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The European Coalition of Cities against Racism's Reporting Tool and Good Practice Database:

Global Report 2023

Compiled by the European Training and Research Centre for Human Rights and Democracy

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List of Abbreviations

- ECCAR – European Coalition of Cities against Racism
- SAC – Scientific Advisory Council
- UNESCO – United Nations Educational, Scientific and Cultural Organization
- 10 PPA – 10 Point Plan of Action



A Background and Introduction

UNESCO operates the European Coalition of Cities Against Racism ([ECCAR](#)). The coalition is chaired by the cities of Heidelberg, Barcelona and Bologna. It counts approximately 150 members; the official languages used are English, German and French. Members commit themselves to adopt and implement programmes of action. Every two to five years, cities are required to report on the implementation of these programmes of action. As of today, these reportings are conducted by writing narrative reports without a clear and consistent structure.

Further, a vital purpose of ECCAR is to serve as an information platform, offering cities to learn from other cities and exchange their best practice examples. The Reporting Tool shall also support this purpose by enabling the search of and access to reports and parts of reports. It shall be possible to compile statistics and various analyses in a quantitative and qualitative manner.

Within the framework of a pilot project, a working group under the lead of Barcelona and the support of the [UNESCO Centre](#) developed an online questionnaire. As a next step, this online questionnaire shall be implemented by means of a database solution and made accessible to its members. The mandate for this was received on 29.7.2022. It comprises of several subprojects which shall be implemented within the frame of two bigger work packages in 2022 and 2023.

The total amount granted for this project is 60.000 by 2023. The following report provides an overall evaluation off all official city reports, provided from 2021 to 2023 and evaluated by the ECCAR Scientific Advisory Board.

B Global evaluation of city reports

Altogether, 18 ECCAR member cities used the pilot reporting tool for their official reports to ECCAR. These cities are (in order of reporting):

Barcelona, Spain

Stockholm, Sweden

Cologne, Germany

Bologna, Italy

Aubervilliers, France

Maó, Spain

Terrassa, Spain

Montpellier, France

Roeselare, Belgium

Nantes, France

Neuchatel, Switzerland

Herford (Hanseatic City of Herford), Germany

Helsingborg, Sweden

Nürnberg, Germany

Torino, Italy

Şişli, Turkey



Botkyrka, Sweden

Zürich, Switzerland

Four out of these cities have already reported via the prototype of the reporting tool. These cities approved their reports as official reports to ECCAR.

B.1 Legal environment of city

The city reporting system asks about the legal environment of the city and surrounding country in order to identify the commitment and competence of a governance against discrimination. Findings indicate that not all respondents are aware whether the country, their city is located in, is party to the ECHR, ICERD or whether the country has adopted domestic law prohibiting racial discrimination in the private sphere. The information provided by different cities in one country differs.

7 out of 18 reporting cities have legislative or regulatory competence on the prohibition of racial discrimination. 4 out of 18 reporting cities state that they have their own legislation prohibiting discrimination within their own competence. Thus, three out of 7 reporting cities do not use their competence to adopt such a legislation. Cities, who adopt such legislation, are located in different countries. 12 cities however have implemented norms and rules preventing racial discrimination, e.g. anti-discrimination clauses in procurement. Other cities do not have laws in place, but policy documents and action plans on anti-discrimination.

