission for Refugees in Madrid (CEAR in its Spanish acronym⁹), a social organisation that campaigns to raise awareness in different fields as well as offering shelter services and social, legal and psychological attention to immigrants, refugees and asylum seekers.

Duration of the Project:

May 2011–April 2013

Costs:

ECAR Project – Fighting against racism within the Community Development Programme (2011-2013):

EU-Budget: €173.759

Two equivalent full-time staff for two years

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2. Context and circumstances which motivated to carry out the approach.

At the end of the 20th century and the beginning of the 21st, the city of Madrid experienced a large increase in the number of inhabitants of foreign origin. At present 15.43%¹⁰ of the population of Madrid does not have Spanish nationality. This figure increases to at least 28.65% if we take into account all citizens of foreign origin¹¹. This augmentation, in comparison to other European countries, happened abruptly and made the native population face up to a great change, not just in terms of the composition of the population, but also as regards the use of public spaces in the city.

Within a short space of time, the immediate picture that came to mind for the autochthonous people was that of numerous groups of foreigners making use of those public spaces. The new residents (of over one hundred and eighty nationalities, with a high percentage of this population being of

9 Spanish Commission for Refugees website: www.cear.es.

10 The figures mentioned in this document have been taken from the Municipal Register of Inhabitants of January 1st, 2012. General Institute of Statistics, Madrid City Council.

11 That includes: people of foreign origin (regardless of whether they have Spanish nationality or not) and not counting people of foreign origin who live in Madrid but are not registered on the Municipal Register.

Latin American origin) brought new customs, sports and leisure activities, which led to confusion and a lack of understanding among people of different origins. As a result, those spaces became vulnerable to intercultural conflicts and racist and/or xenophobic reactions or demonstrations. It was precisely this situation that made these areas a priority for intervention, aimed at fostering coexistence, preventing conflicts and fighting against those manifestations of hate and rejection of what is different.

Together with this state of affairs, the current economic recession is facilitating a trend of negative perception and hostility towards people of foreign origin. They are seen as one of the main reasons for unemployment amongst the native population and as the greatest beneficiaries of public resources. This negative perception has increased the number of xenophobic remarks and racist acts, in spite of the data showing, Spain has had a negative migratory balance since 2010. Furthermore, this is expected to continue due to migration to other countries in search of better economic and job opportunities.

2.1 Functions and characteristics of public spaces in Madrid

Public spaces, and in particular parks and squares, are places that perform numerous functions at the same time. On the one hand, parks are green areas that contribute towards maintaining the balance of the urban environment; on the other, they are landmarks, places for social interaction and areas for rest or leisure. They make reference to both a physical and a social dimension, which means that public spaces are not used in the same way by everybody.

The population of foreign origin does not always use these public spaces in the same way as the native population, which can sometimes create tensions. Immigrant groups should be considered merely as other users. However, there are specific circumstances that make the situation more complex. Many immigrants lack sufficient economic resources to enjoy consumption-based leisure, and so they use these spaces as places of recreation to enjoy low-cost leisure activities. In other cases, the high cost of housing and the difficulties in finding rented accommodation lead to social precariousness, overcrowding and conflictive neighbourly relations. This encourages people to seek out public spaces as an ideal venue for socialising, resting and meeting friends or relatives (in the broad sense of the word).

For this reason it can be asserted that the concentration of immigrant groups (chiefly of Latin American origin) in parks does not relate to a confrontation with the host society or a certain degree of resistance to its social integration process, but rather to their need to create their own spaces to socialise and bring together mutual support networks. Thus, they use public spaces to play team sports (such as Ecuavolley¹², football and basketball amongst the Ecuadorian, Bolivian and Dominican populations, respectively); exchange information about job opportunities and the renting of houses or rooms; share social support and resources; listen to music; receive news from their countries of origin; send and collect parcels via people who are travelling, etc.

There are occasionally cases that breach regulations, such as cooking and selling typical foodstuffs, films and music from their countries of origin, haircuts at the so-called “open-air hairdressers”, etc. These situations arise not only from the need to create their own spaces for socialising, but also the need to generate extra income (sometimes their only source of income) through informal economic activities.

All of these uses of parks and public spaces generate conflict between the various people who use them. On the one hand, the autochthonous residents feel the massing of immigrant groups is a form of appropriation or privatisation of what is public. On the other hand, some of the activities carried out damage the physical environment; for example, making noise, creating litter or even forms of anti-social behaviour such as drunkenness or fights, which cause ill-will and a feeling of insecurity

12 About Ecuavolley; See ANNEX: Glossary Terms.

amongst traditional users of the parks. These circumstances may lead to situations of hostility and/or conflict between different groups and a worsening in coexistence relations between neighbours.

2.2 The Community Development Programme in Public Spaces (CoDeP)

Considering the significance of public spaces as area of social intervention to ensure good intercultural coexistence, Madrid City Council, in its I Madrid Plan on Social and Intercultural Coexistence (2004-2007), incorporated this work into the city's parks through the Parks Development Programme (2007-2009).

Following a positive evaluation of this Programme, while designing the II Plan (2009-2012)¹³, it was decided to extend this service to the broad concept of public space, which the local authority is responsible for maintaining. Hence, the CoDeP has been initiated to enable the local authority to take up its responsibility for preventing such conflicts as may arise, facilitating a space free of prejudice and clichés associated with immigration and ensuring its proper use. It aims to improve coexistence by providing information and fostering processes of community intervention.

3. Central objectives

The main objective of the Community Development Programme in Public Spaces (CoDeP) is to encourage citizen living together¹⁴, foster intercultural social relationships and raise awareness among residents about the correct use of public spaces, mutual respect between cultures and the need to build a common space in which all citizens can live together in harmony.

The specific objectives of the CoDeP are to:

- a. Carry out an ongoing analysis of the situation and use of the city's public spaces to detect potential risks of intercultural conflict and racist and/or xenophobic acts in order to draw up an action/intervention plan according to the actual needs of each space.
- b. Promote a community process that goes beyond coexistence of people of different origins (understood as the "coinciding of people") to living together as a form of interrelating that has to be built from a collective learning process.
- c. Organise activities in public spaces to promote interaction between residents and facilitate their understanding of each other and interrelationships.
- d. Promote networks and involve all participants or groups who use the various public spaces.
- e. Prevent conflictive situations and limit conflicts associated with the use of public spaces in Madrid.
- f. Make the most of and support the unity that may derive from suitable coordination and networking with local services and other public or private community resources.

4. Forms of racism addressed by this approach

CoDeP tackles different levels of racism.

Firstly, it works on preventing conflicts and other manifestations of a racist and/or xenophobic nature, above all in those public spaces that are heavily used by different groups amongst whom differences may create friction and ill-will until they become conflicts. This can happen when people mix or confuse what is perceived as an inappropriate behaviour with the nationality or origin of people.

13 Madrid City Council- II Madrid Plan on Social and Cultural Coexistence. See: <http://www.madrid.es/UnidadesDescentralizadas/CooperacionEInmigracion/Inmigracion/EspInformativos/MadridConvive/Present/Ficheros/II%20Plan%20Madrid%2009%20WEB.pdf>.

14 About using the term "Living Together"; See ANNEX: Glossary Terms.

Thus, CoDeP acts before conflict materialises by promoting meeting points; making users responsible for facilitating the enjoyment of all; informing them about good use of these spaces; and undertaking activities to highlight both the positive aspects and the difficulties of coexistence.

Moreover, the Programme tackles the underlying or social racism that manifests itself through prejudice towards and/or stereotypes of a part of the population on the grounds of its racial and/or ethnic origin. This occurs due to certain characteristics being attributed to a person of foreign origin (treating them as one group in most cases) which are false, but persistently conveyed by the mass media, political representatives, fathers, mothers, neighbours, public officials, security forces, etc. in society. A collective perception is created that is assumed to be true and unquestionable, making it hard for people from different origins to come together and generating separate use and enjoyment of public spaces. In most cases, these are places where people come together, but do not interact.

Given this, CoDeP organises activities to raise awareness and to promote encounters, in order to make people get to know each other, interact and challenge themselves to question those pre-conceived ideas that are wrongly held towards certain groups of the population.

As evident proof of the racism in a particular place, CoDeP compiles and documents expressions of racist views found in the city: Nazi symbols, flags, graffiti with racist content and posters advertising concerts, demonstrations, extreme right-wing ideology meetings, etc. This evidence is taken into account when assessing whether or not there are racist attitudes in each area and to adapt the intervention plans.

Lastly, it is worth highlighting the liaison or intermediation work carried out to tackle institutional racism. On some occasions, the Programme receives complaints from people who use public spaces about the intervention of the local authority and the security forces. Some cases of note are the local authority turning off the lights on the courts where the Ecuadorian population play Ecuavolley; identity checks at those sports facilities on groups with foreign background (racist raids); disrespectful handling and confiscation of materials from women who sell on the streets (especially food and drink); and control and checks on products sold on the street, solely on people of foreign origin. Given these facts, CoDeP acts as a channel for conveying these complaints, assuming the role of a go-between and a trying to find solutions for all of the parties concerned.

5. Target groups

Public spaces are open to **all residents** and so they are the main target group and at the same time the leading actors in all processes of living together, continuing and promoting the intervention initially performed by development agents in the public spaces.

This is why CoDeP aims to reach residents in all areas of the city, especially those where there is conflict or a high risk of conflict between the native population and new residents and/or residents of different origins.

In accordance with identifying needs and problems, target groups vary depending on the area of intervention. In those districts with a large number of people from a particular group, it is important to focus on that group and make an effort to involve the community and its organisation; for example, the Chinese community in certain parts of Madrid. In southern parts of the city, there is greater interest and need to work with the Roma population (due to their location in those areas and the existence of conflicts) or with the Latin American population associated with certain sports such as Ecuavolley and baseball.

CoDeP's work also concentrates on institutions or associations that are made up of and represent population groups at the local level (not just of foreign origin) such as sports, cultural and gastronomic associations, residents' and immigrants' associations and adult education centres, amongst others.

They are essential in order to exchange information about the circumstances of public spaces in the neighbourhood, the integration or rejection process experienced by some population groups, their training requirements or the need for tools and resources. It should be underlined that they act as an essential communication link between CoDeP and a particular ethnic group or nationality, for example Chinese population.

6. Description of the approach

In order to understand the content of the good practice, we are going to analyse the different workstreams of the Programme and the methodology with which these are implemented through specific activities and processes. We will review which points CoDeP deals with within the “Ten-Point-Plan of Action: Commitments in the fight against racism” and lastly, the stakeholders involved in the process.

6.1 Methodology and workstreams

With its focus on community intervention, the Community Development Programme in Public Spaces seeks to facilitate encounters, understanding and respect for difference, encouraging new kinds of relationships in order to build an intercultural society. Development agents contribute to this goal, acting as facilitators of the process through various initiatives. Therefore, they carry out activities to raise awareness amongst different users regarding the suitable use of public spaces and detect social problems. They also help to solve these problems, either enabling users to gain access to social and care resources, or designing joint actions with other agents and public services to offer a comprehensive solution to the difficulties encountered.

On other occasions, the development agents perform a mediation role between the parties affected by the conflict observed, helping to reinforce local social networks and promoting joint intercultural activities for different groups and associations (of autochthonous people and of immigrants). This is done, for example, by means of sports activities and those involving the spreading of cultural values, encounters and the exchange of experience and information.

In short, CoDeP works to prevent conflictive situations and ensure use of public spaces that is suited to the new multicultural reality of Madrid, with a focus on the involvement of all of the people concerned who use or intervene in the same space.

6.1.1 Analysis of the situation

CoDeP bases its work on a preliminary analysis of the situation, which makes it possible to find out the reality of what is happening in the public spaces in order to decide where to intervene. This includes: the uses that are made of the different public spaces, the main social actors present in the development of relationships between users and residents, how those uses affect social and intercultural coexistence and the perceptions of residents about cultural factors, beliefs, attitudes, etc. This ongoing knowledge allows the public administration to develop forms of preventive intervention and to prepare for any deterioration in social coexistence.

Given that most of the relationship situations that we find amongst different groups of users are those of simple peaceful coexistence or underlying conflicts, CoDeP’s work is essential in detecting situations where prevention can be used to avert conflict.

This type of analysis is based on a participatory and comprehensive perspective, including people who use public spaces, bodies that are involved in them and interested local authorities, such as social services or the police. The methodology used is very diverse and can be implemented by means of interviews, discussion groups, participatory appraisal workshops, surveys or sociograms.

On the basis of the results of this analysis, an intervention work plan is developed that is adapted to the situation in each space.

6.1.2 Fight against racism and xenophobia

The current context of recession means that very often the conversation about immigration hardens when the “other” is seen as competition in the distribution of scarce social resources. Thus, prejudices and stereotypes arise that make living together in certain areas and, above all, public spaces difficult. Due to the fact that these are natural meeting places for neighbours, regardless of their origin, it is necessary to give the opportunity to residents to discover the diversity of the area by creating spaces for intercultural, intergenerational and mixed encounters where they can break down collective perceptions.

Some prejudices that CoDeP is working on, having identified them in public spaces, are:

- Perception by other users of the massing of immigrant groups in certain areas of the city’s parks and squares as a form of appropriation or privatisation of the use of public space.
- Damage to the environment and high levels of noise and litter.
- Association or relating of the uses (seen as negative) of public spaces by people of foreign background with the cultural patterns of their places of origin.
- Preconceived opinions about particular use of the infrastructure of parks: renting of courts, betting, selling on the street, etc.
- Generalisations about anti-social behaviour (e.g. fights and excessive consumption of alcohol) that create a feeling of insecurity in residents of the areas where intervention takes place, in spite of the fact that this is very often a subjective perception.
- Given the current social and economic situation, comments are increasing about migration worsening labour conditions, or making it more difficult for autochthonous workers to get jobs. This is an element that CoDeP takes into account by prioritising intervention in areas with a high unemployment rate where the “preference of origin” is applied by employers.
- Comments that the population of foreign origin takes advantages of the city’s social resources (health service, state nursery and school places, social housing, study grants, tax discounts, etc.).

In this context, and given the manifestation of these and other prejudices, CoDeP is constantly working on the fight against racism and xenophobia by raising intercultural awareness, together with other bodies, groups of young people, school and health centres, diverse social agents, etc. depending on the characteristics of the target group of the activity. Significant dates (such as March 21st: International Day for the Elimination of Racial Discrimination) are used to commemorate and keep alive the memory of the values and achievements that govern the rules of shared citizen living together, as well as what remains to be done and the possibilities for individuals and communities to change aspects of their immediate environment.

Examples: Rap/hip-hop workshops with young people; murals; workshops; gymkhanas, poster/photography contests, sporting and cultural activities that help to disseminate cultural values, panels, conferences, video forums and national festivals for groups present in certain areas, such as Chinese New Year celebrations.

Another tool implemented by CoDeP in the fight against racism is the training aimed at civil servants working in primary care services, social services and security forces such as the local and national police, amongst others. Key cultural factors are covered, which may be useful when working in social intervention with various groups present in Madrid. Other topics covered include concepts related to racism and xenophobia and the conceptual and legal framework for relevant legislation. The goal of this training is to understand racism and xenophobia as a problem in Madrid and in wider Spanish society, which the local authority has a responsibility to eradicate and to have a better and deeper knowledge about the different cultures of the population of Madrid. This is based on the idea that a greater understanding of what is different will put an end to stereotyping and make it possible to progress towards better living together. Furthermore, this training aims to analyse the individual, collective and institutional mechanisms of racism in order to avoid racist or xenophobic forms of behaviour in dealing with the public.

A third tool used in this area is the organisation and promotion of the process of empowerment of the same highly vulnerable groups. This seems to be an abstract concept and results take a long time to achieve. It is encouraged by arranging encounters and meeting points; advising associations; giving information about existing resources and public consultancy and assistance; liaising with the local authority and creating lines of communication; running workshops on rights and responsibilities; offering training on the applicable legislation in force and making information available; and offering the necessary assistance to initiate complaints procedures in cases of suffering and/or being a victim of discrimination owing to ethnic or racial origin.

6.1.3 Promotion of living together and of social participation.

Another workstream of the Programme is the promotion of living together and of social participation, **creating meeting places** that make it normal for people of different origin, culture or religion to form social relationships. This is based on the assumption that public spaces are open to all residents of Madrid, regardless of their administrative and socio-economic circumstances, and on the active participation and involvement of residents at individual and group levels. The latter benefit from joining in with activities organised by CoDeP or by the networks and platforms that they take part in. This active participation of residents and users of the public space creates a process of empowerment and of reflection by the groups about the use of said public space, in terms of how a suitable relationship with it assists social and intercultural living together.

In addition, CoDeP provides information and advice about access to different resources. By means of the field work done by the Programme, people who use public spaces, as well as groups and associations, meet development agents, putting forward their need for information and demands related to different resources (employment, training, education, health, local public services etc.).

Another important tool, based on the needs detected at the analysis phase, is the **promotion and starting up of non governmental organisations** for the immigrant population, especially the groups who meet up in public spaces and play sports or take part in cultural activities. The purpose of establishing associations is to enable groups of people who share interests to manage their activity without negatively affecting coexistence relationships. These people become social actors who play an active part in promoting the social and cultural living together of their neighbourhoods.

Over the last two years (2011-2012) four associations (based on playing Ecuavolley and street selling) have been set up thanks to a development process supported by CoDeP. In some parks in different parts of Madrid, the Programme found underlying conflicts between the native population and the population of Latin American origin (mostly Ecuadorian) who meet up at the weekends to play Ecuavolley. This triggered numerous complaints from residents due to the high noise levels, the feeling of "occupation" of the sports areas and the poor health conditions that are observed around the courts. One example to be highlighted is the creation of the "El Pozo Association for Intercultural Living Together" (APOCID¹⁵) which, after a two-year process, has managed to control the playing of Ecuavolley on public courts in Puente de Vallecas. Based on participatory analysis, CoDeP identified an area with a high concentration of people of Latin American origin playing Ecuavolley (up to 500 people at weekends) as a possible area of conflict. This is because complaints from neighbours had forced local police to intervene. In this way, the needs and interests of residents who use the space were detected, as well as the importance of encouraging active participation in the process of creating their NGO.

A set of social practices have been created around this sport: meetings between compatriots; the exchanging of information about resources; obtaining news about their country; and spending their spare time on free leisure activities. However, there are also some practices that create ill-will amongst residents, such as alcohol consumption, street selling, waste and smells, etc.

This assisted users with their need to regulate coexistence in the space by organising these informal groups into associations.

