Recommendations
How to Combat Racism in Your City

"ECAR – European Cities against Racism" Project

Imprint

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Information on the project is available at: http://www.eu-ecar.eu
A PDF version of this document is also available for download.

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I. Introduction

This recommendation paper on "How to Combat Racism in Your City" was developed within the framework of the project "European Cities against Racism - responsibilities of Cities in Counteracting Racism sustainably" (ECAR), funded by the European Commission. The overall goal of this project is to improve impact and sustainability of local strategies and actions combating racism and xenophobia through the development, exchange and transfer of innovative good practises in the fight against racial discrimination.

For two years, the five cities of Berlin (DE), Botkyrka (SE), Växjö (SE), Graz (AT) and Madrid (ES) cooperated within this transnational project in order to implement measures against racism at local level, and to discuss their transferability for the benefit of local actors across the EU. More information on these good practices can be found in the brochure "Good Practise Approaches – Ways to Combat Racism in your City"[1].

In addition, an indicator-based monitoring scheme has been set up in a joint cooperation led by ETC Graz, with the aim of enabling an 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 eighty (80) different indicators. Further information on the results can be found in the publication "ECAR Monitoring Manual. Monitoring Racism and Discrimination at the Local level"[2].

This recommendation paper "How to Combat Racism in Your City" presents the main conclusions and lessons learned, not only from the implementation and development of the five (5) approaches in the different cities, but also from the development of the monitoring scheme on racism and discrimination at local level. The recommendations presented in this paper aim to help the policy makers in cities across the EU in the development and improvement of the strategies and measures in the fight against racism and xenophobia.

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1   The Good Practice Brochure can be found on the ECAR website: http://www.eu-ecar.eu/

2   The Monitoring Manual can be found on the ECAR website: http://www.eu-ecar.eu/

II. Presentation of the approaches – Main conclusions and lessons learned on how to combat racism on local level

1. Berlin/Germany: "Local Action Plan against Racism"

Brief description
Within the ECAR Project, Berlin extended the Local Action Plan against Racism and Ethnic Discrimination (LAPgR). This action 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 Action Plan focuses on areas of action on which – at ministerial level – the senate administrations have direct and indirect influence. The further development of the Local Action Plan also included its extension to the 12 Berlin borough administrations. The Berlin State Office for Equal Treatment and against Discrimination (Landesstelle für Gleichbehandlung – gegen Diskriminierung (LADS) has taken over the coordination of the development and expansion of the Local Action Plan.

One essential characteristic of the LAPgR is the participative approach in which civil society was and is included in the entire process of the development, steering, implementation and further development of the Local Action Plan. Under the coordination of the Migration Council Berlin Brandenburg (mrbb) – an umbrella organization of over 70 migrant self-organizations – over 100 NGO representatives were integrated and have developed a list of demands with over 270 recommended measures, which are aimed at the senate administrations.

Main conclusions on the impact
In order to take up the demands of the NGOs and to further develop the Local Action Plan against Racism, LADS has conducted numerous topic-centred meetings between the mrbb and the senate administration. Thus, a continuous exchange as well as a learning process between civil society and administration could be started. A specialist conference and 6 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. Additional measures conducted by LADS were: diversity trainings on ethnicity and skin colour and long term vocational training on diversity competences for multipliers within administration and civil society. Special trainings were carried out for the Berlin police department, and public campaigning against racist and ethnic discrimination was implemented. These measures aim at a continuity of an awareness raising of and work against racism within the administration.

At borough level, meetings with mayors were held, interviews were conducted with commissioners for integration and migration, and focus groups with civil servants were conducted. Through this, focal areas of action for a Borough Action Plan against Racism were specified. In subsequent steps, administrations carried out awareness raising and competence trainings, which were directly tied to the fields of work of the participants. An interdepartmental task force for the promotion of neighbourhood activities and the prevention of conflicts in the use of public parks was formed. In several boroughs, the focus groups continued, in order to develop and implement activities for the prevention of racism and ethnic discrimination. These activities include the provision of information material in simple language and in foreign languages, easy access to legal information and pro bono legal advice, and transparent complaint management.

Lessons learned
In this chapter, a brief description of lessons learned is provided. Further more detailed recommendations can be found in section IV of this paper.

Complex processes with unpredictable variables

The approach of the further development of the Local Action Plan against Racism and its expansion to the Berlin boroughs 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. In the process of coordination, a high level of flexibility is required: on the condition of retaining the central objectives, new ways of implementation must frequently be sought. Such a process also contains many opportunities however, as it enables a rapid linking to current issues.

Provide space for civil society to organize

Civil society is not a homogeneous group. In order to enable a representative group of civil society to participate in the development of measures against racism in public administration, civil society should be provided with space, time and financial support to organize itself, to discuss different standpoints and to formulate its own strategies.

Anti-racism is a (learning) process

The compilation of a catalogue of measures against racism – like the Local Action Plan against Racism – is not the end, but the beginning of a process to fight against racism sustainably. Such a process requires openness from all stakeholders involved towards different perspectives and ways of approaching problems. In such a process, it is common that conflicts occur. Nonetheless, this provides a chance to learn from one another and to proceed in essential aspects of the fight against racism. Anti-racism as a process requires patience, since effects and results may not occur immediately. Monitoring might be helpful to control process results and for steering processes.

Transparency within participatory processes

In a participatory approach, it is necessary to make the internal administrative processes and procedures transparent to the NGOs. Internal administrative processes and requirements, just like hierarchies and decision-making paths, are not always comprehensible for external stakeholders. 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. At the same time, 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, whilst administration employees have their working hours available for this.

