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of Cities**  **against Racism**

TOOLKIT FOR EQUALITY: The Local Level

ECCAR's practical guide on the implementation
of effective policies against racial discrimination

May 2016

Chapter 2 - MONITORING



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Cities as democratic institutions:

MONITORING

Monitoring can focus on different aspects of life and can take a look at the city population as well as at the city administration. In the following chapter, we present three monitoring approaches applied by cities that they consider to be successful. All three have a slightly different focus but are complementary in their results and basic aims. We discuss each variation's strengths and limits and invite you to choose a combination that best suits your city's needs.

The surveyed cities employ monitoring in order to analyse and complement the city's efforts to promote **equal opportunities** and **prevent** discrimination in the enjoyment of fundamental rights.

Monitoring racism, racial discrimination and/or on integration of migrants in the city:

- be informed, where, when, how, and against whom racism and racial discrimination occurs in your city
- identify structural barriers to integration
- allow for evidence-based policy making and impact assessment
- have a report as a starting point for talks with other city stakeholders

Inner-administrative monitoring of discrimination:

- exchange good practices within the city administration
- determine support needs of city employees
- optimize city services to make them accessible to all inhabitants
- have a basis to talk with departments about risk areas for potential discrimination and racism in administrative procedures

Monitoring diversity within the city administration:

- illustrate the state of diversity within the personnel
- evaluate developments in diversity management
- identify selective recruitment patterns
- optimise city services

Context Information

The following chapter was developed through a number of face-to-face interviews with civil servants and politicians responsible for the implementation of monitoring tools in the cities of Vienna (Austria), Zurich (Switzerland) and Graz (Austria). Field research was completed by desk research and expert feedback.

WHY IS MONITORING USEFUL?

How does the city benefit?

- Monitoring provides material for an assessment of a situation and for a more objective discussion
- Monitoring is important to evidence-based policy since it enables city authorities to make more informed decisions
- Monitoring provides data for policy impact assessment and evaluation
- A monitoring report is a useful basis for inter-departmental contacts and talks with relevant stakeholders about the issue to be monitored (i.e. discrimination, diversity, participation)
- Monitoring illustrates developments; over time it provides a compass for the city which shows its current position and the development over the years
- Regular monitoring helps to keep a topic on the agenda and supports continuous efforts rather than one-off activities

Monitoring racial discrimination and integration of migrants in the city particularly serves to:

- provide information about the residents' living conditions
- provide information on the frequency, extent, form and location of racist or discriminatory incidents, as well as on which individuals or groups are most affected
- identify structural barriers of integration
- assess migrant participation in society as well as their access to goods and services, labour market, housing etc.
- identify policy needs
- better design, improve and evaluate policies on integration and non-discrimination

Internal administrative monitoring on discrimination particularly serves to:

- exchange good practices within the city administration

- coordinate and make visible existing initiatives
- find out the support needs of city employees
- increase the level of professionalism in the administration
- identify structural barriers in accessing municipal services
- optimise city services and make them accessible to all inhabitants
- identify unconscious discriminatory behaviour
- provide a basis for discussions of risk areas concerning potential discrimination and racism in administrative procedures
- deepen communication among departments and pave the way for further efforts
- provide an instrument to keep the cross-sectional topic of non-discrimination on the agenda

Monitoring diversity within the city administration particularly serves to:

- assess diversity among the personnel
- evaluate the impact of diversity management
- identify selective recruitment patterns
- identify challenging issues, needs for action and promising practices
- promote an increase of diversity within the city administration
- provide an instrument to keep the cross-sectional topic of diversity on the agenda
- provide target group oriented city services (migrant counselling by employees with a migrant background) and city duties (migrants in the police force, in health care services, etc.).

SIDE NOTE: Why should a city promote diversity among administrative staff?

Arguments provided by interview partners:

The city administration services all city inhabitants. The administration will be in a better position to serve all residents if its staff represents the city population. If certain groups of residents are strongly underrepresented within the city staff, the city administration is likely to be less receptive to their needs. If a homogenous group of persons is employed, city services are presumably less accessible. This potentially affects social cohesion and the identification of the un(der)represented groups with the city.

Diversity among city employees provides a diversity of competencies and ideas. These are needed to manage the various tasks of a city administration and the challenges that the city faces.

Diversity improves the quality of administrative work and service provision:

Language competencies are of particular value, especially in city services characterized by daily contact with city residents. Furthermore, the city's communication about its services can be improved. Dealing with clients in a way that meets their needs is the best way to achieve greater client satisfaction.