B.2 Challenges

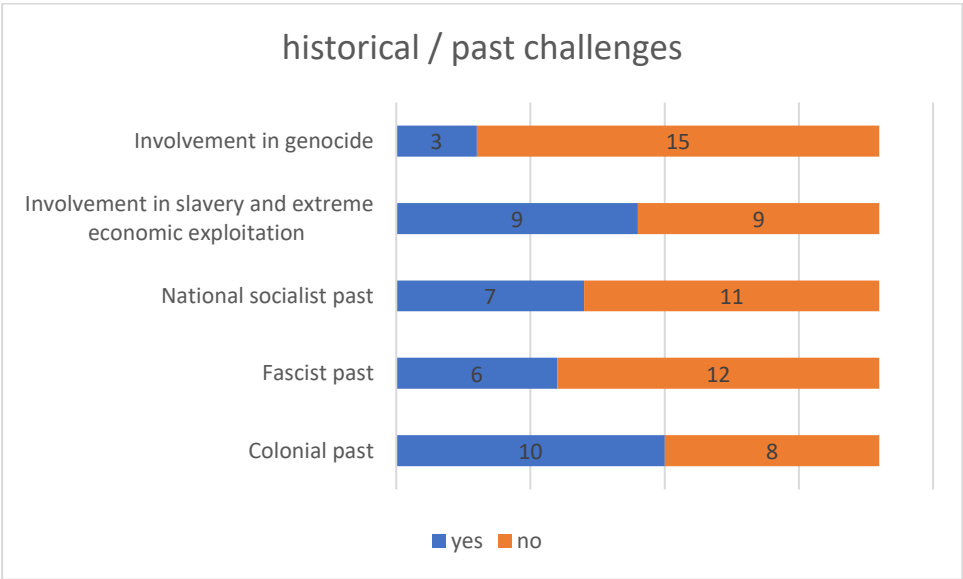


Figure 1 Q: What past/historical challenges apply to your city/country, natural numbers, n=18.

Other challenges mentioned: contrasting views about historical challenges, country was historically an important nation for the emergence of a racial biological ideology.



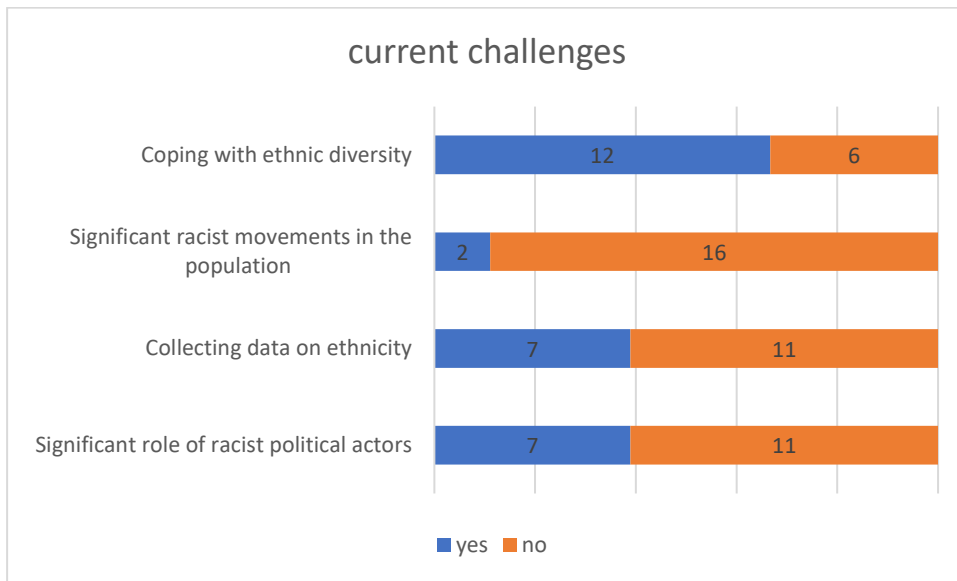


Figure 2 Q: Which challenges does your city currently face, natural numbers, n=18.

Other challenges mentioned: segregation and unequal access to human rights, promoting equal opportunities, focusing on positive image, stimulating diversity in networking/connection, to fight against racism and discrimination; migratory flows has led the city to position itself on a potential increased risk of xenophobia, racism and ethno-racial discrimination. This is reflected in the mandate's commitment to real equality, with the equality marker, which includes social justice and the fight against discrimination as essential pillars of equality. Awareness of systemic racism (and institutional openness to diversity), racial profiling. Limitations, imposed by higher administrative levels (federalist governance systems).

B.3 Achievements

The reporting system requests cities to outline the main achievements against racism in their cities since the last ECCAR report (or since starting ECCAR membership). The reporting cities excessively made use of this option to present their success. However, the information provided is not necessarily related to main achievements, but rather provided insights on the city's commitment and overall actions against racism. This approach can be seen in the following bullet points, which compile and summarise the information provided by the reporting cities.