To strengthen coordination between the local authority and civil society organisations, and thus improve neighbourly living together, CoDeP created a liaison committee with the local council and social services to jointly manage this space. In the process of creating the association, meetings were held with informal groups of users of this space and leaders of the different groups were interviewed. CoDeP provided the tools for reinforcing social networks for immigrants and supported the process of designing and carrying out activities arranged by APOCID. Finally, it encouraged participation and networking with local bodies with the aim of strengthening relations between them. In addition, CoDeP was responsible for upholding its commitment to assistance through periodic monitoring meetings with APOCID leaders.

Since becoming established, the association has organised numerous activities based not only on playing Ecuavolley, but also working on the mutual stereotypes and prejudices between the native population and those of foreign origin, promoting peaceful living together and building a common space that acknowledges difference. The success of these activities reinforced self-sufficiency and the managing of coexistence between individuals who use this space (not just members of the APOCID, but also residents in general).

Some of the group's activities include: three sports championships (under the slogan "Sport unites, racism divides"); two community preventative health workshops; a workshop on local ordinances on the use of public spaces to improve coexistence; four workshops for managing tools for immigrants' associations; two children's Christmas parties; an educational cartoons workshop; two parties celebrating Latin America day; a neighbourhood session on new sports; and a creative development workshop with women.

One notable aspect that CoDeP facilitated from the start of this process is the act of moving beyond the concept of mere users of the public space to people who develop intercultural living together in the area, training and empowering people to create and lead an association that represents a specific group of people and interests arising from the courts.

6.1.4 Networking

As a fundamental element in encouraging participation, CoDeP promotes and facilitates networking. In Madrid, there are a lot of residents' associations, associations of foreign people, local social services departments and NGOs that work at the local level on issues of intervention and social participation. For that reason, establishing appropriate mechanisms or platforms for coordination is one of the essential tools for combining efforts, avoiding duplication of the same service and giving a leading role to initiatives that arise in the local area, from the people and/or associations that best understand the situation and have the greatest acceptance. In addition, it is essential to create networks to share information, experiences, good practice, etc. This is especially important in the current economic climate, when there is limited access to financing and existing resources are scarce, which restricts the ability of each organisation to cover all of the needs that exist in their area.

As a result of this need to promote networks, the Think Tank on the Fight against Racism and Xenophobia was created in 2011. This comprises some 30 people who represent public and private bodies working at the local level on issues connected to the fight against racism, diversity and integration. This work aims to create a meeting place to join forces and improve neighbourly coexistence in different areas of Madrid. In addition, it is a place to share experiences in the fight against racism, with the aim of improving the quality and impact of our presence and work in each area. Work is based on a participatory methodology that fosters the diversity and representation of people and groups who live in Madrid. A blog was also created to provide a virtual meeting place: <http://madridcontraracismo.wordpress.com/>. This is a communication and information platform about the actions that

the bodies carry out on a day-to-day basis and it promotes joint work activities such as the Think Tank, especially concerning the celebration of the International Day for the Elimination of Racial Discrimination.

6.2 Ten-Point-Plan of Action: Commitments in the fight against racism

If we analyse the “Ten-Point-Plan of Action”¹⁶ CoDeP provides a response to the following points:

Point 1: “Special vigilance against racism” setting up a network against racism at the local city level.

Examples include the creation of the Think Tank on the fight against racism and xenophobia; training and meetings with local authorities and state security forces on issues in the fight against racism and xenophobia; work on detecting needs in certain neighbourhoods through CoDeP’s ongoing analysis of the situation; continuous liaison with social institutions that work for coexistence in the city and investigate respect, etc.

In addition, the person coordinating CoDeP takes part in the Madrid Dialogue and Coexistence Forum¹⁷, raising the concerns and needs detected in various neighbourhoods, especially those with problems of coexistence and underlying conflicts. This achievement places the topic of racism and xenophobia and the periodic updating of the coexistence situation at the local level on the local authority’s agenda. This is helpful when it comes to making decisions about the revision of the work plan, identification of target groups, areas, institutions, etc. to work on the subject of racism and xenophobia.

Point 4: “Greater participation and better informed citizens”, ensuring better information for citizens as regards their rights and obligations, protection, legal processes and mechanisms for imposing penalties for racist acts and forms of behaviour, especially by means of consulting users and service providers.

CoDeP organises activities to raise awareness, with special emphasis on the fight against racism and xenophobia. For this reason, in addition to activities organised through local bodies in each area, joint activities are organised with institutions in the central area of the city of Madrid to commemorate March 21st: International Day for the Elimination of Racial Discrimination. These activities combine the provision of information on the fight against racism, concepts, victims’ assistance networks, etc. with community participation activities such as workshops, panels, musical and dance performances, murals against racism, etc.

This joint work with institutions makes it possible to empower their representatives, provide work tools for the organisations and support them to develop activities in the fight against racism.

Point 9: “Promote cultural diversity”. Ensure the representative nature and promotion of diverse forms of expression and cultural heritage, in the collective memory and in public spaces, as well as promoting an intercultural lifestyle in the city.

16 “Ten-Point-Plan of Action” Coalition of European Cities against Racism (ECCAR). This consists of ten commitments to be assumed by authorities in the European cities in the fight against racism in the different areas where it manifests itself. See: <http://www.unesco.org/new/en/social-and-human-sciences/themes/fight-against-discrimination/coalition-of-cities/>.

17 Sectoral Council on Immigration, created in 2007 and made up of immigrants’ associations and social institutions related to immigration. This has been established as an inter-disciplinary body that could have an influence on local policy and action on matters of intercultural living together.

This point relates to one of the fundamental goals of CoDeP; all of its workstreams are aimed at promoting cultural diversity in neighbourhoods and assisting citizen living together by means of activities in public spaces.

CoDeP works together with the local authority, especially the social services department, to include the representation of individuals of foreign origin in the festivals that take place in the different neighbourhoods of the city (especially those which have high percentages of people of some nationalities) by means of actions involving folklore, music, dance, new sports, Chinese New Year celebrations, theatre, photography contests, etc.

Point 10: “Management of conflicts and hate crimes”. Support and/or setting up mechanisms to deal with the reality of hate crimes and conflict management. Offer training on this subject to employees from institutions that work on these topics (schools, youth programmes, integration offices, etc.)

CoDeP helps to analyse the situation in each area on a permanent basis to ensure that responses and the design of intervention actions are adapted to the needs identified in the respective fields of work. In addition, training on issues in the fight against racism and xenophobia is given from the Programme to workers from institutions such as state security forces, local authority officials (especially the social services department), other social institutions and schools, amongst others. Furthermore, CoDeP professionals take part in internal training sessions to receive constant updates on tools in the fight against racism. The development agents often participate in training sessions on these topics given by other social bodies and organisations specialising in the subject.

6.3 Stakeholders involved in the process

Due to our focus on community participation, the target groups of the project (especially users of public spaces, associations that work in the local area and local authority workers) are also stakeholders in the process. We can describe these associations as non-profit making organisations that work on the implementation of projects aimed at people in vulnerable situation; sports organisations that interact with residents at public sports facilities; commercial organisations present at those public spaces that work to regulate economic activities that form part of the informal market, etc.

CoDeP also manages to promote comprehensive social intervention thanks to joint work and the setting up of communication and feedback channels with the local authority. Since this practice was implemented, it has fostered the connection and collaboration of the local authority through meetings with social services leaders in each area. The aim is to exchange information about public spaces, updates on the situation and needs detected in each neighbourhood, social intervention plans and the constant need for review to address a changing reality.

It is worth noting the coordination with organisations that attend to the population of foreign origin on service and information programmes, temporary accommodation, legal assistance, social and work integration and immigrants’ service and participation centres. In local areas it is important to highlight the joint work that has been done with the Intercultural Neighbourhood Development Service, equality agents, addiction prevention agents, youth information points, centres for the elderly, etc. In all cases, this involves joint work with community intervention programme supervisors. This is done not only with employees from the local authority and/or those who work directly with vulnerable populations of foreign origin, but also those who draw up guidelines and public policy recommendations focusing on the areas of intervention and the needs of the population groups at which and with which the actions are targeted. This has a bearing on the design of intervention strategies and plans at the local level, and represents an achievement for the job integration process of the different agents involved in public spaces.

Collaboration is undertaken with the state security forces whose field of action includes these spaces. It is worth noting the liaison with national and local police forces and the Civil Guard. A feedback process is established with these bodies about the conflicts discovered in the neighbourhoods, the repeated complaints of residents and areas where underlying conflicts are detected. This has been of crucial importance for involving agents not only in the detection of problems, but also in the search for solutions as regards, for example: street selling; alcohol consumption; the use of sports courts by particular population groups; noise in the streets and squares, etc. Finally, work has been undertaken to raise awareness amongst these forces to prevent their intervention indirectly creating racist attitudes and, hence, an additional cause of conflicts between the population of foreign origin and the police (for example, in the case of identification raids on foreign populations).

In addition, CoDeP arranges training sessions on matters of preventing racist and/or xenophobic acts in Spanish society in general and on performing their functions as security forces. In this way, CoDeP incorporates joint reflection and debate into this, fostering the deconstruction of prejudices and stereotypes on both sides.

Contact within the local authority, and especially these security forces, is achieved as a result of collaborative work with the Immigration Department (Sub-Directorate-General for Equal Opportunities and Immigration). Intermediation is necessary when engaging in a programme of this magnitude which is used in all public spaces in all areas of Madrid.

Lastly, it is important to highlight joint work with other types of institutions such as schools, health centres, NGOs, neighbourhood associations, sports associations, museums, community radio stations, universities, etc. This work enables us to carry out activities to raise awareness, research, training and the organisation of cultural and sports events to foster the participation of the population of foreign origin. Along these lines, CoDeP has done essential work to encourage active involvement and participation in existing platforms and networks which have led to the joint collaboration and empowerment of the institutions/associations and their professionals and members.

7. Required resources (human, technical, financial)

The Programme works in twenty-one (21) areas of Madrid. It is made up of a general coordinator, three area coordinators (north, central and south), forty-four (44) development agents of public spaces and one administrative assistant. They form a multi-disciplinary team, who has experience in the field of community intervention (social educators, social workers, educationalists, sociologists and anthropologists). They are also multi-lingual (Chinese, English, French, Bulgarian, Rumanian, Ukrainian and Arabic) and multi-cultural (21 different nationalities).

The CoDeP has a head office located in the central area from where it manages the Programme; this is also used as a meeting place for the team and to store work materials. The Programme operates seven (7) days a week and can be characterised by the flexibility of the team, adaptation to changing and unstable environments and conditions, and independence in the implementation of its work.

CoDeP has been implemented for three years with a budget of € 6.150.696¹⁸, where 91% of expenditure is related to staff costs.

Year	Sub-total
2009	€ 1,826,195.91
2010	€ 1,892,865.23
2011	€ 1,689,384.62
2012	€ 742,251.18
TOTAL	€ 6,150.696.94

18 Table of cost per year of the functioning of CoDeP.

It is funded by Madrid City Council's Immigration Department (Directorate-General for Equal Opportunities, Sub-Directorate General for Equal Opportunities and Immigration).¹⁹

The development of the specific workstream in the fight against racism and xenophobia (funded by the European Commission with a budget of €173.759) was executed for two years by an equivalent of two experts in the fight against racism and in community development processes to organise trainings, develop materials, organise raising awareness activities (especially for the commemoration of the 21st March-International Day Against Racism), create synergies establishing a network (Think Tank) and to set up different projects in the boroughs of Madrid in collaboration with the professionals of the CoDeP programme.

CoDeP focuses its work on the street; on everyday work with residents in their environment, especially in their spare time, where it undertakes continuous observation of the relational dynamics between residents of different origins in different neighbourhoods and areas. The team of development agents spends 80% of their time with residents, addressing their needs, referring people to specific public resources and creating positive neighbourhood meeting places. The rest of their time is devoted to formalising and maintaining coordination and lines of communication with the local authority and other bodies; internal and external training sessions; preparing monitoring reports on the implementation of the practice; and the logistical preparation necessary to carry out activities in each area.

8. Lessons learned

- Planning based on an analysis of the situation. The actions carried out are closely related to the targets of the II Madrid Plan of Intercultural Coexistence. The actions developed in each one of the public spaces is determined by a methodology that includes an analysis and understanding of the characteristics of each area, as well as the space where it is going to be implemented, at the same time encouraging the participation of the population.
- Comprehensive Perspective. The community participation methodology promotes the construction of joint networks and platforms/workspace and coordination between different actors involved in the local area. This improves the relationship between different social actors who come together in the city's public spaces (neighbourhood development agents, social educators, immigrants' associations and other social institutions/NGOs). One example of the promotion of networks is the creation of the Think Tank for work in these neighbourhoods on matters concerning the fight against racism and xenophobia. In each area, CoDeP creates and takes part in other joint work platforms for living together issues.
- Flexibility and the capacity to adapt the methodology and the intervention tools based on the situation identified in the various public spaces. Intervention work in these spaces is complicated by an external factor, as it depends on the weather conditions at any time. This requires a lot of creativity on the part of the professionals, as well as adaptation and the constant design of alternative intervention plans.
- Multi-disciplinary and multicultural team of development agents, which facilitates rapprochement, liaison, trust and joint work with foreign population groups with which communication and the creation of partnership networks is difficult (for example, in the case of the Chinese, Moroccan or Sub-Saharan communities). In addition to this, there is ongoing work in public spaces, which is done in direct contact with residents, community leaders, local organisations and local civil servants. This builds the trusting relationships that community work is based on.

19 Madrid City Council website: <http://www.madrid.es/portales/munimadrid/es/Inicio/Ayuntamiento/Servicios-Sociales/Igualdad-de-Oportunidades?vgnextfmt=default&vgnextchannel=6e1d9ad016e07010VgnVCM100000dc0ca8c0RCRD>.

- Continuous training of the team of professionals who make up CoDeP. This entails instruction in new work tools, focuses, dynamics and resources for working on inter-culturality and coexistence in neighbourhoods (for example, art therapy techniques). It also covers legislation at the European level; concepts concerning racism and xenophobia; didactic materials; and materials for consultation, reports, statistics, etc.
- Inter-disciplinary approach. The intercultural perspective based on the principle of respect for difference, supporting common issues and rapprochement as the basic strategy for all intervention. This is complemented by the gender and inter-generational perspectives as two fundamental elements to ensure equality of access, use and enjoyment by all population groups.
- Coordination. Extensive and diverse coordination that involves all groups of interested parties in the processes: from users of public spaces to the authority that makes decisions about regulation and the different actors (both public and private). This is essential to ensure effective and respectful community intervention with all individuals who use the same space.

CoDeP also provides us with lessons learned as regards the weaknesses or aspects that do not work so well, and so it is advisable to take these into account:

- The current economic situation in Spain has led to the reduction of funds for services and social initiatives, which is forcing the disappearance of intervention programmes that –in spite of already having brought about a social change process- are still not independently sustainable when it comes to assistance and support (which, of course, require certain investment in human, technical and financial resources). In the case of CoDeP, the budget for implementation depends on a political decision for renewal based on immediate results that are very hard to attain in this type of process. Results are far more evident in the medium/long-term, not only in terms of improvement/objective change in situations where there is a conflict of coexistence, but also the involvement, commitment and satisfaction of the stakeholders.
- Owing to the limitations of the spaces, many of the activities carried out in the fight against racism and xenophobia are activities to raise social awareness. However, the empowerment of individuals or bodies of people of foreign origin has to transcend isolated activities to become processes. Initiatives must involve all of the actors, with mechanisms to ensure people are willing and able to continue the process of change in the local area.

9. Conclusions and recommendations for the transferability

As regards the transferability of the good practice, an essential element that has to be taken into account is that the practice is based on a participatory methodology bringing together representatives from the community to promote processes from, for and to the community. This promotes empowerment and considers residents and their organisations to be the leading agents in a living together process in the local area, taking forward the preliminary work done by the development agents of public spaces.

In the context of Madrid, public spaces are priority areas for intervention due to their extensive use by residents. The weather and climate conditions and the custom of using them as spaces for social interaction justify the importance of working in those spaces if we wish to promote living together. On the other hand, it is very important to take into account the planning and urban design of the city or place where the practice is to be implemented. In the case of Madrid, the design of public spaces as easily accessible areas present in all neighbourhoods, with lighting and very often the provision of other services such as children's playgrounds, drinking fountains and toilets, make them well-suited to frequent use by any interested person.

This practice could be transferred to other Mediterranean countries due to the similarities related to the culture of use of spare time in public spaces and climate. In those countries, it seems essential to work in those spaces because they are the main meeting places where people spend most of their spare time.

However, even in countries with different climate conditions and another culture of use of public spaces, the different use that people of foreign origin make of them could give rise to conflict with the native population and with some adaptations; this practice could be transferred to other contexts after carrying out an analysis of the situation. This would not entail the transfer of the good practice as a whole, but rather some specific intervention practices of development agents to particular situations or communities.

Of course, it is necessary to take account of the existence of political will on the part of the local authority to work on strategies concerning the fight against racism, the adaptation of public spaces to the new necessities required by the changing situation in neighbourhoods and the availability and interest in opening and maintaining lines of communication to enable constant feedback about the living together situation at the local level. In addition, there is a requirement for policies and budgetary provision in order to carry out initiatives and proposals arising from the NGOs and networks of each area. In this way, it could generate a genuine community participation process in which it is possible to measure the impact of decisions at the political level in terms of tangible results in the improvement of neighbourhood coexistence.

As regards the impact of the practice, from the experience undergone in these types of community processes promoted by the Public Spaces Development Programme, we can note that a long-term perspective is required. The processes take a long time, and what is most important is to make the impact quantifiable or evident.

As regards the fight against racism and xenophobia, the assistance given by the ECAR Project to CoDeP has been fundamental in reinforcing the inclusion of methodologies of fighting and/or preventing racism and xenophobia in the community processes that are carried out at the local level. The creation of the Think Tank on the Fight against Racism and Xenophobia provided the opportunity to bring together various institutions in a network at the local level. The aim of this is to combine forces and to have a greater impact on the actions carried out around the International Day for the Elimination of Racial Discrimination. This is notable, taking account of the fact that half of these organisations did not have previous experience in coordination initiatives or networking.

Within networking and support for the processes of empowerment of institutions at the local level, it is worth noting the preparation and provision of recommendations to local bodies and the joint work carried on specific activities of prevention in the fight against racism.

As for the analysis of the situation, due to the absence of specific information and data about racist incidents in general, and more specifically in public spaces, it is worth highlighting the importance of the work initiated by CoDeP in identifying needs and underlying conflicts to demonstrate the reality that neighbourhoods are experiencing and design an adapted strategy to address it. Thus, development agents become a source of first-hand information for institutions and the local authority in their function of fighting against racism and xenophobia. It is therefore essential to keep the lines of communication open and receptive to this type of information.