Definition of racism and good practice examples

To broach the issue of racism within the realm of administration is seen by many civil servants as an unjust accusation of being racist. Hence, a strategy titled "Action Plan against Racism", for example, can sometimes causes incomprehension or even worse, a strongly defensive attitude. In order to create openness towards important social topics of racist exclusion and other forms of discrimination, awareness raising measures are of high importance. This has to be accompanied by the provision of a comprehensible and differentiated definition of racism, as well as of examples of racist occurrences that show different levels and forms of this discrimination. Good practice examples of measures against racism are also of high importance.

Duration of the measures:
May 2011 – April 2013 and continuing

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2. Botkyrka & Växjö/Sweden "Intercultural Research Circles"

Brief description

The fundamental idea of the method of research circles is to bring people together as a group, discussing issues of joint interest with the constant presence and guidance of a researcher, specializing in the specific area of interest.

The method of research circles is a well-established method in Sweden, and has been used by unions, the women's movement and schools, amongst others. The research circle provides a place for people who have to deal with a specific problem or issue, to meet with one another and with a researcher, in order to exchange ideas and learn from one another. The group should meet regularly over a long period of time, usually once a month for one year. This long-term perspective is needed in order to get a more in-depth understanding of the issues through discussion, reflection and observations in their everyday lives inbetween the meetings. The role of the researcher is to provide input into the discussion as an expert from his or her academic point of view, to document the discussion and write a report on the different knowledge processes that took place within the circle. It is also the role of the researcher to make sure that the discussions in the circles are inclusive and respectful.

The reason for using this method as a way to explore how a municipality can work with anti-racism was firstly to contribute with a perspective of experiences of racism, create meeting places for people to discuss and share their thoughts and experiences. Secondly, based on these experiences we wanted to formulate recommendations and concrete proposals on how the municipality can improve its work against racism and discrimination. Thirdly, by creating an opportunity for elected representatives and officials to gain insight into the thoughts and experiences of the participants, this gives these elected representatives and officials the assignment to examine how the proposed recommendations and proposals can be implemented in work of the municipality.

Main conclusions on the impact

When working against racism and discrimination, it is important to highlight the structural part of these phenomenons and how the public administrations can sometimes be part of those processes, whereby patterns of inequality based on ethnicity and/or race and/or religion are being reproduced in our cities. One way of targeting these structures is for the experiences of citizens (of the negative consequences of racism, discrimination and segregation) in a municipality to be heard, recognized and addressed. With the method of research circles, we have found one way of doing this.

Findings from the execution of the research circles both in Botkyrka and Växjö show that 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).

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 organization 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 have a better basis for future decision-making.

It is however important to emphasise that the research circles alone do not offer any "solutions" to problems, but rather offer a space for 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 can subsequently be tested outside the research circle. The approach however requires that the municipality is prepared to listen from the beginning to the results of the circle's discussions and to implement them respectively in the municipality work.

Lessons learned

Below we would like to highlight some important lessons learned from conducting research circles for the purpose of improving anti-discriminatory work within a municipality.

We can observe that the main positive outcome of this approach has been that it has provided both the space and the possibility for people suffering from discrimination, racism and segregation in these areas to share experiences and commonly discuss their situation in a very concrete way, especially in regard to the recommendations formulated within each group.

In this way, the research circles have 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 also established a 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 racism and discrimination. As a direct result of the circles, the local authorities have, in some respects, adapted their work in accordance with the drafted recommendations.

Another positive effect is the response among local 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 important lesson was that, depending on the composition of the group, the results differed. A clear pattern for example was that the more homogenous groups made it easier for the participants to share and to recognize common experiences of racism and discrimination than heterogeneous group. In the more heterogeneous groups on the contrary, the more personal testimonies on the issue of discrimination and racism were absent and instead there seemed to be a need to discuss more general issues of segregation in housing and in the work place, for example.

Yet another important lesson learned was the role played by the researcher i.e. his/her background, attitude as well as expectations both of oneself as a researcher but also of the participants of the circles. It is therefore important when finding and contracting researchers for the circles that they possess knowledge about the method, and have ideally also worked with it before, as well as being proficient in current research on racism and discrimination. It would also be an advantage if the researcher is multilingual, and open to the fact that the discussions in the circles occasionally need to be conducted in several different languages.

A final lesson we want to mention is the importance of the location where the research circles are held. Experience from the research circles shows us that they require a space where the participants feel at home and secure. The visiting work carried out in Växjö, including meetings and discussions in places regularly visited by the residents themselves, seem to be more suited to these purposes, rather than holding the circles on premises that the participants might associate with the so called majority society, the authorities or the public sector.

Duration of the measures:
May 2011 – April 2013 and continuing

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3. Madrid/Spain "Fighting against Racism and Xenophobia within the Community Development Programme in Public Spaces"

Brief description

The implementation of the Community Development Programme in Public Spaces (CoDeP) sought and aimed to involve residents of the City of Madrid in activities, actions and projects geared towards promoting peaceful co-existence of citizens 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 CoDeP therefore disposed of a multi-professional team, present in the 21 districts of Madrid 7 days a week. They worked from an active methodology that, starting with 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.

During the two year project, the workstream on fighting against racism and xenophobia was strengthened and extended as an important work line in the CoDeP Programme, the professionals were trained, projects set up, networking enabled and materials in the fight against racism developed.