If the city administration presents itself as an attractive employer, it gets a head start in the competition for highly skilled and motivated employees. Showing appreciation concerning employees and their work, increases job satisfaction and efficiency and reduces the turnover of employees.

The implementation of diversity management facilitates anti-discrimination work.

Diversity in the city administration is a signal that it serves the whole population and can therefore increase identification of individuals with their city of residence.

Limitations

Monitoring as such is not a tool for bringing about equality – it is a basis for evidence-based, effective policies. To have a real impact on city residents' lives, monitoring needs to feed into policies and practices. It becomes effective through the changes in awareness and action it is able to induce. Having such an effect crucially depends on how monitoring results are communicated and used.

FOUNDATION

Planning and Engaging Stakeholders

STEP 1 Political decision for the implementation of monitoring

Tip! Membership in a city network like ECCAR, connected with UNESCO, has a lot of symbolic force and is appealing to politicians.

Emphasize how the city benefits from monitoring.

Milestones

- The monitoring is based on a local council decision

- There is an agreement on the budget
- Central actors are convinced about the need for monitoring
- Municipal departments are ready to cooperate

<i>Risks and challenges</i>	<i>Measures to mitigate risks</i>
It is difficult to convince central actors	Point out the benefits for the municipality and the consequences that can otherwise arise. Refer to the high costs of a failed integration policy. Point out the high costs of ineffective services when a homogenous group provides services to a heterogeneous group. Use scientific expertise to convince sceptics on the need to implement monitoring.

STEP 2 Form a steering group responsible to implement the monitoring

Who should be part of the steering group?

The ideal composition of the responsible steering group depends on the approach you choose:

If you have a <i>monitoring</i> in mind that focuses <i>on the administration</i> (diversity or service provision)	it is crucial to gain acceptance in the various city departments, as you will depend on their cooperation. For this kind of monitoring it is recommended to form a steering group composed of high representatives from several city departments . This will facilitate access to information and continuous exchange on monitoring results.
If you plan a more general <i>monitoring on racism and discrimination in the city</i>	it is recommended to have a steering group that is more independent and ensures good contact with civil society organizations, support services and community associations. These actors can provide information about the experiences of members of minority groups. This could be a city's advisory council with respective expertise, like a council of foreign citizens, or an advisory board on integration or human rights (see chapter migrant council).

Who should be in charge of collecting information and writing the monitoring report?

Given the content, this will typically be a matter for the department of “integration” (or similar department) or the secretariat of the mandated advisory council. It needs cooperation with the department of statistics or external services for data gathering and processing.

What mandate does the steering group need?

The steering group must have the mandate to contact other departments to ask for information on the topics and to follow-up on developments and implementation of recommendations. It is recommendable that the steering group has a high level of competence in public relations and internal communication.

Developing the Concept

STEP 3 Decide on the content

Discuss in the steering group which topics, life spheres or questions you want to cover in the report.

Tip!

- When developing the concept, include current issues and bear in mind that the target group is heterogeneous
- Have your services and the clients in mind – particularly those, who do not use your services (Why are certain groups overrepresented? Why are others underrepresented? Which structural barriers, if any, exist?)
- Consult members of the target groups (e.g. migrant communities, public service providers, administrative departments)

STEP 4 Decide on the method

Based on the decision on the content, choose an appropriate method.

Tip!

- Take a practical approach, especially for inner-administrative monitoring. Bear in mind the specific administrative structure of your administration: Are there any key persons who can provide the relevant information? Choose a method that will

include them. Does filling out questionnaires arouse particular annoyance? Choose a different approach, such as focus groups or interviews.

- Pay attention to data protection regulations

Possible methods with their pros and cons as reported by interviewees who apply them:

Information request: Create a blank form with 4-5 open questions (e.g. facts and numbers, problems and challenges, good practices) and send it out to all entities that might have some information on the topic.

<i>Pros:</i> overview of the relevant issues; points out hidden or new challenges; includes relevant stakeholders in a participatory approach	<i>Cons:</i> answers are sketchy; response rate is low and/or unbalanced
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Inner-administrative survey: Create a short questionnaire asking about relevant issues and needs for action (e.g. in which administrative areas do you think that measures against racism or discrimination would be necessary? does discrimination occur in your division? if yes: in contacts with clients / among staff members / in written regulations?). To allow for self-critical answers, it is recommended not to publish any results or only in an anonymous way.