The CoDeP's activities have largely focused on actions to raise awareness, as well as promoting work on preventing racist, xenophobic or intolerant attitudes, helping the population of foreign origin to integrate into society in Madrid and encouraging open dialogue about issues of intercultural social living together amongst all residents and users of public spaces. All of these activities initially served as a wake-up call. However, it is important to go beyond the promotion of intervention processes that actively involve all residents, making them participants and promoters of initiatives in their environ-

ment, involving traditional institutions at the local level (which the population of foreign origin cannot easily access) and committing themselves to improving the situation in the areas where they live.

In those places in which an existing or underlying conflict was detected, CoDeP created places for meetings and interaction between families of different cultural origins. It played an intermediary role between different groups using the spaces, finding out their demands, needs, complaints and suggestions and not just raising awareness, but also providing instruction, being responsible and acting on the proper use of public spaces. In this way, it was possible to focus actions more on the empowerment process, which is the ultimate objective of CoDeP.

In addition, apart from the multiple activities associated with the programme, CoDeP has made it possible to improve the inter-disciplinary nature of the administration carried out between the Directorate-General for Equal Opportunities and all other sections of the Family and Social Services Department and the Social Services Centres of the twenty-one (21) areas of the city, guaranteeing an improvement in the public services network.

Moreover, it has assisted the creation of lines of communication between groups of users of public spaces and the local authority, generating a liaison process and encouraging the participation of the population. In this way, it has strengthened relationships between social bodies, immigrants' associations and residents' associations.

A workstream that could be strengthened is working with victims or possible victims of racism, not only in matters of training and/or making use of public or private specialist care resources, but also in making the population aware of what racial discrimination is, how it manifests itself, its consequences and the ability of each individual to transform the stereotypes on which it is based.

The ultimate goal of the community intervention process is sustainability and self-management by the community. Yet, processes such as that stimulated by CoDeP require medium- or long-term support. Two or three years of assistance does not guarantee the independence of the processes initiated, above all those of promoting and starting up non governmental organisations with the population of foreign origin or of empowerment. Good practice such as that presented here should be continuous over time with a view to being able to measure its actual impact and, above all, its transferability to other cities.

ANNEX: Glossary of terms

Coexistence – Living together

In this document we choose to use the term “living together” instead of “coexistence” following the conceptual framework of Carlos Jimenez²⁰. He makes a distinction of three modes of sociability in the neighbourhoods; Living together, Coexistence and Hostility. In the Spanish language there is a clear distinction between these three concepts which it’s not always clear in other languages.

We speak about “neighbourhoods with a predominance of intercultural living together when they have a generalised sensation of living in harmony, at least in relative harmony and without distrust. As a fundamental point it is observed in this neighbourhood that they do not form areas, zones and streets where those of a certain ethnic or national group live apart and, if it is so, there is a certain concentration of neighbours of a specific origin without entailing excessive marginality...”

On the other hand, “coexistence indicates coincidence in time and space, but does not necessarily imply a good relationship, unlike living together”.

Hostility is “understood as that situation where there is a bad relationship between the ethnoculturally different subjects, there being distrust, bad communication, aggression, etc.”

With the CoDeP program, our ultimate goal is to achieve or to consolidate the living together, to prevent the hostility and to conserve and improve the coexistence.

Ecua-volley

Ecua-volley is a variant of volleyball, played in Ecuador and by the Ecuadorian emigrants in for example, United States, Colombia or Spain.

In general terms, the rules are the same as volleyball with some exceptions like:

- The net is higher and tighter
- Teams are composed by three players
- The game is played by a soccer-ball

20 <http://www.goethe.de/ins/de/ort/man/pro/sks/ref/Romero.pdf>.

IV. Berlin/Germany “Empowerment”²¹

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1. Summary of the approach

In general, empowerment is aimed at encouraging social participation. Empowerment approaches entail providing spaces for people to discover their resources and enabling them to become active agents within their own lives. This does not primarily refer to imparting knowledge and strategies from the outside, so to speak, but rather to jointly develop these on the basis of the experience and knowledge of the participants. Empowerment is not a uniform concept, but a range of different resource-oriented approaches that, building on the exchange of experiences, are geared towards opening up individual and collective opportunities for action in dealing with social power relations. Aspects of empowerment have already been applied in a variety of contexts by different actors. They became known in particular as a result of their use by the civil rights movements of the 1960s.

As part of the ECAR project, five empowerment workshops with groups particularly (potentially) affected by racism were conducted and documented. The aim of the workshops was to open up the opportunity to engage in discussion about experiences with racist discrimination, by means of a resource-oriented approach. Building on different and shared experiences of everyday racism, the discussion included strategies to fight racism as well as opportunities and conditions necessary for social change. Networks were also formed and/or consolidated. As part of the project, the process of the conception and implementation of the workshops was documented in a brochure, in order to provide practical recommendations for the implementation of empowerment workshops in other (European) cities.

21 The following presentation is based on a German-language brochure on empowerment developed by Halil Can on behalf of the Berlin Anti-Discrimination Office within the ECAR-project.

Duration of the measures:

September 2011-September 2012

Costs:

Trainers, materials and locations for trainings. Moreover there should be a person responsible who coordinates the trainings, communicates with trainers and participants and develops the advertisement for trainings.

Contact:

Senate Department for Labour, Integration and Women`s Issues
 Berlin State Office for Equal Treatment and against Discrimination
 Dr. Sonja Dudek
 Oranienstrasse 106 | 10969 Berlin
 Phone +49 30 9028-1856

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2. Context and circumstances which motivated to carry out the approach

The Berlin Senate has been active in the fight against racism as well as other forms of discrimination for many years, and in 2006, joined the European Coalition of Cities against Racism. Berlin has thus committed to the implementation of the Ten-Point-Plan of Action against Racism.

In order to discuss issues of integration and migration and to assess the local situation with regard to racism, Berlin is being supported by a State Advisory Board for Integration and Migration Affairs. The Advisory Board was set up by the Berlin Senate on 29th April 2003, and has been meeting three to four times a year as a regular “round table” since its constituent meeting on 29th October 2003. The Advisory Board includes elected representatives from immigrant groups as well as state secretaries and delegates from boroughs, associations, unions and other non-governmental organisations.

In March 2011, the Berlin Senate adopted a Local Action Plan Against Racism and Ethnic Discrimination. The preparation process and the implementation were coordinated by the Berlin State Office for Equal Treatment and against Discrimination (Landestelle für Gleichbehandlung – gegen Diskriminierung; LADS). The aim of the Action Plan, which was developed in cooperation with civil society stakeholders, is to develop and implement measures against racism and ethnic discrimination with regard to the areas of work and action of the Berlin administration. The creation of the Action Plan was recommended by the above-mentioned Advisory Board for Integration and Migration Issues. The measures specified in a Senate decision are currently being implemented and shall be expanded gradually to include further areas of action. The process is accompanied by a steering committee comprising of employees of the Senate administrations and from civil society.

In addition to the Local Action Plan against Racism and Ethnic Discrimination, the LADS also initiated the expansion of the Action Plan against Racism and Ethnic Discrimination on the level of the 12 Berlin boroughs. During the course of the project, a Borough Action Plan against Racism and Ethnic Discrimination (Bezirksaktionsplans gegen Rassismus und ethnische Diskriminierung, BAPgR) was developed. On the level of the boroughs, a range of different activities against racism already exists, which focus on the support of civil society commitment in particular. The Borough Action Plan is aimed at designing and implementing measures in areas of action that affect the borough administrations themselves. With the development of the BAPgR, communicative processes regarding awa-

reness raising, analysis and development of measures against racism were initiated within as well as across borough administrations. The main areas of action initially include public relations, personnel development and services provided by the borough administrations. A comprehensive overview of the development of the BAPgR can be found in this brochure, page 7.

The promotion of a culture of respect and the safeguarding of democracy is anchored as a key area of action in the Berlin integration concept and is described there as a crucial pillar of the Senate's integration policy: "Without the sustainable prevention of discrimination of all kinds and the protection against discrimination, neither equal opportunities nor integration will succeed in the long term."²² The Berlin Senate is thus committed to supporting a culture of anti-discrimination, but also to dealing with right-wing extremism, racism and anti-Semitism in Berlin democratically.

In 2008, the Berlin Senate described its overall strategy against right-wing extremism in the paper "Democracy. Diversity. Respect. The Berlin Land Concept against Right-Wing Extremism, Racism and Anti-Semitism". The paper sets out that Berlin is facing up to the challenges of right-wing extremism with a multi-dimensional approach. According to this, the prevention of right-wing extremism should not just be limited to addressing young people, but should also be targeted at different levels and at different locations within the entire urban society. For the implementation of this concept, the Berlin Senate is supporting different projects with more than 2.3 million euros (2011) with its programme against right-wing extremism, racism and anti-Semitism.

The main areas of action of the programme are:

- The strengthening of democracy and human rights
- Education and youth for democracy
- Democracy in the community and the social sphere

Moreover, the Berlin Participation and Integration Act, which was passed by the Berlin House of Representatives in December 2010, represents an important milestone with regard to promoting participation among individuals from migrant backgrounds. With this Act, the increased participation of people from migrant backgrounds was placed on a legal foundation, in which, inter alia, the principle of inter-cultural opening of administrations and social services is legally codified for all political areas of actions.

3. Central objectives

Empowerment is a practical, theoretical and political strategy and action concept that considers the resources and potentials of each individual to be the starting and focal point for individual and social change. From this perspective, the idea of empowerment is not a new one, but rather a common component of individual and collective self-empowerment processes. During the times of the social movements after the Second World War, and in particular against the backdrop of the independence and liberation movements²³ in colonised countries, empowerment experienced cross-border dissemination. As a political-practical as well as theoretical concept, the empowerment approach became established through the African-American Civil Rights Movement and the Feminist Liberation Movement in the 1960s, and then in the Self-Help Movement in the 1970s²⁴.

According to the sociologist Norbert Herriger, empowerment describes, "encouraging processes of self-empowerment, in which people facing circumstances of deprivation, discrimination or social

22 Integration Concept of the Senate of Berlin, https://www.berlin.de/imperia/md/content/lb-integration-migration/publikationen/berichte/integrationskonzept_2007_bf.pdf?start&ts=1206620531&file=integrationskonzept_2007_bf.pdf, page 74.

23 See e.g. Fanon 1981; Freire 1973, Boal 1989.

24 See: Solomon 1976; Rappaport i.a. 1984; Simon 1994; Herriger 2006.

exclusion begin to take their matters into their own hands, in which they become aware of their own capabilities, develop their own forces and use to learn their individual and collective resources for self-determined living” (Herriger 2006, p. 20).

In other words, empowerment is understood as a process aimed at the individual in group relations stepping out of his or her “learned helplessness”²⁵, the experience of disempowerment and heteronomy, and by drawing on his or her own inner resources, taking his or her life in hand with self-determination and self-realisation (cf. Elsen 2004). In view of structural power differences in society, the empowerment concept is targeted at empowering those social groups who are in a weaker position. It involves strengthening these groups to articulate their own interests, establish networks and position themselves more strongly than before in social processes. In other words, “empowerment refers to a conflict-laden process of the redistribution of political power, during the course of which people step out from under the inferiority of power and claim more power, forces of disposal and decision making” (Klöck 1998: 38). This understanding of empowerment is based on the assumption that changes in everyday, social life only become possible and effective when every individual is put in a position to understand his or her own situation through awareness and self-reflection, in order to thus obtain access to the inner resources necessary for change.²⁶

The motivation to carry out empowerment workshops as part of “ECAR” resulted from the acknowledgement that there was a need for approaches of resource-oriented work with groups potentially affected by racism. These approaches are geared towards strengthening social participation and networks of groups potentially affected by racism. This includes the hope that the voices of those directly affected by racism will become heard more strongly than hitherto in the public debate. This approach is also concerned with directing attention towards real perspectives of social change, which focus in their diversity on the creation of social, political and economic relationships of equality, justice, solidarity and inclusion. Numerous empowerment initiatives have developed in Berlin during the last few years in particular. This involves “multiple protected” spaces created by and for People of Color, where a variety of empowerment seminars, workshops and training programmes are offered.²⁷ In addition, numerous local, national and virtual empowerment projects, initiatives associations and networks have been established. The implementation of the empowerment workshops carried out as part of the project was able to build on these experiences.

The empowerment workshops conducted as part of the ECAR project were aimed at documenting the process of conception and implementation in a brochure. This brochure is intended to disseminate further awareness about empowerment approaches and the benefits of these approaches in the fight against racism and to provide practical recommendations for the implementation of empowerment workshops in other (European) cities.

4. Forms of racism addressed by this approach

Empowerment approaches are a building block in the fight against structural and everyday forms of racism. With this, forms of racism are addressed that are common and are sometimes not even perceived by sections of the majority population as discriminating, partly because their own privileges are not called into question. Everyday racism can be expressed in individual interactions, but also in the dealings of institutions with individuals who are perceived as “different” on the grounds of their origin, skin colour or language.

25 The term “learned helplessness”, coined by the psychologist Seligman, refers to “the psychological state often brought about when events are uncontrollable” (Seligman 1995: 8). Referring to a range of clinical studies, Seligman describes helplessness as a learning process that can lead to anxiety and depression. By contrast, he describes the “need for competence or resistance against constraints (ibid. 52) as a need or an activity directed at avoiding helplessness as an unpleasant emotional state of anxiety and depression.

26 Cf. Yigit/Can 2006: 170 et seq.

27 Definitions of the terms “multiple protected spaces” and “People of Color” under Point 6.

When racist discrimination is mentioned, this topic frequently triggers defence mechanisms in the majority population. These can include the trivialising, individualising or complete denial of racist occurrences. For individuals facing everyday racism, such defence mechanisms can, in turn, lead to their doubting their own perceptions, retreating from contact with the majority population as far as is possible, and to question their own competences.

This is the point at which empowerment approaches come to task: they are concerned with strengthening individuals in their perceptions and their resources, also by calling discrimination by its name. Following the exchange of experiences, individual and collective ways of dealing with and resisting everyday racism can be developed.

With a view to the Ten-Point-Plan of Action that the member states of the European Coalition of Cities against Racism have committed to, empowerment approaches represent Point 3: greater support for the victims of racism and discrimination, and Point 4: improved participation and information opportunities for citizens. Empowerment workshops are an offer for those who are primarily affected by racism.

5. Target groups

The workshops were targeted at people who (can) become the victim of racist discrimination due to their attributed origin or skin colour. For this target group, the Anglo-American term “Person of Color” or in the plural “People of Color” (PoC) was used. This term stands for a cross-community political self-designation by people who face racist discrimination on the grounds of their skin colour, their name, their origin or ethic-cultural-religious background. The term emphasises the commonality between people who are exposed to racist discrimination and is aimed at reducing differences between minorities and promoting solidarity²⁸. The term PoC is not uncontroversial, thus, it is often criticised that the term that emerged in a US context cannot simply be transferred to a German context and that the emphasis on the commonalities of all groups facing racist discrimination also includes the danger that differences and diversity are suppressed. As the term is a common self-designation by activists of the empowerment approach in Germany, it was used here. Although the term “People of Color” emphasises commonalities, this does not necessarily imply that different experiences are negated. People of Color can have very different racist and/or discrimination experiences, both individuals and as a community. In order to take account of the diverse racism experiences of People of Color, the focus of a protected space was extended to multiple protected spaces for PoC in the conception of the workshops²⁹. The main idea behind these spaces was to enable the participants of Color to address their specific experiences with racism and to thus strengthen one another as part of the exchange.

As part of this, the following workshops were offered:

- Empowerment Workshop for People of Color
- Empowerment Workshop for Women of Color I
- Empowerment Workshop for Women of Color II
- Empowerment Workshop for Black People
- Empowerment Workshop for Roma and Sinti

The empowerment workshop for PoC was open for all people with experiences of racism. The other workshops were designed as protected spaces for specific groups within PoC.

Unfortunately, the originally envisaged Empowerment Workshop for Muslims of Color could not be carried out in the implementation phase due to the low number of registrations. In its place a second workshop for Women of Color was carried out.

28 Cf. “Institutional Racism” by the mrbb, S. 7-8. http://www.mrbb.de/dokumente/pressemitteilungen/LAPgR_Broschure.pdf.

29 A definition of the terms “protected space” and “multiple protected” spaces is given under Point 6.

As the target group, the workshops were specifically aimed at multipliers within communities. This was tied to the expectation that multipliers bring experiences and knowledge from the workshops into their communities and that the workshops thus have an effect that goes beyond the original group of participants.

6. Description of the approach

As part of the ECAR project, five two-day empowerment workshops were designed, prepared and carried out between March and June 2012. The goal of the workshops was to give multipliers “of Color” the opportunity to address experienced racism and multiple discrimination within a “protected” space, to exchange, reflect and expand individual strategies and knowledge about the fight against racism, in order to actively discard the – in some cases internalised – role of “victim”, and to leave the workshops as an empowered actor. Thus, empowerment can be experienced in the sense of self-determination and self-empowerment. For this reason, the major aims of this educational and political concept include awareness raising, contact, exchange, empowerment and the creation of spaces in which mindfulness, trust, closeness, respect and solidarity can grow for and among individuals.

Empowerment is a concept that should preferably be conceived by and for the groups it is aimed at. For this reason, Halil Can, co-founder of the empowerment initiative HAKRA³⁰, was charged with the organisation, implementation and documentation of the empowerment training programmes. The initiators and co-workers at the empowerment initiative HAKRA have ten years of experience in political-civil education against racism and discrimination, which was developed from experience and is now conceptionally well-founded. The basic approach of the HAKRA empowerment concept is primarily target group-specific and aims at the individual and collective self-empowerment, self-determination, networking and strengthening of socio-political participation of People of Color in Germany.

6.1 Protected and Multiple Protected Spaces

A particular feature of the work by the HAKRA initiative is the practice of a resource and process-oriented empowerment approach in “multiple protected spaces”, especially for and by PoC. The term “protected” space for PoC or “separate” spaces for the German majority refers here to the temporary establishment of a target group-specific and political area of communication. For PoC and the German majority, this represents for each a safe and protective framework in which to address individual experiences and encountering violence and oppression in the context of racism and (multiple) discrimination in a group process. This involves the consciousness-raising and critical questioning of one’s own situation and positions of power(lessness) in order to actively discard this and to affect individual-social change as a result of this critical reflection and learning process, and to create options for different ways of thinking, acting and living together.

Due to the experiences of multiple discrimination, People of Color require “multiple protected” spaces, in order to be able to address and process specific experiences of racism in their diverse interrelations (intersectionality) and contexts.