Main conclusions on the impact

Due to the implementation of the ECAR project within the Community Development Programme, the amount of organised activities in public spaces to raise social awareness on racism and xenophobia increased significantly, as well as promoting work on preventing racist, xenophobic or intolerant attitudes; helping in this way 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. In those places in which an existing or underlying conflict was detected, the Community Development Programme 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.

Furthermore, 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 local level. The aim of this was 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 into account the fact that half of these organisations did not have previous experience in the coordination of initiatives or networking. Within networking and support for the processes of empowerment of institutions at local level, it is worth noting the preparation and provision of recommendations to local bodies and the joint work carried out 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 the programme in identifying needs and underlying conflicts to demonstrate the reality that neighbourhoods are experiencing, and design an adapted strategy to address it.

The Community Development Programme 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 and in the creation of lines of communication between groups of users of public spaces and the local authority.

Lessons learned

Firstly, there is the importance of the planning, based on an analysis of the situation. 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, and at the same time encouraging the participation of the population.

After that, a certain flexibility and capacity to adapt the methodology and the intervention tools, based on the situation identified in the various public spaces, are essential. Intervention work in these spaces is complicated by an external factor, as it constantly depends on the weather conditions. This requires a lot of creativity on the part of the professionals, as well as adaptation and the constant design of alternative intervention plans.

The community participation methodology, as a base element in the programme, 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, migrant associations and other social institutions/NGOs).

To reach the whole variety of the population, a multi-disciplinary and multicultural team of development agents facilitate 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.

The continuous training of the team of professionals who make up the Community Development Programme is essential. This entails instruction in new work tools, focuses, dynamics and resources for working on interculturality and coexistence in neighbourhoods (for example, art therapy techniques). During the two year project, special emphasis was placed on enabling tools and knowledge to work on topics such as prejudices, stereotypes, racism and xenophobia in the neighbourhoods.

The approach used in the programme is an inter-disciplinary one. The intercultural perspective is based on the principle of respect for differences, 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.

Extensive and diverse coordination, involving 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), essential to ensure effective and respectful community intervention with all individuals who use the same space.

Nevertheless, due to the current economic situation in Spain, several social services and initiatives are suffering from the reduction of funds, which is forcing the disappearance of intervention programmes that – in spite of already having brought about a process of social change - are still not independently sustainable when it comes to assistance and support (which, of course, require certain investment in human, technical and financial resources). The same occurred with the Community Development Programme.

Duration of the measures:
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4. Berlin/Germany "Empowerment"

Brief description

In general, empowerment approaches are 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 of racial 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 resulting from the experiences for the implementation of empowerment workshops in other (European) cities.

Lessons learned and main conclusions on the impact

In general, the experiences gained 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 towards 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, observed from the outside by the process guide and controlled by the workshop initiators. Such a disturbance can be avoided by either doing without a process guide or by making it clearer from the outset why the process guide is present. In the process, 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 required by those who are funding the projects. As such, both sides - administration and NGO - must assess whether the respective conditions for working together can enable a joint process.

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 exchanges. 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."

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

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Duration of the measures:
May 2011 – April 2013 and continuing

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5. Graz/Austria "Positive Public Campaign"

Brief description

The public campaign is one approach of the EU-funded project "ECAR - European Cities against Racism", which was developed and implemented by the City of Graz. The objective of public campaign was to combat racism in institutions and on an individual level.

After an assessment and analysis of racism in Graz, three domains were identified to be fields of exclusion, discrimination and distinction: housing, school and public places. Potential victims of racism were found to be members of visible minorities including blacks, Muslims (especially women with headscarves) children of Roma and mixed ethnicities. The public campaign also targeted "follower" racists who are exclusively whites and belongs to the majority of the society.

Main conclusion on the impact

During the conception of public campaign, the City of Graz used a consultation method to meet partners and stakeholders with expertise - not only in public campaigning, but also with strong work experience in the field of human rights and racism. Members of the vulnerable group, especially representatives of the visible minority, were also invited. In addition, the presence of a design agency was also necessary for advice on the type of media (posters, video-screens etc...) to be used and the presentation of the poster's information.

With the aim of challenging racism in the majority of the society, especially whites, a reverse mechanism to put whites in the role of victims of racism was adopted. Three operational aspects were identified: (1) to attract the visual attention of Graz residents through big posters and videos shown on video-screens and to create interaction with passengers through street theatres. The latter, however, was replaced by flyer distributions. (2) The expression "how would you feel" was combined with provocative words "shit white" instead of (shit nigger) and a description of an entire population of a district (Wetzeldorf) to be drug dealers (in place of all Africans are drug dealers). Such provocative methods aimed to challenge feelings and agitate emotional reactions among Graz residents. (3) The slogan "racism can hurt even without fists", which appeared at the bottom of each poster, videos shown on the video-screens and flyers had the purpose of prompting self-reflection and intervention amongst city residents.

Lessons learned

- Although the public campaign caused strong uproar amongst Graz residents and was consequently suspended by the Mayor for review, it has at the same time reached its objectives in two components:

(1) To create a discussion amongst civil society and immigrant representatives, experts in human rights, journalist and politicians. This experience proves that public campaign can only challenge racism in the society when it is combined with provocative subjects. Posters and video-screens which illustrate general, routine and known facts can be looked over or ignored.

 (2) To prepare a fertile ground for further public campaign projects. Given the fact that the revised version was implemented without complaints or damages to posters, which were in the public places for four weeks, proved that the Graz community was ready to receive such public campaign in the form of posters.