- Research and reporting on racial discrimination and structural racism
- Racism and human rights are being addressed in the framework of the city's dealing with the implementation of the SDGs in its ordinary operations
- Increase in funding for anti-discrimination agencies and strengthening the anti-discrimination ritual of the city through more finances and personnel
- The rates of immigrants living in the city, who say that they are discriminated against, is the lowest in the whole surrounding.
- Cooperation with civil society organisations in the region



- Trainings for city staff to detect racist discrimination and review any discriminatory practices by the municipal services themselves.
- Strategic documents
- Anti-racism campaigns and products for education (schools)
- Victim support services offering holistic support (listening, counselling, guidance)
- Monitoring and report on racism

B.4 Responsibilities for ECCAR in the city

Eight out of 18 cities reported that the political responsibility for ECCAR issues lies with the mayor. In four cases, it lies with the vice (deputy) mayor and in five cities, a city councilor is responsible for ECCAR issues. In one city, neither the mayor, nor the vice mayor or a city councillor are responsible for ECCAR issues within the city.

At the administrative level, a broad variety of departments is responsible for ECCAR issues. In five cases, it is the department for integration. The municipal departments for culture, security or human resources do not deal with ECCAR issues, but rather the departments for citizen rights, social cohesion, human rights or equal opportunities.

The number of people working on ECCAR issues is also heterogenous among the reporting cities, starting with 0 going up to 11 persons, being responsible for ECCAR. Cities have also implemented an inter-departmental working group, dealing with ECCAR issues. Seven cities report that two persons are responsible for ECCAR issues within the city. Larger cities with more than 500,000 inhabitants have not more people responsible for ECCAR than smaller size cities. Moreover, the reporting system provides no information on the weekly hours of these people. Thus, the significance of this information is limited.

Information on the team composition suggests, that the work on ECCAR issues is female dominated. Cities try to mirror diversity in the ECCAR teams and include team members with migratory background or people of African descent.

B.5 Actions implemented against racism

Cities have applied different number of actions since the last ECCAR report. The range varies from two to more than 20. Some cities have not necessarily implemented actions, that are explicitly against racism, but prevent or combat racism as indirect effect. Other cities report that it is difficult to quantify the actions against racism in the city, as actions mere into one another.