6.2 Course of the Workshops

In the selection of content and methods, existing concepts from the empowerment work against racism and discrimination can be adopted in Germany, e.g. the HAKRA empowerment initiative, the Phoenix e.V. and the Education Centre for Migration and Society (Bildungswerk Migration & Gesell-

30 The self-designation “HAKRA”, the “Initiative for Empowerment from the Perspective of People of Color” is a conceptual creation, made up of the words “hak” and “ra”, which have different linguistic origins (Persian, Zazaki, ancient Egyptian, Sanskrit) and meanings (“hak” = law, justice, truth, “God”, egg (as a symbol of fertility and infinity); “ra” = path, sun(god) cosmos), and thus permit a number of associations. The naming of the initiative HAKRA is thus symbolic of the work done by HAKRA (cf. Yigit/Can 2006:168).

schaft e.V.). These can be flexibly varied and supplemented according to the knowledge resources and experience competences of the trainers to address target groups as well as different needs and processes.

The issues surrounding racism are extremely diverse and complex, and it is therefore important to critically illustrate, analyse and discuss racism from a variety of content-related, practical, theoretical, temporal and special as well as group-related perspectives, contexts and interrelations. Racism stands for an originally European white power and domination project in the context of colonialism, imperialism and nationalism, associated with forced migration, slavery and later, transnational migration and flight due to, for example, persecution, poverty, war and traumatic and human degrading consequences and experiences of racism and multiple discrimination in the white western centres of the world. As part of empowerment, the question thus arises regarding the coping, liberation and resistance strategies against racism and multiple forms of discrimination. From this perspective, the following key issues result for empowerment activities: (transnational) migration, (de)colonialism, racism, (multiple) discrimination (intersectionality), trauma, power and dominance, diversity, empowerment, resistance and liberation, power sharing and critical whiteness, networks and alliances, and solidarity. The key to accessing topics and content are the methods used. However, these should not build on indoctrination and paternalism reproduced by didactic and hierarchies. Instead, methods of dialogue-based, synergetic and resource- and process-oriented approaches should be applied, in which participants become visible as actors who can then, in self-determination and self-responsibility and supported by their own and collective resources, shape their own and social lives and thus experience themselves as political actors. In this regard, a variety of methods could be applied. Examples of this include a selection of the following tried and tested methods that are based on a holistic education approach: biography work, theatre work (e.g. Theatre of the Oppressed, improvisational theatre), human rights work as well as other methods from pedagogic, historical and political educational work (such as the use of multimedia, dance, music, art, song, bodywork, wellness).

The workshops conducted had the organisational requirement that they would each be led by two trainers. Experience has shown that a training team of two people creates good framework conditions for a successful programme, in which these trainers supplement each other and have a better overview of dynamic group processes which they can constructively shape. In addition, the synergies resulting from an experienced and practiced team can have a positive effect on the group, by creating trust on the part of the participants and a feeling of being in good hands in the protected space. Moreover, attention must be paid to the fact that in gender-mixed participant groups, training programmes must be gender-sensitive and equally led by one man and one woman of Color, thus e.g. in empowerment workshops for People of Color, for Black people, refugees of Color.

In order to document the process in close consultation with trainers and participants each workshop was supposed to have one process guide. To avoid disturbing the process unduly, the process guide should also be part of the target group of the respective workshop. In addition, no more than 15 multipliers should take part in the workshops to ensure a good working process. The workshops should take place on two consecutive days, lasting eight hours each.

The trainers were given the following rough guidelines for the contents to be covered in the workshops:

Day 1:

Objectives:

- Introduction of content and aims of the ECAR project
- Getting to know each other
- Elicit expectations
- Biography work
- Introduction to the topic of racism.

Day 2:

Objectives:

- Establish dialogue spaces
- Clarify concepts (e.g. empowerment, PoC, protected space, power sharing),
- Empowerment through theatre work according to Boal (Image and Forum Theatre),
- Reflection
- Networking
- Evaluation phase.

6.3 Selection of Trainers for Empowerment Workshops

The recruitment and selection of trainers took into account that the workshops should be led by practically experienced and theoretically-knowledgeable empowerment trainers of Color. Taking into consideration the multiple protected PoC spaces, the trainers of Color should only lead PoC groups if they themselves are attributed and/or belong to the specific target group. Thus, for example, the empowerment training of women of Color should be conducted by female trainers of Color. Similarly, empowerment training for Roma and Sinti should be conducted by Roma and Sinti empowerment trainers.

The term empowerment trainer is not a legally protected occupational title in Germany and there are thus no generally recognised certified qualification standards. Instead, the empowerment trainers work as freelancers on the basis of the empowerment concepts developed and consolidated in practical application, with the respective target group-specific contents and methods. As such, the relatively small number of empowerment trainers of Color in Germany can be considered pioneers in this area and are laying the first foundations for the conceptual development, practical implementation, recognition and establishment of empowerment from the People of Color perspective in general, and the pedagogic and political empowerment education against racism and discrimination from the People of Color perspective in particular. The recognition and establishment of protected People of Color spaces and empowerment work from the People of Color perspective requires, however, local, regional and national – and in the long term, also European and transnational – networking and network structures of empowerment trainers of Color, in order to strengthen one another in the mutual exchange of knowledge and experience to develop quality standards and training measures with the corresponding certificates for empowerment trainers of Color.

The networks of empowerment trainers and/or educators do not exist in the above-mentioned form. Among the empowerment trainers of Color, however, first contacts and meetings in the form of and via initiatives, projects and societies exist, on the basis of which a broad network may be initiated and developed in the future. With regard to the Berlin area, there is already a loose network of initiatives and societies, mostly of People of Color, who themselves work with the empowerment concept from the People of Color perspective.

6.4 Recruitment of Participants for Empowerment Workshops

The recruitment of participants for empowerment workshops can take place for one by the traditional means of flyers and by utilising the Internet, in particular e-mail and new social media. This is the easiest and quickest way to reach a wide range of potential participants in a short space of time, provided a good social network is available.

A far more successful, but also more time-consuming way to recruit participants is through personal contact. This also assumes a good networking within the respective communities and is contingent on reputation and trust; this applies in particular to the empowerment trainers themselves.

In order to ensure equal opportunities, the training programmes should be free of charge, or any participation fees should at least be income-related or on a donation basis.

6.5 Role and Selection of the Process Guide

The use of a process guide in empowerment workshops is only meaningful if the process is to be documented in the form of participating observation. In this, it is very important to explain the role of the process guide to participants and trainers as early as possible. It should be made clear that no personal information from the processes will be passed on, other than the information agreed to by the participants.

If a process guide is used, she or he should be familiar with the empowerment approach, contribute experience from empowerment workshops, have knowledge of the methods and techniques of participant observation and conducting interviews as well as the written documentation thereof, and, if necessary, have written and verbal skills in the languages used in the workshops. Prior to the decision regarding a process guide, an initial meeting and exchange should take place. The process guide should be fully informed and prepared with regard to his/her task and assignment.

In order to observe the communication and group processes as a participant, it is important that the process guide takes part in the preparation meetings of the trainers, has and receives access to all information associated with the training, e.g. flyers, lists of participants, training plan with information on activities, scheduling, content and methods, bibliography and list of materials.

6.6 Location of Empowerment Workshops

The selection and arrangement of the location for empowerment workshops in protected spaces is crucial. It must not only offer protection in order to fully engage in an intense group process without fearing disruption, but also create an atmosphere in which the participants can relax. In general, it has proven helpful to have a large group room available with two working rooms for work in small groups. It is also worth considering whether the two-day workshops could include an overnight stay. It is likely that this would intensify group processes.

Even though empowerment workshops work with different methods, the following utensils are often indispensable: moderation case, flipcharts, notebook and projector, Internet access, reading material for the files/for participants (flyers, training programme, bibliography, selected texts for further reading), materials for a book table (books, magazines, DVDs, pamphlets etc.).

6.7 Extracts from the Documentation of Workshop Processes

In order to deliver an impression of the contents and processes of the workshops, extracts of the documentation of two workshops compiled by Halil Can are provided:

Workshop for Women of Color:

Due to the time constraints of the empowerment workshop, the trainers decided to focus on biography work in their planning. As part of this, however, they let themselves be guided in a process-oriented manner by the group dynamic and the needs of the group. Thus, at the beginning of the group process, the need arose to work biographically for longer than planned. Other planned aspects, such as theatre work following Boal, or the content-theoretical embedding of and debate surrounding racism were shortened accordingly.

The trainers introduced the workshop with the so-called postcard exercise, in which participants can express their motivations, desires, expectations and fears. This became a successful getting-to-know-each-other exercise, in which right from the outset, the first exchange resulted in a certain closeness and trust. Characteristic for the work of these and other trainers is the practice of so-called “participating teaming”; that means the change in roles and perspectives as trainer and participant during the course of the workshop. As part of this methodological approach, the participants should be met on equal terms, to disband hierarchies and distances and to foster mutual trust in this way.

“They (the trainers, H.C.) took part and at the same time, as a team, kept an eye on the processes and dynamics in the room. In my view, the trainers’ transparent and collegial manner played a key role during the workshop.”

The biography work was able to take place on this basis. It consisted of two parts; the lifeline and the phase model. In the first part, each participant was asked to individually reconstruct her own lifeline and to illustrate three life phases with drawings or family photos. In the next step, the biographic reports worked on, i.e. drawings, graphs, photos, data, were to be presented to the group. On this, the process guide writes in her report:

“Sitting in a circle, we listened to one another and cried with one another, hugged each other and shared our pain. It was liberating to talk and at the same time, empowering to listen, the sharing and recognition of racism, of other forms of discrimination and strategies and opportunities for action. Talking in the group about experiences of racism triggered a lot of pain and tears. It was nice to experience this jointly in a safe place just for Women of Color (...). Women talking among one another has its own strength and dynamic.

It was nice not to have to justify or explain yourself. There were people there who had similar experiences, so no background knowledge was necessary. It was nice not to have to “prove” your own experiences with racism to members of the white majority.”

Following the biography work, the different definitions and understandings of racism, being a Person of Color, , protected spaces and the empowerment approach were critically questioned.

Then the second step of the biography work took place, in which the phase model was introduced and, building on the lifeline exercise, a second exercise was conducted. The phase model is an analytical identity concept that attempts, in a simplified and schematic way, to describe five progressive phases of identity-related negotiation processes using the example of Black people: 1. White-oriented phase, 2. Confrontation phase, 3. Integration phase/disintegration phase/immersing-emerging, 4. Integration phase, 5. Self-determination phase/concrete action. The phase model describes a conflict-laden identity negotiation process among Black people, which is transferrable to all People of Color who face racism in their everyday lives. The phase model should not be understood as a necessary and obligatory linear development. Rather, it is intended to make visible tendencies of identity processes with forward and backward steps among Black people and/or People of Color, and be reflected into one’s own situatedness. Essentially, it describes the path from other-designation to self-designation, from other-determination to self-determination, from powerlessness to empowerment, or self-liberation to solidarity-based empowerment in the sense of the collective liberation from racist and oppressive structures.

In the final round, the participants described the workshop as a protected space that was marked by “taking care of yourself and others” and “liberation through crying and laughing”. They would have appreciated a second workshop building on this one, as this was considered too short to allow for more depth. This did not just remain a wish however. Instead of waiting for their wishes to be fulfilled, the participants became active themselves and independently organised their first meeting in a protected space. They wanted to keep the contacts made, expand them, continue to mutually empower one another and network. This result is a major indication that the empowerment workshop was successful and had achieved an important goal, namely bringing together People of Color and providing impulses for self-empowerment processes with a domino effect.

Workshop for People of Color:

The special feature of this empowerment workshop resulted from the fact that it addressed everyone with experience of racism as a target group, and thus provided a protected space with regard to the white majority, but at the same time provided a heterogeneous space of and for People of Color. In this space, all People of Color could thus take part with their diverse biographies, identities and ori-

gins and thus experiences of racism. The protected People of Color space creates such a framework in which experiences of racism can be perceived and reflected in their plurality as a constructed product of the same social structure in its entirety. Empowerment strategies can thus be jointly developed. At the same time, however, this space contains conflicts as well as the difficulty of getting involved in a selfless way with different experiences of racism, including within the context of intersectionality, and to develop respect, empathy and solidarity with the others. As such, this space in particular raises the big challenge for the trainers of Color to prevent conflict, to recognise it in time and to solve it creatively within the group process. In accordance with the opportunities of the resource- and process-oriented workshop organisation, the trainers designed their workshop on the basis of their theoretical knowledge and their practical experiences, and gave it the title “Liberation & Performance – creative EMPOWERment for People of Color”. With this, they emphasised – alongside other methods such as Boal’s theatre work, movement work, working with voice, biography work and meditation – performative elements with voice and body.

The atmosphere of the workshop was described by the process guide as follows:

“Warmth and a feeling of solidarity prevailed along with the wish to get to know one another, to exchange ideas; to listen to others, but also to one’s own voice; to lead one’s own reflection, one’s own strength, power and resistiveness.”

The methods mentioned provided “the scaffolding for the empowerment space, and this became clearer with every exercise (...). The methods that were introduced triggered impulses to get closer, to grow together from and within the group.”

The first day of the workshop was used for introductions, getting to know one another, that is, the creation of a space in which trust could grow. Here, the card exercise and an introduction exercise were also used. As an assignment for the following day, the participants were asked to bring an object they associate with healing and strength. The second day focused on Boal’s Image Theatre and creative writing. Building on this, the third day consisted of a performance and a spoken word presentation, which had been worked on in small groups and was subsequently performed in front of the others.

“We performed the prepared pieces to one another and it was very impressive to experience the different ideas, desires, expectations, and forms of resistance on the ‘stage’.”

The moments of bonding in this were the “recognition of structural discrimination and speaking about strategies and opportunities for action”. And at the same time, it was “a great experience to realise that you’re not alone, that other people also have experiences with racism and discrimination.”

It is important to note that during the three workshop days, which were geared towards the group process and the needs of the participants, there were sufficient breaks, numerous warm-up, relaxation and theatre exercises, such as Tai Chi, for example. At the same time, all thoughts and feelings that manifested themselves in the group process, were paid attention at, and the moments and spaces necessary to express, reflect on and discuss these were provided.

“The group filled the protected space with content, power and strength. In a protected and familiar space, we were able to express our experiences of discrimination and racism in a free and open manner. The discussions were shaped by self-reflection, consciousness-raising and self-empowerment. Everyone treated the other with respect, and there was a warm and relaxed atmosphere. The statements made by others were not criticised or questioned. In particular, you didn’t have to justify or explain yourself, because you were among people who had similar experiences, and where you didn’t first have to establish background knowledge or face incredulity. That was crucial in order to address the issues without being “victimised” on the part of the white majority.

The importance of the methodological practice of “participating teaming” was evident here, as it also was in the empowerment workshop for Women of Color, in its positive effect on the participants and the group dynamic processes in the workshop:

“For the workshop, I find it remarkable how the teamers were involved in the process. They oriented themselves on their own lives with regard to their methods. This helped in building up a trusting relationship with them (...). It reflected a different understanding of professionalism. It wasn’t about maintaining distance to the participants; they joined in with the dancing, shared their own experiences with the group, showed and addressed their feelings and impressions. They knew how to immerse themselves in the different roles to get closer to the group and to preserve a certain distance at the same time, so as not to lose sight of the processes.”

In the final reflection, the satisfaction and joy at having taken part in this workshop were expressed on the one hand, but the need for further workshops was also articulated. The wish for multi-module and long-term empowerment programmes was expressed, in which racism is also addressed in its limitations and in connection with other forms of discrimination. In other words:

“The wish for further empowerment spaces/seminars remains, in which a discussion of the issues of racism, sexism and related aspect are possible. (Self-) empowerment means a lifelong analysis of the issues; it remains a process without clear boundaries or ending, and therefore, an empowerment weekend is not enough. The group views progressive seminars that accompany our everyday lives, as a source from which we can regularly draw, as essential.”

7. Required resources (human, technical, financial)

The organisation and implementation of empowerment training courses should be assigned to someone who has expertise as well as networks on the topic of empowerment. The related costs include the remuneration of trainers, if required the costs for travel, overnight stays and meals, as well as costs for materials (photocopies, pens etc.). If it is not possible to rent premises free of charge, these must also be financed.

8. Lessons learned

In general, the experiences in the implementation and documentation of empowerment workshops have made clear that these are very suitable for supplementing existing measures and strategies in the fight against racism.

During the course of the process, however, difficulties and conflicts have arisen that can inform future processes.

Particularly prominent is the critical view of many of the participants observed in all of the workshops vis-à-vis the assigned role of the process guide. The guide had the task of documenting the contents of the workshops with a view to developing an empowerment brochure. The participants felt disturbed inwardly and observed from the outside by the process guide and controlled by the workshop initiators. Such a disturbance can be avoided either by doing without a process guide or by making it clearer from the outset why the process guide is present. In this, it should be made especially clear that the participants themselves decide what is to be documented.

This process also made clear that some trainers evidently see a danger that the workshop initiators have an influence on the content of the workshops and that knowledge from People of Color is used in their own interests. Beyond an open communication of goals and intentions of the initiating authority, such fears will be difficult to overcome. In general, the documentation or evaluation of processes is often required by those who are funding such workshops. As such, both sides, administration and NGO, must assess whether the respective conditions for working together can enable a joint process. A further difficulty lies in the fact that one of the workshops planned, for Muslims of Color, could not be realised due to a lack of interested participants. One may only speculate as to the reasons for the lack of interest in this workshop. One possible reason could be that the workshop was to take place during an inconvenient time. Another reason might be that the majority of potential participants,

as Muslims of different affiliations, e.g. German Muslims, could not identify with or felt excluded by the self-positioning as People of Color. A further reason might be that the workshop was not offered specifically for religious Muslims, but rather for People of Color with Muslim affiliation or attribution. Last but not least, the gender aspect presumably also played an important role, as the workshop was offered by a gender-specific heterogeneous team for a gender-specific heterogeneous participant group.

In addition to the difficulties mentioned, the strengths of empowerment approaches clearly gained as part of the workshops should not be neglected. A quote from the report of a process guide summarises these strengths:

“It became clear that empowerment spaces are above all meeting spaces, where experiences and knowledge can be exchanged. They are spaces of solidarity, of creative and positive energy, of inspiration. Empowerment means wellness, because these rooms contain feelings of warmth, openness, acceptance and mutual understanding and communication, liberation. If I am well in body and spirit, then I am also “empowered”. Empowerment spaces are about knocking down predetermined boundaries and setting your own boundaries; it is about compassion and building trust. Empowerment spaces also help to gain (back) the ability to act. The experiences from the workshops have been described as long-lasting. What is learned and experienced in the empowerment space can be applied to everyday life (...). (Self-) empowerment means a lifelong analysis of the issues; it remains a process without clear boundaries or ending.”