- Considering the impact of public campaign on city residents, which can also affect social, economic and political situation, it is important to secure political support in the early stage of the approach. In this respect, collaboration and cooperation with politicians are required and the latter have to be involved in every stage of the approach process (from the concept and design to the evaluation).

- The influence of the media has to be kept in mind during the development of the approach. The preparation and analysis of the information for the journalists, coupled with the organisation of the press conference, are major factors for the public campaign success.

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Duration of the measures:
March 21st, 2012 - April 30th, 2013.

6. Graz/Austria "Welcome Box"

Brief description

Welcome Box is a preventive approach against racism developed by the City of Graz, Austria, in cooperation with other European Cities (Berlin, Madrid, Botyrka and Växjö) in the EU-funded project "ECAR – European Cities Against Racism" (ECAR). The City of Graz took such commitment to counteract racism and discrimination at grassroots after assessments and analysis results confirmed: on the one hand there were signs of racisms such as verbal and physical attacks, insults, racist and Nazis scripts in public places, whilst on the other hand it was likely that the increase of diversity in Graz in a multicultural society would be accompanied by social conflicts, including racism and discrimination in public and private institutions.

The Welcome Box was conceived to be a form of information sharing, targeting racism among municipality institutions and at the time promoting good understanding and peaceful coexistence among city residents.

Main conclusion on the impact

To tackle institutional racism, it was necessary to bring together municipality authorities, administrative staffs, immigrant representatives, civil society and experts from universities and NGO's, to form a team and to assess the presence of racism in municipality apparatus together. In addition, the practice of racism in daily life was also pointed out in different municipality services where the administrative employees are in permanent contacts with Graz residents with migration background.

Such mechanisms of capacity building were used for the municipality authorities and employees to formulate measures to counteract such racism in their departments, and those were incorporated in the Welcome Brochure.

Furthermore, the City of Graz, implementing partners and stakeholders established information on rights and obligations of Graz residents, including newcomers. In counteracting racism in Graz, the information about public services addresses and hotlines to report incidents of racism and discrimination were highlighted, and also became a part of the Welcome Brochure.

An extra part of the Welcome Box was dedicated to newcomers, organizing meetings between them and politicians at the city hall. Moreover, the city council organized a city tour for newcomers and accompanied them to visit private and public institutions. This strategy had the objective of not only demonstrating respect and dignity (UDHR Art.1) towards newcomers, but also to accept them as potential factors for social, economic and political life in Graz.

Lesson learned

The translation of Welcome Brochure from German into the immigrant's languages (majority group) i.e. English, French, Turkish, Croatian/Bosnian/Serbian and Russian was important for the equality and the inclusion of all population without discrimination. However this task was not planned early enough to organize translators and also to negotiate good price. This constraint which came at the end of the process delayed the finalisation of the approach and made the translation costs more expensive.

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

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 city which they want to be members of. It is important to prevent racism and discrimination early enough so that the people can avoid acts and attitudes which contradict

social values and norms of a democratic society. This strategy can also reduce negative prejudices, which contribute to racist and discriminatory reactions among the local population.

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Duration of the measures:
May 2011 – December 31st, 2012.

III. Presentation of the monitoring scheme

Monitoring racism and discrimination in an objective manner is a prerequisite for counteracting these still wide-spread phenomena through evidence-based policies on the local level. However, monitoring activities in this area remain very limited in practice thus far. The ECAR project addressed this gap by describing the practical steps to be taken in order to measure racism and discrimination at local level. The ECAR monitoring scheme consolidates various attempts to measure racism and discrimination in one single conceptual framework and describes ways to render it applicable in practice. The monitoring scheme provides a useful tool for municipalities and researchers in developing tailor-made instruments to evaluate the state of and the progress in the fight against racist discrimination, and thus helps them to make respective policy measures more effective.

1. What does the ECAR monitoring scheme measure?

The ECAR monitoring scheme sets out to gauge racism and discrimination faced especially by Black persons, Muslims and Roma within the public space of municipalities. A focus is put on Black persons, Muslims and Roma as these groups were identified as particularly vulnerable to racism in the municipalities' public space. Further target groups were added for individual municipalities to better reflect the diverse realities given in different European cities.

The term "public space" is understood as the sum of public areas of a municipality for which a local authority holds competence for regulation and/or enforcement. This competence comprises particularly the authority to regulate and control the access to and the use of public space, which is usually done by adopting and/or implementing laws, directives, ordinances, decrees, orders etc. From a human rights perspective it becomes clear that by attaining the competence for a particular space, the local authorities also become duty bearers and should exercise their competence to regulate and control the access to and the use of the public space in a non-discriminatory manner. Two further dimensions related to the use of the public space are also taken into account for the monitoring scheme: (1) Political participation as a prerequisite for exerting influence on the formulation and adoption of regulations concerning the public space and for implementing them. (2) Due to the significance of executive actions taken within the public space, the behaviour of the executive branch taking action within the public space of local authorities was also taken into account even in case the local authority does not have the competence in this regard.

On the basis of Article 1 of the International Convention on the Elimination of All Forms of Racial Discrimination (ICERD), racial discrimination is understood 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". Based on this definition, three aspects of particular importance for measuring this phenomenon within the public space of local authorities have been specified: (1) aspects of current racial discrimination of Black persons, Muslims, and/or Roma in the public space of local authorities, (2) aspects of measures against this racial discrimination (3) and aspects of the long term progress in eliminating racism and discrimination in the public space.

