The European Coalition of Cities against Racism's
Online City Reporting
Global Report 2024

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

Graz, October 2024

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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 180 members; the official languages used are English, German and French. Members commit themselves to adopt and implement programmes of action. Cities are required to regularly report on the implementation of these programmes of action.

A vital purpose of ECCAR is to serve as an information platform, offering cities to peer-learning and exchange on best practice examples. The newly established Reporting Tool supports this purpose by the following:

- Reporting procedures for cities are standardized and available in all languages (a translation tool is incorporated)
  - Setting up of a data base of good practices, which is accessible in all languages.
- The reporting tool additionally allows:
- comparing city reports
- Identifying trends over time
- Identification of common challenges, cities' needs, or expectations towards ECCAR
- compile statistics and various analyses in a quantitative and qualitative manner.
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B Global evaluation of city reports submitted in 2024

Altogether, 33 reports were submitted by ECCAR member cities used the ECCAR city reporting tool. This deliverable is a global evaluation of all city reports, submitted via the tool in 2024. 14 out of 33 reporting cities have more than 100.000 inhabitants and further 14 cities have more than half a million inhabitants. 5 small-size cities used the reporting tool.

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.
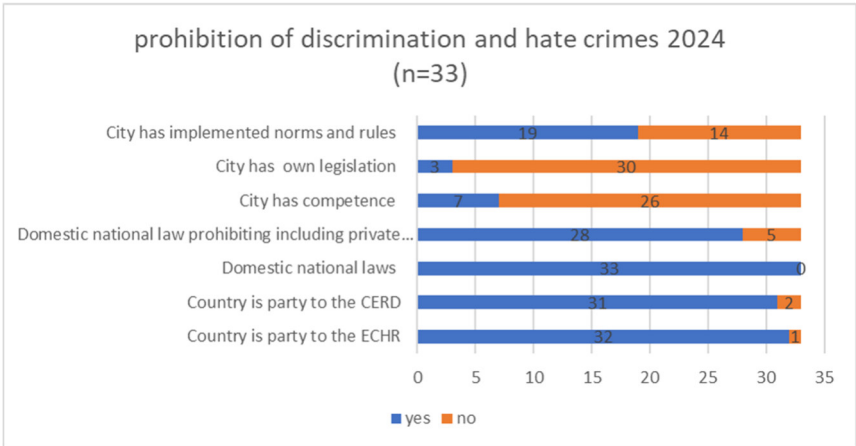
Figure 1 Prohibition of discrimination and hate crimes, natural numbers (n=33).

Few reporting cities have an own legislation / competence to prohibit discrimination due to ethnicity or hate crimes. Reporting cities mention that even if they do not have their own norms, rules or legislation relating to anti-discrimination, they do have political commitment, such as policy documents, as Action Plans, Strategies and Statements of Principles, dealing with equality and anti-discrimination. As ECCAR member cities, they commit themselves to develop, implement and monitor an Action Programme against racial discrimination. All reporting cities mention domestic laws at the federal level, prohibiting racial discrimination and hate crimes.

B.2 Challenges

Historic / past challenges

Figure 2 Q: What past/historical challenges apply to your city/country, natural numbers, n=33.

Other historic / past challenges mentioned: past dictatorial state (Spain), state persecution / oppression of national minorities, past Majors defended far-right ideas, challenges related to the GDR (Germany).