This makes clear that in addition to triggering individual processes, the workshops also helped to build and strengthen networks. Thus, the process guide of the workshop for Roma and Sinti wrote: “For us, it was the first workshop of its type, in which we as Roma got together. We decided to stay in contact and looked forward to continue working with one another.”

The recommendations for improvement, wishes and requirements of the participants from all five workshops with regard to future empowerment programmes are summarised in the following points:

- Offer of further empowerment workshops, which span several days and are multi-module, preferably with an overnight stay, in suitable educational institutions in protected environments.
- Offer of multiple protected empowerment spaces (e.g. also for Black women, for Men of Color i.a.)
- (Further) networking
- No dominance, control or paternalism on the part of white Germans and white dominance structures; instead, enabling self-empowerment of People of Color through power sharing on the part of the white majority
- Sufficient financial support of workshops to cover all costs for materials, rooms and staff

9. Conclusions and recommendations for transferability

Empowerment approaches can represent a good supplement to existing measures in the fight against racism. They can contribute to addressing target groups otherwise difficult to reach and support these in expressing their own experiences and interests. In addition, empowerment workshops can strengthen existing networks and initiate new networks. Empowerment workshops do not specifically represent German measures in the fight against racism. Quite the opposite: they have already been implemented in other countries and against different backdrops. Thus, one can assume that the fundamental aims of empowerment as well as some of the methods employed can be transferred very well to other contexts. Generally, the key point in our experience is that empowerment approaches are offered by People of Color for People of Color, as the focal success criteria of the empowerment approach lie particularly in the activation of one’s own resources and in the open exchange in a “protected” space.

In cities, which still do not have a network of empowerment trainers, potential additional costs might arise due to the fact that empowerment trainers must travel from other cities. This should be taken into consideration during the transfer of the approach.

In principle, the terms used are context-dependent. The term “People of Color”, which is used as a self-designation within the German context by empowerment activists, cannot just be transferred to other contexts. Accordingly, terms should be used that fit within the respective context.

V. Graz/Austria “Effective awareness raising of the public”

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1. Summary of the approach

In 2011, the City of Graz decided to participate in the European Cities Against Racism project (ECAR). In its program to fight racism and discrimination in partnership with the European Training and Research Centre for Human Rights and Democracy (ETC) in Graz and other European cities Berlin (Germany), Botkyrka and Växjö (Sweden), and Madrid (Spain)), it implemented two approaches: Welcome Box and public campaign. Given the fact that the two approaches are quite different, they were implemented in two different phases. Welcome Box started on May 1, 2011 and was completed by December 31, 2012. The public campaign started on March 21, 2012 and will be completed by April 30, 2012.

The background of this project in the City of Graz was the appearance of racist attitudes and discriminatory acts related to the increase of diversity in Graz, with populations consisting of different cultural, religious and social backgrounds. Based on the commitment of the Government of Graz to counteract racism and discrimination, it adopted political strategies to promote mutual tolerance and peaceful coexistence between local residents and newcomers who register their residence in Graz.

As a preventive mechanism against racism and discrimination in Graz, the City of Graz developed the Welcome Box, which contains a brochure of 51 pages in the German language. In this folder, there are also other complementary documents. In the Welcome brochure, there is important information, such as information on education, work, health services, insurance, etc., that all newcomers (Austrian nationals, EU-Citizens and other immigrants) need to know when they first begin living in Graz. Further rights and obligations of each resident are included with hotlines to contact in case of racism and discrimination occurs.

Regarding complementary documents, there is a map of Graz, invitations to meet politicians and authorities of Graz, free tickets for public transport, and the authorisation to visit certain institutions, both public and private. All Welcome documents have been translated into languages of the most common groups of immigrants. These languages are English, French, Russian, Turkish and Bosnian Serbo-Croatian.

In order to prevent racism and discrimination, the City of Graz has the intention to welcome all newcomers with equal consideration and opportunity, and also to demonstrate the transparency of its administration.

Welcome Box information is important for all newcomers because in addition to their rights and obligations, societal values and norms have also been mentioned in order to strengthen peaceful coexistence between newcomers and current Graz residents. Welcome Box took seven months to be completed, with a cost of € 51,000.

The second approach is the “Public Campaign,” which aims to touch the feelings of all Graz residents by placing them in the role of a victim of racism and discrimination because of their skin colour or religion (Islam). This strategy is oriented to emotion and feeling and proves that racism and discrimination can hurt, even without fists. To conceptualize the aforementioned strategy, the city of Graz associated images with the three domains in which racism and discrimination is happening on daily basis: Black (skin colour) with housing, Roma Child/kurdisch or mixed race (ethnic) with school and Muslim women with headscarf with Islam. The public campaign, which is still being conducted, will take 12 months to be completed, with an estimated cost of €30,000.³¹

Further information and details on this project can be obtained from the Mayor’s office.

Duration of the Project:

March 2012–April 2013

Costs:

30.000 €

Contact:

Thomas Rajakovics
The City of Graz, Mayor’s office.
8011 Graz.

2. Context and circumstances which motivated to carry out the approach.

Graz is the second largest city after Vienna, which is the capital of Austria. The population of Graz has gradually increased in recent years and its population reached 267.000 inhabitants as of January 1, 2012. Based on statistic data³² the diversity in the population of Graz is illustrated through the following numbers: 223,000 are Austrian citizens, 16,500 are from EU member states and 27,500 are from countries outside of the EU.

31 Rassismus verletzt – auch ohne Fäuste. URL: http://www.info-graz.at/lokalfoehrer-gastroguide-lokalguide-lokaltipps-grazer-szene-restaurantfinder-gasthaus/news/7444_rassismus-netzwerke-buergermeister-stadt-gewalt-beraten-fortbildung-menschenrechte/, 09.01.2013.

32 Cf. Magistrat Graz, Graz in Zahlen. URL: <http://www.graz.at/cms/beitrag/10034466/606066/>, 01.01.2012.

Considering the increase of diversity in the population, coupled with different cultural, religious and social backgrounds, it is becoming increasingly necessary to be conscious of social conflicts including racism, discrimination and Islam-phobia³³ which are likely to arise in the society of Graz. Because of this, the authorities of the city took preventive measures in creating different councils to advise on this subject.³⁴

In 1995, a migrant's council³⁵ was created to represent the interest of foreign citizens, focusing on social and political discrimination, living circumstances and educational matters. It has also compiled information, including challenges to these minority groups, has also proposed solutions to appropriate City Council Departments.

Based on the improvement of human rights in Graz, the City of Graz was declared by the United Nations in 2001 to be the first Human Right City in Europe.³⁶ In 2003 the old town of Graz was nominated by UNESCO to be a "Cultural Capital of Europe".

In 2005, the Department of Integration³⁷ was created and has promoted political, judicial and social equality between foreigners and Austrian with migration backgrounds and Austrian and EU Citizens. It also facilitates mediations between NGOs, local government and the public, and reveals weaknesses, such as gaps within the political system.

Furthermore, the Inter-Religious Council³⁸ was created in 2006 to focus on peaceful coexistence between all religions and to advise the Government on preventive measures and improvements.

On an international level, the Government of Graz decided to become a member of European Coalition Cities against Racism (ECCAR)³⁹ in 2006 and agreed to incorporate the Ten-Point-Plan of Action of the ECCAR Constitution into its annual agenda.

In 2007, the City of Graz created the Human Rights Council⁴⁰, which was tasked with developing an annual report on the human rights situation in Graz. The Council was also meant to suggest short and long term measures for the improvement of human rights and to advise the local government about mechanisms and tools to fight against racism and discrimination.

In 2012 the City of Graz in cooperation with the federal state of Styria created the Anti-discrimination Council⁴¹.

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- 33 Cf. Stocker, Alexandra: ECAR – Europäische Städte gegen Rassismus. Städte in der Verantwortung, um Rassismus nachhaltig zu begegnen. Analyse der lokalen Rassismus Situation. Menschenrechtsstadt Graz, ed. by ETC Graz, March 2012. URL: http://www.citiesagainstracism.org/fileadmin/redaktion/ecar/WP2_Analysis/ECAR_SituationAnalysis_Graz.pdf, 09.01.2013.
- 34 Cf. Die Menschenrechtssituation der Stadt Graz. Menschenrechtsbericht 2011. Presseausendung, 07.11.2012. URL: http://www.graz.at/cms/dokumente/10202097_4829113/51fa6451/menschenrechtsbericht2011_presse.pdf, 09.01. 2013.
- 35 MigrantInnenbeirat der Stadt Graz. URL: <http://www.graz.at/cms/ziel/411382/DE/>, 09.01.2013.
- 36 Graz, Stadt der Menschenrechte. URL: <http://www.graz.at/cms/ziel/3722317/DE/>, 09.01.2013.
- 37 Integrationsreferat der Stadt Graz. URL: <http://www.graz.at/cms/ziel/3723278/DE/>, 09.01.2013.
- 38 Interreligiöser Beirat der Stadt Graz, URL: <http://www.graz.at/cms/beitrag/10160680/3723336>, 09.01.2013.
- 39 Europäische Koalition der Städte gegen Rassismus. URL: <http://www.graz.at/cms/ziel/3723376/DE/>, 09.01.2013.
- 40 Der Menschenrechtsbeirat der Stadt Graz 2011, ed. by Menschenrechtsbeirat der Stadt Graz, Oktober 2012. URL: http://www.graz.at/cms/dokumente/10202097_4829113/4a0e573c/MRB-Bericht2011-Web_.pdf, 09.01.2013.
- 41 Für alle – gegen Diskriminierung. Neue Beratungsstelle eröffnet, URL: <http://www.graz.at/cms/beitrag/10194413/4613098/>, 09.01.2013.

Although the Government of Graz has been focusing to tackle structural racism and discrimination through advising and rapport-building in its administration, public and private institutions, negative prejudices, racist confrontations and discriminatory attitudes are continuing to be reported on individual cases in the field of employment, education, in housing (in regards to rent), in public spaces (supermarkets, clothing stores, playgrounds, on the street, etc...) and in public transport. Individuals and communities are continuing to be victims of racism and discrimination on a daily basis. According to the Human Rights Report of the City of Graz (2011)⁴², discrimination in Graz was found to be based on three characteristics: the first is skin colour, which is seen to be different as that of the majority. Blacks and Roma have been singled out and targeted. Secondly, racism and discrimination have been applied to gender including women and girls who wear headscarves because of their Islamic faith. Thirdly, racism and discrimination have focused also on the cultural behaviours related to Muslim/Arabs which also can be linked to Islamic (religious) practices. Based on the aforementioned analysis, victims of racism and discrimination in Graz are mostly Africans, people of Turkish or Bosnian origin, Roma/mixed races and Muslims. Data from the Helping-Hands NGO⁴³, specialising specifically on racist incidents, recorded 420 cases in 2011 alone. Among recorded cases, 67% were linked to skin colour (black). 28% of discrimination cases were located in renting houses, while 17% were found in the labour market. 22% of cases reported police as perpetrators of racism and discrimination.

In context to prevent exclusion, discrimination and racism in Graz, the City of Graz decided to participate in the European project ECAR⁴⁴ (European Cities against Racism) and in partnership with European Training and Research Centre for Human Right and Democracy (ETC) in Graz and other European cities: Berlin (Germany), Botkyrka and Xäxjö (Sweden), and Madrid (Spain). In this project, Graz's contribution is going to be based on two approaches, explained in Part 5, which are the Welcome Box and the public campaign.

3. Welcome Box

3.1 Central objectives

(1) Equal treatment from the beginning

The strategy of providing the same information to newcomers, including Austrian nationals, EU citizens and other immigrants, inviting them to meet authorities and introducing them to other public administration employees, creates a basic confidence and mutual understanding between Austrian nationals, immigrants and local authorities, and limits negative prejudices. Immigrants, especially non-EU, have developed a positive feeling of being accepted and respected (dignity) as a members of the new society and gained freedom to engage in local socio-economic and political activities. The strategy of having the Welcome Brochure in different languages demonstrates the Government's commitment to considering newcomers equal to other residents.

Having the Welcome Brochure⁴⁵ in different languages facilitates non-native speakers of German in reading, understanding and interpreting the information provided at the same level as the German speakers. As a preventive measure against racism and discrimination, the Welcome information contributes to the comprehension of the values and norms of the new environment without barriers and reduces social conflicts related to misunderstanding, racism and discrimination between Austrian nationals and immigrants.

42 Menschenrechtsbericht der Stadt Graz 2011, ed. by Menschenrechtsbeirat der Stadt Graz, October 2012. URL: http://www.graz.at/cms/dokumente/10202097_4829113/4a0e573c/MRB-Bericht2011-Web_.pdf, 10.01.2013.

43 Cf. Helping Hands Graz, Annual Report 2011.

44 ECAR – European Cities against Racism. URL: <http://www.graz.at/cms/ziel/4415687/DE/>, 12.01.2013.

45 Willkommensbroschüre der Stadt Graz. Gebrauchsanweisung für Neuankömmlinge, 2. Edition 2012. URL: http://www.graz.at/cms/dokumente/10181277_4312043/fedeaa26/Welcome%20Brosch%C3%BCre%20deutsch.pdf, 09.01.2013.

(2) To make the rules of the society transparent for all

Welcome Boxes are distributed to all newcomers including Austrian nationals, EU citizens and other non-EU immigrants. Values and norms of the society, as well as penalties for transgressions, are all explained in the Welcome Box in the newcomers' languages. In circumstances of transgression, the Welcome Brochure can be used as a reference tool in supporting the judicial law (which is still complicated for some newcomers and non-German-speaking immigrants) in different conflict solutions. The Welcome Box is a source of information aimed at reducing racism and discrimination in the newcomers' environment and also assisting the judicial system to be fair and transparent for all.

3.2 Forms of racism addressed by the Welcome Box

In reference to its objectives, the Welcome Box targets individual racism. The increasing multicultural society in Graz has brought along social conflicts including racism, discrimination and Islam-phobia.⁴⁶ Through the Welcome Box, the City of Graz wants to promote peaceful coexistence between Austrian residents who are the majority and considered to be local residents, and the newcomers who are the minority, and partly non-German speakers.

Based on different psychological counselling offered by NGOs (OMEGA⁴⁷, ZEBRA⁴⁸) it is noted that newcomers in Graz are overwhelmed by language problems and administrative procedures. At the beginning, newcomers often break rules in their residential environment (for example being loud or not separating the trash) or even fail to fulfil their obligation towards neighbours and authorities. The repetition of such failures by newcomers contributes to the increase of stigmatization and develops racist and discriminatory resentment among neighbours and authorities. Additionally, newcomers who continuously receive punishments due to transgression develop feelings of rejection and victimization and accuse the whole system of being racist and discriminatory against them.

The Welcome Box is important to German-speaking newcomers because they can refresh their knowledge about the rules and regulations in Graz as well as learn about particular issues that are only specific to Graz. On the other hand, the Welcome Box can serve as reference material in solving social conflicts or misunderstandings in the neighbourhood. Every concerned party can read the advice in his or her mother tongue, which facilitates communication. In the case of conflict escalation, the Welcome Brochure offers contacts for mediation.

The Welcome Box serves as a useful reference for those who do not speak German; when the immigrants can read the information in their mother tongue, they are exposed to a common system of receiving explanations and counselling on rights, obligations, values and norms in their new environment. In this regard, they learn how to be integrated into their neighbourhoods and avoid social conflicts.

The Welcome Box also provides information on specific topics which can be sensitive in some immigrant communities. Equal rights for women and men, as well as children's rights, are mentioned in Chapters 9 and 10 of the Welcome Brochure. This information is crucial for immigrants from some countries where gender equality and children's rights have not yet been developed or implemented. The Welcome Box information instructs those people and even provides them with information about counselling organisations. This has limited some family conflicts and instances of domestic violence.

46 Cf. Stocker, Alexandra: ECAR – Europäische Städte gegen Rassismus. Städte in der Verantwortung, um Rassismus nachhaltig zu begegnen. Analyse der lokalen Rassismus Situation. Menschenrechtsstadt Graz, ed. by Alexandra Stocker, Europäisches Trainings- und Forschungszentrum für Menschenrechte und Demokratie Graz (ETC Graz), March 2012. URL: http://www.citiesagainstracism.org/fileadmin/redaktion/ecar/WP2_Analysis/ECAR_SituationAnalysis_Graz.pdf, 13.01.2013.

47 OMEGA – Transkulturelles Zentrum für psychische und physische Gesundheit und Integration. URL: <http://www.omega-graz.at/index.shtml>, 13.01.2013.

48 ZEBRA – Interkulturelles Beratungs- und Therapiezentrum. URL: <http://www.zebra.or.at/>, Stand 13.01.2013.

For some people who have been victims of gender discrimination and sexually based violence in their country of origin, the Welcome Brochure provides them with counselling addresses.

3.3 Target groups

The Welcome Box has targeted the entire population of Graz, especially newcomers (Austrian nationals and immigrants) who have registered their main residence in Graz, since January 1, 2011. Newcomers receive information they need in order to be integrated into their new community in a short period of time.

Due to a lack of information, newcomers in Graz fail not only to claim their rights but also to fulfil their duties towards their neighbours or the authorities. This ignorance is sometimes a result of having outdated information or that newcomers aren't yet comfortable dealing with the authorities. In this context, the Welcome Brochure gives updated information to new residents and provides them with the internet links they need to contact authorities and other counselling offices in Graz.

In October 2011, the Welcome Box was presented to the media (see Part 4) and awakened public interest. The City of Graz distributes the Welcome Box through its Integration Department. The City of Graz also uses its different municipality offices (public and social centres) and NGO offices to ensure that the Welcome Box is distributed to the targeted population.

3.4 Description of the approach

The Welcome Box is a Graz municipality brochure which is used to prevent racism, discrimination and Islam-phobia in a multicultural society. This practice is described in two parts. The first part is the conception of the idea and its development. In addition, the contribution of the partner organizations is illustrated. Secondly, the Welcome Box is presented in the media and the approach of the Welcome Box is linked to the "Ten-Point-Plan of Action: Commitment in the fight against racism"⁴⁹.

3.4.1 Project's phases

(1) Conception of the Welcome Box and its edition

Between February 25 and 27, 2009, the City of Graz held a transnational conference (ICE) with its partner cities: Groningen (the Netherlands), Pécs (Hungary), Sofia (Bulgaria), Košice (Slovakia), Darmstadt (Germany), Ljubljana and Maribor (Slovenia), Trieste (Italy) and Bucharest (Romania) on "Integration-City-Exchange"⁵⁰. Through the discussion, the Graz Government acknowledged that peaceful coexistence among a population with different cultural, religious and social backgrounds can be achieved when local residents and their neighbours (EU citizens and other immigrants) are informed about their rights and obligations and at the same time involved in a dialogue together.