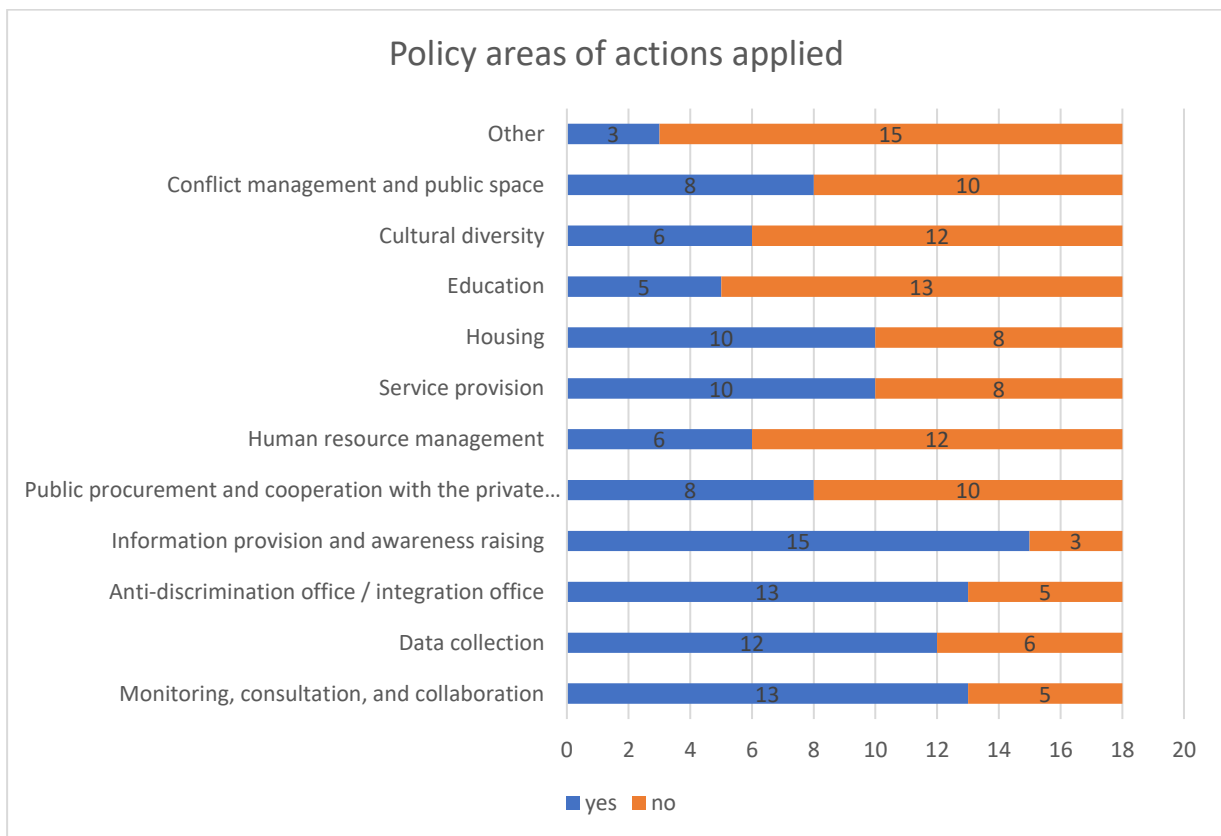


Figure 3 Q: In which policy areas does your city specifically deal with ECCAR's concerns?, natural numbers, n=18

Other areas are related to cooperation with the police and security.

B.6 Equality data collection

17 out of 18 cities state that they collect equality data. Larger cities do not have different equality data collection mechanisms than small or medium size cities.



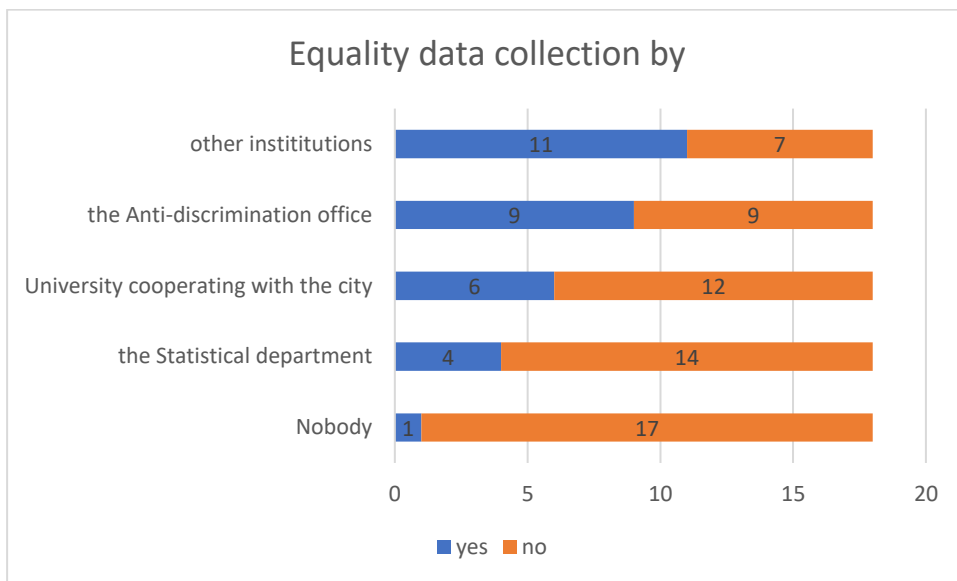


Figure 4 Q: Does your city collect data in relation to equality and discrimination? Natural numbers, $n=18$.

Other institutions collecting data for the city are mostly public authorities at national or local level. Moreover, cities mention equality bodies, anti-discrimination agencies and counselling centres.