2. How have the indicators been identified?

Indicators in general do not simply provide for entirely objective measurements, mainly because the definition and selection of indicators is based on a number of subjective assumptions. To justify these assumptions it is of particular importance to ensure that the methodology and criteria applied for the identification of indicators are transparent and well documented. For this reason, potential indicators were scrutinized on the following general conditions in the ECAR project: indicators had to provide

for consistent results, i.e. the same results have to be achieved when indicators are applied repeatedly with the same sources (reliability); indicators had to actually measure what they purport to measure (validity); indicators had to be easy to comprehend and should not allow extensive interpretation (comprehensibility); indicators had to be relevant for assessing the phenomenon measured, i.e. forms of racism and discrimination that are likely to be faced by the target group (relevance); indicators had to seek precise information on racist discrimination of the target groups (accuracy).

Beyond these generally accepted requirements, the indicators of the ECAR monitoring scheme have been built around specific requirements in order (1) to grasp the normative dimension of racial discrimination, (2) to deal with the complexity and inter-linkages of racial discrimination and (3) to address the multidimensional nature of racial discrimination.

3. Grasping the normative dimension of racist discrimination

Indicators of the ECAR monitoring scheme are rooted in a normative basis. Article 1 ICERD provides a useful framework for translating the legal dimensions of racist discrimination into indicators as it stipulates that racist discrimination may take the form of (1) distinction, (2) exclusion, (3) restriction, or (4) preference of particular groups of society. These four dimensions served as a conceptual framework for the indicators gauging (measures geared towards fighting) racial discrimination.

Dealing with complexity and inter-linkages
Racial discrimination as well as the fight against it may take various manifestations, making it a complex phenomenon which is difficult to be measured at a particular point in time. A static mapping of the occurrences of racist discrimination would not provide a sufficiently sound picture of the overall situation as more dynamic elements, such as active policy measures against racism, would be neglected. The ECAR monitoring scheme thus aspires to grasp existing manifestations of racism and discrimination, to assess whether the measures adopted against it adequately respond to present challenges and furthermore it evaluates, if and to what extent the conditions for groups being at risk of discrimination improve on the long run. Naturally, present challenges of racism and discrimination, the measurers against it and the ameliorations of the situation on long-term are interlaced. In order to deal with this complexity and inter-linkages the ECAR monitoring scheme resorted to the conceptual framework of the Anti-Discrimination and Equality Index (ADIX).[3] The ADIX resorts to a system of three types of indicators, namely RIX-indicators, IMPLIX-indicators, and IMPACTIX-indicators that measure racial discrimination and the fight against it on three levels. The indicators used for the ECAR monitoring scheme built on this system and consequently address the current situation of racial discrimination at a particular point in time (RIX), the responding policy by municipalities (IMPLIX) and the change of the conditions on the longer run (IMPACTIX).

Addressing the multidimensional nature of racist discrimination
The methodological framework for measuring human rights developed under the auspices of the Office of the High Commissioner for Human Rights (OHCHR) convincingly differentiates between structural, process and outcome indicators.[4] Acknowledging the multidimensional nature of (measures against) racism and discrimination, the ECAR project drew inspiration form this approach for the development of indicators and contextualized these types of indicators for the purpose of measuring racism and discrimination on the structural, procedural and outcome level.

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3   European Training and Research Centre for Human Rights and Democracy, Study on Challenges in the Development of Local Equality Indicators – A Human Rights centred model, European Coalition of Cities against Racism Discussion Papers Series, Number 5, UNESCO, 2010, available online at: http://unesdoc. unesco.org/images/0018/001884/188481e.pdf

4   Office of the United Nations High Commissioner for Human Rights, Report on indicators for promoting and monitoring the implementation of human rights, HRI/MC/2008/3, 2008, available at: http://www2.ohchr. org/english/issues/indicators/docs/HRI.MC.2008.3_en.pdf

Indicators fulfilling the general and specific requirements were brought together in a generic monitoring matrix, with the principal aim to find a nuanced monitoring approach that considers both, achievements made and current dynamics in the fight against racism and discrimination.

The ECAR monitoring matrix

Art. 1 ICERD	RIX			IMPLIX			IMPACTIX
	structural	procedural	outcome	structural	procedural	Outcome	outcome
Equality							
Inclusion							
Equal treatment							
Equal opportunities							

Overall, more than 80 indicators have been defined and fine-tuned for this monitoring matrix in a joint approach with municipalities and researchers. The full model and further details are available in the monitoring manual.

4. Lessons learned and resulting recommendations

The development of the ECAR monitoring scheme started as an explorative endeavour to monitor (measures against) racism and discrimination at local level. The development of the monitoring matrix and the application of indicators within the ECAR consortium constitute a substantial step forward. A number of lessons have been learnt in this process and have inspired related recommendations.

Monitoring is a welcomed tool to make policy measure more effective
Although monitoring racial discrimination it a demanding and laborious endeavour, its added value is undisputed among all stakeholders that have been involved in the development and application of the ECAR monitoring scheme. Monitoring is commonly regarded as an important and helpful tool to design and review policy measures. In particular, a systematic and focused monitoring of racism and discrimination helps to establish objectivity for a phenomenon that is often considered as something related to perception, instead of real facts. It is thus recommended that further municipalities consider the application of the ECAR monitoring scheme.