In May 2011 the Graz government decided to implement the above-mentioned acknowledgment and proposed the Welcome Box approach for the benefit of Graz newcomers.

In the first step, the Graz government organised a brainstorming session with politicians, municipal authorities (integration, public transport, health, housing, public employment services, migrants' council, etc...), private institutions (editors, translators) and NGOs (Caritas). The purpose of this brainstorming session was for experts from each organisation to contribute to the writing of the Welcome Box (content).

49 Beitrittserklärung der Stadt Graz zur Europäischen Städtekoalition gegen Rassismus: Beitritt und Verpflichtung – Act of Accession and Commitment (Bestandteil des Gemeinderatsbeschlusses vom 29.06.2006). URL: http://www.graz.at/cms/dokumente/10160012_3723376/e93600d1/GRBerichtBeilageNr.3.pdf, 13.01.2013.

50 Cf. Magistratsdirektion 2009 – ICE-Kongress. URL: <http://www.graz.at/cms/beitrag/10134036/2797412/>, 13.01. 2013.

This practice was first conducted as capacity building for the municipal authorities and other employees of public administration during the discussion about inclusion policies and equal treatment of newcomers in their departments. Secondly, concerns of newcomers and other immigrants regarding racism, discrimination and Islam-phobia on both the structural and individual level were presented and strategies to tackle those issues were discussed between so-called perpetrators and victims and proposed as Welcome brochure content.

In the conclusion, the participants agreed on specific fields, which are presented in 14 chapters, and that the Welcome content should target all newcomers (Austrian nationals and migrants). Only two chapters - IX and X - are dedicated mainly to immigrants' problems. All Welcome information had to be written in easy and standard language to be understandable for all concerned groups. Furthermore, the translation into English, French, Russian, Turkish and Bosnian Serbo-Croatian was requested for the benefit of the majority groups of immigrants living in Graz. The content was to be filtered so that only key information was provided, enabling newcomers to be quickly informed and adapt to a new environment and system. The Welcome information was also to respect the equal rights of women and men, the elderly and children as well as people with disabilities and assist newcomers in becoming autonomous in improving their life and dealing with challenges.

(2) Welcome Box in the media

After the edition of the Welcome Box as an integration tool and preventive mechanism against racism and discrimination was completed, the City of Graz invited the media to attend the presentation.⁵¹ Austrian broadcasting television and its local branch in Styria, along with ten local newspapers, attended the press conference where the Welcome Box was presented by the mayor of Graz on October 17, 2011. The mayor was accompanied by other city authorities including the deputy mayor, the director of municipal authorities and the head of the Department of Integration. During the press conference, all politicians and municipal authorities agreed unanimously that the Welcome Box was a political success. They also reiterated their commitment to promote peaceful coexistence in the City of Graz by applying equal treatment to all people. But they also insisted on the active contribution of newcomers in their integration into the society.

This achievement, the Welcome Box, was also reported in the media on October 18, 2012. Five newspapers, including four local ones ("Kleine Zeitung"; "Kronen Zeitung", "Woche" and "Salzburger Nachrichten"⁵²) and one national newspaper ("Österreich"⁵³), published articles on the Welcome Box and its contribution to positive change in the City of Graz. The same report was broadcasted on local television on the programme "Styria Today" ("Steiermark heute").

All newspapers reported positively on the cooperation between politicians, civil society, NGOs and immigrants' representatives to create Welcome, a reliable municipal brochure. Kleine Zeitung and Kronen Zeitung appreciated the Welcome Box content and found it to be a necessary brochure to inform new residents in Graz about their rights and obligations. While "Kleine Zeitung"⁵⁴ reported that 15,000 annual newcomers to Graz were in need of a translated Welcome Brochure, "Kronen Zeitung"⁵⁵ also figured the population increase in Graz to be a positive economic factor (economic prosperity).

51 Cf. „Gebrauchsanweisung für Graz“. Info-Paket für alle Neuankömmlinge, 17.10.2011. URL: <http://www.graz.at/cms/beitrag/10180488/1618648/>, 09.01.2013.

52 Graz: Einst „Pensionopolis“, nun kräftig wachsende Stadt, in: Salzburger Nachrichten, 18.10.2011.

53 Graz sagt „Welcome“. Info-Box für den Start in Graz, in: Österreich, 18.10.2011, 09.01.2013.

54 Cf. [Die Box für die Neugrazer](#), in: Kleine Zeitung, 18.10.2011. URL: www.kleinezeitung.at, 09.01.2013.

55 Stadt heißt Zuwanderer Willkommen: „Meet & Greet“ mit dem Bürgermeister, in: Kronen Zeitung, 18.11.2011.

3.4.2 Welcome Box and the Ten-Point-Plan of Action against Racism

The time the City of Graz joined European cities coalitions against racism, discrimination and xenophobia, it also committed to implement “Ten-Point-Plan of Action”⁵⁶ included in ECCAR constitution, in its each yearly program.

- Welcome Box as an information sharing guide and its participation approach in fighting racism

Point 4: “More *Participation* and Better Informed City Dwellers. *To ensure better information for city dwellers on their rights and obligations, on protection and legal options and on penalties for racist acts or behaviour, by using a participatory approach, notably through consultations with service users and service providers.*”⁵⁷

This point applies to the Welcome Brochure, as it is a result of political commitment in the City of Graz to inform city dwellers about their rights and obligations and support them in their integration into the society.⁵⁸ Furthermore, the Welcome Brochure is also a strategy to counteract racism and discrimination, as it provides information about societal values and norms.

The City of Graz has also shown its commitment to inform, together with the municipal authority, public administrative employees and immigrants, when those three groups had to contribute to the information included in the Welcome Box. With this participatory approach, the City of Graz has provided the appropriate information necessary for the entire population of Graz.

- Welcome Box as an equal opportunity tool

Point 5: “The City as an active Supporter of Equal Opportunity Practice. *To facilitate equal opportunities employment practices and support for diversity in the labour market through exercising the existing discretionary powers of the city authority.*”⁵⁹

In the Welcome Box introduction, the Mayor of the City of Graz as a local authority and Chairman for the implementation of the ECAR project welcomes all newcomers to the City of Graz. Mayor highlights Graz’s commitment to treat all residents in an equal manner and he invites newcomers to respect the well-being of others. He also encourages newcomers to use a dialogue to achieve peaceful coexistence in their neighbourhoods. “We attach great importance to the fact that all people living in Graz should be given equal opportunity to contribute their experience, ideas and views but also be committed to the well-being of others.”⁶⁰ In neighbourhood conflicts Graz Peace and Development Office is a mediator and its address has been mentioned in the Welcome Brochure.

56 Cf. Beitrittserklärung der Stadt Graz zur Europäischen Städtekoalition gegen Rassismus, 29.06.2006, S. 1. URL: http://www.graz.at/cms/dokumente/10160012_3723376/e93600d1/GRBerichtBeilageNr.3.pdf, 09.01.2013.

57 Act of Accession and Commitment – ECCAR, 29.06.2006, p. 2. URL: http://www.graz.at/cms/dokumente/101600_123723376/e93600d1/GRBerichtBeilageNr.3.pdf, 09.01.2013.

58 Cf. Nagl, Siegfried: Willkommen in Graz!, in: Willkommensbroschüre der Stadt Graz, 2. Edition 2012, p. 6. URL: http://www.graz.at/cms/dokumente/10181277_4312043/fedeaa26/Welcome%20Brosch%C3%BCre%20deutsch.pdf, 09.01.2013.

59 Act of Accession and Commitment – ECCAR, 29.06.2006, p. 3. URL: http://www.graz.at/cms/dokumente/101600_123723376/e93600d1/GRBerichtBeilageNr.3.pdf, 09.01.2013.

60 Cf. Nagl, Siegfried: Willkommen in Graz!, in: Willkommensbroschüre der Stadt Graz, 2. edition 2012, p. 6. URL: http://www.graz.at/cms/dokumente/10181277_4312043/fedeaa26/Welcome%20Brosch%C3%BCre%20deutsch.pdf, 09.01.2013.

- The Welcome Box as a guide to support victims of racism and discrimination in reporting their incidents

Point 3: “Better Support for the Victims of Racism, Discrimination. *To support victims and contribute to strengthening their capacity to defend themselves against racism and discrimination.*”⁶¹

The Welcome information focuses on the fields where most newcomers have problems during their first settlement in Graz. Examples of public administrative services (registration, application for identification, passport, birth certificate, etc...), renting houses, employment, public transport, education, etc... are mentioned in the brochure.⁶² The brochure provides the addresses of different counselling organisations, giving alternatives to new residents when conflict arises between them and public administrative employees. In support of victims of racism and discrimination, there is information on medical treatment and psychological counselling

Additionally, the Welcome brochure provides different addresses where victims of racism and discrimination can file a report. When the language barrier is an issue, the Welcome Box (in Chapter IX) directs concerned parties to complimentary translation services. In that case, those who can't express their social, medical and therapeutic concerns in German can express themselves in their mother tongue. In case of trauma and psychological disturbances, they can also benefit from different counselling services.

- Welcome Box to promote participation approach

Point 6: “The City as An Equal Opportunities Employer and Service Provider. *The city commits itself to be an equal opportunity employer and equitable service provider, and to engage in monitoring, training and development to achieve this objective.*”⁶³

The principle of inclusion and the participation approach applied during the writing and translation of the Welcome Box. People with a migration background contributed to writing Chapter IX on integration and immigration and Chapter X on non-discrimination and participation and translated the brochure into their mother tongues.

This cooperation strategy between Austrian national and different groups of immigrants resulted from a political initiative programme between the province of Styria and the City of Graz in creating the “Charter of living together in diversity in Styria.” The province of Styria and the City of Graz adopted a platform to tackle structural racism through a “*commitment to equality, anti-discrimination and fair participation in society of all women and men living in Styria*”⁶⁴. In addition, the platform “*expresses the self-conception of Styrian politics and administrative authorities as authorities with a future oriented approach towards diversity in the society. Through the charter Styrian politicians have designated for themselves the important task of implementing and strengthening the principle of integration and diversity in all public institutions and authorities so that they in turn are well prepared for meeting the challenges of a diverse society in a contemporary and competent way.*”⁶⁵

61 Act of Accession and Commitment – ECCAR, 29.06.2006, p. 2. URL: http://www.graz.at/cms/dokumente/10160012_3723376/e93600d1/GRBerichtBeilageNr.3.pdf, 09.01.2013.

62 Neu in Graz, in: Willkommensbroschüre der Stadt Graz. Gebrauchsanweisung für Neuankömmlinge, 2. Edition 2012, p. 12-13. URL: http://www.graz.at/cms/dokumente/10181277_4312043/fedeea26/Welcome%20Brosch%C3%BCre%20deutsch.pdf, 09.01.2013.

63 Act of Accession and Commitment – ECCAR, 29.06.2006, p. 3. URL: http://www.graz.at/cms/dokumente/10160012_3723376/e93600d1/GRBerichtBeilageNr.3.pdf, 09.01.2013.

64 Charta des Zusammenlebens in Vielfalt in der Steiermark, 2011, p. 9. URL: http://www.zusammenleben.steiermark.at/cms/dokumente/11562700_68684441/6aa9c633/Charta_Unterlagen_22062011_Web.pdf, 09.01.2013.

65 Willkommensbroschüre der Stadt Graz, 2. edition 2012, pp. 72,74. URL: http://www.graz.at/cms/dokumente/10181_277_4312043/fedeea26/Welcome%20Brosch%C3%BCre%20deutsch.pdf, 09.01.2013.

Analysing the above policy between the Styrian province and the City of Graz, the Graz Government is continuing to implement Points 4, 5 and Point 6 mentioned above in its administration programme.

3.5 Required resources (human, technical, financial)

The approach of the Welcome Brochure was developed by the City of Graz, which also organised its implementation. Regarding staff for the Welcome Box, only a local project coordinator was recruited and paid by EU funding to assist the Mayor's office and work closely with the Integration Department, the Migrants' and Civil Society Councils and NGOs (Caritas and Omega). Besides the costs mentioned below, the City of Graz had to pay overtime to some of its staff who were involved in the realisation of the Welcome Box. The budget was part of Graz's contribution to the ECAR project.

The costs of the Welcome Box are broken down into four parts:

1. Conception and content : € 11,000
2. Coordination and translation: € 26,000
3. Layout, graphics and marketing: € 14,000
4. Printing: € 9,500
5. Total: € 51.000

3.6 Lessons learned

- Networking/Planning

During the development of the "Welcome Box" it was necessary to employ a lobby strategy. The fact that each partner was first approached separately contributed to extensive information sharing and created a strong working basis. In different meetings, nearly all municipal departments supported such a political initiative and responded positively to different situations during which they actively made constructive contributions.

- Coordination and organisation

The partners, which include the Integration Department (City of Graz), NGOs (Caritas), immigrants' organisations (Migrants' Council) and a pool of translators, were committed to analysing the gathered information and adapting it to the Welcome Box content. The final German version was distributed among different translators (who have a migration background) to translate it into their respective mother tongues. Close contact and cooperation at this level was necessary to ensure that information was clear to all parties involved, which led to the accomplishment of the task on time.

- Outcome

The first edition of the Welcome Box was 6,000 copies, 4,000 of which were in German. The other 2,000 copies were split among the following languages: English, French, Russian, Turkish, and Bosnian Serbo-Croatian. Each Welcome Brochure has the EU flag on the back page to symbolise the fact that the project was funded with the support of the European Union.

- Weakness

The capacity to respond to the need for translators in Graz was not enough. It was problematic to find good translators in a short period and negotiate a good price. This constraint delayed the translation at times or made the translation costs more expensive when it was not organised early enough.

Originally, the Welcome Box was designed to be the size and shape of a pizza box, made out of paper. It was necessary to change the box into a user-friendly bag to facilitate its transport and ensure that the bag could be kept longer or re-used, which promotes the visibility of the Welcome Box approach.

Due to good media coverage about the Welcome Box and its benefits, many newcomers registered for a guided tour of the city of Graz. When the Integration Department and Migrants' Council checked to ensure that newcomers had read the information, it was reported that a long period was needed to go through the Welcome Brochure. As a result, the city tour was delayed.

3.7 Conclusions and recommendations for transferability

The Welcome Box as a municipal brochure is an important sign of political commitment to demonstrate the government's policy of transparency and the practice of social inclusion and equal opportunities towards all citizens, and in this case to newcomers. In welcoming newcomers, introducing them to politicians and authorities, and accompanying them to visit public and private institutions, the government has a goal to prove that newcomers benefit not only from the city, but that they are also potential factors for Graz in contributing to the overall improvement of Graz's social, economic and political life.

The Welcome Box, which provides basic and necessary information in different languages to all new Graz residents, assists them not only to quickly integrate into the new system and environment, but also that they know immediately about their rights and obligations and are informed about the rules and regulations of their new residence. This approach is an appropriate tool to reduce misunderstandings and avoid hostile behaviour, which is the origin of racism and discrimination among local citizens.

The approach of the Welcome Box can be transferable to many EU cities which have a growing and diversifying population. Those populations have to be informed as soon as possible about their rights and the obligations of the society which they want to be members of. It is important to prevent racism and discrimination on the grassroots level so that the people can avoid acts and attitudes which contradict societal values and norms. This strategy can also reduce negative prejudices which contribute to racist and discriminatory reactions among the local population.

Owing to the success of the Welcome Box on the political scene in Graz, the current government promises to include it in their regular agenda and have it become a standard municipal reference. The Welcome Box will also be re-evaluated every two years and the information will be updated. The next edition is expected to be released in 2013.

4. Public Campaign in Graz

4.1 Central objectives

(1) To point out daily racism and discrimination in the City of Graz

The City of Graz planned the public campaign to illustrate to residents of Graz the kind of racism and discrimination which are practised in everyday life in Graz. This racism and discrimination are linked to skin colour, ethnic background, and religious beliefs. In order to reach the majority of Graz residents, the City of Graz used posters, flyers, video-spots, pictures in newspapers, and school workshops. This strategy aims to touch the feelings and consciousness of each Graz resident, especially those who are "follower" racists and requests a reflection through the device, "Racism can hurt, even without fists"⁶⁶.

(2) To confront the practice of racism and discrimination in three domains

The City of Graz emphasized the practice of racism and discrimination in regard to education, housing and religion. To put this mechanism into practice, the problem of housing was associated with people of Colour (Blacks). The problem of education was associated with Roma, Kurdish and mixed-race

66 Rassismus verletzt – auch ohne Fäuste. URL: http://www.info-graz.at/lokalfoehrer-gastroguide-lokalguide-lokal Tipps-grazer-szene-restaurantfinder-gasthaus/news/7444_rassismus-netzwerke-buergermeister-stadt-gewalt-beraten-fort bildung-menschenrechte/, 09.01.2013.

children (who are of minority ethnicity and look different than the majority). Finally, the problem of religion (Muslim) was illustrated through the image of a woman with a headscarf, which denotes a kind of verbal aggression and negative staring because of either her beliefs or Muslim culture.

(3) To reverse the practice of racism and discrimination by putting “follower” racists (majority whites) into the victim’s role

The use of posters, flyers, video-spots, and workshops in the schools is intending to bring Graz residents into the victim’s role of racism and discrimination. Those images will be coupled with expressions like “what would you feel...” to deeply touch feelings and emotions. This is also accomplished by reversing racist words, planned with following examples: “shit nigger” to “shit white”, “all Africans are drug-dealers” to “all Wetzelsdorfers (a district of the City of Graz) are drug-dealers.” In applying such racist and discriminatory prejudices to the “follower” racists (who are majority white), those concerned should undergo self-reflection. Through discussion and workshops they should be invited to change their perceptions, including their words and actions. The message of this objective should also reach authorities and employees in politics, education, justice and administration. Every Graz resident should be able to challenge racism and discrimination in his/her environment.

(4) To incite public and media discussion

In initiating this “public campaign” the City of Graz focuses on the consciousness of Graz residents to demonstrate the level of psychological trauma which can be caused by the practice of racism and discrimination. At the same time, the public campaign, through the use of media, should open dialog about racism, discrimination and xenophobia in the City of Graz.