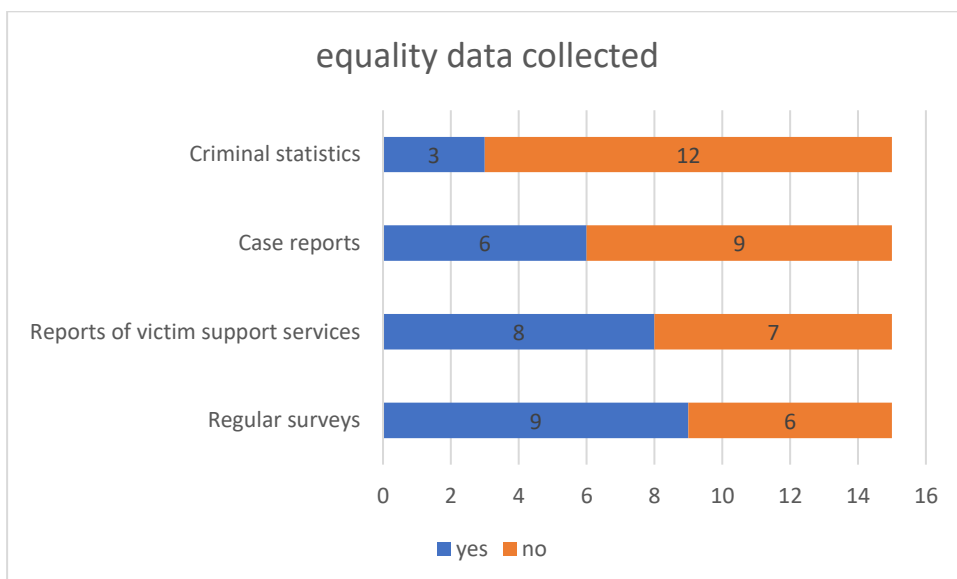


Figure 5 Q: Which data collection mechanism does your city use to reveal racial discrimination? Natural numbers, $n=15$.

Also, regarding the data used to reveal racial discrimination, large cities do not differ from small or medium size cities.



B.7 ECCAR membership: motives and expectations

Motives: The vast majority of cities joined ECCAR because of a value-based decision (17 out of 19 cities), bias-motivated movements motivated only one city to join ECCAR and 9 (of 19) cities joined ECCAR to cope with (ethnic) diversity

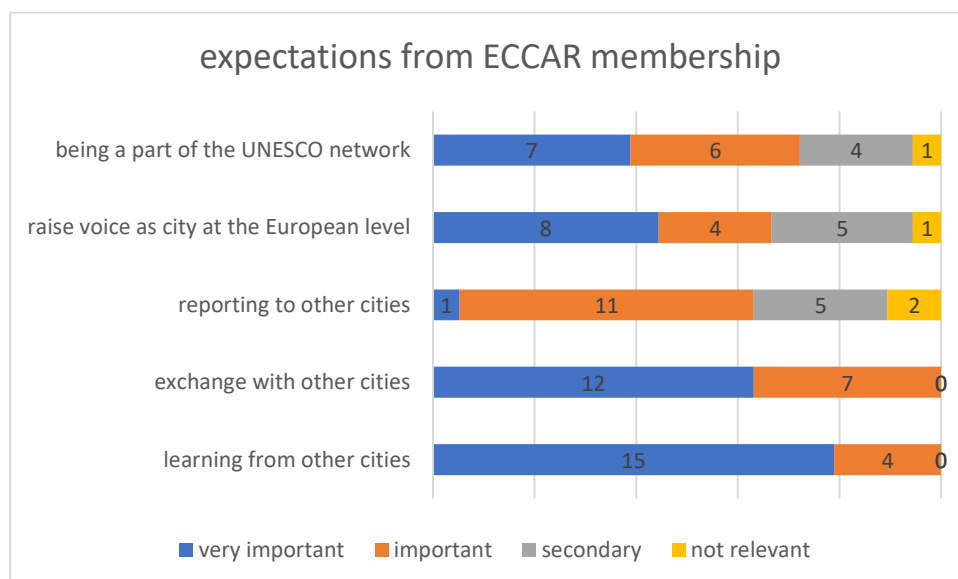


Figure 6 expectations from ECCAR membership, natural numbers (n=19).¹

Cities' other expectations from ECCAR membership are:

- collaboration in relation to data collection and usage of available data,
- finding partnerships for shared projects,
- and strengthened legitimacy / credibility as a city,
- quick(er) feedback from ECCAR SAC on the city reports,
- inputs from the ECCAR office, peer reviewing system.
- Receiving best practices within each one of the 10 PPA
- Keep the focus on racism (rather than blurring of the focus on general social actions)

B.8 Needs for input, feedback and exchange

The Reporting System also asks cities for their concrete needs from ECCAR and other cities in terms of input, feedback and exchange. The cities' needs are now outlined in relation to content and methods.