<i>Pros:</i> shows a degree of awareness within the administration; anonymous survey allows for critical answers which identify challenges; results serve as a basis to address inner-administrative challenges	<i>Cons:</i> questionnaires are perceived as annoying; it takes time to build the trust that answers are treated confidentially
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Round table with NGOs: Invite NGOs and other associations in contact with the population to an open discussion (e.g. where does racism and discrimination occur? who is particularly targeted? what does the city do well, what can it do better? etc.)

<i>Pros:</i> expertise by practitioners in the field; identification of relevant areas; useful to decide on focus topics for the report	<i>Cons:</i> one round table does not provide enough information for a report, needs to be complemented
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Data collection: Initiate data collection, make use of the possibility to integrate questions in an omnibus-survey or use available data to write a report. Statistical (quantitative) data as well as interview based (qualitative) data both have their pros and cons and can be used in a complementary way.

Statistical data (quantitative indicators): Use data to illustrate statistical distributions in relation to topics of interest (e.g. percentage of residents eligible to vote in municipal elections, unemployment rates, school-leaving qualifications) or to monitor diversity of employees in the city administration.

Pros: facts and figures serve as strong arguments and to objectify discussions; structural barriers to integration and statistical discrimination become more visible; developments over time can be illustrated

Cons: to measure the complex life situation of “integration” with selected statistical indicators can result in false simplifications; the informative value of statistical data is controversial

Interviews (qualitative data): Conduct interviews with city residents and/or use available scientific studies on selected life topics (e.g. child care, transition between school and profession, elderly care)

Pros: results illustrate real life situations and challenges; open questions allow for balanced and differentiated results and for discussing different sides of the same issue; discover new aspects

Cons: interview studies are time-consuming; politicians find it hard to argue based on “soft” (not numeric) results with a limited (small) number of respondents

If you decide to collect new data for the report, you will need to **develop indicators:**

Tip!

- Build on existing work on indicators
- Contract an external expert/scientific institution for conceptualisation: Look for experts with a background in sociology or political science, experience in diversity monitoring and diversity management, experience and knowledge in statistical methods and indicator development, and experience in the provision of services for the public sector (municipalities); Competencies in EU politics and administration are helpful
- Establish a regular exchange between the steering committee and the external experts

STEP 5 Decide on who carries out data collection

Interviewees' argument in favour of a *city's administrative division*: Other administrative departments will have more trust and confidence that the information provided is not used for public blaming and shaming and feel that their point of view will be understood.

Interviewees' argument in favour of an *external monitoring*: It creates tension if one department monitors all the others. External data collection is more independent. A person with an academic background (a researcher) is widely respected among administrative staff/civil servants.

STEP 6 Calculate the budget

A city of about 2,000,000 inhabitants budgets for 3 full-time positions plus €120.000 for external services per year for an integration monitoring based on statistical data and an internal diversity monitoring.

Milestones:

- A concept, including procedures and competences is agreed upon
- Data protection issues and data management are clarified
- the budget is calculated and funding is agreed upon
- tendering is initiated

<i>Risks, Challenges</i>	<i>Measures to mitigate risks</i>
Funding	Point out that the monitoring in the long run saves money because it promotes: <ul style="list-style-type: none">• targeted and more effective service provision• higher quality of municipal services• improved internal communication• employment of the most qualified employees
Top down approach does not work (colleagues in the departments are not very committed to the diversity monitoring)	Invest in contacts, negotiations and discussions. Be prepared that it can take time and that some departments will need more convincing. Emphasise that the focus is on helping and supporting in dealing with city residents, i.e. serving the whole community. Ask them about their data needs, try to involve as

	<p>many colleagues as possible in the process of conceptualisation.</p> <p>In case other mainstreaming subjects, like Gender Mainstreaming, are already implemented in your city: cooperate with colleagues in charge of it and ask them for support and coordination.</p> <p>Ask all departments for best practice examples in their work.</p>
Conceptualisation takes time and is challenging	<p>Take on a trial and error perspective and cooperate as closely as possible with the migrant communities in order to learn about current issues.</p> <p>Contract external experts.</p>

PUTTING INTO PRACTICE

STEP 7 Data collection

Put efforts into communication and good relations with those you rely on for information. Prepare the data collection by announcing it in informal talks at other events.

Tip! for monitoring the administration: See the report as an opportunity to talk with the departments. Take the time to establish good relations.