4.2 Forms of racism addressed by Public Campaign

The City of Graz has been declared by the United Nations to be the Human Rights City of Europe⁶⁷. In its policy to promote diversity and equality within its population, the City of Graz has also committed to the UNESCO Declaration for the “Respect, acceptance and appreciation of the rich diversity of our world’s cultures, our forms of expression and ways of being human. Tolerance is an active attitude prompted by recognition of the universal human rights and fundamental freedom of others. It is not only moral duty; it is also a political and legal requirement.”⁶⁸

With the approach of the public campaign the City of Graz is targeting two forms of racism:

(1) Individual racism

The definition of “individual racism” concerns racist and discriminatory prejudices that appear in daily life, especially when the victim is involved in contact with a specific group of people.⁶⁹ With this concept, it is easier to identify those persons who belong to a certain group. This is referred to as “visible minority”, to focus on their particularities and differences from the so called “normal” and with disregard consider them to be in a position of inferiority as “uncivilized”, dependent and helpless. In Graz, such racist verbal attacks and insults are happening in public places (on public transport, at playgrounds, etc.) as it is described in chapter 2. One example is Turkish women wearing headscarves with their children on public transport, who have been targets of disregard and scared staring. Those women and their community have been accused of being dependents of state benefits and lacking the ability to integrate into Austrian culture. Another example is the application of degrading sympathy towards members of the African community. Many Africans are considered to be miserable and helpless in Graz, and on a daily basis are advised by some local Austrians to return to their country or continent of origin.

67 Graz, Stadt der Menschenrechte. URL: <http://www.graz.at/cms/ziel/3722317/DE/>, 14.01.2013.

68 Declaration of Principles on Tolerance, UNESCO, 16.11.1995. URL: http://portal.unesco.org/en/ev.php-URL_ID=13175&URL_DO=DO_TOPIC&URL_SECTION=201.html, 18.01.2013.

69 Cf. Rommelspacher, Birgit: Was ist eigentlich Rassismus? Erw. Fassung des Vortrags auf der Tagung: Rassismus – eine Jugendsünde? Aktuelle antirassistische und interkulturelle Perspektiven der Jugendarbeit. IDA Bonn, 25./26.11. 2005, p. 5. URL: http://www.birgit-rommelspacher.de/neu/Was_ist_Rassismus_2Sept_06_2.pdf, 15.01. 2013.

This individual racism has also taken on another form which is called *cultural racism*. In Graz, cultural racists consider their culture as superior and subsequently denigrate others. In the form of xenophobia and racial prejudices, people who manifest Arab culture through clothing (Thawb and Taqiyah for men and Abayah and Hejab for women) have been considered to be dangerous to the society and also accused to be members of the terror network “Al-Qaeda” (Islam-phobia). The Islam-phobia has visibly increased in Graz, as well as in other EU-Cities, after the incident of September 11, 2001 in the USA. “The dynamic of international politics sometimes feeds prejudices towards certain groups. Since Islam-phobia is highly sensitive to the international situation, prejudices, discrimination, and social inequalities are mutually reinforced.”⁷⁰

(2) Structural/institutional or systematic racism

Institutional racism is discriminatory treatment, unfair policies, and inequitable opportunities and their impact, based on race produced and perpetrated by institutions (school, mass-media etc.). The social, economic, and political institutions are structured in a way that reinforces and underscores a systematic ostracism for these minority groups. This in turn leads to fewer opportunities and much more restricted access to resources for these minorities.⁷¹ In public campaign, this issue has been raised in schools where Roma, Kurdish and mixed-race children and families have been disadvantaged and discriminated against. As an example, racism is practiced in schools, where children from the white majority single out students of other race and color. Furthermore, the problem of refusing to rent houses to Africans (blacks) has been also highlighted in this campaign as this law infringement (segregation) had not yet had an impact on perpetrators. From this perspective, Africans who have been denied access to pubs and discos can also be taken as an example.

4.3 Target groups

The authorities of the City of Graz became aware of the increase of ethnic and racial diversity, which are inevitable consequences of migration. In embracing multicultural and multiracial character, the City of Graz put in place mechanisms mentioned in chapter 2 to confront challenges, as well as to accommodate people of different culture, race, religion and language. Furthermore, this integration is continuing to be incorporated into European and international programs to improve its political, legal, social and economic mechanisms. The goal of these mechanisms is to ensure mutual respect among the Graz population and to mediate intercultural relations.

In its previous projects on racism and discrimination, the City of Graz has focused on the victims of racism as a “visible minority”, meaning those with skin colour different to that of the majority. But in this public campaign, it targets a group of racists who are “followers” comprised of Austrian nationals and other Graz residents who cannot be recognized or categorized as “visible minority”. In categorizing racist trends, this group does not belong to the right wings. Although they manifest racist attitudes and prejudices, they can be considered “not extremely racist” or “moderately racist”. People who belong to this group are characterized by micro-aggressions which “are those small everyday acts and subtle indignities through which the privileged, often without knowing it, make the marginalized feel, well, marginalized”⁷²

Their reactions are “nonverbal and kinetic and they are well suited to control space, time, energy and mobility of an individual (non-white or female) while producing feelings of degradation. (...) These stunning automatic acts of disregard stem from unconscious attitudes of racial superiority and may be unintentional.”⁷³

70 Towards a government policy to fight against racism and discrimination, p.12. URL: <http://www.micc.gouv.gc.ca/publications/en/dossiers/POL-Discrimination-Ang-060627-INT.pdf>, 05.02.2013.

71 Cf. Rommelspacher, Burgit: Was ist eigentlich Rassismus? IDA Bonn, 25./26.11.2005, p. 5. URL: http://www.birgit-rommelspacher.de/neu/Was_ist_Rassismus_2Sept_06_2.pdf, 15.01.2013.

72 Cf. Abagond – microaggression, 13.01.2012. URL: <https://abagond.wordpress.com/2012/01/13/microaggression/>, 18.01.2013.

73 Resolution against Racism. URL: <http://www.socialworkgatherings.com/Resolution%20Against%20Racism%20APA>, 05.02.2013.

This public campaign aims to invite such persons to self-reflection and in touching their feelings; it should eliminate or reduce their racist behaviours by showing them how damaging racism can be. Simultaneously, the public campaign seeks to highlight how the members of the “visible minority” can be discriminated against by authorities, organizations, and existing economic and political structures. Based on these goals, the public campaign attempts to counteract individual and structural racism.

4.4 Description of the approach

In designing its public campaign, the City of Graz was inspired on the one hand by the increase of verbal attacks and threats from “follower” racists, who are majority Austrian nationals, against members of the “visible minority” (see chapter 2).

On the other hand, the City of Graz incorporated principles from a public campaign, which was conducted by the City of Duluth in Minnesota, USA (2012) “Un-Fair – It’s hard to see racism when you’re white”⁷⁴. The objective of the “Un-Fair” Campaign focused on disparities of privileges given to white population (90,04%) because of skin colour and barriers faced by the rest of the population (9,96%), who are described as “visible minority” because of a different outward appearance to that of the majority.

The two approaches (Graz and Duluth) are challenging the majority of the society including racists, making them victims of racism and discrimination so that they can share psychological frustration and sympathize with the “visible minority”. There is also the attempt to show the majority that “small” discriminations, however harmless or humorously intended, can also be very damaging. The targeted group is invited to intervene and stand together with the rest of the society through the use of these devices: *Graz: Racism hurts, even without fists* and *Duluth: Un-Fair—it is hard to see racism when you are white*.

4.4.1 Project’s phases

(1) Planning

After the City of Graz decided to implement the public campaign, it invited partners and stakeholders for advising and brainstorming. The City of Graz was represented by the Mayor’s office (Media and Speaker officer) and the Department of Integration and Migration Council. Other partners were the European Training Centre for Human Rights and Democracy (ETC) Graz and the “Anti-Discrimination Office” (created by the City of Graz and the federal state of Styria).

The City of Graz presented the approach of the public campaign through two methods: One was a development of posters in which pictures of visible minorities (blacks, Roma/Kurdish/mixed-race, Muslim women) were to be combined with racial expressions to address racism and discrimination in everyday scenarios, such as housing, education, religion, culture etc. To highlight racism and discrimination, those expressions were to contain provocative words, which would be tailored specifically to the Graz population, especially “follower whites”. Those degrading, criminal words were to touch the feelings of the targeted population and request their self-reflection and intervention through the device, “Racism hurts, even without fists”.

The second method was to be a flyer campaign involving the distribution of flyers throughout the city. The purpose of this strategy was to create dialogue among the community and to further explain the goals of the campaign.

The third method was to illustrate the content of posters with theatre, which would be played in public places where everyday acts of racism are a common occurrence. In the plan, actors were blacks, Muslim women with headscarves and mixed-race children. The scenes were designed to bring both victims and perpetrators of racism and discrimination together. This theatre was to also have a pur-

74 Un-Fair – it’s hard to see racism when you’re white. URL: <http://unfaircampaign.org/>, 16.01.2013.

pose to educate the public about strategies to stop racism and to advise victims of racist attacks. This idea was to demonstrate that every person, male and female, carries the responsibility to promote a peaceful and respectful coexistence.

To develop posters, the City of Graz and partners chose an agency for marketing, communication and design (Werberraum GmbH), which has experience in the social and human rights field. The Werberaum agency developed and presented many alternatives of posters with different pictures, messages and the device, “Racism can hurt, even without fists.” Although the discussion between the City of Graz and its partners was on-going, three pictures came to the attention of the media: 1. A picture of an African woman with the expression: “How would you feel if you were called Shit White?” 2. A black man with the message: “All Wetzelsdorfers (residents from the Wetzelsdorf district in Graz) are drug-dealers.” 3. A Roma/Kurdish/mixed-race girl with the message: “How would you feel if your daughter was called gypsy-bitch?”

(2) Media misunderstanding and the public campaign suspension

Given the fact that the information provided to media was not sorted ahead of time, the media were not prepared or informed as to the purpose of public campaign. Many newspapers and local television stations presented the information according to their own interests and interpretations. In three media mentioned below, expressions like “Shit White” and “gypsy bitch” were highlighted (with big letters) to attract the attention of Graz residents more than the picture and slogan, which were the focal points of the message. The misrepresentation of this information caused such unrest and uproar among politicians, Graz authorities and civil society that on March 21, 2011, the mayor of Graz had to suspend the whole public campaign. Meanwhile, he also declared that the public campaign will be reviewed. At the same time, theatre performance was omitted because it was expensive and the preparation required three months.

The next day after the public campaign was suspended, “Steiermark-Heute”⁷⁵ a program aired on local television network ORF, mentioned that the campaign against racism in Graz was necessary to combat the increased frequency of verbal racist attacks on streets and on public transport. Another “Racism Report” from the ZARA⁷⁶ (NGO which is working in the field of racism and discrimination) Initiative illustrated that there were still businessmen who would refuse to serve immigrants. Almost as confirmation of racism and discrimination in Graz, television networks also mentioned that some racists in Graz preferred to close their businesses rather than to cater to immigrants. “Kleine Zeitung,” a daily newspaper in Graz, published an article on March 26, 2012, which described the public campaign and its provocative nature. In the interview with the local ECAR project lead and speaker from the mayor’s office, he emphasized that such projects are important for the City of Graz as long as some racists and political parties are using Africans, Roma and Muslims to be scapegoats for social and economic crises in order to attain their political goals. The right-oriented publication “Ring Freiheitliche Jugend Kapfenberg” criticized the Graz government and mayor’s office of failing in its obligation to protect Graz residents from a public campaign comprised of verbal attacks and insults directed towards Austrian citizens. Furthermore, theatre in public places was deemed harassment to Graz residents.⁷⁷

The aforementioned experience proves that the role of media, “can help to create fear and prejudices, and this consciously or unconsciously creates fertile ground for strongly negative views, and can even stir up racism and xenophobia.”⁷⁸

75 Graz will Rassismus messbar machen, ORF.AT – Steiermark, 21.03.2012, <http://steiermark.orf.at/news/stories/2525883>, 16.01.2013.

76 ZARA: Mehr Rassismus in Geschäften, ORF.AT – Wien, 21.03.2012. URL: <http://wien.orf.at/news/stories/2525844/>, 16.01.2013.

77 Scheiß Weiße! Ring Freiheitlicher Jugend Kapfenberg, 14.04.2012. URL: <http://www.rfj-kapfenberg.at/index.php/artikel/berichte/berichte-2012/156-scheiss-weisse>, 16.01.2013.

78 Racism, racial discrimination and related intolerance relating to the media, including new information technologies. Background paper, p. 3. URL: http://unesdoc.unesco.org/images/0012/001292/129_230e.pdf, 16.01.2013.

(3) Green light for the public campaign

In November 2012, following the municipal elections, the City of Graz once again approached its aforementioned partners in hopes of overhauling the advertising campaign. In addition to its partners, the city also extended an invitation to „ARGE – Jugend gegen Gewalt und Rassismus“⁷⁹, which is an NGO specializing in education of youth and teenagers against violence and racism. The Werberraum agency was also invited, so that everyone could review the approach to the campaign together, keeping in mind that the messages should not be so provocative and aggressive. During this process, the three most discrimination-provoking categories, skin colour, ethnicity and religion, were chosen and connected to housing, education and religion. The content of the message was meant to impact to all Graz residents in general, but specifically those who practice racism. The advertising campaign was also intended to produce an introspective and sympathetic perception, rather than projecting feelings of aggression or revenge.

The advertising campaign was subsequently retooled. A picture of an black man, previously associated with drug culture, was now depicted as being denied a flat to rent because of his skin colour in this revised version. The message was changed to, “How would you feel if you were denied a flat because of *your skin colour*?” A picture of Roma/Kurdish/mixed-race girl, previously associated with prostitution, was instead linked to discrimination in the school with the message, “How would you feel if your child is scared when she is going to school?” Finally, a picture of Muslim woman with a headscarf was linked to religious discrimination through the message, “How would you feel if you were insulted because of your beliefs?”

On December 10, 2012, the International Day of Human Rights, three revised advertisements were approved for implementation by the Mayor of Graz and presented in the City Hall to the public including politicians, municipality authorities, civil society and representatives of NGOs and public and private institutions, who finally endorsed it by applause.

4.4.2 The Public Campaign and the 10- Point-Plan-of-Action against Racism

- The Public Campaign as Support for Victims of Racism and Discrimination

Point 3: *“To support victims and contribute to strengthening their capacity to defend themselves against racism and discrimination.”*⁸⁰

On December 12, 2012, the weekly publication “Die Woche”⁸¹ (120,000 copies) reported on the implementation of public campaign through posters in the City of Graz . Furthermore, it also repeated the old version and compared it to the revised one by presenting pictures, slogans and messages. This juxtaposition clearly illustrated the new, less controversial campaign approved by the government. The speaker for the mayor’s office confirmed that the first version was too provocative and that the revised campaign was approved due to its universal application within the community. In allowing posters with the same pictures of “visible minority” including Blacks, Muslim and Roma, the City of Graz demonstrated its political position to protect the victims of racism and discrimination and to create opportunities for a brighter future.

79 ARGE – Jugend gegen Gewalt und Rassismus. URL: <http://www.argejugend.at/>, 18.01.2013.

80 Act of Accession and Commitment – ECCAR, 29.06.2006, p. 2. URL: http://www.graz.at/cms/dokumente/10160012_3723376/e93600d1/GRBerichtBeilageNr.3.pdf, 09.01.2013.

81 Reischl, Roland: Harte Plakate gegen Rassismus in Graz. Die überarbeitete Anti-Rassismus-Kampagne der Stadt wird jetzt doch plakatiert, in: Meine Woche, 12.12.2012, p. 16.

- The Public Campaign and the Human Rights Monitoring of Elections in the city of Graz

Point 1: *“Great vigilance against racism. To set up a monitoring vigilance and solidarity network against racism at city level.”*⁸²

Point 2: *“Assessing Racism and Discrimination and Monitoring Municipal Policies: To initiate, or develop further the collection of data on racism and discrimination, establish achievable objectives and set common indicators in order to assess the impact of municipal policies.”*⁸³

In 2007, prior to the municipal elections of 2008, the city of Graz proposed an initiative to monitor the upcoming elections for human rights violations. From this point forward, the members of the Human Rights Council, together with experts from the ETC, have to observe, document, and review all of the speeches of the politicians, political advertisements and public relations material, as well as press conferences, for the municipal elections. This material has to be sorted, evaluated, categorized, rated, and archived. This material is subsequently ranked into three different levels, classified as the “stoplight system.” Yellow and green lights are given to politicians who respect and uphold human rights in Graz, in contrast to those who violate human rights and receive a red light. The local television program “Steiermark heute”⁸⁴ from March 21, 2011 also mentioned this stoplight mechanism for controlling racism in the political sphere as an important tool. By agreeing to this evaluation and controlling mechanism, the City of Graz demonstrated its commitment to Point 2.

- The Public Campaign as an Information and Participation approach

Point 4: *“More Participation and Better-Informed City Dwellers. To ensure better information for city dwellers on their rights and obligations, on protection and legal options and on the penalties for racist acts or behaviour, by using a participatory approach, notably through consultations with service users and service providers.”*⁸⁵

The advertising campaign was intended to make Austrians and members of the established minority aware of the problems caused by racism and discrimination. It was intended to show people the perspective of the victims of racist discrimination and demonstrate how people in everyday society can be racist in their thoughts, their actions, their words, and the way they carry themselves.

During the implementation process of the public campaign (December 19, 20 and 22, 2012), the City of Graz decided first to create awareness among Graz residents by distributing flyers in public places with the same content as the posters developed above. In the practice of participatory approach, Graz students (born Austrian white) were hired and briefed about the public campaign content. Target demographics (mostly white Austrians) and distribution times (rush hour in the morning and in the evening) were also strategically chosen. With this strategy, a large number of flyers (6000 copies) were distributed and discussion between students and Graz residents was found to be easier because of common language, accent and skin colour. The backside of the flyers carried the following content:

82 Act of Accession and Commitment – ECCAR, 29.06.2006, p. 1. URL: http://www.graz.at/cms/dokumente/10160012_3723376/e93600d1/GRBerichtBeilageNr.3.pdf, 09.01.2013.

83 Act of Accession and Commitment – ECCAR, 29.06.2006, p. 2. URL: http://www.graz.at/cms/dokumente/10160012_3723376/e93600d1/GRBerichtBeilageNr.3.pdf, 09.01.2013.

84 Cf. [Wahlkampfbeobachtung – Grundsatzdokument](#). Der Menschenrechtsbeirat der Stadt Graz. URL: <http://www.wahlkampfbarometer-graz.at/cms/index.php?id=65>, 16.01.2013.

85 Act of Accession and Commitment – ECCAR, 29.06.2006, p. 2. URL: http://www.graz.at/cms/dokumente/10160012_3723376/e93600d1/GRBerichtBeilageNr.3.pdf, 09.01.2013.

“Racism hurts, also without fists!”

Under this motto, the cities of the European Cities Coalition Against Racism (ECCAR) have united. Of the 104 cities in this UNESCO-Network, Graz has spearheaded this campaign together with Berlin, Madrid, Vaxjö, and Botkyrka.

Racism hurts and is based on prejudice!