Current challenges

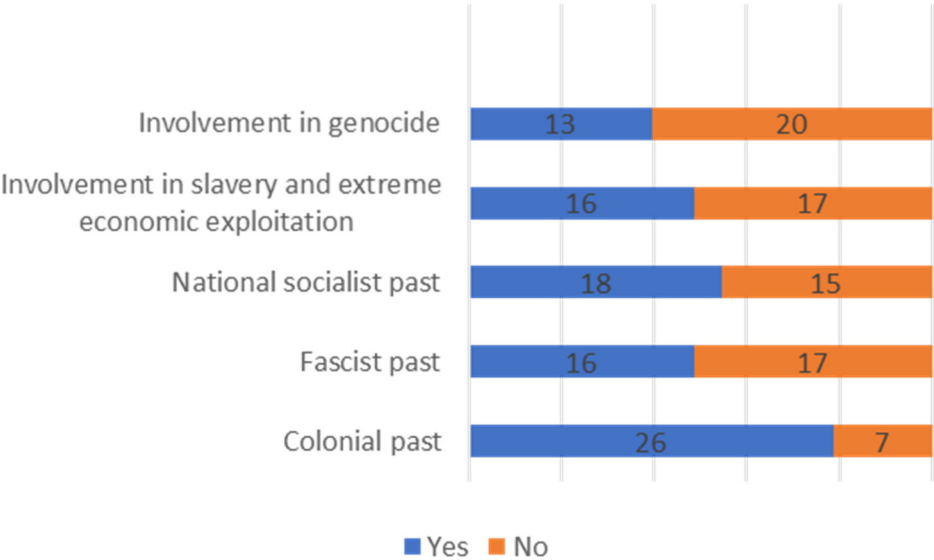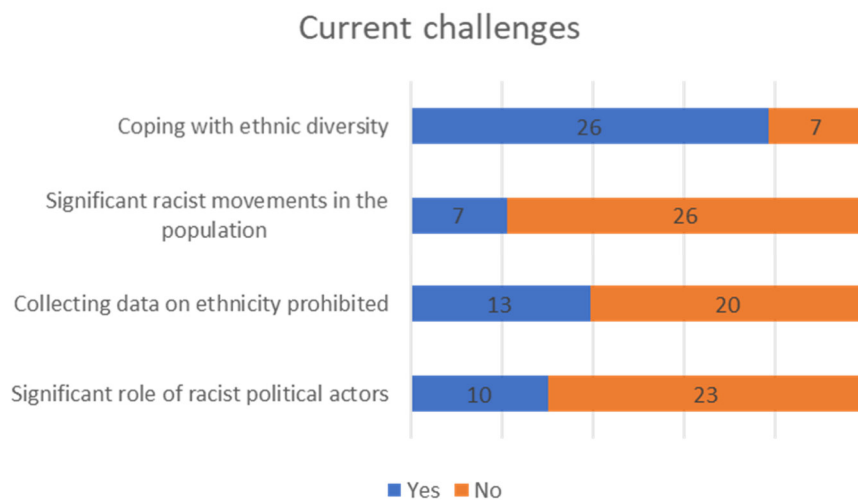Figure 3 Q: Which challenges does your city currently face, natural numbers, n=33.

Other current challenges: poverty and school absenteeism in specific districts, (ethnical) segregation and unequal access to public services, rise and establishment of Islamist groups, promoting equal opportunities and focusing on a positive image of combating racism and discrimination, fostering a „welcome culture" in the city, structural racism.

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 not necessarily reported on main achievements, but rather provided insights on the city's commitment and overall actions against racism. This is similar to the reports submitted by cities in 2023.

The following bullet points compile and summarise the information provided by the reporting cities. Again, these are not achievements, but rather initiatives done:

- Awareness raising, campaigns and on the topic racism / racial discrimination

- Creation of fora for exchange and networking (e.g. round tables) among the target groups

- Increased collaboration of local authorities with CSOs

- Training of city staff on anti-discrimination

- Office to coordinate existing efforts and steer further actions against racism (implementation of the 10 PPA)

- Establishment of a data collection system; monitoring

- Creation of an anti-discrimination office

- Inclusion of anti-discrimination clauses in covenants and cooperation agreements of the city

B.4 Responsibilities for ECCAR in the city

32 responses in total were given to the question on the responsibility for ECCAR at the political level. 15 state, it lies with the mayor, 7 select the vice mayor, 10 select the city councillor. However, a majority of respondents (18) did not select any of the given options, but rather chose "other". These include: Integration Centre or Office, City Board, collective government (not a single officer).

