MONITORING

TOOLKIT FOR EQUALITY
CITY POLICIES AGAINST RACISM

European Coalition of Cities against Racism

European Training and Research Centre for Human Rights and Democracy — ETC GRAZ

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International Coalition of Inclusive and Sustainable Cities – ICCAR

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TOOLKIT FOR EQUALITY
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MONITORING

THE CITY GETS ACTIVE IN ITS FUNCTION AS A

- **democratic institution**
- rule-maker
- employer
- service provider
- contractor

ECCAR 10 POINTS ACTION PLAN

1   Greater Vigilance Against Racism

2   Assessing Racism and Discrimination and Monitoring Municipal Policies

3   Better Support for the Victims of Racism and Discrimination

4   More Participation and Better Informed City Dwellers

5   The City as an Active Supporter of Equal Opportunity Practices

6   The City As An Equal Opportunities Employer and Service Provider

7   Fair Access to Housing

8   Challenging Racism and Discrimination Through Education

9   Promoting Cultural Diversity

10 Hate Crimes and Conflicts Management

INTRODUCTION

The Toolkit for Equality is a manual to support cities in implementing local policies that successfully counteract racism and racial discrimination or in adjusting existing ones. The Toolkit provides experience-based step-by-step instructions for implementing concrete policies, starting from the conceptualization and ending with measuring their impact. All content is based on expertise shared by experienced city officials working in European cities.

Our aim has been to give suggestions that are as concrete as possible. We invite you to read the toolkit as the joint expertise of colleagues in other cities and take whatever seems useful for your city.

The realization of this Toolkit would not have been possible without the support of cities and city employees, who shared their experiences, knowledge and time. ECCAR and the editors thank all of the participating cities for their contributions and hospitality, in particular:

Agia Varvara (Greece)	Madrid (Spain)
Athens (Greece)	Malmö (Sweden)
Barcelona (Spain)	Nantes (France)
Berlin (Germany)	Pecs (Hungary)
Bern (Switzerland)	Potsdam (Germany)
Bilbao (Spain)	Rotterdam (Netherlands)
Bologna (Italy)	Santa Cruz (Spain)
Botkyrka (Sweden)	Sevilla (Spain)
Budapest (Hungary)	Toulouse (France)
Castilla-La Mancha (Spain)	Turin (Italy)
Esch-sur-Alzette (Luxembourg)	Valencia (Spain)
Ghent (Belgium)	Vienna (Austria)
Graz (Austria)	Zurich (Switzerland)

MONITORING

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Monitoring, as understood in this chapter, means to regularly assess the status of a certain matter, in order to document the evaluation of the situation (e.g. whether diversity in city personnel increases). Monitoring activities 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 International Convention on the Elimination of All Forms of Racial Discrimination (CERD) defines that *"racial discrimination shall mean any distinction, exclusion, restriction or preference based on race, colour, descent or national or ethnic origin […]"*.

"Distinction" means to define a person as different on the basis of "race", colour, ethnicity, descent, birth, religion or language (addressing biologistical and cultural ascriptions), justifying differentiated entitlements on a structural level. The opposite of distinction is equality. Equality is meant as a status as well as a process.

"Exclusion" means denying access to and enjoyment of human rights. The European Union adopted the term social exclusion defined by the ILO, but widened the definition stressing that social exclusion occurs when people cannot fully participate or contribute to society because of *"the denial of civil, political, social, economic and cultural rights."* It is indicated in the definitions that exclusion results from *"a combination of linked problems such as unemployment, poor skills, low incomes, poor housing, bad health and family breakdown."* Participation is a precondition for as well as a purpose of human rights. The opposite of exclusion is *inclusion*.

"Restriction" means a limitation of enjoyment of human rights in practice. The positive counterpart is to have "equal opportunities".

"Preference" privileges a person on grounds of "race", colour, ethnicity, descent, birth, religion or language over another person. Symmetrically, it disadvantages one person compared to another. The positive answer to this formal understanding is "equal treatment". Policies successfully counteracting racial discrimination therefore need to contribute to the positive counterparts of the four dimensions of discrimination.

Counteracting discrimination therefore means to increase *equality, inclusion, equal opportunities and/or equal treatment*.

→ The policy of **MONITORING** as described in this chapter counteracts discrimination by promoting **equal opportunities** through analysing and complementing the city's efforts against discrimination.

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 IT NECESSARY?

The policy supports respecting, protecting and fulfilling international human rights obligations, particularly the International Convention on the Elimination of All Forms of Racial Discrimination (ICERD), the European Convention on Human Rights, and non-discrimination standards stated in international, EU as well as national law (for a list of relevant human rights documents see the respective Annex). Implementing a monitoring policy turns the work into an ongoing agenda instead of a one-time political statement

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 their 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

1 **STEP Political decision for the implementation of monitoring**

Emphasize how the city benefits from monitoring.