Even in Graz this statement is true. Every day, people are disrespected and discriminated against based on skin color, appearance, or religious beliefs. Sadly, this also happens to children who have been born in Graz and consider themselves to be Grazers.

“Where are you from?”

“Graz!”

“Where are you from originally?”

“From Graz! Straßgang!”

“But where are your parents from?”

“Why does that matter?!”

It does not matter!

We are all Grazers with different skills and interests, with different ideas, both big and small, with hopes and dreams, problems and fears, who hope for a brighter and more secure future and who want to be understood and respected for the people we are! It is true that all of us must take responsibility to ensure human rights are respected and that we stand up against transgressions and violations against these rights!

More important than speaking is doing, and more important than doing is being!

Many Graz residents reacted positively to the message after they realized that all Graz citizens (even students) were standing to fight racism and to promote the universal protection of human rights. Members of the “Visible minority” were also interested in the public campaign and appreciated the government of Graz because of its policy to promote and strengthen societal values of rights, dignity and equality for all Graz residents, which corresponds to Point 9.

- The Public Campaign and the Equal Opportunity Housing Market

Point 7: *“Fair Access to Housing. To take active steps to strengthen policies against housing discrimination within the city.”⁸⁶*

Due to the fact that there are perpetually problems with discrimination against dark-skinned people in the housing market, one of the three posters in the advertising campaign was dedicated to creating awareness about the lack of equal opportunity in searching for housing. The poster portrays a young black man and poses the question, “How would you feel if you could not get an apartment because of your skin color?” It is not intended solely for landlords, realty companies, and property management organizations, but is also intended to make everyday citizens aware of the racism in this institution.

86 Act of Accession and Commitment – ECCAR, 29.06.2006), p. 4. URL: http://www.graz.at/cms/dokumente/101600_123723376/e93600d1/GRBerichtBeilageNr.3.pdf, 09.01.2013.

- The Public Campaign in education

Point 8: “Challenging Racism and Discrimination through Education. To strengthen measures against discrimination in access to, and enjoyment of, all forms of education; and to promote the provision of education in mutual tolerance and understanding, and intercultural dialogue.”⁸⁷

The public campaign exemplifies Point 8 in two respects. First is the concept of the campaign as an all-encompassing information and education campaign. It is intended to bring all demographic groups, victims and perpetrators alike, to understand the far-reaching scope of racism and discrimination. Through this effort, the campaign also aims to create tolerance and an intercultural understanding. The second facet of the campaign is to identify and expose racism in schools and the educational system. One of the three posters depicts a Roma/Kurdish/mixed-race girl and poses the question, “How would you feel if your child had to go to school everyday in fear?” Students, parents, teachers, and administrators are to become aware of racism in the educational system. The city of Graz has additionally funded workshops for the aforementioned groups. Through these methods, the campaign hopes to conceptualize problems and fears experienced by potential victims, as well as the underlying stimuli that cause the perpetrators to act out.

- The Public Campaign as an Instrument for Promoting Cultural Diversity

Point 9: “Promotion of Cultural Diversity. To ensure fair representation and promotion for the diverse range of cultural expression and heritage of city dwellers in the cultural programmes, collective memory and public space of the city authority and promote interculturality in city life.”⁸⁸

The public campaign focuses on creating a peaceful and equal coexistence for all residents of Graz, which corresponds with the goal outlined in Point 9. However, people of visible minority reacted especially favourably and with great interest to the campaign.

4.5 Required resources (human, technical, financial)

During the public campaign, the City of Graz coordinated all activities with two staff members: the local project coordinator, who was funded by the European Union, and the local project lead, who was also at the same time the speaker of the mayor’s office. In the first step, both the local programme officer and local project coordinator worked together intensively with all partners mentioned in chapter 5 to develop the campaign approach. This team was supported by an experienced design agency (Werberraum GmbH), which had worked previously in the field of Human Rights.

During this time, the local project coordinator organized a team of students to create awareness among Graz residents by distributing flyers and explaining the content of the public campaign against racism in Graz. The local project lead was responsible for organizing the printing of posters and negotiating with municipal authorities for the permits and authorization to use public places for posters and the video screens. Furthermore, he approached public transport officials for permission to use the tram’s screens for video-spots.

To finalize the ECAR report, the City of Graz organized translation services and conducted interviews related to the evaluation of the project. (The analysis and the interpretation of the project’s result will be released by ETC Graz).

87 Act of Accession and Commitment – ECCAR, 29.06.2006), p. 4. URL: http://www.graz.at/cms/dokumente/101600_123723376/e93600d1/GRBerichtBeilageNr.3.pdf, 09.01.2013.

88 Act of Accession and Commitment – ECCAR, 29.06.2006), p. 4. URL: http://www.graz.at/cms/dokumente/101600_123723376/e93600d1/GRBerichtBeilageNr.3.pdf, 09.01.2013.

The details about costs will be released after the project is completed at the end of April 2013, but the estimated cost is around 30,000 €.

4.6 Lessons learned

Given the fact that public campaign in the field of racism and discrimination was implemented for first time in Graz, and considering the targeted group of “followers” were majority Austrian whites and other people sharing the same ethnicity (skin colour) and racist ideology, the City of Graz, partners and stakeholders were convinced to reach a large number of individuals with the public campaign’s objective slogan: “Racism hurts, even without fists”.

4.6.1 Critical analysis

- Underestimation of negative reactions and their consequences in Graz

In following the public campaign objectives, the City of Graz and its partners underestimated the public reaction to the provocative expressions. The team that worked on the public campaign, although comprised of highly-experienced experts, did not expect the uproar among Graz residents, politicians, researchers and civil society. Consequently, the mayor of Graz, in his political position to ensure peaceful coexistence among the population of Graz, while at the same time respecting his commitment to fight racism, postponed the public campaign and requested a review.

To avoid such misunderstanding and negative interpretation, workshops on racism and discrimination, using a sample of posters, should have been held before in schools by NGOs. Feedback should have been evaluated before the approach was incorporated into the ECAR project.

- Communication

Internal communication between the City of Graz and its partners to reach the final version of posters failed as the latter were brought prematurely to the attention of media. This fauxpas was at the same time a problem with external communication. As a result, media reported on the public campaign based on their own interests and understandings. Based on the negative interpretations of the media, complaints and explanation requests were addressed to the offices of the mayor and the project partners. Given the fact that the municipal elections were in the near future, right wing networks on the Internet and in newspapers launched verbal attacks against the government of Graz in an attempt to use the media frenzy for their own political gain.

These problems could have been avoided had the campaign been presented in an official press conference. Furthermore, the information regarding the public campaign should have been prepared, analysed by the team and organized for the press conference. The City of Graz should have invited politicians, municipal authorities, representatives of immigrants and civil society to attend the press conference and extensive information about the approach should have been provided.

4.6.2 Strengths

- Problem Analysis and Problem Solving

Following the media frenzy surrounding the media campaign, the mayor was reluctant to allow the same pictures to continue being used during the modification phase. However, the pictures remained, and only a test concerning the changes in the posters’ vocabulary was conducted. Retaining the same pictures and slogan saved not only time and money, but was also an opportunity for the campaign to capitalize on the first impressions created by the previous advertisements. The success was the approval and presentation of three posters (mentioned above) by the mayor of Graz to the public on December 10, the International Day of Human Rights.

- Durability, Longevity, and Flexibility

In November 2012, under the supervision of a new local project coordinator, the campaign started again in the City of Graz. The City of Graz had to approach all partners and stakeholders again, although some were disappointed. The City of Graz was not able to bring all partners and stakeholders together, and therefore was forced to choose a strategy to approach all partners individually. This method was time-consuming, but it managed to strengthen the cooperation between the city of Graz and each partner and NGO. Networking was not only concentrated on a regional level, but additionally the City of Graz worked closely with other European cities mentioned above in order to ensure that the successes of the prototype campaign in Graz could be realized in a broader European context as well. Flexibility came into play when the city of Graz was forced to approach each partner and NGO individually for advice and had to adapt to their schedule.

- Public Effect

The public campaign reached its goal of bringing the issue of racism into the media. The campaign revealed the idea that advertisements only work when they are coupled with dialogue. Through dialogue, people are able to express not only what they think, but also what they feel. In the case of the posters, the message was captured in a span of two to five seconds. Only when the media takes the message and spins it into a controversial discussion can the government intervene. That was the original concept of the campaign with the motto, “Should we do this?”

The reactions were predictable; although the first posters were not brought to the public’s attention, an interview of 300 people revealed that more than half were quite sure that they had seen the same posters before. The most-popular Styrian newspaper, “Kleine Zeitung,” with a daily circulation of 150,000 copies, published the campaign three times on two separate pages, together with an interview with the director of ARGE and one with the speaker of the mayor’s office, who defended the public campaign in an opinion article. With this procedure, the subject of racism was brought to the forefront of daily discussions in Graz.

4.7 Conclusions and recommendations for transferability

The strategy to use public campaigning to fight racism was not only seen as a great success by the City of Graz, but also by other partners and stakeholders, who advised the City of Graz in the development and implementation of the approach.

The decision of the mayor to suspend the campaign, as explained in chapter 6, was a major setback and disappointment to all those involved. Nonetheless, the elapsed time between the public uproar in March 2012 and the campaign’s review in December 2012 was necessary in order for the residents of Graz to digest the information. The public campaign was able to reach the rest of the Graz residents after the mayor approved the same posters with different messages. The people who were informed before were able to refresh their views and thoughts on everyday racism and discrimination in Graz. The rest were informed through posters in public places, trams and video-screens throughout the city. In conclusion, the public campaign reached its objectives by affecting “the individual behaviour which could lead to social problems or promote behaviour that leads to improved individual or social being.”⁸⁹

The fact that the “suspended campaign” was given new life by the government of Graz, and that no media incident or uproar in civil society arose, illustrated that the public campaign could mobilize public action for policy change. In this respect, the public campaign against racism and discrimination

89 PPT Public Communication Campaign page 7. URL: www.pitt.edu/~super4/36011-37001/36091.ppt accessed 05.02.2013.

in Graz was legitimized and could “raise the importance of a social problem in the public eye as the motivation for policy action or change.”⁹⁰

On March 21, 2013, “International Day of Elimination of Racial Discrimination,” the City of Graz will reinforce the visibility of the ECAR project in Graz. It is planned to combine the Press Conference of the mayor of Graz and a workshop evaluating methods with which to fight racism spread by youth and teenagers in schools, especially in vocational schools (Berufsschule).

The success of the public campaign as a mechanism against racism and discrimination in Graz has created fertile ground among the population of Graz and prepared them to receive further knowledge with which to challenge racism. On a personal level, the people of Graz obtained a perspective of the daily problems that members of the “visible minority” are facing, so that they can also identify perpetrators. Here some of the “followers” received knowledge which affected them psychologically and, through thinking and reflection, might now work to change their racial behaviours and attitudes. The idea to work with Austrian-born white majority students to come in contact with the targeted group of “followers” was an appropriate strategy to bring the issue of racism to discussion within the majority demographic (at least in regard to ethnicity), and created a forum in which members of this demographic could discuss the issue of racism from different perspectives. As of the writing of this report, two weeks after the campaign started, all posters remain intact. Furthermore there are no complaints about the campaign, in writing or submitted electronically to different offices and even registered or lodged to newspapers. This public campaign, which was strongly represented and criticized in the media in Graz, challenged racists who may now positively rethink their ideas. Furthermore it instructed other NGOs and partners about strategies to adopt and to conduct a successful public campaign, as referenced in chapter 6.

European Union Member States share the problem of racism and discrimination. Furthermore, they have common ethnic groups, comprised of Blacks (Africans), Muslims and Roma/Kurdish/mixed-race. Given the fact the public campaign was successful in Graz, it is likely that it can be transferred with relative ease to other EU cities. The precautions which have to be taken are recorded in chapter 6. Posters, expressions and the other devices utilized in this experiment can be used or adapted to fit the needs of any other EU country.

90 Public Communication Campaign. PPT, p. 7. URL: www.pitt.edu/~super4/36011-37001/36091.ppt, 05.02.2013.

2. Conclusions and Recommendations

As a result of the joint project execution and the implementation of the approaches presented, we are able to offer other cities some recommendations for the process of developing anti-racist approaches. These recommendations are documented in detail in a policy recommendation paper, which is available on the ECAR project website . To conclude our Good Practice brochure, we would like to share with you some central outcomes of the ECAR project and the approaches we carried out:

Participatory approaches should be used in each stage of the anti-racist measures

In the design, the development, the implementation and evaluation of the anti-racist approaches, the active involvement of important stakeholders, particularly groups who are primarily affected by racism, should be ensured.

Overrepresentation by people already taking part in different activities is to be avoided. One possibility of recruiting outside the group of these people who are usually active could be to offer some kind of compensation for participation in meetings.

In order to avoid false expectations, it's important to communicate clearly how recommendations -developed by experts and the citizens- would be considered within the administration. It should be made clear that not all the recommendations can be taken up by administrations but the reasons, whether it's because of potential involvement of large financial commitments, political decisions because considered as too radical, risking further subordination and marginalization, etcetera, should be explained and communicated to the involved stakeholders. If not, people may feel used by the local administration and may not be willing to participate in future collaborations.

In order to keep public administration and civil society multi-stakeholder networks going, it is necessary to build up trust and to make internal administrative processes and procedures transparent and impart and convey these in cooperation with NGOs. At the same time, an openness of the administration towards procedures and communication forms of NGOs is required. When scheduling meetings and delegating tasks, it is important to take into account that participating groups or persons often carry out their activities voluntarily, whilst administration employees get paid for it.

Sufficient financial and personnel resources should be allocated for anti-racist work

Sufficient financial and personnel resources are required in order to develop anti-racist measures. All over Europe, administrations are affected by numerous cuts in personnel and funding. This has resulted in a high workload with a simultaneous decline in financial resources. Despite this and the effort to work with less money, cities still need to spend money on anti-racist work. Thus, extra efforts must be made to show the importance of anti-racist work as an on-going task. An important aspect of allocating resources is that the development of anti-racist measures should not be seen as separate from policies, routines and structures that already exist, but as a further development of this.

Top-down as well as bottom-up processes should be initiated

In order to work effectively on anti-racist measures there needs to be top-down as well as bottom-up processes. Top-down processes can demonstrate the political commitment to anti-racist work and are a strong signal, especially in hierarchical organizations. However, no city mayor is able to work effectively without personal efforts of his or her staff. Experts within and beyond city administrations are necessary to support processes with their expertise and experience. Bottom-up processes are equally important as they make an active, democratic participation possible, something that is of particular importance in working with marginalized groups. In this way a bottom-up approach will insure an active involvement and ownership of the issues addressed.

Anti-racist work as central part of a vital democracy

Any civilized society cannot accept that racism occurrences happen. Therefore, anti-racist efforts should be perceived and communicated as one important field of human rights work and an important field to defend democracy.

Addressing public administrations as key actors

Public administrations of EU Cities are key actors to demonstrate a coherent and consistent attitude against racism. Municipal administrations have influence on large fields of action. They address public space directly and have a responsibility to guarantee equal treatment, equal opportunity, equal participation and anti-discrimination.

Public administrations have an important impact on society and social relations. At the same time they might represent/reflect social relations, circumstances and imbalances in their own structures. Thus, the administrations themselves are an important area of action in the work against racism and discrimination.

The tight financial and personnel situation has to be taken into consideration, when addressing employees of the administrations. In order to reach them effectively, awareness-raising activities as well as trainings should provide a clear definition of racism, which makes the variety of forms and occurrences of racism visible and shows the relevance of everyday racism. Workshops and trainings should directly address their fields of work.

Good practice examples for anti-racist measures are needed

In all workshops with administration employees on all levels of the hierarchy, it became clear that the administration is interested in good practice examples in the fight against racism and ethnic discrimination. Such examples are taken up as suggestions of possible measures in the relevant areas of action. Accordingly, the systematic compilation of and working with good practice measures against racism and ethnic discrimination are of great importance.

Approaches to fight racism should be adapted to the local situation

First of all, an in depth analysis of the local situation concerning racist occurrences is necessary in order to choose and to implement the most efficient measures against racism. Part of this analysis has to focus on the composition of the various local stake holders that could cooperate with the city in the fight against racism, as well as on existing policies, priorities and ambitions. Besides this, it is very important to take into account the planning and urban design of the city or place where the approach is to be implemented.

Sustainable anti-racist measures should have a long-term perspective

A long-term perspective is often required for the development and implementation of anti-racist measures. There is often the need to involve various institutions and to build up networks. The process of establishing networks and to develop a working atmosphere of trust requires time and stakeholders often want to know that their efforts are valued in the long run.

However, processes require medium- or long-term support. Two or three years of assistance does not guarantee the independence of the processes initiated, above all those of promoting and starting up non governmental organisations with the population of foreign origin or of empowerment. Good practice such as that presented here should be continuous over time with a view to being able to measure its actual impact and, above all, its transferability to other cities.

Political commitment is necessary to guarantee the success of anti-racist measures

Without political commitment and a coherent policy against racism, the anti-racist measures are doomed to fail. It's impossible to work on the one hand on prejudices or stereotypes in the boroughs and to empower possible victims of racism while on the other hand certain politicians, political parties or members of the local administration demonstrate intolerant attitudes towards people of foreign background.

Moreover, a clear illustration of this political commitment could be by public campaigning against racism. Public campaigning is an important sign of political commitment to demonstrate the government's policy of transparency and the practice of social inclusion and equal opportunities to-

wards all citizens. Campaigning could be directed towards the diverse population of cities in informing them about their rights and the obligations of the society which they want to be members of. When designing a public campaign it is of high relevance to actively involve a variety of people affected by racism. A large emphasis must be laid upon avoiding the reproduction of stereotypes and clichés.

Monitoring as a necessary tool to achieve sustainability

Monitoring is a highly useful tool for municipalities not only to evaluate their anti-racism projects. It is also very helpful to design measures, focus them on a concrete outcome, control them while implementation and evaluate their results. The first step, before deciding for concrete activities should be an objective in-depth evaluation of the situation of racist discrimination. It is a prerequisite for evidence-based actions against racism at the local level. The monitoring scheme developed in the course of the ECAR project (see www.eu-ecar.eu) presents further concrete steps that may be taken by municipalities and researchers to develop and apply a tailor-made and indicator-based monitoring scheme on racist discrimination.

Although monitoring racist discrimination is a demanding and laborious endeavour, it is recommended that more municipalities consider the application of the ECAR monitoring scheme as an accompanying tool for policy measures against racist discrimination.

We hope you/your city will be able to adopt some of our approaches or recommendations to promote dignity, security and justice for all citizens.

To those of you who will implement future projects based on the approaches presented and develop them further:

We wish you good luck, perseverance and joy!