At the administrative level, 13 provided options were selected: 10 times: department for integration, 1 time department for culture, 1 time department for human resources. Department for security was not selected. ECCAR issues are dealt with in a broad variety of other areas (27 selections). Other areas are most fequently related to integration, diversity and equality. Less frequently to: strategic development and foreign affairs, solidarity and social cohesion, city management, anti-discrimination / equal opportunity office, city administration director together with a CSO, human rights unit, urban strategy, international affairs and citizenship.

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. 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 face difficulties to report the number of actions. The reports rather outline the actions in title and description (without referring to the number). Cities indeed have the option to report in detail about their actions applied later on.

The figure on the next page deals with policy areas, in which ECCAR cities deal with ECCAR's concerns. The ECCAR 10 Point Action Programme outlines a diversity of measures in diverse areas of local level action. The ECCAR reports however clearly indicate a "dominance" of policy areas in which ECCAR concerns are dealt with. These are: promoting cultural diversity (28), information provision and awareness raising (31). These rather "soft" measures are more frequently applied, than rather "hard" measures, such as public procurement and cooperation with the private sector (9) or housing (10). The answers were provided and multiple answers were possible. 7 city reports indicated „other" and mention: non-discrimination is a cross-cutting matter of all policy areas, measures in the area of security (local police), judiciary and training of local authorities / city staff.
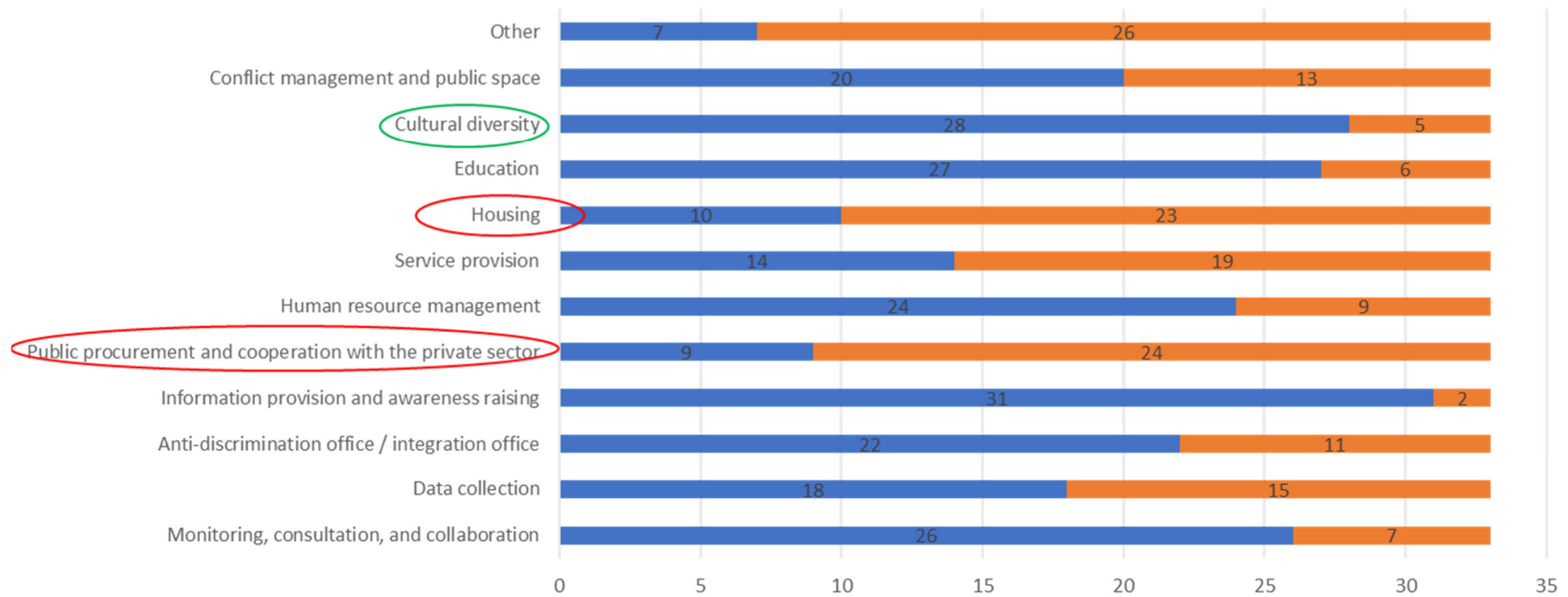
Figure 4 Q: In which policy areas does your city specifically deal with ECCAR's concerns? natural numbers, n=33

B.6 Equality data collection

25 out of 8 cities state that they collect equality data. Larger cities do not report to have different equality data collection mechanisms than small or medium size cities.