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

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

RISKS, CHALLENGES	MEASURES TO MITIGATE RISKS
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

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2 **STEP 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 monitoring in mind that focuses *on the administration* (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 *monitoring on racism and discrimination in the city*	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

3   **STEP 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)

4   **STEP 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.

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.

Pros: overview of the relevant issues; points out hidden or new challenges; includes relevant stakeholders in a participatory approach

Cons: answers are sketchy; response rate is low and/or unbalanced

→ Developing the concept

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.

Pros: 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

Cons: questionnaires are perceived as annoying; it takes time to build the trust that answers are treated confidentially

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.)

Pros: expertise by practitioners in the field; identification of relevant areas; useful to decide on focus topics for the report

Cons: one round table does not provide enough information for a report, needs to be complemented

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 operationalize the dimensions you want to measure, which means to *develop indicators*:

- 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

SIDE NOTE: **Ethnic data collection**

The issue of equality data collection in European countries has long been more a question of political priorities rather than legality. This can be seen in the positions taken by the UK/Ireland (which allowed the collection of "ethnic" data) as opposed to much of continental Europe (which asserted that collection of ethnic data was illegal). Given the new Regulation (EU) 2016/679 which still speaks of 'special categories of personal data' such as ethnic data, it is clear that EU data protection law allows the collection and processing of such data, as long as the required safeguards are met. The key issues are informed consent to the processing of the data, after being adequately informed on the purpose and use of the data, and that there are adequate safeguards to prevent any other use of the collected data.

For further information on EU law on the issue of, among other things, ethnic data gathering, see European Handbook on Equality Data by Timo Makkonen (https://yhdenvertaisuus-fi-bin. directo.fi/@Bin/d1f76c2e9210cc88b1812f85c9112442/1487670156/application/pdf/117492/Europeanhandbook_WEB.pdf) and the European Network Against Racism documents at the at http://enar-eu.org/Equality-data-collection-151. Another important report that can provide some guidance is Patrick Simon's "Ethnic" statistics and data protection in the Council of Europe countries which was produced for ECRI. In particular it is worthwhile noting all of the data already collected by member countries (see the table on p 36) https://www.coe.int/t/dghl/monitoring/ecri/activities/Themes/Ethnic_statistics_and_data_protection.pdf.

Local governments need to adapt their data collection to their local needs and circumstances. Nevertheless the work done in London may provide guidance to the possibilities that are available. See for example Equality and Inclusion in the City of London Corporation. Annual performance summary 2015. (https://www.cityoflondon.gov.uk/about-the-city/how-we-make-decisions/Documents/equality-and-inclusion-annual-summary-2015.pdf)

Note: Ethnic data collection should not be confused with 'ethnic profiling'. Ethnic profiling describes the practice of targeting specific individuals or groups based on appearance, e.g. if a police officer singles out a person for an identity or security check solely on the ground that he or she has dark skin color. Ethnic profiling is a differentiation in treatment that is not objectively justified and therefore violates non-discrimination law.

5 STEP 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.

6 STEP 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

RISKS, CHALLENGES	MEASURES TO MITIGATE RISKS
Funding	Point out that the monitoring in the long run saves money because it promotes: • targeted and more effective service provision • higher quality of municipal services • improved internal communication • employment of the most qualified employees

RISKS, CHALLENGES	MEASURES TO MITIGATE RISKS
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 many colleagues as possible in the process of conceptualisation. 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. Ask all departments for best practice examples in their work.
Conceptualisation takes time and is challenging	Take on a trial and error perspective and cooperate as closely as possible with the migrant communities in order to learn about current issues. Contract external experts.

PUTTING INTO PRACTICE

7 **STEP 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. Pay attention to data protection regulations.

> **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

RISKS, CHALLENGES	MEASURES TO MITIGATE RISKS
There is no data gathering mechanism already implemented	Communicate with all departments which might have data and ask them about their additional needs. Communicate with the department in charge of gender mainstreaming: ask them how they deal with data issues. Initiate data gathering. Make use of scientific and technical know-how.
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.

RISKS, CHALLENGES	MEASURES TO MITIGATE RISKS
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	Agree on the data collection with the head of department and ask him/her to name a person to contact for information. 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. Define a coordination point (e.g. the department for human resources)

8 · STEP Write a report

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

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.

9 **STEP 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.

10 **STEP 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.

Pros: 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.

Cons: no "hard facts" nor numerical measurements

Mixed focus group: Invite the relevant stakeholders on a topic from inside and outside the administration to a discussion.

Pros: the view of the administration is challenged by the critical view of civil society actors. Participants exchange perspectives; stakeholders get to know each other.