- Ask the head of the department with whom to talk on a topic
- Emphasize that the monitoring is a work in progress for all departments and for the city as a whole. Put efforts into communication with colleagues particularly at this stage: tell them that it is the aim of the monitoring to ease their burden and not to be a new one.
- Take notes from each meeting as internal documents
- Provide each department with confidential detailed feedback and recommendations
- Give room for feedback on the method. Improvement of methods of data gathering and data evaluation will increase the commitment of the departments

Milestones:

- All relevant stakeholders provided you with information

<i>Risks, Challenges</i>	<i>Measures to mitigate risks</i>
There is no data gathering mechanism already implemented	<p>Communicate with all departments which might have data and ask them about their additional needs.</p> <p>Communicate with the department in charge of gender mainstreaming: ask them how they deal with data issues.</p> <p>Initiate data gathering.</p> <p>Make use of scientific and technical know-how.</p>
Colleagues in charge of gender equality or other mainstreaming issues might perceive the monitoring as competition	Communicate clearly that diversity monitoring is not a competition with gender or other mainstreaming, but rather a useful supplement and that both benefit from mutual exchange and each other's findings.
Departments/units feel observed and patronized	Do not impose ideas but emphasize the benefits (identifying challenging situations, discussing needed support etc.). Attract curiosity. Include departments in the conceptualization of monitoring methods.
Civil servants are reluctant to cooperate	<p>Agree on the data collection with the head of department and ask him/her to name a person to contact for information.</p> <p>Communicate at the administrative level, explain the purpose and methodology, include colleagues from other departments into the conceptualization and fine-tuning; in particular explain how the findings will be used and discuss data protection issues.</p> <p>Define a coordination point (e.g. the department for human resources)</p>

STEP 8 Write a report

Bear in mind the goal and audience of your report and develop the report accordingly.

Tip! If you want the report to be a basis for further discussion with the *city departments*:

Avoid blaming and shaming, accusations and/or formulations that are too demanding. Balance controversial statements by giving the addressed or responsible party the opportunity to present a divergent opinion. Give recommendations that allow for departments to get involved with their own ideas.

If you want to inform the *public*:

Prepare a good summary for the media. Think about an "easy to read" version or summary.

If you want to address *policy makers*:

Clearly point out to the need for action. Provide recommendations.

Discuss the report and the recommendations in the steering group. Invite guests for the provision of complementary clarifications, if necessary.

STEP 9 Get the necessary approval

A monitoring report on the administration might need to get approved and/or be decided on prior to publication. The steps may vary according to your city's usual procedures.

Give the city office directorate and city departments that are addressed in the report the opportunity to present a statement. Present the report to the city council.

STEP 10 Publish and communicate the report

Present the report at a press conference.

Make sure that all parties that participated in providing information are informed and/or receive a copy of the report.

Tip! Agree with departments / organisations to name one person who can be contacted in the follow-up.

FOLLOW-UP

Evaluation

The follow-up on recommendations are another good instrument for staying in contact with the departments and external stakeholders and keeping the issue on the agenda. Therefore it is useful to choose a participatory means of evaluation that includes the responsible persons in the discussions on findings and further implementation of recommendations.

Possible ways to do that:

Inner-administrative focus groups: Organize one focus group in each department to discuss the results and recommendations of interest to that department. Agree with the heads of the departments who is to participate.

<i>Pros:</i> well-suited to evaluate political goals, to discuss practical issues, to raise awareness on what a department already contributes and can contribute. One topic can be discussed from different perspectives.	<i>Cons:</i> no “hard facts” nor numerical measurements
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Mixed focus group: Invite the relevant stakeholders on a topic from inside and outside the administration to a discussion.

<i>Pros:</i> the view of the administration is challenged by the critical view of civil society actors. Participants exchange perspectives; stakeholders get to know each other.	<i>Cons:</i> administrative officials might feel they are being put in a position where they have to defend themselves and thus speak less openly about internal obstacles
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Invite the person in charge to a steering group meeting: Invite a person who is not a member of the steering group but responsible for the implementation of recommendations to participate in a steering group meeting. Invite your guest early enough to give him/her time to prepare.

<i>Pros:</i> The invitation is a reminder for the person in charge. In preparing for the meeting, he or she will ask in his or her department or organisation for information on the state of affairs, thereby also reminding the colleagues of the matter.	<i>Cons:</i> A person might feel questioned by the steering group; You can only cover a limited scope regarding a topic or selected individual recommendations
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An alternative is to ask for an individual interview, if it is difficult to have a person invited. An invitation however has more symbolic power.

Round table: If the report reveals a topic of particular importance and need for action, establish a permanent round table. Stakeholders meet on a regular basis to discuss the issue and to work out solutions.

<i>Pros:</i> well-suited to work on crucial and problematic issues and to initiate dialogue between the relevant stakeholders.	<i>Cons:</i> A round table goes beyond evaluation. It is a working group and requires higher commitment by the participants.
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Information requests:

Send out information requests to the departments or organisations in charge to ask for a statement on the implementation of recommendations.