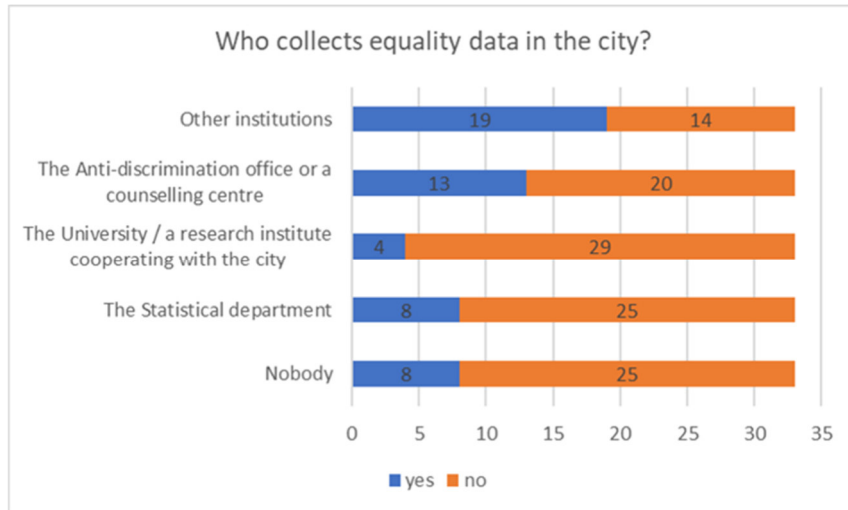*Figure 5 Q: Does your city collect data in relation to equality and discrimination? Natural numbers, n=33.*

Other institutions: mostly public authorities at national or local level, moreover surveys among city staff are mentioned, finally: equality data that is collected in the framework of research projects.
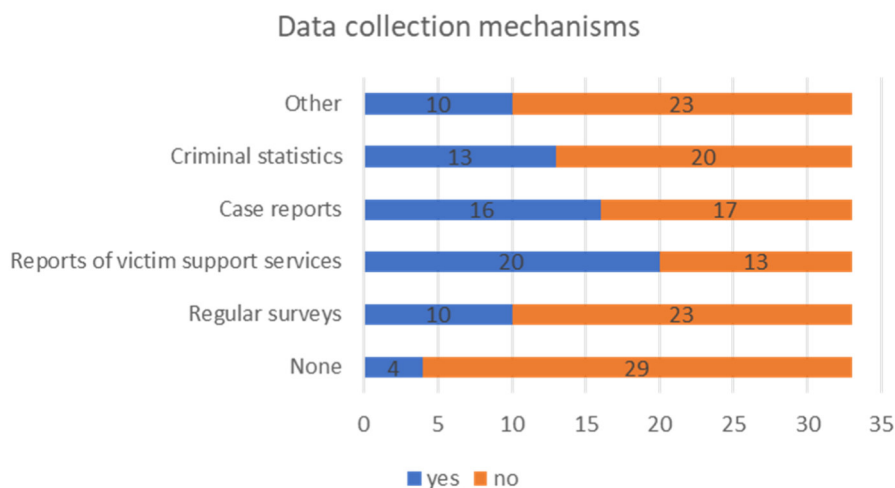

Figure 6 Q: Which data collection mechanism does your city use to reveal racial discrimination? Natural numbers, n=33.

Other mechanisms are: customer feedback, staff survey data, reports from national and international organisations. 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

The vast majority of cities joined ECCAR because of a value-based decision (31 out of 33 cities), and 20 cities joined ECCAR to cope with (ethnic) diversity. Bias-motivated political movements motivated only 3 cities to join ECCAR.