Indicators have to be refined for different contexts of cities
A monitoring scheme for measuring racist discrimination is not capable to propose a list of ready-made indicators to be applied by any municipality. In order to be meaningful, the indicators require a thorough contextualisation for the specific situation of a city taking into account the different threats and vulnerabilities of the target groups. The ECAR monitoring scheme provides a sound conceptual framework and suggests practical steps for developing an appropriate indicator system. It is thus recommended to draw on the ECAR monitoring scheme to develop tailor-made monitoring approaches and to define meaningful indicators.

A participatory approach is needed for the development and application of indicators
Communication and cooperation among the municipality's administration, researchers, statistical offices, and non-governmental organizations is a crucial benefit for the successful development and application of a monitoring scheme. A participatory approach ensures that indicators are developed not only by academic experts, but are also scrutinized and validated by practitioners. Ownership and legitimacy of indicators for racism and discrimination is thus increased. Moreover, the joint identification of relevant indicators helps minimize the risk that indicators are formulated in a manner that

provides for the opportunity to improve the indicator results through artificial policy measures or a "feel-good" policy. It is thus recommended to seek participatory approaches where possible, when developing and applying a monitoring system for racism and discrimination at local level.

Monitoring racist discrimination remains a demanding and complex endeavour

Monitoring (measures against) racism and discrimination at local level is a complex issue and indeed cannot be simplified too much. However, a monitoring scheme that is too elaborate and indicators that are too intricate could be an obstacle as such and prevent potential users from applying them. It is thus recommended to carefully balance feasibility with meaningfulness when developing a tailor-made monitoring scheme for racial discriminations.

Significant data gaps exist

Significant data gaps have been identified in the course of the application of the monitoring scheme. Currently, only few pertinent data are already available at local level to measure racial discrimination of Black persons, Muslims and Roma. A lot of data is outdated, a lot of data is not directly related to the public space and a lot of data collected at national level would require difficult interpretation for the local level. It is thus recommended to pursue a more rigorous collection of data on racism and discrimination wherever possible, in order to provide for systematically collected data over longer periods of time. Until then, it is recommended to design feasible indicators considering given data gaps.

Difficulties of data disaggregation have to be addressed

Finding an appropriate method of data disaggregation by appropriate categories constitutes a significant challenge. The main reason for this lies in the fact that there is no objective way to define the categories of "Black person", "Muslim" or "Roma". Moreover, it is every person's right to choose whether or not to be treated as belonging to a particular group. Existing data collections also do not take, for example, ethnicity (despite of the absence of any generally agreed definition) into consideration, or if they do, the data might be an oversimplification of a more complex reality. To partly overcome this difficulty, it is recommended to apply a twofold approach for the data disaggregation: In a first step, the persons' self-identification of identity shall be taken into account. As this might not always lead to meaningful results, the attribution by others should to be considered in a second step.

Interpretation and presentation of indicator results

Indicator results have to be interpreted with care as it is hardly possible to strictly isolate the impact of a city's measure against racism and discrimination from other factors leading to an amelioration or deterioration of the situation. Despite the complexity of the ECAR monitoring scheme, these constraints cannot be fully overcome. A basic scoring of the indicator results will not reflect the complex realities, nor will it be able to give detailed account of the impacts of related policy measures. It is thus recommended to resort to qualitative reports as a preferred tool of presenting the indicator results.

Limited comparability of indicator results

At first sight, it might be tempting to compare the indicator results of different cities or establish some sort of ranking among them. Yet, given the tailor-made approaches that are required for monitoring the different approaches and situations of highly diverse cities, one should resist such a temptation. A comparison of indicator results among cities is not a useful goal and the benefits of a comparison would be very limited. It is thus recommended to concentrate on what can realistically be achieved with a **monitoring scheme on racial discrimination and therefore treat it as a tool to evalua**te the very specific situations and policies of particular municipalities.

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IV. Recommendations for the improvement of the success of anti-racist projects

1. General Recommendations

As an outcome of the development, implementation and evaluation of the impact of the good practices in the five (5) cities during the last two (2) years, some general recommendations were made by the project partners and are presented in this document, in order to assure the sustainability of future anti-racist measures.

It seems to be obvious, but the experience from carrying out the different approaches shows that political commitment is essential for a successful implementation of sustainable anti racist strategies. Politicians are decision makers and have a responsibility to maintain the principles of a democratic society, assuring the equality of opportunities of every citizen and therefore to erase any sign or indication of racial discrimination in his/her city. Sufficient financial and human resources should be assured, even in times of financial difficulties, and a long term perspective is required for the development and implementation of sustainable anti-racist measures.

In implementing an anti-racist approach it is important to cooperate with civil society, vulnerable groups, NGOs, and other stakeholders. This should be integrated in every step of the process: conception, designing, implementing, monitoring and evaluating.

2. Recommendations to achieve antiracism within the administration

A. Political ownership regarding the municipal work to support anti-racist strategies

As municipalities and cities are ultimately run and controlled as political entities, the successful implementation of a long-term municipal antiracist strategy cannot be achieved without political support and ownership.

The political ownership of an anti-racist work within a municipality is mainly guaranteed through **prioritising** in the allocation of resources; financially, as well as in time and in action by, for example, ordering training programs to further educate within this subject. This is especially important in times of economic crisis, when the issue of racism and discrimination often tends to fall down the priority list but at the same time expressions of racism and discrimination are also more likely to increase in economically precarious societies. Priorities and allocation of resources within the municipality should also be communicated and clearly explained to create transparent „decision making processes". It is also important that this commitment is clearly communicated to the public, for instance by using a different kind of media outlets. In this way the political commitment is taking a clear public stance, which is also important on a symbolic level.