Summary of responses to the question: *What aspects would you need feedback on to analyse and improve your city's work against racism and racial discrimination?*

- Structural embedding of ECCAR-membership in the city
 - How to strategically build an ECCAR team?
 - How to raise awareness in the city for ECCAR topics?

¹ The expectations "rise voice as city at the European level" and "being part of the UNESCO network" were rated only by 18 cities.



- How to improve the city’s work against racism and racial discrimination within their mandate (through public procurement and education)?
- Research and Monitoring
 - How to collect data on: equality (disaggregating data), prevalence of racism, under-reporting
 - Indicator development and population, benchmarking
 - Impact assessment of measures
 - Structural / institutional discrimination
- Substantial inputs (theoretical level)
 - Concepts, frameworks, wording / messaging

This type of input is mainly to be provided by ECCAR, members of the SAC and other experts. The question: *How could other ECCAR cities support you in your work against racism? On which aspects of your work could the input of other ECCAR cities help you?* however, collects inputs that cities require from other cities. These are compiled in the following bullet points:

- Access to best practices / effective actions, applied by other cities (mentioned by 9 cities)
- Peer reviewing

Cities particularly request exchange with other cities. The following specific topics of exchange were addressed:

- how to develop a methodology for the local 10 Points Programme (including indicators), that also considers national and local level indicators (issues with national/local baseline setting through desk and field research)
- Crime report management. How do other countries’ judicial police collect data on bias indicators?
- Exchange of experiences to counteract the challenges of under-reporting and under-recording of racial discriminations and hate crimes

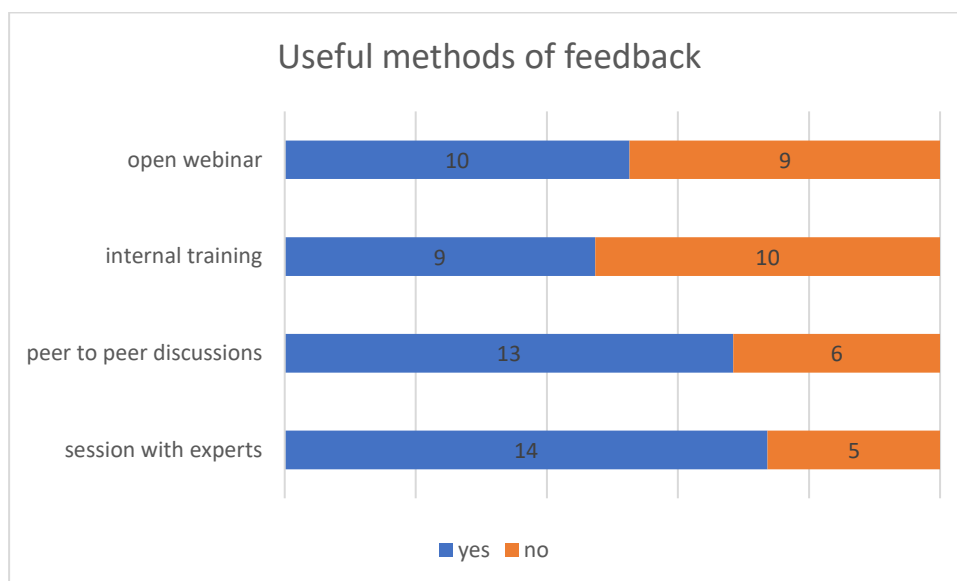


Figure 7 Q: which methods of feedback do you perceive useful, natural numbers, n=19.

Other methods, named by the cities themselves:

Exchange:

- Digital workshops and meetings to share experiences and best practice with other cities.
- Open spaces to speak openly about problems, achievements, sharing tricks etc.

Online resources:

- Access to strategies, actions or programmes that have proven to be effective in other cities.
- Access to research or any material produced by other cities (e.g. list of bias indicators, digital tools to collect or use data), that can be used as guidance
- Access to a collection of good practices
- Access to the working structures of other cities (e.g. multi-level governance models for federal or semi-federal countries), that help cities to build up their ECCAR team.