Motives to join ECCAR

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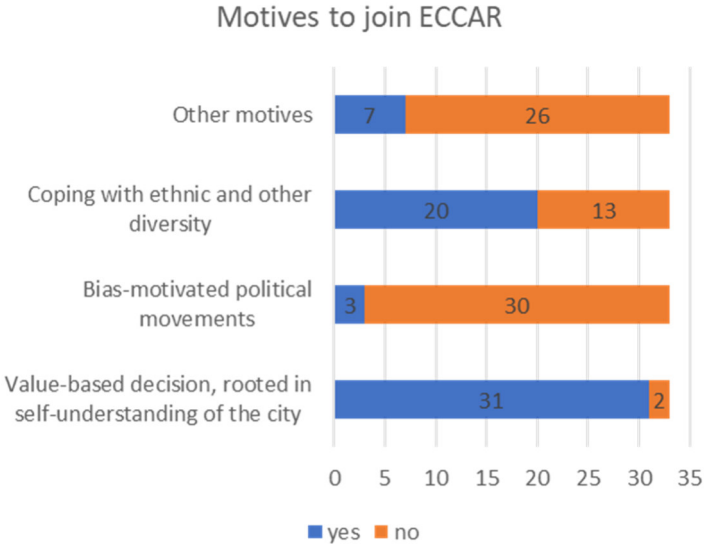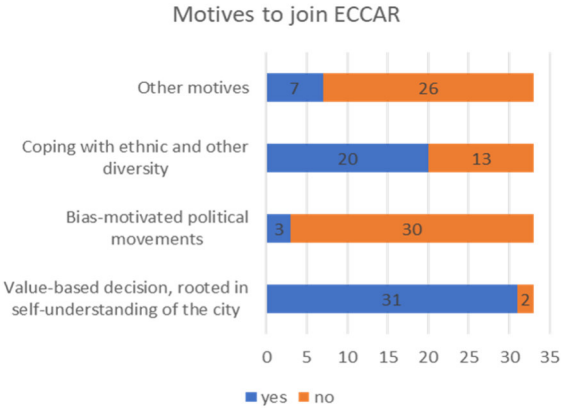
Other motives mentioned: to promote ECCAR in the city / country, networking with other cities in the area of racism, joining ECCAR was recommended by other local authorities (i.e. colleagues).

It is interesting, that current challenges and motives to join ECCAR are not related. 10 reports outline the significant role of racist political actors as a current challenge. However, only 3 reports

mention bias-motivated political movements as a motive to join ECCAR. But such conclusions have to be drawn cautiously, as new and long-years ECCAR members reported in 2024. Thus, motives to join ECCAR and current challenges do not necessarily coincide in time. Once the reporting system is filled with more data, connections between current challenges and motives to join ECCAR can be identified.

When it comes to expectations from ECCAR membership, learning from others and exchange are most frequently mentioned (compared to reporting or being part of a UNESCO network).
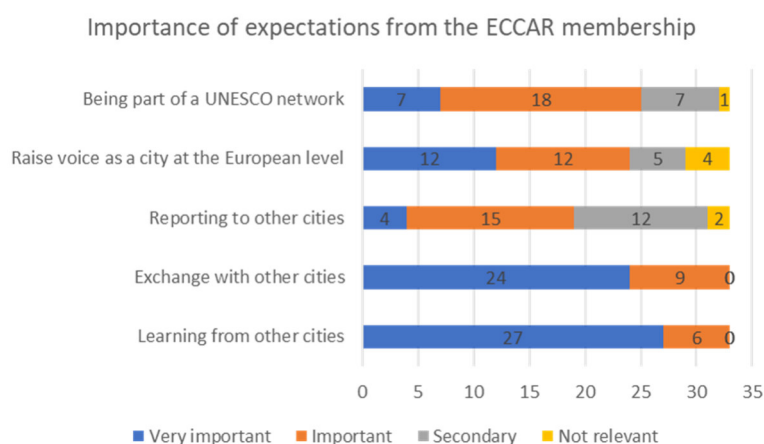

Figure 7 expectations from ECCAR membership, natural numbers (n=33).