To ensure political ownership of anti-racist work within the municipality, it is essential to constantly supervise that a clear **anti-racism policy** exists, and that it is also related to gender equality and diversity policies. Politicians through their commitment, have to guarantee that these policies are known and followed by the municipal administrations. The municipal anti-racism policy should be based on international, regional or domestic legal frameworks that already exist, which have been drafted and ratified by their Governments, for instance UDHR 1948 and ICERD. The municipal anti-racism policy should also identify clear actions plans for the municipal administration, in cooperation with officials and civil society. In this regard, the ECCAR 10-Point-Plan of Action offers a perfect base for

the development of a local action plan against racism in every city. In developing local action plans, it is important to emphasise the importance of working at different levels, for instance with education programmes, the development of monitoring indicators and the cooperation with groups in vulnerable situations.

Finally, it is of utmost importance that the municipal organization formulates objectives both in the short and **long term** to allow for systematic, sustainable work against discrimination and racism. This means that the work against racism and discrimination must not be reduced to a single project or specific activities, but must instead be developed as an integral part of the municipal control and steering system; a task that requires constant attention and strategic long-term thinking.

B. Public administration as one key actor in the fight against racism

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. At the same time, anti-racism is a cross cutting issue that all departments are responsible for. Hence, the task of promoting anti-racist strategies within the administration cannot be assigned to special units, such as an administrative anti-discrimination only, but has to be carried out by all leaders and executives of all departments.

Public administrations have an important impact on society and social relations. At the same time they reflect dominant 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. When addressing public administration for anti-racist activities, several aspects have to be taken into account.

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

In order to work effectively on anti-racist measures top-down as well as bottom-up processes should be initiated. 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 or administration executive is able to work effectively without the personal efforts of her or his staff. Experts within and beyond city administrations are necessary to support processes with their expertise and experience. Bottom-up processes are equally as 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 ensure an active involvement and ownership of the issues addressed.

Top-down processes can follow different pathways:
- Clear political positioning of political leaders against any form of racism
- Formulate a clear policy against racism. Develop a strategy with central goals and guidelines for measures against racism, as well as with concrete steps to be taken. Such guidelines give administration employees a clear orientation on aims pursued. Public campaigning as part of such a policy is supportive to disseminate the goals of such a strategy and thus might increase the support for it
- Lay emphasis on the relevance of anti-racist policy and keep its relevance visible: The implementation of a clear policy against racism should be accompanied by repeated dissemination of the results of steps taken and of required measures that still have to be taken
- Actively address and involve executives in the implementation of such policies
- Motivating executives and employees to participate actively in the reflection of and work against racism and ethnic discrimination
- Develop strategies to address those employees who are not already sensitized and active against racism

Bottom-up processes:
- Actively include employees and provide space for the formulation of needs, problems seen, and ideas for solutions
- Provide for structures of communication and support of inter-hierarchical and inter-departmental topic centred exchanges
- Carry out focus groups. Focus groups are a method of topic centred group discussions guides by a moderator. They offer space to reflect upon problems and occurrences which are of importance for the participants. It also opens up for a inter-departmental cooperation and might cause synergy effects
- Include civil society and external experts, establish advisory boards.

Address reluctance within the administration to face racism

Experiences with different anti-racist approaches show a high reluctance of civil servants towards the topic of racism. Especially in Germany, where racism is too often perceived as right-wing physical violence only, many employees strongly distance themselves from any presumption that racism might occur within administration itself. Civil servants are bound to democratic legislation. To broach the issue of racism within the realm of administration is seen by many as an unjust accuse of being racist. Hence, a strategy titled "Action Plan against Racism", for example, sometimes causes incomprehension or even worse a strongly defensive attitude.

In order to create openness towards important social topics of exclusion and discrimination, awareness raising measures are of high importance. Sensitization of civil servants and employees for the various occurrences and forms of racism is of high relevance, on all levels of the administration. This should be connected with the top down dissemination for an anti-racist commitment of the administration against racism, as well as with the concrete definition of strategies substantiating an anti-racist policy..

Definition or descriptions of various forms of racism should be provided. In addition, different good practice examples for strategies or measures against racism and ethnic discrimination, as well diversity strategies should be provided.

Due to a tight financial and personnel situation, employees of public administration are often confronted with a high workload. This situation has to be taken into consideration. Hence, the usefulness of anti-racist activities should be made clear.

Provide sensitizing trainings

Anti-racist trainings, diversity-trainings or trainings for intercultural competences are regarded by staff members as an additional obligation to their daily workload. Hence, it is of high relevance to point out the positive effects of competences gained. In order to provide for conflict- and stress reduction, trainings should focus on competences on the cognitive, affective and behavioural level. That is, they should provide knowledge on the issue of racism, migration, culture and power imbalances. They should enable participants to acknowledge the occurrence of affective reaction and to control them as well as to enlarge communicative and behavioural skills to prevent or to work against racist occurrences.

In interviews and focus groups, employees of the administration expressed the wish for more tailor-made trainings. Trainers should prepare sensitizing, anti-racist, and diversity-trainings in close contact with each target group and its field of work. Thus, the specific needs of the target group can be integrated and the effect of anti-racist competences could be intensified.

Trainings should have a low threshold on the one side but should simultaneously provide good knowledge on anti-racist and anti-discriminatory legislation.

Anti-racism is a cross cutting issue that has to be addressed in a variety of contexts within vocational trainings.