<i>Pros:</i> the written statement can be copied into an evaluation report; easy and least time-consuming	<i>Cons:</i> controversial statements cannot be discussed; you miss out on the opportunity to intensify communication on the topic
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Step 11 Maintain attention and raise awareness

The report is a useful reason to contact other departments on a regular basis

- Carry out the regular monitoring (the frequency will depend on the concept and method applied). Improve and adapt questions, indicators and selection of topics.
- Stay in contact and constant exchange with various migrant/minority communities in your city to remain up-to-date regarding issues and target groups.
- Use communication about the report to talk about further measures, like diversity training for the city staff

Tip! Give it time: experience shows that commitment increases with every year of implementation.

Milestones:

- The majority of the departments are convinced about and committed to the monitoring
- It is agreed that the monitoring will be repeated in the following year

SUSTAINABILITY

Tip! Make regular monitoring indispensable by making other issues dependent and conditioned on monitoring, e.g. incorporate a monitoring aspect in other policies or action plans.

<i>Risks, Challenges</i>	<i>Measures to mitigate risks</i>
Steering committee members resign	Insist that the successor is again officially appointed in order to maintain the steering group's status
The measure can always be abolished particularly in the course of election (campaigns)	Emphasise the benefits, work closely together with migrant communities and use this knowledge for the development of public relations within the city administration as well as outside. The main requirement for keeping it sustainable is that it offers benefits which are seen by the central actors
Individuals strongly oppose monitoring	Carry out a survey on the satisfaction of your colleagues with the monitoring. Most probably you will get a generally positive feedback and have the evidence to argue for this measure
The support and commitment declines	Take enough time for implementation but implement it through a controlled process. As soon as one department becomes sceptical and starts forming an opinion internally, implementation will get set back. Prevent this through taking time for explaining the issues and do not lose control over the process of implementation.
There is a lack of exchange between the departments	In a hierarchically organised municipality this is common. Allow for different paces between different departments. Carry out many face-to-face talks and explain the issue and the purposes of the diversity monitoring and be available for questions. Your department needs to carry out a lot of networking and participate in various committees and platforms. Networking is a challenge in rural areas.
Election campaigns and a new city government	Communicate the success and the benefits deriving from the diversity monitoring and engage a lot in networking, participate in committees, platforms and the like

KEY FACTORS FOR SUCCESS

Key factors for success according to the interviewees are:

- **Confidentiality** in *inner-administrative monitoring*: An inner-administrative monitoring should be perceived as a long-term working tool for internal improvements: Avoid blaming and shaming and do not expect numbers and proof. The monitoring should provide individual feedback for each department on where it is successful and where there is room for improvement. Publish only a summary of results and keep the detailed findings confidential.
- **Well-developed data collection methods** that are adequate in relation the content
- A **steering group** that is mandated to gather information and regularly follow-up on results and recommendations

IMPACT

Monitoring provides detailed and balanced information. Developments over time can be described. Monitoring results can help establish regular communication on matters of discrimination among city officials. City officials are increasingly ready to discuss discrimination: in the population, within the administration and in the contacts with the population. City officials refer to monitoring results in designing policies, when addressing the population as well as internal administrative procedures and issues. Monitoring results is used to tailor policies and these policies are then put into practice.

Outcome indicators

- City officials seriously discuss the occurrence of discrimination within the administration and in contacts with the population.
- Monitoring reports are read (number of downloads, citations, feedback on the published reports).
- Data gathering and evaluation methods are revised and improved.
- Concrete policies are implemented in addressing monitoring results.
- City employees accept that monitoring is carried out. (Survey among city employees)
- City employees are satisfied with the monitoring methods.

- City employees are satisfied with how monitoring results are communicated and discussed.
- City employees believe that monitoring increases professionalism in service provision.

RESOURCES AND INSPIRATION

Vienna Diversity Monitor

<https://www.wien.gv.at/english/social/integration/basic-work/monitoring.html>

Vienna Diversity Management

<https://www.wien.gv.at/english/social/integration/diversity/>

Implementation of Diversity Management in the City Administration

<https://www.wien.gv.at/english/social/integration/diversity/implementation.html>

City of Zurich - Combat discrimination

<https://www.stadt-zuerich.ch/prd/de/index/stadtentwicklung/integrationsfoerderung/integrationsthemen/diskriminierungsbekaempfung.html>

City of Graz – Human Rights Report

<http://www.graz.at/cms/beitrag/10152653/3723035/>