Cons: 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

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.

Pros: 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.

Cons: A person might feel questioned by the steering group;
You can only cover a limited scope regarding a topic or selected individual recommendations

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.

Pros: well-suited to work on crucial and problematic issues and to initiate dialogue between the relevant stakeholders.

Cons: A round table goes beyond evaluation. It is a working group and requires higher commitment by the participants.

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

Pros: the written statement can be copied into an evaluation report; easy and least time-consuming

Cons: controversial statements cannot be discussed; you miss out on the opportunity to intensify communication on the topic

11 **STEP 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.

SUSTAINABILITY

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

RISKS, CHALLENGES	MEASURES TO MITIGATE RISKS
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.

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RISKS, CHALLENGES	MEASURES TO MITIGATE RISKS
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 OF 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 AND OUTCOME

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.

- 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 EXAMPLES

Vienna (AT) Vienna integration and diversity monitoring
The City of Vienna has carried out integration and diversity monitoring since 2008. The Integration and Diversity Monitor is a type of compass for the city, which shows Vienna's current position with regard to integration and diversity and the development of the past few years. The Monitor draws attention to the challenges posed to Vienna's integration and diversity policies.
The special features of integration and diversity monitoring in Vienna are that the city puts the focus on itself, on politics and administration (Diversity Monitor) and carries out a critical self-analysis. It also collects and analyses administrative data to measure the degree of equality and integration of migrants and the host society as well as participation and access to social positions, goods and services (Integration Monitor).
Integration monitoring allows for a continuous observation of all areas where integration takes place and can be measured such as education, participation in the labour market, income levels, and housing supply. Based on selected indicators, it describes the social status quo of Vienna's population from the perspective of integration policies and, by providing guidance, also serves as a foundation for strategic developments in the policies and organisation of City of Vienna.
Diversity monitoring analyses where the City of Vienna stands in the implementation of its approach to diversity management. In line with the policy objectives defined and the need for action in society that results from integration monitoring, it assesses the achievements of the administration in adapting its services and personnel development and the requirements for future developments.
https://www.wien.gv.at/english/social/integration/basic-work/monitoring.html
Vienna (AT) 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

Graz (AT) Human Rights Report of the City of Graz (*Menschenrechtsbericht der Stadt Graz*)

The Human Rights Report is separated into the actual report, the editorial focus subject, and the recommendations brought forward by the Advisory Board. In the development of the Human Rights Report, a participatory approach allows for the creation of an instrument which includes many relevant actors from the City of Graz in the development of human rights work. Through the contributions and the statements, thematic focus points can be set, which allow for human rights work in the context of communal politics to be critically conducted, and are supported by further evaluations and recommendations. Methodologically speaking, several individual enquiries on particular areas of interest were directed towards different offices, in addition to the general form used for reporting. Through this a comprehensive picture of the human rights situation in Graz could be drawn.
http://www.graz.at/cms/beitrag/10152653/3723035/

Zurich (CH) Report on Racism of the City of Zurich (*Rassismusbericht der Stadt Zürich*)
When joining the European Coalition of Cities against Racism (ECCAR), the city council established a permanent inter-departmental working group. This working group is assigned to coordinate and monitor the implementation of the 10 Point Action Plan. The working group regularly reports to the city council and can submit recommendations. The report is based on research and interviews with stakeholders from within and outside the administration.
https://www.stadt-zuerich.ch/prd/de/index/stadtentwicklung/integrationsfoerderung/integrationsthemen/diskriminierungsbekaempfung.html

Bologna (IT): Participated Assessment and Empowerment of existing territorial anti-discrimination network
The territorial anti-discrimination network was created in 2007 to be at the heart of Emilia-Romagna initiatives against discriminations. The network is composed by 2 types of desks: the "connection desks" (metropolitan city level) and the "antennas desk" (local level). The Municipality of Bologna has signed in 2014 a Memorandum with the University of Bologna and with the NGO Cospe, to carry out an in-depth and participated assessment of the network aimed at reviewing the current impact and functioning of the this policy and empowering it. This was done through two parallel processes: a series of focus groups involving 10 associations involved in the network activities, and a capacity-building course for 20 associations of migrants.
Anti-discrimination section of the Municipality of Bologna website; provides external links, reports and other documents including about the Territorial Network. The site is only available in Italian: www.cittametropolitana.bo.it/sanitasociale/Engine/RAServePG.php/P/256711180406/T/Anti-discriminazione
Intercultural Centre "Zonarelli": https://centrozonarelli.wordpress.com/
International Coalition of Cities against Racism, DISCUSSION PAPERS SERIES Number 5: Study on Challenges in the Development of Local Equality Indicators – A human-rights-centered model, http://unesdoc.unesco.org/images/0018/001884/188481e.pdf