Cities' other expectations from ECCAR membership are: ECCAR contributes to the strengthening of the municipalities preventive work as well as improving the anchoring of the anti-racist work at various levels, adapting local work to international standards, legitimising local anti-racism work through membership in an international network, finding partners for collaborative work, obtaining knowledge on data collection.

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?*

Needs for Input 2023	Needs for Input 2024
Structural embedding of ECCAR-membership in the city: - How to strategically build an ECCAR team?	Strategies and Actions: - How to effectively address racial discrimination - How to assess the impact of existing policies

- How to raise awareness in the city for ECCAR topics? - How to improve the city's work against racism and racial discrimination within their mandate (through public procurement and education)?	- How to facilitate access and participation of target groups/beneficiaries
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	Tools and methods: - Tools to monitor racial discrimination - Efficient methods to collect significant data on racial discrimination - Methods to assess the risk of people being racialized - How to address reports of discrimination that are beyond local authority competence
Substantial inputs (theoretical level): - Concepts, frameworks, wording / messaging	

Table 1 ECCAR cities needs for input 2023 and 2024 (summarised and evaluated written submissions).

The comparison of needs for inputs reported in 2023 and in 2024 indicates cities' progress from structural embedding to strategic action and from research and monitoring to tools and methods. Substantial inputs are not requested in the 2024 reports. However, also these conclusions have to be drawn cautiously.
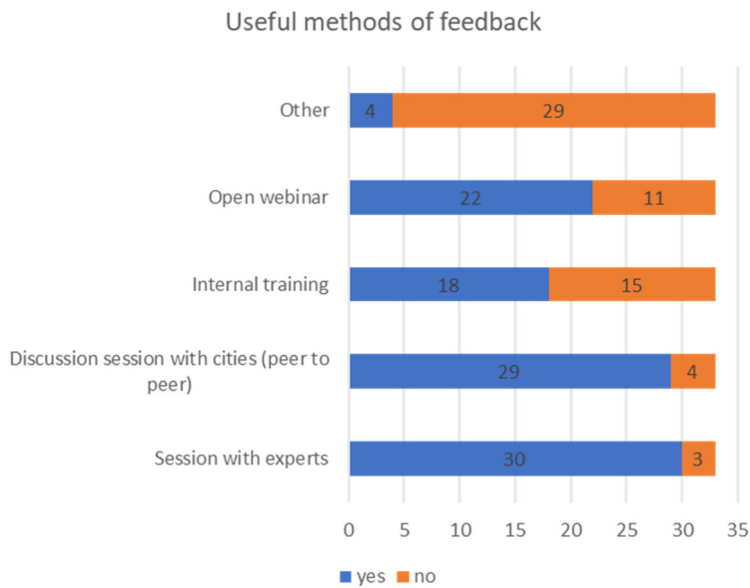
Useful methods of feedback

Method	yes	no
Other	4	29
Open webinar	22	11
Internal training	18	15
Discussion session with cities (peer to peer)	29	4
Session with experts	30	3

Figure 8 Q: which methods of feedback do you perceive useful, natural numbers, n=33.

Other methods, named by the cities themselves:

- Legal information and support
- Written feedback
- City buddy or mentoring system

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:

- Promoting participation of various groups

- Empowerment and self-empowerment of Black and Afrodiasporic people

- Information provision

- Education and training

Triggers of political will for the actions

What are the most important triggers of political will for actions against racism? The following are compiled and summarised based on the information provided in the city reports of 2024.

- Actions are outlined in an action plan or strategy
- Evidence (data, research) supports the need for these actions
- Commemoration days raise awareness of racism and discrimination
- Efforts of civil society organizations raise awareness of racism and discrimination

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)
    o Welcome
    o Appreciated
    o Interesting
    o Impressive
    o Request for further information for better understanding
- Semi-structured: (multiple answers)
    o Other + text field (500)
    o 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).