C Actions, measures or policies considered as good practice

10 cities reported in more detail about actions, measures or policies, they consider as a good practice to be shared with other member cities. The activities fits best to the following areas:

- Monitoring, consultation and collaboration (3)
- Cultural diversity (2)
- Anti-discrimination office / integration office
- Service provision
- Information provision and awareness raising

The reporting cities were most frequently active in their function as democratic institution, e.g. by monitoring discrimination, advisory boards, policies concerning the right to vote.

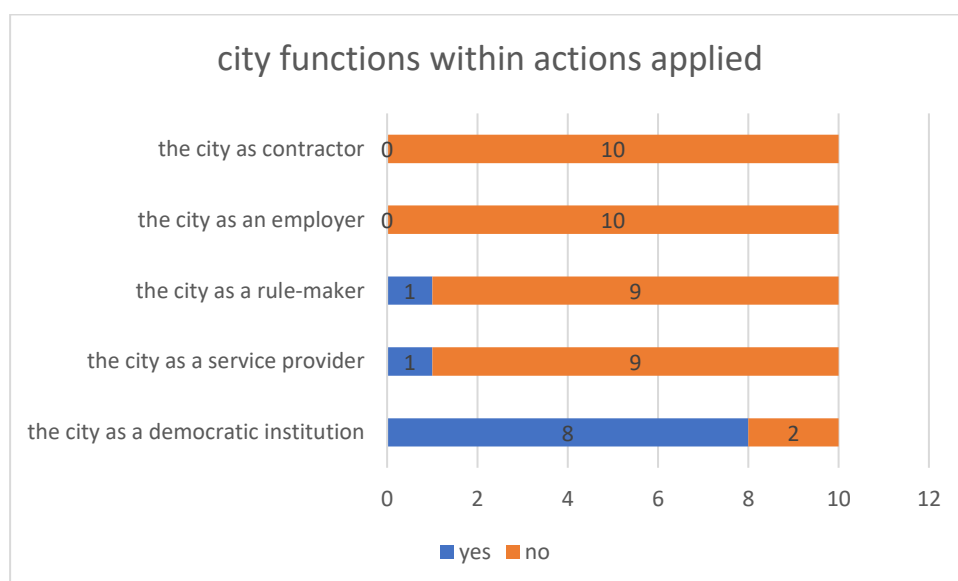


Figure 8 Q: Which city function is your action related the most? Natural numbers, n=10.

Evidence and aims

The reporting system asks on what evidence the preparatory phase and decision-making is based. The cities named the following sources:

- Exchange among professionals working in the area of discrimination in the city and city entities (staff),
- Desk research in municipal resources
- Voices of those, who are (potential) victims of racial discrimination
- Black live matters movement
- Local action plan

D Feedback by the ECCAR Scientific Advisory Council

According to Art 11 of the ECCAR statute, the Scientific Advisory Council (SAC) is responsible for the review of city reports under Art 4. Reports are reviewed by the Scientific Advisory Committee (SAC), usually by two reviewers and UNESCO. The procedure works as follows: When a city report is submitted and marked for assessment, the SAC can open it for review. The SAC cannot edit the fields filled by the reporting city, but has separate comment fields for certain sections as well as for general comments on the city report. There are structured (closed) comments, as well as open comments (text fields). All comments can be viewed (but not edited) by the reporting city.

These are the options for feedback in the reporting tool:

- Structured comments: (multiple answers)
 - Welcome
 - Appreciated
 - Interesting
 - Impressive
 - Request for further information for better understanding
- Semi-structured: (multiple answers)
 - Other + text field (500)
 - Question + text field (500)
- Open comments (text fields, 500)
- Overall comment to report (text field, specific, 10.000)
- Overall comment to 10PPA effort (text field, specific 5.000)

The feedback is provided as a separate field directly in the city report, saved to the report and signed by UNESCO. The review report is provided via the reporting tool as well. The outcome of the evaluation is a compilation of *comments and recommendations* for the reporting cities' authorities, as well as a collection of good practices. As soon as the SAC submits its feedback and review to the reporting city, the city can decide whether the review is visible to the public or not.



The structure and criteria of feedback based on the methodology developed for the Toolkit for Equality (TKE) in relation to the ECCAR Ten-Point Plan of Action (10PPA).

More information on feedback and the tool is to be found in the specification requirements for the reporting tool.