Initiate interdepartmental task forces

Public administration is structured in departments and hierarchical levels. Responsibilities are clearly defined and assigned. Our experiences show that the conduction of interdepartmental and interdisciplinary task forces that focused on a specific problem from a variety of perspectives can be very fruitful. Thus, it is highly recommended to carry out interdisciplinary workgroups with key representatives of certain fields of work, as well as with experts from civil society.

Recruitment and personnel development: End under-representation of minority groups

Within public administration minority groups are underrepresented. This of course has to be changed. Everything should be done to create a diverse, open and anti-racist work climate. Specific strategies to recruit People of Color or/and ethnic minority groups are to be developed and implemented. Within the focus groups carried out in Berlin, the participation of colleagues of migrant background turned out to be very productive for the results of reflection on racism. Still, it is crucial not to address staff members of minority groups in a discriminatory way. An assignment of group belonging and cultural identity must be avoided! Empowerment strategies for People of Color and other vulnerable groups who work in the administration should be supported. This particularly applies to young people in job training.

3. Recommendations for cooperation between municipalities and target groups/NGO's

Assuring a real **participatory approach** is one of the most important key elements when implementing sustainable anti-racist measures. The more diverse the involvement of the stakeholders, the better the results will be. The stakeholders should be the NGO's or organisations which have expertise on issues regarding living together and on the fight against racial discrimination, as well as organisations which represent minority groups or persons in a vulnerable situation, who are possible victims of racist or xenophobic expressions.

These stakeholders should be involved in each stage of the anti-racist measures; from the conception and design, to the development and implementation, through to the monitoring and evaluation of these measures.

Accordingly, civil society should been trusted and provided with space, time and financial support to organize themselves, to discuss different standpoints and to formulate own strategies. They are characterised by the heterogeneity and it is very important to enable a representative group of civil society to participate in the development of measures against racism in public administration.

It's important to have a **profound analysis** on the situation in the respective city of where racial discrimination takes place and in which forms it appears. Many local governments confirm a presence of racism and discrimination in their cities and adopted policies to counteract them. However, they fail to deliver facts and indicators as a mechanism of reference to support their anti-racism programmes or evaluate the results of applied policies. The experience with the elaboration of the monitoring scheme during the ECAR project with ETC (European Training Centre for Human Right and Democracy) Graz confirmed the gap mentioned above related to information management in the field of "racism and discrimination". Here it is important to highlight this lack of information which: (1) can be exploited to deny the violation of human right including the practice of racism in a society (2) can be an obstacle for the implementation of capacity building in municipality administration, in judiciary institutions (3) can hinder the application of right based measures to denounce and punish racism in security forces, political racist speeches, racism in football and racism on the internet. Consequently, it is necessary to identify the weakness in policy of each municipality (or city) in fighting racism and apply appropriate and accurate measures to rectify it.

On the other hand it's necessary to separate **different categories of racism** in order to combat it in an efficient and effective way. In general, and simplifying the reality, we speak about "radical" racism, referring to those groups in society who declare themselves to be racists, believing in the supremacy of one group towards another. Further on we can distinguish "social or latent" racism; people feel in a disadvantaged position because of the presence of people with foreign background. They do not see themselves as racists but replicate prejudices and existing stereotypes about people with another ethnic background. As a third type of racism, we want to mention "institutional or structural" racism; racism presented in the own structure of society, for example in the field of education, employment, administration, etc.

It is evident that each kind of racism requires another type of intervention. Therefore, we can organise raising awareness raising activities to work on the issue of social racism in public spaces, trainings with security forces that execute racial identity raids or legal and psychosocial advisory to victims of racist acts.

Finally, **clear objectives** and **clarification of the target group** are required to assure the effectiveness of the interventions. The majority of the anti-racism work is orientated towards awareness raising activities and prevention with the purpose of dismantling negative prejudices and racist acts. The application of such awareness raising activities is extremely complicated because (1) the most of time it is challenging the majority of population in a community and (2) it is requesting a change which affects social, economic and political life.

In many cities, intervention is already being carried out with potential victims of racial discrimination. This is carried out through the provision of information about the different public resources in the city, explaining how and where to denounce racist treatment and with other types of intervention, such as the empowerment workshops, where the participants have the opportunity to meet on equal terms, discuss and exchange experiences regarding racist attitudes, violent incidents and other discriminatory actions, sharing ideas on successful intervention strategies and discussing how to deal with the racism they face. For these kinds of interventions, long term relationships with the specific target groups is necessary, as trust and confidence has to be built up in order to create safe places. Feedback from cooperation experiences within municipalities and target groups is needed and lessons learned should be jointly developed in order to generate ownership of the processes between all the participants/stakeholders.

4. Recommendations for transnational cooperation

Over the course of the project it became clear that a trans-European cooperation of partners from diverse cities from different European regions requires many forms of translation. The mutual understanding of approaches is not only an issue of language but also one of learning about different perspectives, contexts and backgrounds of the partners and partner cities.

In order to make approaches understandable, it is of high relevance to thoroughly analyse and explain the local context of the own approach, as well as to learn about the contexts of other approaches. For this, many questions have to be posed, reflected and answered. This is a time consuming process, but it is also the only way to make approaches understandable in an international cooperation.

The different perspectives of the project partners do not only lead to the need of explaining and mediation but also to an enlargement of the perspectives of all those participating. As the surplus of a transnational cooperation, this makes the fruitful exchange of approaches as well as the development of new common projects possible.

A transnational cooperation requires time and patience. It was even the case, that some of the connections between the different approaches only became clear at the end of the project.

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!